

The Treasury

Budget 2021 Information Release

August 2021

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Cabinet Document Details

Title: **Cabinet Minute: CAB-21-MIN-0116.30: 2021 Budget Package: Vote Transport**

Date: **16 April 2021**

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- [33] 9(2)(f)(iv) - to maintain the current constitutional conventions protecting the confidentiality of advice tendered by ministers and officials
- [34] 9(2)(g)(i) - to maintain the effective conduct of public affairs through the free and frank expression of opinions
- [37] 9(2)(i) - to enable the Crown to carry out commercial activities without disadvantage or prejudice
- [38] 9(2)(j) - to enable the Crown to negotiate without disadvantage or prejudice
- [39] 9(2)(k) - to prevent the disclosure of official information for improper gain or improper advantage

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Cabinet

Minute of Decision

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2021 Budget Package: Vote Transport

On 12 April 2021, Cabinet:

- 1 **approved** the Budget initiatives for the above Vote for inclusion in the 2021 Budget package, as listed in the summary below and detailed in the attached initiative documents;

Summary of initiatives included in the attached initiative documents:

Operating Initiatives (Impact on Operating Balance)

Initiative ID	Initiative Name	\$m - increase/(decrease)				
		2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
13340	Future of Rail – Rail Network Investment Programme	-	-	128.000	321.900	-
13527	Implementing a Clean Car Standard	-	5.957	10.870	11.842	11.842
13339	KiwiRail - Domestic Rail Workshops	4.000	27.000	19.700	10.200	24.100*
13333	Ongoing Crown Support for Maritime New Zealand, the Civil Aviation Authority and Aviation Security Service	-	20.700	-	-	-
13455	Reprioritisation: Impacts for Waka Kotahi NZ Transport Agency's Regulatory Memorandum Accounts	(47.000)	-	-	-	-
13454	Reprioritisation: Supporting the National Land Transport Fund Revenue Shortfall and Meeting COVID Costs	(250.000)	-	-	-	-
Total Operating		(293.000)	53.657	158.570	343.942	35.942

*for 2024/25 only.

Capital Initiatives (Impact on Debt)

Initiative ID	Initiative Name	\$m - increase/(decrease)						
		2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
13337	Future of Rail – Core Asset Management	-	57.200	23.300	6.800	-	-	-
13342	Future of Rail – Rolling Stock and Mechanical Depots	-	1.200	133.950	364.850	128.250	93.650	0.800
13527	Implementing a Clean Car Standard	-	10.590	5.630	-	-	-	-
13334	Investment in Aviation Security Infrastructure and Regulatory Systems	-	16.339	53.561	43.319	-	-	-
Total Capital		-	85.329	216.441	414.969	128.250	93.650	0.800

- 2 **agreed** to establish new appropriations where required to implement these initiatives, as described in the attached initiative documents;
- 3 **approved** changes to appropriations to implement the initiatives, as set out in the attached initiative documents;
- 4 **approved** the additional recommendations to give effect to the initiatives, as set out in the attached initiative documents;
- 5 **agreed** that the changes to appropriations for 2020/21 above be included in the 2020/21 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply;
- 6 **authorised** the Minister of Finance and the Appropriation Minister to approve jointly any technical adjustments to baselines necessary to remove any errors or inconsistencies identified while finalising the 2020/21 Supplementary Estimates, the 2021/22 Estimates and the fiscal forecasts;
- 7 **authorised** the chief executives of departments that monitor Crown entities directly affected by decisions in this minute to inform the chair and/or chief executive of a Crown entity, on a Budget-in-confidence-until-Budget-day basis, of decisions that directly affect that Crown entity for the purpose of planning and preparation of their Statement of Intent;
- 8 **noted** that all communications relating to the 2021 Budget are co-ordinated by a Budget communications committee, and that any requests for early announcement will need to have both the written approval of the Minister of Finance and sign-off from the Prime Minister's office;

- 9 **agreed** that the initiative in the following table and as detailed in the attached initiative documents be a contingency item and that the corresponding funding for the capital initiative contingency be a charge against the Multi-Year Capital Allowance:

Summary of contingency initiative included in the attached initiative document:

Capital Contingency

Initiative ID	Initiative Name	\$m - increase/(decrease)				
		2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
13528	Clean Car Discount	-	301.800	-	-	-
Total Capital		-	301.800	-	-	-

- 10 **approved** the additional recommendations relating to the contingency initiative, as set out in the attached initiative documents;

Michael Webster
Secretary of the Cabinet

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Clean Car Discount

Description: This initiative will build demand for buyers of zero and low emissions vehicles by providing a discount on such vehicles at point of first registration in New Zealand and discouraging the purchase of high emission vehicles by placing a fee on their initial registration, which will serve over the long term to fund the discounts. This funding will enable Waka Kotahi to implement the system, and to manage cashflow timing differences between the issuing of rebates and the collection of fees.

Tagged contingency

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Capital Contingency	-	301.800	-	-	-
Total	-	301.800	-	-	-

Additional recommendations

- 11 **noted** that core design parameters for the Clean Car Discount are expected to be considered by the Cabinet Economic Development Committee on 14 April 2021, including whether to commence the Clean Car Discount from 1 July 2021, with final policy decisions to be considered by Cabinet in late 2021;
- 12 **noted** that the Clean Car Discount is intended to be funded through a Crown loan;
- 13 **noted** that under section 65L of the Public Finance Act 1989, the Minister of Finance, may on behalf of the Crown, make a loan if it appears to be necessary or expedient in the public interest to do so;
- 14 **noted** that approval from the Ministers of Finance and Transport is required, pursuant to section 160(1) and 162 of the Crown Entities Act 2004, for Waka Kotahi to borrow;
- 15 **authorised** the Minister of Transport and the Minister of Finance jointly to draw down the tagged capital contingency funding above (establishing any new appropriations as necessary), subject to:
 - 15.1 Cabinet agreement to core design parameters for the Clean Car Discount as described in paragraph 11 above;
 - 15.2 agreement by the Minister of Finance to, on behalf of the Crown, make a loan under section 65L of the Public Finance Act 1989 as described in paragraph 13 above;

- 15.3 approvals from the Ministers of Finance and Transport, pursuant to section 160(1) and 162 of the Crown Entities Act 2004, for Waka Kotahi to borrow, as described in paragraph 14 above;
- 16 **agreed** that the expiry date for the above tagged contingency be 30 June 2022;
- 17 **noted** that the terms and conditions of any Crown loan will be determined by the Minister of Finance;
- 18 **noted** that further Cabinet agreement would need to be sought if the terms and conditions of any Crown loan have further impacts on Budget allowances;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Future of Rail – Core Asset Management

Description: This initiative provides an instalment of working capital into KiwiRail, ensuring core freight, tourism, property and ICT assets can be maintained until and positioned for the commissioning of the new replacement assets.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Operating Balance Impact	-	-	-	-	-
Debt Impact	-	57.200	23.300	6.800	-
No Impact	-	-	-	-	-
Total	-	57.200	23.300	6.800	-

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Non-Departmental Capital Expenditure:					
Rail - KiwiRail Holdings Limited	-	57.200	23.300	6.800	-
Total Capital	-	57.200	23.300	6.800	-

Additional recommendation

19 **authorised** the Minister of Finance and the Minister of Transport, acting jointly, to make changes to the existing baseline profile (including bringing forward funding) if required by the timing of KiwiRail Holding Limited's capital works programme;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Future of Rail – Rail Network Investment Programme

Description: This initiative provides a Crown top-up to the National Land Transport Fund to meet the funding requirements to restore a resilient and reliable national rail network, as part of the new planning and funding model for rail supported by the detailed Rail Network Investment Programme.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Operating Balance Impact	-	-	128.000	321.900	-
Debt Impact	-	-	-	-	-
No Impact	-	-	-	-	-
Total	-	-	128.000	321.900	-

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Non-Departmental Output Expenses:					
Rail - Maintenance and Renewal of the Rail Network	-	-	128.000	321.900	-
Total Operating	-	-	128.000	321.900	-

Additional recommendations

- 20 **agreed** that access to this funding will be available from the National Land Transport Fund to KiwiRail once the Rail Network Investment Programme has been approved by the Minister of Transport;
- 21 **authorised** the Minister of Finance and Transport acting jointly to make changes to the baseline profile above (including bringing forward funding), depending on the final funding requirements of the Rail Network Investment Programme;
- 22 **agreed** to amend the scope of the non-departmental output expense appropriation “Rail – Maintenance and Renewal of the Rail Network” to “This appropriation is limited to funding KiwiRail Holdings Limited for the expenditure included in the approved Rail Network Investment Programme”;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Future of Rail – Rolling Stock and Mechanical Depots

Description: This initiative provides funding for the third tranche of KiwiRail’s rolling stock and mechanical maintenance facilities investment programme to replace life expired assets. The funding supports the procurement of 60 new locomotives and 1,900 new wagons, and the final tranche of investment in associated mechanical maintenance facilities.

Appropriation changes

	\$m - increase/(decrease)						
	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Operating Balance Impact	-	-	-	-	-	-	-
Debt Impact	-	1.200	133.950	364.850	128.250	93.650	0.800
No Impact	-	-	-	-	-	-	-
Total	-	1.200	133.950	364.850	128.250	93.650	0.800

	\$m - increase/(decrease)						
	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Non-Departmental Capital Expenditure:							
Rail - KiwiRail Holdings Limited	-	1.200	133.950	364.850	128.250	93.650	0.800
Total Capital	-	1.200	133.950	364.850	128.250	93.650	0.800

Additional recommendations

- 23 **noted** this funding is time-limited to the 2026/27 financial year and does not extend to outyears beyond that;
- 24 **authorised** the Minister of Finance and the Minister of Transport, acting jointly, to make changes to the baseline profile above (including bringing forward funding) if required by the timing of KiwiRail Holding Limited's capital works programme;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Implementing a Clean Car Standard

Description: This initiative will regulate distributors of new vehicles and importers of used vehicles to New Zealand to supply vehicles with progressively lower CO2 emissions year on year in order to contribute to broader climate change emission reduction targets. The funding supports Waka Kotahi to build and operate necessary systems to run the scheme.

New appropriation approvals

Name	Period	Type	Scope
Clean Car Standard - Operation	Annual	Non-Departmental Output Expenses	This appropriation is limited to funding Waka Kotahi for the operation and administration costs associated with the Clean Car Standard.
Clean Car Standard - Capital	Annual	Non-Departmental Capital Expenditure	This appropriation is limited to providing capital to Waka Kotahi for capital expenditure associated with implementing and supporting the Clean Car Standard.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Operating Balance Impact	-	5.957	10.870	11.842	11.842
Debt Impact	-	10.590	5.630	-	-
No Impact	-	-	-	-	-
Total	-	16.547	16.500	11.842	11.842

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Non-Departmental Output Expenses:					
Clean Car Standard - Operation	-	5.957	10.870	11.842	11.842
Non-Departmental Capital Expenditure:					
Clean Car Standard - Capital	-	10.590	5.630	-	-
Total Operating	-	5.957	10.870	11.842	11.842
Total Capital	-	10.590	5.630	-	-

Initiative No: 13334

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Investment in Aviation Security Infrastructure and Regulatory Systems

Description: This initiative provides a capital injection to the Civil Aviation Authority (CAA) to continue with planned upgrades to Aviation Security Infrastructure, replace and upgrade CAA's regulatory technology platform and replace other critical infrastructure. The investment in core Government infrastructure will protect New Zealand's international and domestic aviation connections and enable CAA to carry out its statutory functions in an effective and efficient way.

New appropriation approval

Name	Period	Type	Scope
Civil Aviation Authority – Capital Injection	Multi-Year Appropriation Start: 1/07/2021 Finish: 30/06/2026 Amount (\$m): 113.219	Non-Departmental Capital Expenditure	This appropriation is limited to providing capital injections to the Civil Aviation Authority for Aviation Security Service security screening equipment, replacing regulatory technology platform, and other critical regulatory and aviation security infrastructure.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25
Operating Balance Impact	-	-	-	-	-
Debt Impact	-	16.339	53.561	43.319	-
No Impact	(45.300)	(35.500)	(19.200)	(8.000)	(1.000)
Total	(45.300)	(19.161)	34.361	35.319	(1.000)

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25
Non-Departmental Capital Expenditure:					
Civil Aviation Authority – Capital Injection (MYA)	-	16.339	53.561	43.319	-
Civil Aviation Authority Loans (MYA)	(45.300)	(35.500)	(19.200)	(8.000)	(1.000)
Total Capital	(45.300)	(19.161)	34.361	35.319	(1.000)

Additional recommendations

- 25 **noted** that this capital injection replaces two previous loan appropriations which did not count against the capital allowance because they were intended to be on market terms and repaid within 10 years [DEV 18 MIN 0152; CAB 20 MIN 0155.34];
- 26 **noted** that \$88.8 million is provided to continue with upgrades to aviation security infrastructure;
- 27 **noted** that \$16.4 million is provided to replace and upgrade CAA's regulatory technology platform;
- 28 **noted** that \$8.0 million is provide to replace other critical infrastructure;
- 29 **agreed** the Multi Year Appropriation: "Civil Aviation Authority Loans" is adjusted by \$(109.000) million;
- 30 **noted** that amounts shown in the appropriations changes table for the Multi Year Appropriation: "Civil Aviation Authority Loans" is the change to the indicative annual spending profile;
- 31 **agreed** the Multi Year Appropriation: "Civil Aviation Authority – Capital Injection" is adjusted by \$113.219 million;
- 32 **noted** that amounts shown in the appropriations changes table for the Multi Year Appropriation: "Civil Aviation Authority – Capital Injection" is the change to the indicative annual spending profile;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: KiwiRail - Domestic Rail Workshops

Description: This initiative provides funding to establish a local wagon assembly plant at Hillside, Dunedin, to increase employment and youth opportunities and rebuild industry capability.

New appropriation approval

Name	Period	Type	Scope
Rail – Grants	Annual	Non-Departmental Output Expenses	This appropriation is limited to payments under section 7 of the State-Owned Enterprises Act 1986 to KiwiRail Holdings Limited for non-commercial activities.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25
Operating Balance Impact	4.000	27.000	19.700	10.200	24.100
Debt Impact	-	-	-	-	-
No Impact	-	-	-	-	-
Total	4.000	27.000	19.700	10.200	24.100

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25
Non-Departmental Output Expenses:					
Rail – Grants	4.000	27.000	19.700	10.200	24.100
Total Operating	4.000	27.000	19.700	10.200	24.100

Additional recommendations

- 33 **noted** that this funding is time-limited to the 2024/25 financial year and does not extend to outyears;
- 34 **authorised** the Minister of Finance and the Minister of Transport, acting jointly, to make changes to the baseline profile above (including bringing forward funding) if required by the timing of KiwiRail Holding Limited's work programme;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Ongoing Crown Support for Maritime New Zealand, the Civil Aviation Authority and Aviation Security Service

Description: This initiative provides Transport border entities with continued access to Crown funding following the impacts of COVID-19 on passenger numbers. The funding will ensure that the Civil Aviation Authority and Maritime New Zealand can continue to fulfil their core statutory, regulatory, compliance and response functions over the 2021/22 period.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Operating Balance Impact	-	20.700	-	-	-
Debt Impact	-	-	-	-	-
No Impact	-	-	-	-	-
Total	-	20.700	-	-	-

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Non-Departmental Output Expenses:					
Protection of Transport Sector Agency Core Functions (MYA)	-	20.700	-	-	-
Total Operating	-	20.700	-	-	-

Additional recommendations

- 35 **noted** that, prior to COVID-19, the Civil Aviation Authority (CAA) was funded by a mixture of safety levies and other fees and charges, and Aviation Security Service (AvSec) predominantly by security levies, and the ongoing reduction in passenger volumes as a result of border closures continues to significantly reduce revenue for CAA and AvSec;
- 36 **noted** that prior to COVID-19 Maritime NZ's revenue was derived from variable levy revenue, and the ongoing reduction in foreign cruise ship activity continues to significantly reduce revenue for Maritime NZ;
- 37 **noted** that on 6 April 2020, Cabinet [CAB 20 MIN 0148]:
- 37.1 agreed to establish a multi-year appropriation, to run from 1 April 2020 to 30 June 2022, to protect transport sector agency core functions by providing access to ongoing funding to purchase core services that were no longer able to be cost-recovered as a result of COVID-19;

37.2 agreed that border and transport agencies were to provide information on the level of cash required to the Treasury when the cash payments are requested;

38 [33]

39 **agreed** that for Maritime NZ to continue to maintain its core regulatory, compliance and response capability and performance over the 2021/22 period, ongoing access to Crown liquidity funding of \$14.8 million through the Multi Year Appropriation “Protection of Transport Sector Agency Core Functions” is required;

40 **agreed** that for CAA (including AvSec) to continue to fulfil core statutory and regulatory functions over the 2021/22 period and continue to be an effective regulator and aviation security provider, continued access to Crown liquidity funding of \$114.3 million through the Multi Year Appropriation “Protection of Transport Sector Agency Core Functions” is required;

41 **agreed** that the remaining \$20.7 million of the \$114.3 million required for CAA, described in paragraph 40 and the appropriation change table above, will be charged against the COVID-19 Response and Recovery Fund;

42 **agreed** the Multi Year Appropriation: "Protection of Transport Sector Agency Core Functions" is adjusted by \$20.700 million;

43 **noted** that amounts shown in the appropriations changes table for the Multi Year Appropriation: "Protection of Transport Sector Agency Core Functions" is the change to the indicative annual spending profile;

44 **noted** the indicative annual split between the entities within the Multi Year Appropriation: “Protection of Transport Sector Agency Core Functions” is:

44.1 \$14.800 million for Maritime NZ in the 2021/22 financial year, as described in paragraph 39 above;

44.2 \$114.300 million for CAA (including AvSec) in the 2021/22 financial year, as described in paragraph 40 above;

44.3 \$1.500 million for seafarer welfare services in the 2021/22 financial year [CBC-21-MIN-0021];

44.4 \$24.610 million for the provision of AvSec personnel to Managed Isolation and Quarantine in the 2020/21 and 2021/22 financial years [CAB-20-MIN-0511];

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Reprioritisation: Impacts for Waka Kotahi NZ Transport Agency's Regulatory Memorandum Accounts

Description: This initiative reprioritises the funding provided to manage the cost pressures generated by the response to COVID-19 on Waka Kotahi's regulatory memorandum accounts. This funding was originally sought to enable Waka Kotahi to maintain the expenditure required so the agency can deliver its core regulatory functions across the land transport system.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Operating Balance Impact	(47.000)	-	-	-	-
Debt Impact	-	-	-	-	-
No Impact	-	-	-	-	-
Total	(47.000)	-	-	-	-

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Non-Departmental Output Expenses:					
Protection of Waka Kotahi NZ Transport Agency's Core Regulatory Functions (MYA)	(47.000)	-	-	-	-
Total Operating	(47.000)	-	-	-	-

Additional recommendations

- 45 **noted** that Cabinet previously agreed that this funding totalling \$60 million across 4 years would be counted against the COVID-19 Response and Recovery Fund [CAB-20-MIN-0219.28];
- 46 **agreed** that, as not all of this funding was required, the savings will be returned to the COVID-19 Response and Recovery Fund;

Vote: Transport

Appropriation Administrator: Ministry of Transport

Title: Reprioritisation: Supporting the National Land Transport Fund Revenue Shortfall and Meeting COVID Costs

Description: This initiative reprioritises the funding provided to enable Waka Kotahi NZ Transport Agency to manage the cash-flow impacts on the National Land Transport Programme as a result of COVID-19 and to meet COVID-19 related costs.

Appropriation changes

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Operating Balance Impact	(250.000)	-	-	-	-
Debt Impact	-	-	-	-	-
No Impact	-	-	-	-	-
Total	(250.000)	-	-	-	-

	\$m - increase/(decrease)				
	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Multi-Category Expenses and Capital Expenditure:					
COVID-19 - NLTF Funding for Cost Pressures and Revenue Shocks (MCA)					
<i>Non-Departmental Output Expenses:</i>					
COVID-19 – NLTF Operating Cost Pressure and Revenue Shortfall Funding	(250.000)	-	-	-	-
Total Multi-Category Expenses and Capital Expenditure: COVID-19 - NLTF Funding for Cost Pressures and Revenue Shocks (MCA)	(250.000)	-	-	-	-
Total Operating	(250.000)	-	-	-	-

Additional recommendations

- 47 **noted** that Cabinet previously agreed that this funding totalling \$425 million across 4 years would be counted against the COVID-19 Response and Recovery Fund [CAB-20-MIN-0219.28];
- 48 **agreed** that, as not all of this funding was required, the savings will be returned to the COVID-19 Response and Recovery Fund.