



## Meeting of the HB Civil Defence Emergency Management Group

**Date:** Friday 28 April 2023  
**Time:** 10.00am  
**Venue:** Council Chamber  
 Hawke's Bay Regional Council  
 159 Dalton Street  
 NAPIER

### Agenda

Item	Title	Page
1.	Welcome/Karakia/ Apologies	
2.	Conflict of Interest Declarations	
3.	Confirmation of Minutes of the HB Civil Defence Emergency Management Group Joint Committee meeting held on 9 March 2023	
<b>Information or Performance Monitoring</b>		
4.	Cyclone Gabrielle – Recovery Update	3
5.	Cyclone Gabrielle – Transitional Update	5
<b>Public Excluded Decision Item</b>		
6.	Cyclone Gabrielle Review – Update and Feedback	11





## HB CDEM Group Joint Committee

Friday 28 April 2023

### Subject: Cyclone Gabrielle – Recovery update

#### Reason for Report

1. This paper provides the Hawke's Bay Civil Defence Emergency Management Group Joint Committee (the Joint Committee) with an overall update on the recovery activities that are underway following the commencement of the National Transitional Period on 3 March 2023.

#### Background /Discussion

2. Cyclone Gabrielle severely impacted the Hawke's Bay region from 12 February 2023. Hawke's Bay Regional Council (HBRC) has assessed at several sites that this was the region's most significant rainfall event ever recorded. There has been a tragic loss of 8 lives in the region.
3. The region's flood infrastructure experienced significant damage including several stop-bank breaches. Many people have lost homes, businesses, and livestock. Many rural communities have been isolated as bridges were damaged or unpassable, slips blocked roads, and floodwaters damaged infrastructure, including water supplies and sewage. Power and communications were also down and still are not connected in some areas.
4. As of 14 April 2023, more than 1600 properties in Hawke's Bay have been assessed. 107 have been given red placards, 210 yellow placards (access to parts of building only), and 909 yellow placards (temporary access only).
5. Wairoa District and several rural communities were cut-off from supply routes and became isolated. Eskdale and Dartmoor Valleys were severely flooded, displacing people and destroying significant horticultural, viticultural, and agricultural production.
6. A range of communities became isolated across the region, requiring supply drops for several weeks, including Putorino, Waitaha Station, Tutira, Waikoau, Waihau, Puketitiri, Patoka, Te Hāroto, Te Pōhue, Rissington, Kaiwaka. The Hastings and Wairoa District Councils continue to provide essential fuel, water and food to a small number of communities.
7. The National State of Emergency over the Hawke's Bay region ended on Tuesday 14 March 2023, 28 days after it was declared. A national transition period was announced, allowing national-led support and resources to be coordinated and lasting until 1 June 2023.
8. On the 13th of March 2023, Keriana Brooking was announced as interim Recovery Manager with the mandate to stand up an entity to coordinate resources and planning regionally. Keriana accepted the handover of the recovery from the HBCDEM Group Controller on the 14 March 2023.

#### Regional Recovery work underway

9. Since mid-March 2023, the Regional Recovery Agency (RRA) has focused on establishment activities and early planning to undertake its recovery coordination and planning functions.
10. A key focus to date has been to rapidly define the initial roles, functions, and resource needs of the agency and to start early recovery planning.

11. Ensuring the infrastructure is in place for RRA as we advance has also been a key focus. The RRA has established premises at 100 Karamu Road, Hastings. Back-office support – including provision of IT infrastructure for establishment is being worked through with Hawke’s Bay Regional Council (HBRC) but is not yet finalised. Susie Young (HBRC) and Keriana Brooking are leading conversations with DIA to ensure all risk and obligations are adequately covered in agreement documents and funding prior to seeking approval from governance parties.
12. Matariki has appointed the Oversight Board. The Board consists of a Chair and five members. The first Board workshop was held on Friday 21 April 2023.
13. The RRA has commenced local-level recovery planning. Requesting short-term Locality Plans for the Hastings, Napier, Central Hawke’s Bay and Wairoa areas (with a region-wide environment and catchment plan from HBRC).
14. The RRA prepared guidance and a template for these Locality Plans and have provided these to Locality Plan leads. Regular engagement between RRA and the Locality Plan Leads indicates that these Locality Plans are progressing well to date. Locality Plans are due to the RRA by 28 April 2023.
15. A key role for the RRA will be to coordinate and align regional recovery planning to support recovery efforts and resources to be directed where needed. Recovery planning will be undertaken at local levels (through Locality Plans) and at a regional level, where RRA will develop Regional Recovery Plans for the region.
16. RRA has been designing the process for developing the Hawke’s Bay Regional Recovery Plans. This includes considering how Locality Plans will be fed into Regional Plans, how consultation and engagement with communities and other interested parties will occur, and how iterations will evolve and develop over time.

### **Next steps**

17. The next key steps for the RRA include seeking approval from the Matariki Governance Group (MGG) for the terms of reference for the oversight board and discussion with the MGG regard progress reporting on RRA establishment.
18. The overall recovery structure includes ongoing reporting to the Joint Committee.
19. The key focus remains the development of Delivery of a Regional Recovery Plan endorsed by the Oversight Board, approved by Matariki and provided to the government by early June 2023.

### **Decision Making Process**

20. Staff have assessed the requirements of the Local Government Act 2002 in relation to this item and have concluded that, as this report is for information only, the decision-making provisions do not apply.

### **Recommendation**

That the Hawke’s Bay Civil Defence Emergency Management Group Joint Committee receives and notes the *Cyclone Gabrielle Recovery update*.

#### **Authored by:**

**Keriana Brooking**  
Interim Recovery Manager

#### **Approved by:**

**Doug Tate**  
HB CDEM Coordinating Executive Group Chair

### **Attachment/s**

There are no attachments for this report.



## HB CDEM Group Joint Committee

Friday 28 April 2023

### Subject: Cyclone Gabrielle – Transitional update

#### Reason for Report

1. This paper provides the Joint Committee with an overall update on the transitional period and operational activities being undertaken by the Hawke's Bay CDEM Group, following the commencement of the National Transitional Period that commenced on 3 March 2023.

#### Background

2. Across the Hawke's Bay region, multiple Local States of Emergency, a Hawke's Bay-wide Regional State of Emergency and then a National State of Emergency were declared through the morning of 14 February 2023 as the devastation of Cyclone Gabrielle bore down on the Hawke's Bay Region and New Zealand.
3. Cyclone Gabrielle has had significant impacts across six regions including Hawke's Bay. The National State of Emergency extended across Northland, Auckland, Waikato, Bay of Plenty, Tararua, Tairāwhiti and Hawke's Bay regions. This is only the third time a National Emergency has been declared.
4. The extent and impacts of the event not just regionally, but nationally have been far reaching. The impact on people, particularly those whanau who have lost loved ones, is devastating. The impacts of this event will be multi-generational.
5. Again, the scale and scope of this event should not be underestimated with the impact of the event being far greater than Cyclone Bola in 1988 and greater in geographic scale than the Christchurch earthquakes.
6. On 13 March 2023 a National Transitional period began, marking the shift from the immediacy of response to preparing for long term recovery planning. Transitional planning began before 13 March for Hawke's Bay, with the Joint Committee at its meeting of 9 March 2023 receiving updates on the response, confirming the recovery structure, and also appointing its Interim Recovery Manager.
7. In a separate report in this agenda is an update from the Region's Interim Recovery Manager. While there is overlap, this report now focusses on work that has been underway by the Group while in the transitional period and outlines in a public forum, the proposed operational review that the Joint Committee has publicly committed to.

#### Regional Activities through the Transition Period

8. While the National Transition period commenced 3 March 2023, the Group continued in the early phases of the Transition period in a high level of operational response support. This section of the report outlines the key regional activities that have been occurring at Group during the Transitional period. The key activities included:

### ***Ensuring a robust handover from response to recovery structures***

9. Recovery planning was initiated by the Group Controller early in the response by a dedicated team working on 'recovery in response'. This function's goal was to prepare the response for the transition to recovery, and to inform the required scale of the initial recovery effort. This included recovery planning resource from Christchurch that supported the wider regional recovery efforts.
10. The focus areas of the early recovery planning were developing a holistic impacts and consequences analysis of Cyclone Gabrielle, a transition to recovery report, both of which were used in the standing up of the Regional Recovery Agency.
11. This early focus on recovery-in-response helped support a robust handover of the response to recovery, and ensured that in this transitional period, many activities have been strongly connected into recovery structures locally.

### ***Handover of isolated community resupply to local councils***

12. Due to the level of central-government agency involvement, particularly the New Zealand Defence Force, isolated communities have been supported directly from the GECC where multi-agency working groups have worked on complex challenges. In particular, the scale of isolated communities across the region required the establishment of a Regional Distribution Centre highlighted in this report.
13. The systems and processes of working with these communities are now stable and reduced to a point that the handover of these activities back to the local level, where local councils are working with the community through recovery is underway or has been completed.

### ***Demobilising and reconstitution of the GECC, Regional Distribution Centre, and Bridge Pa Aerodrome***

14. The response has had over 1000 people come through to work for the Group response. Most of these people were deployed from outside of Hawke's Bay and have received a thank you letter signed by the Joint Committee and Coordinating Executive Group Chairs. This support has been instrumental to coordinating the response and has been a major enabler of the response within the Group Office.
15. Specific thanks must be noted and given also to the many thousands of volunteers and organisations that have supported the community through the response and transitional phases of the event.
16. While there is often a perception that Civil Defence is the agency that will come to the rescue in an event, ultimately Civil Defence is the network of community working together - whether that is a neighbour providing a hot meal or volunteer groups supporting the cleanup. Regardless, thanks and recognition of the efforts and support that still continues from many through the event must go out to all.
17. There is still further work to do to reconstitute both the GECC, the Distribution Hub, and the Bridge Pa Aerodrome sites to get these sites to high states of readiness in the case of re-escalation. This remains a high area of focus for the Group as we plan for the event of regional re-escalation.

### ***Regional re-escalation planning through winter and beyond***

18. Undoubtedly, the region can expect rain through the winter period with the potential for events that will challenge communities and the region. Being prepared and ready for re-escalation in the occurrence of another event that is not flooding is also critical to sustain community confidence and resilience.
19. There will be a focus on continued re-escalation planning over winter. This will involve a risk assessment of communities throughout Hawke's Bay to rain, and what a response to localised and regional rainfall scenarios may look like.

20. This will need to be a highly engaged, bottom-up planning process, with local level emergency planners identified and engaged. This will also need to be an adaptable plan through the recovery process and changing seasonal threat profile. Longer term, this regional re-escalation planning over winter will inform future major weather event response planning.
21. Fatigue remains a key risk across the region not just for the Group but for all responders. This will be an area that all communities will need to remain live to, in particular if a major re-escalation occurs.

#### ***Business planning for the new normal for the HB CDEM Group Office***

22. An internal focus of the Group Office will be to revise the Group Office work programme. Initial planning confirms that efforts supporting the ongoing response and recovery workstreams will have to continue. Examples of this include councils' community engagement in recovery, reinforcing the emergency supply chain management developed in response, supporting with ongoing welfare needs, re-escalation planning and supporting the project management of the operational review.
23. The existing capability work programmes of Group already underway will also need to remain a focus, with many of the actions that had commenced, critical to building long term capability and resilience for the group. While a review of the response to Cyclone Gabrielle may commence shortly, this does not mean that existing identified improvements are paused until the review is completed. The achievement of this will have to be relative however to the available budget and resourcing of the Group, which may need to be revisited in order to see improvements achieved in a timeframe that meets community and governance expectation.

#### ***Maintaining the relationships built during the response***

24. Throughout the operational response, relationships have been built and strengthened with suppliers, response agencies, and Treaty partners. In order to maintain and embed these operational relationships, a deliberate focus on engagement and relationship management will be paramount.
25. Capturing these relationships and learnings to ensure that they can continue to be grown and be connected for future events is another priority.

#### ***Operational Review from Cyclone Gabrielle***

26. Capturing the experiences of those involved with the response is an important part of continual organisational learning. An operational review has been commissioned by the Joint Committee who have publicly committed to their intent to see an appropriately independent review occur. The statement relating to the review can be found [here](#).
27. Project Management support has been procured with Simplexity to assist in the development of the review project. While a public excluded item included in this agenda, the purpose of the public excluded report, is to seek the Joint Committee members' free and frank views and to protect the privacy of persons on the draft terms of reference and review framework. While Simplexity are providing technical project management support for the review, at this time it is expected that the delivery of the review will be by others and is ultimately being informed by Joint Committee and Mana whenua partners.
28. It is acknowledged that transparency and visibility is critical to the long-term success of the review. Community can expect full visibility over both the full terms of reference and review framework in the coming weeks once confirmed with Treaty Partners and the Joint Committee. At this time Officers are working for a mid/late May timeline for this to be completed. Ensuring that the scope is developed in a coordinated and structured way, is critical for lessons learnt and outcomes from the review to be sustainably implemented across local and regional partners.
29. It is important to note that while the review is regional in nature, there is an expectation that

local authorities, partners, and community organisations will conduct their own reviews outright as part of being part of the Civil Defence Framework. This includes all of the region’s five Councils, emergency services and partner organisations.

30. The review is also currently planned to be delivered over four phases with the proposed timeline outlined below. The timeline of the review reflects the complex nature of the event and the thousands of people involved directly in the Group response and local responses. It also acknowledges the need to ensure that local findings can be coordinated into the regional review also.
31. The draft timeline below, sets out the four proposed phases, deliverable and the expected timeline for these to be achieved.

Phase	Deliverables	Completed by
One	1. Independent review Terms of Reference approved by the Hawke’s Bay CDEM Group Joint Committee. 2. Independent Review Framework. 3. Stakeholder Engagement Plan.	May 2023
Two	4. Review of Agency Debriefs/ Review. 5. Development of a Hawke's Bay-specific survey for Hawke’s Bay CDEM Group response to Cyclone Gabrielle including tailored lines of enquiry for groups of stakeholders. 6. Execution of a Hawke's Bay-specific survey to defined stakeholders involved in the Hawke’s Bay CDEM Group response to Cyclone Gabrielle 7. Combined analysis of feedback from the interviews and survey findings to capture early thematic findings.	June 2023
Three	8. Key stakeholder interviews within the Hawke's Bay CDEM Group, Iwi, partner agencies; and other agencies and volunteer organisations that supported the Cyclone response in the Hawke's Bay region. 9. Combined analysis of feedback from the interviews and survey findings to capture broad theme areas.	18 August 2023
Four	10. Development of an Operational Review report.	30 September 2023
	11. Brief CDEM Joint Committee on Operational Review After-Action report findings.	November 2023

32. The Group Office will also be involved in the National Emergency Management Agency (NEMA) National Review Process as participants. NEMA are currently proposing to complete their own operational review internally.
33. The regional review will also need to support and complement any National Review that may occur. At this time there is no confirmation of the scope or timing of any national review.

### Next Steps

34. The Group will continue to deliver and focus on the key activities highlighted in this report. Substantially, planning for any re-escalation and being prepared for any other major event remains a key focus for the Group.

### Decision Making Process

35. Staff have assessed the requirements of the Local Government Act 2002 in relation to this item and have concluded that, as this report is for information only, the decision-making provisions do not apply.

### Recommendation

That the Hawke’s Bay Civil Defence Emergency Management Group Joint Committee receives and considers the *Cyclone Gabrielle Transitional Period update*.



**Authored by:**

**Edaan Lennan  
Team Leader Emergency Management  
Operational Readiness**

**Approved by:**

**Doug Tate  
HB CDEM Coordinating Executive Group Chair**

**Attachment/s**

There are no attachments for this report

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**HB CDEM Group Joint Committee**

**28 April 2023**

**Subject: Cyclone Gabrielle Review – update and feedback**

That the HB CDEM Group Joint Committee excludes the public from this section of the meeting, being Agenda Item 6 *Cyclone Gabrielle Review – update and feedback* with the general subject of the item to be considered while the public is excluded. The reasons for passing the resolution and the specific grounds under Section 48 (1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are:

General subject of the item to be considered	Reason for passing this resolution	Grounds under section 48(1) for the passing of the resolution
Cyclone Gabrielle Review – Update and Feedback	s7(2)(a) That the public conduct of this agenda item would be likely to result in the disclosure of information where the withholding of the information is necessary to protect the privacy of natural persons.	The Council is specified, in the First Schedule to this Act, as a body to which the Act applies.

**Authored & Approved by:**

**Doug Tate**  
**HB CDEM Coordinating Executive Group Chair**