



NEW ZEALAND
FOREIGN AFFAIRS & TRADE
Manatū Aorere

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The 2024-2025 General Review of the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP)

Summary of feedback received during New Zealand's Public Consultation

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Background

The CPTPP General Review is mandated in *Chapter 27 Administrative and Institutional Provisions*, of the Agreement ([link](#)).

The text states that *“the Commission shall review the operation of this Agreement with a view to updating and enhancing this Agreement, through negotiations, as appropriate, to ensure that the disciplines contained in this Agreement remain relevant to the trade and investment issues and challenges confronting the Parties.”*

In 2023, under New Zealand’s chairing of CPTPP, Members agreed the Terms of Reference (ToR) for the CPTPP General Review ([link](#)).

To help inform the development of the ToR, the Ministry of Foreign Affairs and Trade (MFAT) sought feedback in a first round of consultations and approached key stakeholders and Treaty Partners directly for comment. Copies of the submissions and feedback was made available to staff working on the Chapter level reviews of the CPTPP.

Subsequently, Canada and Australia as CPTPP Chairs in 2024 and 2025 respectively lead the scoping phase of General Review. This process saw the Parties identify potential updates to the Agreements as part of the General Review.

Throughout this period, the Ministry sought feedback on the General Review through public surveys and stakeholder engagement sessions. This feedback informed New Zealand’s ongoing approach to the General Review process by identifying areas New Zealand officials should prioritise and advocate for.

New Zealand-based stakeholders were encouraged to provide comment by email or via a temporary survey tool on the Ministry website.

The survey tool asked for feedback under the following headings:

1. In your view, is CPTPP bringing economic growth and social benefits and contributing to raising living standards, reducing poverty and promoting sustainable growth?
2. In your view, are CPTPP rules still relevant for the trade and investment challenges the membership currently faces?

3. Are there new elements that could help improve and/or modernise CPTPP, including new and emerging issues and articles?
4. Are there existing provisions that would benefit from revision or updating?
5. Is there the potential for the development of new provisions and/or chapters?

The consultation period was promoted via paid advertising on LinkedIn, X (formerly Twitter), and Facebook.

To further compliment the consultation process, the Ministry hosted a series of virtual session for interested stakeholders and used Ministry newsletters and publications to promote the consultation period.

The recommendations from the Te Kahui a Kiwa conference hosted by Waikato University in 2023 have also been considered as public feedback to inform New Zealand's approach to the General Review.

Feedback was received from the following organisations during the first round of consultations:

- Beef + Lamb NZ
- Meat Industry Association
- Dairy Companies Association of New Zealand (DCANZ)
- Honey Consulting
- Fonterra
- NZ Air Line Pilots Association (NZALPA)
- New Zealand International Business Forum (NZIBF)
- Council of Trade Unions (NZCTU)
- Ngā Toki Whakarururanga
- Te Rūnanga o Ngāi Tahu
- Two individuals made submissions via the survey on the MFAT Website

New Zealand's Approach to Date

To support the consultation process, the Ministry of Foreign Affairs and Trade released a background paper outlining the position taken by Officials to date in relation to the CPTPP General Review ([link](#)).

This document sets out the areas of focus for New Zealand, which included:

- Ensuring that the Agreement is being fully implemented and taking practical steps to improve the operation of CPTPP. This will help the Membership to continue to promote trade and investment to bring economic growth and social benefits, create new opportunities for workers and businesses, contribute to raising living standards, benefit consumers, reduce poverty and promote sustainable growth.
- Market access – including utilisation analysis of CPTPP by traders and investors and improving the uptake of the Agreement, particularly by micro, small and medium enterprises (MSMEs).
- Provisions that support and provide more explicit protection for Māori trade interests in the E-Commerce Chapter.
- Additional disciplines on sustainable and inclusive trade.
- Demonstrate leadership on emerging issues in areas such as the digital and the green economy.

Feedback Summary

The feedback received was carefully considered by officials and it helped inform New Zealand's approach to the General Review.

In general terms there was close alignment between the areas officials had identified as priority areas and the feedback received from submitters.

For the purposes of this summary, the feedback has been separated into the following areas: market access, environment, e-commerce and digital, labour, inclusive trade, Māori interests, and administrative and institutional elements.

This document is only intended to provide a summary of the key themes identified by the consultation process. Submitters may choose to make their feedback publicly available.

Market Access

Business and industry submitters put forward the view that New Zealand should push for further market liberalisation as part of the review process. This would respond to the CPTPP text's Preamble (link [here](#)), which aims to "establish a comprehensive regional agreement that promotes economic integration to liberalise trade and investment...".

Feedback was received on the need to improve tariff quota administration practices and quota volumes. This was particularly in relation to future accessions but also to ensure that tariff rate quota administration does not undermine commercial opportunities.

It was suggested that through the review Parties should agree to the principle that future CPTPP expansion must benefit all existing CPTPP Members and not erode existing market access under the Agreement.

It was noted by some submitters that the economic benefits of CPTPP to New Zealand exporters were still to be fully realised and that the economic benefits have been limited to date. This was in part attributed to it being early in the Agreement's implementation and the disruption and challenges caused by Covid-19.

Others found that CPTPP had already delivered significant benefits but that further work on liberalisation was required to maximise market opportunities and ensure CPTPP remains the gold standard of free trade agreements.

Submitters from primary industry representatives welcomed the review of the SPS and TBT Chapters as an opportunity to address non-tariff barriers (NTBs) faced by exporters to CPTPP partners, which can be costly and deter trade.

Environment

There was support from submitters for the review to consider how the Agreement could reinforce the links between trade and global environmental issues including climate change and biodiversity loss.

This could usefully focus, among other areas, on comprehensively liberalising trade in environmental goods and services; fostering trade and investment in renewable energy; developing coherent sustainability-related standards to facilitate trade; agreeing to eliminate fossil fuel subsidies and other environmentally-harmful subsidies, including in agriculture, and updating the provisions to reflect the recent outcomes on fish subsidies in the WTO; collaborating to counter green protectionism; working to support the decarbonisation of the shipping and maritime industry; fostering business collaboration and innovation, and promoting sustainable finance and green investment.

There was also a call for New Zealand to advocate for further liberalisation and cooperation in areas that will accelerate decarbonisation and adaptation to a low-carbon economy.

A recommendation from the Te Kahui a Kiwa conference was that Members should prioritise the urgency of the climate crisis in the CPTPP review by elevating Indigenous Peoples' world views and enabling and resourcing Indigenous leadership to develop effective strategies for climate change mitigation.

E-Commerce and Digital

Submitters noted that the digital economy and digital trade are of increasing importance to New Zealand businesses, including small and medium-sized enterprises (SMEs) across the whole economy.

Several submitters called for New Zealand to advocate for upgrading the e-commerce chapter, consistent with the approach taken in the Digital Economy Partnership Agreement, and especially in respect of paperless trade.

Suggestions for a broad range of areas that could be considered in an upgraded e-commerce chapter (either through upgrading existing provisions or new provisions) were received including: location of computing facilities for financial services, electronic transactions frameworks, cybersecurity, e-invoicing, e-payments, digital identities, data innovation, standards and conformity assessment, cooperation on competition in the digital economy, digital inclusion, and emerging technologies such as Artificial Intelligence (AI).

It was also suggested that the Agreement should seek to create a platform for knowledge-sharing and/or collaboration in areas where binding commitments may be premature.

Labour

Feedback was received encouraging New Zealand to advocate for measures to improve the CPTPP Labour Chapter. It was suggested that the Trade and Sustainable Development Chapter of the NZ–EU FTA has set a new standard for labour standards in trade agreements and provides an appropriate model for the CPTPP Labour Chapter to aspire to.

It was suggested that the General Review examines, to the extent possible, what impact (if any) the Labour Chapter has had on labour rights and standards in CPTPP countries.

Several specific areas were identified for consideration within the review of the Labour Chapter including on minimum labour rights and standards that CPTPP Parties must adhere to, strengthening Article 19.4 (Non-Derogation) and Article 19.5 (Enforcement of Labour Laws) and improving the enforceability of the Labour Chapter by adopting the dispute settlement mechanisms and the Domestic Advisory Groups established in the NZ–EU FTA.

A need was also identified to upgrade the Labour Chapter to better respond to the issues of modern slavery and its prevalence in supply chains and migrant labour protections.

Inclusive Trade

Several submitters expressed support for New Zealand to advocate for the inclusion of provisions to support greater inclusion for Māori/Indigenous businesses, SMEs and women entrepreneurs through the General Review.

Māori Interests

One of the specific recommendations from the Te Kahui a Kiwa conference was that the membership should adopt broad carveouts that provide effective protection against the potential negative impacts of the Agreement on Māori and other Indigenous Peoples in line with those advanced by New Zealand in recent agreements, including on e-commerce at the WTO.

More generally, feedback suggested that New Zealand's engagement should focus on how to improve the CPTPP so that it is consistent with the Crown's obligations under Te Tiriti o Waitangi/The Treaty of Waitangi and supports sustainable social and economic development in New Zealand.

Through consultation, a Tiriti/Treaty partner noted it supported tariff reduction through trade agreements but called for CPTPP to be levelled up to reflect the outcomes achieved in relation to Māori economic development in the NZ-UK and NZ-EU FTAs.

Specific feedback was received on the need to better protect and promote important products to Māori, the need to better consider tourism within the CPTPP, and to improve and diversify access to foreign capital for Indigenous development.

Feedback was received advocating for the establishment of a partnership-based framework for Indigenous Peoples' representation and participation within the CPTPP alongside the state Parties. This would provide for Indigenous Peoples to be involved in the governance of the CPTPP, its implementation, and its outcomes, including an independent seat at the table.

It was suggested that the CPTPP Chair should organise an annual conference to maintain the continuity of relationships, knowledge sharing, and action relating to Indigenous trade and trade agreements established at Te Kahui a Kiwa in 2023.

Additionally, several provisions in the CPTPP e-commerce chapter have been considered by the Waitangi Tribunal¹. The Tribunal in its 2021 (Wai 2522) report² found that in negotiating these e-commerce provisions, the Crown (the New Zealand State) breached the Treaty principles of partnership and active protection of Mātauranga Māori³. In the review context, Treaty Partners have emphasised the importance of including additional protections for Māori rights, interests, duties and responsibilities.

Investment

¹ Articles considered by the Tribunal included cross border data flows, data localisation and source code. A fourth article in the e-commerce chapter, non-discriminatory treatment of digital products, was also considered as part of the claim, however no breach was found. The Tribunal did not make findings on further concerns raised by claimants including "local presence" on cross-border trade in services.

² The Waitangi Tribunal, [The Report on the Comprehensive and Progressive Agreement for Trans-Pacific Partnership](#) (2021) Stage 4 Report.

³ 'Mātauranga Māori' was described by the Waitangi Tribunal in relation to its Wai 262 Report as "the unique Māori way of viewing the world, encompassing both traditional knowledge and culture" and in the Wai 2522 Report as "at the heart of Māori identity" and so "is not an interest or consideration that is readily amenable to some form of balancing exercise when set against other trade objectives" (xvi) whilst also recognising the context within which New Zealand negotiates internationally.

At least one submitter noted ongoing opposition to the inclusion of Investor–State Dispute Settlement (ISDS) mechanisms in trade agreements. ISDS should not be considered as part of the General Review, or any trade agreement that New Zealand is party to.

Administrative and Institutional Elements

A theme of the feedback received was the need for greater transparency and stakeholder engagement in CPTPP.

Submitters underscored the value of close engagement with stakeholders, including business and other groups, in shaping, implementing and being able to benefit from the Agreement.

A need was identified for industry participation in Committee and Chapter meetings. This could take the form of pre-briefings with officials, attendance at the meetings themselves, or side events in the margins of the meetings.

One submitter noted the value in revisiting the concept of the creation of a permanent secretariat to support the operation of the Agreement.

Outcomes

New Zealand officials represented these views at working and officials' levels within CPTPP throughout 2023-2025. In 2025, the outcomes of this initial process of the General Review was outlined in the [Joint Ministerial Statement on the occasion of the Ninth Commission Meeting of CPTPP on 21 November 2025](#).

As the CPTPP General Review Report: Final Recommendations annexed in the statement outlines, Members recommended that officials commence negotiations, on a without prejudice basis on the following provisions and/or initiatives:

- Customs Administration and Trade Facilitation;
- Trade in Services, including Cross Border Trade in Services and Financial Services;
- Electronic Commerce;
- Competitiveness and Business Facilitation; and
- Trade and Women's Economic Empowerment.

Parties also recommended officials collaborating to develop and update the Agreement in the following areas:

- Investment;
- State-Owned Enterprises (SOEs);
- Innovation;
- Gender Mainstreaming;
- Economic Coercion; and
- Market Distorting Practices.

Given the feedback received and New Zealand's overall approach to trade, Officials strongly advocated for the General Review to be ambitious and have a wide scope to include reviewing a number of areas like Market Access, Rules of Origin, SPS and Environment. With Canada, we also lead discussions to consider opening a new chapter on Indigenous Trade.

Although these areas did not reach the necessary consensus to continue through to the negotiation phase of this first General Review, New Zealand will continue working at all levels to ensure CPTPP remains relevant and fit-for-purpose not only via the second General Review but also in the annual committee sessions and Senior Official Meetings.

Officials are committed to stakeholder engagement on the range of free trade agreements we are signed on to. We will continue to update and seek feedback from the public and stakeholders.

Next Steps

The Ministry would like to acknowledge all the organisations and individuals that provided feedback on the ToR and possible priorities for New Zealand engagement in the CPTPP General Review.

This summary document will be circulated and published on the MFAT website.

Moving forward, the recommendations resulting from the scoping phase of the General Review will now be negotiated by the Parties, under Viet Nam's leadership as CPTPP Chair in 2026. Committees, working groups and subsidiary bodies will meet in the first quarter of 2026 to develop an implementation workplan which outlines expected timeframes for negotiations to conclude and/or for cooperative activities to be undertaken. Progress on the implementation of the General Review 2025 Report's recommendations will be reported to the CPTPP Commission when it next meets, no later than the end of 2026.

The Ministry will continue to provide updates and seek feedback for the remainder of the General Review progress. Submitters and the public are able to provide further input and seek information by emailing cptpp@mfat.govt.nz.