

**Chair
Cabinet**

**INITIAL SHORT-TERM RESPONSE PACKAGE TO ACCELERATE MĀORI
RESPONSE TO CYCLONE GABRIELLE**

Proposal

1. This paper seeks Cabinet's agreement to an initial short-term funding package to accelerate Māori response to Cyclone Gabrielle.

Executive Summary

2. Ministers have identified an urgent need to support Māori communities to continue relief efforts following the destruction caused by Cyclone Gabrielle, and the need to respond during initial recovery in a way that builds resilience in the regions. As such a short-term response package has been developed to support the recovery.
3. Affected regions have high Māori populations, which are vulnerable to economic and environmental impacts. Enterprises in these regions are high employers of Māori and employment has been disrupted. It is likely that many Māori households have a low level of resilience to these impacts, many have limited or no insurance.
4. Marae and Iwi are already responding to the recovery. As established and visible institutions and structures, relied on by those communities, they are critical for the successful recovery we need. Marae are the central community hub for affected isolated communities, providing essential service support to Māori whānau and others.
5. If agreed, a \$15 million package to support Māori recovery is being proposed. This includes \$9 million of new funding, with the balance being made up of funding reprioritised by Te Puni Kōkiri and Te Arawhiti.
6. The combination of reprioritised and new funding will be split across three appropriations as follows:

\$9 million – Māori Development Fund	Will support hāpori Māori and marae through relief staffing, planning and co-ordination of infrastructure, food security infrastructure and cultural infrastructure.
\$3 million – Whānau Ora	Will build workforce capacity & capability, e.g. coordination, communications, integration of services.
\$3 million – Te Arawhiti	Will directly fund and partner with Iwi to support Iwi capacity and capability to respond.

7. Departments have worked with other agencies to ensure coordination and alignment of efforts to address the recovery, to avoid duplication.

8. 9(2)(f)(iv)

Background

9. Cyclone Gabrielle's destructive pathway across Aotearoa has had a significant impact on hāpori Māori across the motu. There are devastating impacts on communities in Te Tai Tokerau, Tāmaki Makaurau, Tairāwhiti, Bay of Plenty, Waikato and Hawkes Bay.

10. These regions have large Māori populations who are at the forefront of the impact of repetitive severe weather events resulting in significant disruption to their daily lives and way of living. For many, whānau and hāpori Māori in these regions are:

10.1. being cut off and isolated due to rising rivers and high sea levels.

10.2. facing evacuations due to the rising tides and flooding.

10.3. experiencing lack of access due to significant infrastructure such as bridges and roads being closed or washed away.

10.4. disconnected and unable to communicate due to landline, cell phone and internet coverage being lost.

10.5. experiencing challenges maintaining access to everyday services such as pharmacies, hospitals, and supermarkets.

11. Some hāpori Māori are experiencing multiple severe weather events on a frequent basis. Te Tai Tokerau, Tairāwhiti and Tāmaki Makaurau have been hit over a two-week period with a series of severe weather events that have displaced people and destroyed property and livelihoods. Additionally, some regions are still recovering from severe weather events that occurred in 2022 or earlier in 2023.

12. Affected regions have high Māori populations, which are vulnerable to economic and environmental impacts. Enterprises in these regions are high employers of Māori and employment has been disrupted. It is likely that many Māori households have a low level of resilience to these impacts, many have limited or no insurance.
13. Marae and Iwi are already responding to the recovery and are essential for the successful recovery needed. Marae and Iwi provide a critical pipeline response to the rebuild that is ahead. We acknowledge there is work in progress to reimburse the capital outlay that has already been incurred, and provision of future procurement needs.
14. Cabinet Ministers have discussed the needs for the communities in the affected regions. There is an urgent need to make funding available to increase capacity and capability to support the needs of impacted communities to enable iwi and Māori-led coordinated responses and recovery. Given the obligations the Crown has under Te Tiriti o Waitangi and the significant role Iwi play in the community and recovery effort, Ministers also identified the need to ensure Iwi are able to continue to engage with the Crown through the longer-term recovery. This funding package looks to provide avenues to support both of these Ministerial goals.

Integrated services to affected hapori Māori requires funding

15. Feedback we have received from Māori and Iwi leaders on the current response indicates gaps in community care and seeks the integration and delivery of services to affected communities which this paper addresses. The funding of these response related initiatives will scale up community capability to respond to adverse weather events.
16. Iwi and hapori Māori mobilised quickly, utilising their cultural infrastructure to support people in need. While Iwi and hapori Māori are not funded to meet response efforts, significant pressure remains on them to broker and advocate for their communities to gain necessary support and assistance. The response and recovery effort will rely heavily on their ability to engage fully with government services and processes to gain timely assistance.
17. Whānau Ora service providers are mobilising efforts to assist affected communities, however their work force is stretched.
18. Te Puni Kōkiri is able to leverage its expertise and relationships to support the response without cutting into efforts by other agencies. It has identified \$5m of existing funds that can be reprioritised without significantly compromising delivery of overall outcomes for Māori development.
19. Whānau Ora has shown throughout the COVID-19 response its ability to effectively direct funds and partner with communities. Their networks will be used to position the response needed to assist these communities.

20. Te Arawhiti also showed throughout the COVID-19 response, the effective and unique way in which they are able to directly fund and partner with Iwi, this direct channel will be utilised in this support package in recognition of the Māori-Crown relationship. Te Arawhiti are reprioritising \$1 million to support this.
21. This funding will allow Iwi in affected areas to fund programmes of work to support the recovery relating to adverse weather events in their region and engage in wider Crown initiatives, where the Crown will seek Iwi engagement as part of their Treaty responsibilities. This will support Iwi to build resilience capability to allow them to better contribute to the overall response to recent adverse weather events.
22. Even with this reprioritised funding, there is still a significant funding gap to support the networks needed between government, iwi and hapori Māori, and to support the increasing workforce demands of Whānau Ora service providers.
23. We are requesting \$9 million in new funding to address these gaps. This funding is an interim measure to help support the transition into recovery. (2)(f)(iv)

Funding will support multiple outcomes

24. If agreed, the total \$15 million package is a combination of reprioritised and new funding. It will be split across three appropriations as follows:

Potential spend	Rationale and impact for the proposal
\$9 million – Māori Development Fund (\$5 million reprioritised)	<ul style="list-style-type: none"> Provides flexible grant to support Māori capability and capacity needs to deliver the response to communities at pace. Builds on current mechanisms and proven delivery mechanisms.
\$3 million – Whānau Ora	<ul style="list-style-type: none"> Supports Whānau Ora fund Commissioning Agencies to manage communications and coordination of Māori and Pacific Responses, as well as deploying workforce to impacted regions. Builds on current mechanisms and proven delivery mechanisms. This complements the support available to community providers, including Whānau Ora providers through the existing \$4 million Community Provider Fund, administered by the Ministry of Social Development.
\$3 million – Te Arawhiti (\$1 million reprioritised)	<ul style="list-style-type: none"> Supports Māori relationship activities, strategic leadership and coordination i.e. communications engagement with wider Māori communities through direct iwi partnerships. Supports Iwi in affected areas to fund programmes of work required to recover from recent adverse weather events in their region and engage in wider Crown

	<p>initiatives, where the Crown will seek Iwi engagement as part of their Treaty responsibilities.</p> <ul style="list-style-type: none"> • Also supports Te Tiriti, Kawanatanga and Ōritetanga. • Our trusted relationships directly with iwi.
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25. This short-term, interim funding will provide support for the rapid implementation of assistance directly to communities. It builds on the proven agile operating model and delivery methods of Te Puni Kōkiri. It provides funding that will be flexible and set the conditions for building longer term resilience as part of recovery for hapori Māori and Māori infrastructure (e.g. Marae). Attachment 1 shows examples of the types of initiatives that might be funded.
26. The funding made available through Te Puni Kōkiri will work within its existing non-departmental delegations. The accountability and reporting processes that currently apply to the Māori Development Fund, including the funding being reprioritised, will also need to apply to the new funding.
27. This funding, will provide for effective Māori-led responses, reducing unnecessary pressure on hapori Māori. In combination with existing community supports available it will help avoid vulnerable whānau falling through the cracks and supports a faster transition to recovery. It complements mainstream government support, supporting integration and holistic whānau access to resources provided by the Ministries for Social Development, Health, Primary Industries and Business, Innovation and Employment as well as other supports.
28. Ongoing care is an imperative for providers and practitioners in our communities, and government funding should support their capacity to coordinate and integrate their mahi according to local needs with urgency. In practice, we expect that even without additional funding, providers will seek to provide ongoing care where they can, and likely to the detriment of the wellbeing of the workforce. Funding can help support hapori Māori and marae through relief staffing, planning and co-ordination of infrastructure, and cultural infrastructure.
29. Resourcing communities now, therefore, can help whānau and communities recover and strengthen their capacity to recover more quickly from the impacts of Cyclone Gabrielle, and do so in ways that enhance their resilience, so they are better able to prepare and cope with future events.

30. 9(2)(f)(iv)

Consultation

31. The Treasury, Ministry of Social Development, the National Emergency Management Agency (NEMA) have been consulted in the development of this joint paper. The Department of Prime Minister and Cabinet, Department of

Internal Affairs, the Ministry of Pacific Peoples, the Public Service Commission, and have been informed.

32. Ministry of Social Development has been working closely with Te Puni Kōkiri, and other social sector agencies to ensure a coordinated welfare response to recent weather events. The package presented in this paper is focussed on coordination, capability and capacity building for Iwi and Whānau Ora Commissioning Agencies, as well as infrastructure and workforce support.

9(2)(f)(iv)

33. NEMA officials is aware that the Minister for Emergency Management is considering a separate proposal for financial support to meet the immediate welfare costs (such as food, bedding, and transport) incurred by marae, iwi organisations and rural groups. This proposals recognises that these organisations have needed to resource significant aspects of the immediate response to Cyclone Gabrielle. I consider that these proposals are aligned and will provide safeguards to prevent duplication in Government funding for the safe costs.
34. Treasury notes that the funding sought in this paper addresses both immediate and longer-term issues. The Treasury recognises the importance of the issues raised in this paper. However, we consider new funding should be considered as part of the All-of-Government approach to cyclone recovery and resilience.
35. Treasury considers the proposal relating to immediate funding seems to overlap with funds allocated to other agencies for the immediate response, for example through the Ministry of Social Development and proposals to adapt the way that NEMA funding is accessible to Māori communities. We support Te Puni Kōkiri's continued engagement with MSD and NEMA to ensure that existing emergency response funding is sufficiently targeted and accessible to Māori communities.
36. Treasury considers it is likely that Ministers will need to consider the issues raised in this paper further, for example the way that vulnerable communities can access support for the recovery and enhance their resilience. We recommend that these proposals are considered by the Extreme Weather Recovery Cyclone subcommittee in the coming weeks.

Financial Implications

37. We understand that there are a number of papers seeking financial decisions related to the Cyclone response going to Cabinet next Monday. To ensure simplicity, we have been advised that instead of seeking a precommitment against the Budget 2023 operating allowance, the paper should seek agreement to delegate decision making on the fiscal management treatment of this expenditure to the Minister of Finance.
38. Additional funding is needed to support hapori Māori to increase capacity and capability to help their communities respond and recover from Cyclone Gabrielle. The proposed funding is an interim short-term response package to accelerate Māori response.

39. Te Puni Kōkiri and Te Arawhiti have both reprioritised funding to support this mahi, respectively \$5 million and \$1 million.
40. Additional new interim funding is being sought as follows for Te Puni Kōkiri and Whānau Ora:

	\$m – increase/(decrease)				
Vote Māori Development Minister for Māori Development	2022/23	2023/24	2024/25	2025/26	2026/27 & Outyears
Non-Departmental Output Expenses: Tahua Whanaketanga Māori Māori Development Fund	4.000	-	-	-	-
	\$m – increase/(decrease)				
Vote Māori Development Minister for Whānau Ora	2022/23	2023/24	2024/25	2025/26	2026/27 & Outyears
Non-Departmental Output Expenses: Whakamahi i ngā Huangā a Whānau Ora Commissioning Whānau Ora Outcomes	3.000	-	-	-	-

41. A new appropriation for Te Arawhiti is also to be established:

Vote	Appropriation Minister	Appropriation Administrator	Title	Type	Scope
Te Arawhiti	Minister for Māori Crown Relations: Te Arawhiti	Ministry of Justice	Māori Community Engagement in Response to Cyclone Gabrielle	Non-departmental Other Expense	This appropriation is limited to the provision of funding to iwi to support their recovery relating to recent adverse weather events and to support their engagement with central and local government, and with their whānau, in the response to and recovery from such events.

42. Funding for Te Arawhiti to support response and recovery efforts is:

	\$m – increase/(decrease)				
Vote Te Arawhiti Minister for Māori Crown Relations: Te Arawhiti	2022/23	2023/24	2024/25	2025/26	2026/27 & Outyears
Non-departmental Other Expense: Māori Community Engagement in Response to Cyclone Gabrielle (funded by revenue Crown)	3.000	-	-	-	-
Minister for Treaty of Waitangi Negotiations Departmental Output Expense: Treaty Negotiations and Marine and Coastal Area Customary Interests (funded by revenue Crown)	(1.000)	-	-	-	-
Operating Balance Impact	2.000	-	-	-	-

43. Following approval, Te Puni Kōkiri, Whānau Ora and Te Arawhiti will ensure that funding is distributed through trusted and established mechanisms in the most

direct way possible. Funding decisions will be actioned in a streamlined manner to minimise administrative costs.

44. Agencies will remain in close contact with funding recipients as the recovery response progresses to gauge the level of additional funding that will be needed in the future.
45. Funding agreements will be negotiated at speed with funding recipients (kaitono) to provide clarity and accountability. Reporting requirements will need to be pragmatic given the circumstances and pressures funding recipients are under.
46. The funding will be used for capability and capacity for marae and hapori Māori, planning and coordination infrastructure, and cultural infrastructure.

Legislative Implications

47. There are no legislative implications from this paper.

Impact Analysis

48. An impact analysis has not been completed for this proposal because it does not fit the criteria for the other exemptions, but given circumstances, it is likely to have 'no or minor' impacts.
49. Treasury has confirmed that this proposal can be exempt from this requirement.

Human Rights

50. This proposal is not in any way inconsistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Gender Implications

51. Nil.

Disability Perspective

52. Nil.

Publicity

53. We intend to make a media statement regarding the funding, if it is approved.

Proactive Release

54. Subject to Cabinet approval, please note our intention to release this Cabinet paper on Te Puni Kōkiri's website within 30 working days of Cabinet approval.

Recommendations

55. It is recommended that Cabinet note the following recommendations:

1. **Note** that hapori Māori and Māori service providers are supporting communities in response to Cyclone Gabrielle with resources that are heavily stretched.
2. **Note** that interim funding is required to be provide support to increase capability & capacity to help hapori Māori with response and recovery.
3. **Note** that the focus of funding in this package is on coordination, capability and capacity building for Iwi and Whānau Ora Commissioning Agencies, as well as infrastructure and workforce support.
4. 9(2)(f)(iv)
[REDACTED]
5. **Note** that the reprioritised funding is insufficient to support hapori Māori capacity and capability to build the urgent and at pace response, and that additional funding is required.
6. **Note** that we are proposing a funding package of \$15 million to support Iwi and Māori-led coordinate responses and recovery.
7. **Note** that Te Puni Kōkiri has reprioritised \$5 million, and Te Arawhiti has reprioritised \$1 million of current funding to assist with the response.
8. **Agree** to interim additional funding of \$9 million to support a response package to accelerate Māori response to Cyclone Gabrielle.
9. **Agree** to delegate decision making on the reporting and accountability arrangements for this expenditure to the Minister of Finance and the Minister of Māori Development.

Funding recommendations for Te Puni Kōkiri

10. **Approve** the following changes to appropriations to give effect to the policy decision in recommendation 6 above, with a corresponding impact on the operating balance and net core Crown debt:

	\$m – increase/(decrease)				
	2022/23	2023/24	2024/25	2025/26	2026/27 Outyears &
Vote Māori Development Minister for Māori Development					
Non-Departmental Output Expenses: Tahua Whanaketanga Māori Māori Development Fund	4.000	-	-	-	-
Vote Māori Development Minister for Whānau Ora					
Non-Departmental Output Expenses: Whakamahi i ngā Huangā a Whānau Ora Commissioning Whānau Ora Outcomes	3.000	-	-	-	-

11. **Agree** that the proposed change to appropriations for 2022/23 above be included in the 2022/23 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply.

12. **Agree** to delegate decision making on the fiscal management treatment of this expenditure to the Minister of Finance, following further advice from the Treasury.

Funding recommendations for Te Arawhiti

13. **Agree** that \$3 million of the \$15 million package be for Te Arawhiti to distribute to Iwi to support their engagement with Central and Local Government, their access to and coordination of the range of community funding, and their communications with their whānau.

14. **Agree** to establish the following new appropriation:

Vote	Appropriation Minister	Appropriation Administrator	Title	Type	Scope
Te Arawhiti	Minister for Māori Crown Relations: Te Arawhiti	Ministry of Justice	Māori Community Engagement in Response to Cyclone Gabrielle	Non-departmental Other Expense	This appropriation is limited to the provision of funding to iwi to support their recovery relating to recent adverse weather events and to support their engagement with central and local government, and with their whanau, in the response to and recovery from such events.

15. **Approve** the following increase to appropriations to provide for the policy decision in recommendation 12 above, with a corresponding impact on the operating balance.

	\$m – increase/(decrease)				
	2022/23	2023/24	2024/25	2025/26	2026/27 & Outyears
Vote Te Arawhiti Minister for Māori Crown Relations: Te Arawhiti Non-departmental Other Expense: Māori Community Engagement in Response to Cyclone Gabrielle (funded by revenue Crown)	3.000	-	-	-	-
Minister for Treaty of Waitangi Negotiations Departmental Output Expense: Treaty Negotiations and Marine and Coastal Area Customary Interests (funded by revenue Crown)	(1.000)	-	-	-	-
Operating Balance Impact	2.000	-	-	-	-

16. 9(2)(f)(iv)

17. **Agree** that the proposed change to appropriations for 2022/23 above be included in the 2022/23 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply.

18. **Agree** to delegate decision making on the fiscal management treatment of this expenditure to the Minister of Finance, following further advice from the Treasury.

Authorised for lodgement

Hon Kelvin Davis
Te Minita Te Arawhiti
____/____/2023

Hon Willie Jackson
Te Minita Whanaketanga Māori
____/____/2023

Hon Peeni Henare
Te Minita Whānau Ora
____/____/2023

Attachment 1 – Examples of investment through the Māori Development Fund

Funding priorities	Examples of what may be funded
Capability and capacity	<ul style="list-style-type: none"> • Staffing for marae and hapori to increase their capacity and capability to undertake response and recovery activities. • Equipment needed to help with the clean up of marae and hapori • Other clean up costs not met by other agencies or organisations • Generators and fuel for marae and hapori use • Solar power for marae where this is practical and sustainable (i.e. not if the marae is unusable/likely to be moved etc) • Communication equipment e.g. satellite phones for future resilience • Supporting Māori businesses to identify next steps • Specialist support for Māori businesses • Equipment for pātaka kai, e.g. freezers, storage and generators to keep the pātaka kai operating • Equipment and other costs associated with the clean up of maara kai
Planning & co-ordination infrastructure	<ul style="list-style-type: none"> • Help to collaborate, organise and co-ordinate the short term response and recovery effort • Technical, legal or other professional advice assessments and options relating to damage from Cyclone Gabrielle for marae and hapori
Cultural infrastructure	<ul style="list-style-type: none"> • Secure storage for taonga and property while marae and hapori plan their next steps • Activities to provide stability, security and connection for hapori and marae • Assessing the condition of taonga and identifying options for the taonga and marae