



## Meeting of the HB Civil Defence Emergency Management Group Joint Committee

**Date:** 29 July 2024  
**Time:** 1.30pm  
**Venue:** Council Chamber  
 Hastings District Council  
 207 Lyndon Road East  
 HASTINGS

### Attachments excluded from Agenda

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# Te Matau-a-Māui Hawke's Bay Regional Recovery Plan 2.0

Building Hawke's Bay Back Better,  
Safer and Smarter / July 2024



HAWKE'S BAY  
REGIONAL  
RECOVERY  
AGENCY





Disclaimer

The regional restoration, resilience and improvement opportunities and priorities listed in this Recovery Plan 2.0 do not imply Regional Recovery Agency responsibility for delivery, funding or implementation.

The RRA acts as a coordinator, not a decision maker and accordingly makes no assurances regarding the delivery of the priorities or individual programmes set out in this Recovery Plan 2.0. The RRA disclaims liability for the outcomes, successes, or failures in the implementation of the priorities which are beyond its control.

Document Information

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# Karakia

Titiro ake au ki te kahu e hāro ana, e tui, tui, tui, tuia  
E tuia te rangi e tū nei, e tuia te papa e takotonei  
E tuia ngā Herenga tangata o Te Matau-a-Māui, ka rongo te pō, ka rongo te ao  
E tuia tātau ko ngā muka tangata o rātau mā I ekengia Te Moana-nui-a-Kiwa,  
ā, I takea anōtiaī Hawaiki nui, Hawaiki roa, Hawaiki pāmaomao; te hono i wairua  
ki te whai ao ki te ao mārama Tihei Mauriora!

*My attention is drawn to the kahu soaring and uniting us as one  
May it weave above and enmesh below, joining the threads of humanity across Hawke's Bay  
May there be peace in death, peace by day in our lives  
Joined by the cords of humankind, originating from the great, far and remote homeland,  
uniting with the spirits there, emerging into the light, the world of consciousness  
May the living spirit be within us all!*

Kai ngā mana, kai ngā reo, kai ngā pari kārangaranga tō tēnā pito, tō tēnā takiwā, tō tēnā  
hapū o te rohe whānui o Te Matau-a-Māui, anei ngā kupu whakamiha ki a tātau katoa.

*To every voice and face, to you all our esteemed pockets, districts and communities  
across Hawke's Bay, greetings and salutations to us all.*

Tēnā rā tātau katoa e whakamana nei I tō tātau nei Mahere Whakarauora I raro  
I te āhua o ngā whiu o te wā me tēnei huripari nunui, arā ko Gabrielle.

*Greetings to everyone at this time as we acknowledge and champion the recovery plan  
that has been borne out of Cyclone Gabrielle.*

Kai ngā marae, kai ngā hapū kārangaranga, nō mātau te hōnore ki te tukua ngā mihi  
maioha ki tēnā, ki tēnā o koutou, otirā, ki a tātau katoa. I te wehi I te ao me ōna āhuatanga,  
I whai hua tātau I ō tātau hononga, tētahi ki tētahi, I roto I ngā whānau me te kāinga;  
ā, mā tērā tātau e whai take kia Kotahi anō te anga whakamua.

*To the marae and your respective communities across the district, it is with honour  
and privilege that these acknowledgements are made to you, to all of us. The times have  
in their most devastating form rekindled a fellowship of family and community that  
provides us the incentive and purpose to move collectively forward as one.*

Ka kaha tātau I te kotahitanga. Mā te Kotahitanga te pae tawhiti e whakawhānui.  
Mā tātau katoa te ara whakamua e para hai iwi kotahi; he hāpori e mahi tahi ana,  
e whakairo tahi ana, e whai take tahi ana.

*Collectively we are strong. Collectively our vision horizon expands. Collectively we  
are the great architects of our own destiny, a destiny we will imagine together,  
as one people; a community with clarity of purpose and vision.*

**Kia ora māi rā tātau katoa!**  
**Greetings to one and all!**

# Foreword

## Tēnā koutou

Cyclone Gabrielle, which struck Hawke's Bay on the 13th and 14th of February 2023, resulted in widespread catastrophic devastation and loss throughout the region. Just over a year on, we acknowledge the impact of the cyclone, the loss of lives, the loss of livelihoods, homes, and other assets as well as the impacts on community wellbeing throughout the region. We pay tribute to emergency responders and everyone in the region who has actively participated in, and who continues to work and put effort into, the recovery of the region.

Much has been done over the last year to set the region on a path to recovery. The initial response work saved lives and helped people deal with the impacts of the cyclone. Initial recovery work provided supplies for the isolated, housing assistance, and restored services and connection. Positive progress has been made to support affected property owners, the local economy and develop and design enhanced flood protection. Initial tranches of government support have been provided to enable the rebuilding of badly damaged infrastructure to get underway. I applaud the many businesses such as Pan Pac, and the horticultural and pastoral sector who have endured, taken risks and continued to rebuild and invest for the long-term prosperity of the region.

As work continues, we now widen our focus to the longer-term recovery. This plan represents a collective path forward in terms of building a resilient set of communities and laying the foundations for a more prosperous and equitable region. In recognising the progress already made and the work currently in motion, the Plan sets out the region's goals for the future and the programmes required to deliver them. The Plan is developed on behalf of Councils, PSGEs and Matariki. It has been designed to help us enlist the help of Government and other partners, in delivering our recovery goals and wider regional priorities. The Plan intentionally widens the scope

to go beyond recovery only, as the drivers for recovery and regional success are highly inter-connected, and the opportunity for the region to unite and upgrade its overall strategic long term planning and delivery is too great to sideline.

Hawke's Bay has forged a strong relationship with central government, with simple and direct lines of contact. The region is viewed as a credible partner through its unified thinking, which has helped secure significant funding to address the regional priorities. We are grateful for the government support provided to date, and continue to explore credible longer term funding solutions for the region.

Maintaining a unified approach to regional planning and infrastructure project delivery, along with simple direct lines to government is key to the region's future, as the region plans for and invests billions of dollars, both recovery related and associated with essential infrastructure. Further work to design a more permanent operating model for planning, coordinating, funding, procuring and delivering these priorities requires attention in the short term, so that momentum and benefits can flow over the coming decades.

There is much work ahead. That said, a year on, it is good to see confidence being restored in the region, with a good harvest, cruise ships, and tourism we sense the prospect of a return to pre-cyclone Hawke's Bay. The region remains unified and working together well, with steadfast resolve. We are committed to a strong recovery for Hawke's Bay and a brighter future for our people.

Ngā mihi nui, na

**Blair O'Keeffe**  
**Chairperson HBRRRA Oversight Board**



Executive Summary

Hawke's Bay Priorities

Hawke's Bay's recovery is well underway. Initial restoration work, welfare support and cleanup is ongoing with considerable progress. Businesses and communities are advancing their own recovery actions. And work in Category 3 voluntary property buyouts, flood protection, silt clearance, land rehabilitation and initial transport rebuilding is advancing well.

Focus is now shifting to the medium to longer-term phases of recovery. The substantive rebuild of infrastructure; building more resilience into communities and infrastructure; capturing

improvement opportunities; rethinking of services, systems and institutional arrangements so they work better for the people and communities of today's Hawke's Bay region.

Cyclone Gabrielle is the most significant weather event on record to have affected the region. It is the second worst natural disaster after the Canterbury earthquakes. The rebuild for the region is a multi-year programme, for which support is required.



OPPOSITE: Dartmoor Bridge opening





Through Matariki, the region’s civic, mana whenua and business leaders established a set of regional priorities on which to engage with the new Government through a Briefing to Incoming Ministers (BIM). The BIM regional priorities are listed below. Near-term priorities from this list are being addressed currently. The medium to longer-term priorities from the BIM form the basis for Recovery Plan 2.0. The priorities have been assessed and crystallised into goals and programmes or actions required to deliver them. A summary of these goals and actions is set out below:

It is clear that many of the BIM priorities are highly inter-connected. Viewing these priorities through a strategic and spatial lens will strengthen and support the investment which is made and improve the overall resilience of specific projects and the region in the future.

It is noted later in this Plan that the programme of work which has been identified for infrastructure repair and construction throughout the region is substantial. Adoption of a sustainable approach to land use which looks to integrate better land and water management practices and better location

decisions into land use decision-making will be imperative to ensure the success of infrastructure recovery and resilience efforts. Without this approach, the environmental impacts of another weather event are likely to be extensive and undermine the recovery efforts.

By way of example to explain this connection, land which is cloaked in vegetation has a better chance of retaining water and reducing adverse effects such as landslips, erosion, sediment loss and debris in waterways. These measures complement investment in flood protection and more resilient infrastructure designs. Similarly, avoiding locating housing or industry in flood-prone areas reduces risk to people and business and the severity of impacts from weather events.

Without the consideration of these sorts of approaches where appropriate, another significant weather event could undermine the enormous recovery efforts which have been made to repair and rebuild local roads, bridges and other infrastructure.

Preventative approaches alongside resilience investments are considered important next steps in and beyond recovery. This will ensure that major repair works, significant human input and effort and associated costs are not lost. Good strategic management, spatial planning and understanding of the interconnection between the environment, our people and the economy is imperative to capitalise on the recovery investment and reduce future exposure to weather (and other) events.

Table 1.  
BIM Regional Priorities

Silt and Debris	Over <b>1.5 million cubic metres of silt and debris</b> remain on highly productive land from Cyclone Gabrielle.
Category 3 Property Buyouts	<b>Action is needed</b> to ensure the Government-led Kaupapa Māori buyout programme catches up to the broader buyout programme <b>to avoid disparate and unfair outcomes</b> . Further support maybe required for additional category 3 property buyouts if land categorisations change and current funding caps are reached.
Severe Housing Shortages	The region is at least 3000 houses short, with that expected to grow as work expands to restore damaged infrastructure.
Legislative Roadblocks	Legislation and/or new regulations could ease <b>significant consenting and planning blockages</b> slowing critical flood mitigation work.
Emergency Resilience	New measures are needed for more <b>resilient power, telecommunications, and transport infrastructure</b> for when disasters occur.
Water Service Delivery	A regional model based around the five <b>Hawke's Bay Councils</b> is proposed with strong regional backing to replace the soon-to-be-repealed Three Waters water service entities.
Water Security	There is a pressing need to address the fast-growing demands for long-term <b>climate resilient water supplies</b> for one of New Zealand's most important primary sector producing regions.
Transport	Significant recovery related investment is needed to build back better and address vulnerabilities on both state highways and local roads, particularly in the <b>'farm/ orchard gate to processing/arterial corridor'</b> element of the road network.
Health Services	Hawke's Bay Regional Hospital needs priority work while broader health services need to be made <b>fit-for-purpose</b> to meet the region's needs.
Workforce Development	Development of the local workforce is required to help meet the demand for civil construction workers for post-cyclone infrastructure repairs (estimated that up to <b>8000 additional construction workers</b> could be required over the next eight years).



Redclyffe Bridge. Photo: Thomas Kay



### Transport

**Context:** State Highways, local/rural roads and rail lines were destroyed or severely impacted by Cyclone Gabrielle. Bridges were particularly affected. Affected councils face significant financial challenges and need enhanced levels of assistance in order to repair roads on a timely basis. Critical economic and people connections via rail (Napier Port south) and State Highways both north and south need resilience investment. Restoring local roads is critical to the local economy/primary sector.

**Goal:** A restored local and rural transport network; State Highways and local roads that are more resilient to future climate and seismic events and provide improved economic and transport outcomes where achievable; key rail links restored and more resilient.

#### Actions:

- Enhanced Government funding assistance to enable affected councils to rebuild and make resilient local/rural roading networks.
- Government investment in key State Highway routes (SH 5, SH 2 north and south, SH 51, SH 50) to improve resilience and to capture improvement opportunities where achievable.
- Enhanced investment in rail to provide for resilient access to/from Napier Port to the south.

### Workforce Development

**Context:** There will be a significant shortfall in trained labour to meet the requirements of the rebuild of necessary infrastructure and housing across the region. At the same time, this presents opportunities to upskill the Hawke's Bay community and help support those not currently in stable work into employment.

**Goal:** Support for Hawke's Bay people to be prepared for, enter, and actively participate in the Cyclone recovery/rebuild infrastructure construction work programme; Develop a pipeline of local talent from educational/vocational training to employment; A Hawke's Bay workforce that meets regional industry needs particularly in civil and housing construction; Local suppliers supported to participate in rebuild opportunities; Māori and Pasifika business capability developed through infrastructure procurement and skill development; Te Pukenga/EIT transformed into a locally led tertiary education institute that has strong links with mana whenua, the civil infrastructure and primary sectors and local business and civic and iwi leadership.

#### Actions:

- Active regional coordination and increased regional leadership of training opportunities, improved entry pathways, for those seeking work.

- Enhanced Government investment into workforce products to support entry, recruitment, attraction and retention.
- Ensure investment opportunities allow for and incentivise the use of local workforce, achieving positive outcomes in training, development and employment for the region.
- Te Pukenga/EIT to work closely with workforce development councils to ensure that courses offered align with the recovery needs and demands of the region.

### Housing Rebuild and Resilience

**Context:** The region's already severe housing shortages have been exacerbated by the cyclone. There has been significant damage to housing throughout the region resulting in the displacement of hundreds of whanau. Indirect displacement has also occurred with cyclone affected residents displacing those previously in secure housing. While initial action has been taken to house those displaced whanau, further investment is required to ensure the region has the housing it needs in the longer term. Opportunities exist working with Post Settlement Governance Entities and other local agencies to take action to meet housing demand.

**Goal:** To provide sufficient safe, healthy homes to meet the region's housing needs.

#### Actions:

- Continued Government support of delivery of temporary housing services as required to meet cyclone related demand.
- Continued action to increase housing supply through Government support of existing place-based programmes and housing delivery partnerships with PSGEs and other organisations.
- Address land supply through implementation of the Napier Hastings Future Development Strategy and other planning and infrastructure initiatives.
- Government support to explore and commission new delivery partnerships with PSGEs and appropriate local organisations to increase social housing supply.

### Water Resilience

**Context:** Water presents key resilience issues for the region. Over-allocation of water on the Heretaunga Plains presents as a near-term threat to environmental health, existing economic activity and community prosperity. Mechanisms that were intended to address overallocation are in some cases precluding land use change out of activities that are no longer profitable and may result in productive land being substantially unused. Water storage initiatives provide a mechanism to help enhance environmental health, address the threat to town water supply, and



provide reliable supply for production. They could also potentially provide for growth opportunities in Central Hawke's Bay and Wairoa District. There is also a view that had water storage assets been in place they may have lessened the impacts of Cyclone Gabrielle by retaining some flood waters.

Recent reviews and reform work on the water services industry has indicated there is significant investment required in urban water infrastructure in the coming years and decades to meet community expectation, demand and environmental standards. In addition, Cyclone Gabrielle impacted a number of water service assets including the Waipawa Drinking Water Treatment Plant, the Whirinaki/Esk Water Supply, the Napier Wastewater Treatment Plant and various stormwater locations/services. Given the financial pressures on local councils from cyclone related costs, growth and asset management infrastructure costs, together with borrowing constraints, it seems clear that local government will not be able to meet water services investment demands using traditional funding mechanisms.

Climate change is likely to exacerbate pressures over time, both in terms of a drier climate and increased demand for water, and through more extreme weather events and related resilience threats.

**Goal:** Government, local government and mana whenua exploration of commercially viable water security initiatives; Legislative change in support of a regional model for investing in and managing water infrastructure equitably across the region; Build in greater reliance to climate change to protect the environment and provide access to freshwater for the people of Hawke's Bay.

#### Actions:

- Government, local government and mana whenua take action to explore and support commercially viable water security initiatives in Hawke's Bay.
- Hawke's Bay councils work together and with Government and mana whenua to refine and advance a Hawke's Bay Model that works within the Government's Local Water Done Well (previously termed 3 Waters; Wastewater, stormwater and drinking water) policy framework and provides service, financial and environmental benefits for the region.
- Adoption of regional initiatives to drive water conservation and better water management.

### Hauora and Health Services

**Context:** Health services in Hawke's Bay are a critical area influencing community resilience. Our health services are under severe pressure from an insufficient labour force and growing demands from an increasing and more diverse community. Residential aged care services, primary care and Hauora Māori providers face significant funding and workforce pressures. Our main hospital's buildings are old and deteriorating and no longer fit for purpose, with Hawke's Bay residents having to travel out of region for a range of treatments. Increased investment and service provision is also required in community health facilities across the region (Wairoa, Napier and Central Hawke's Bay) to meet community demand. During the cyclone many communities were unable to access health services due to disruption to lifeline utilities.

Addressing the state of the health services in the region is a key opportunity to ensure the region



remains resilient and can adequately support its population. This needs to be supported with an appropriate labour force of skilled/trained people.

**Goal:** Access for all Hawke's Bay residents to responsive health services (hospital, primary and community health services) no matter where they live in the region, thereby improving community resilience.

**Actions:**

- Engagement with Government on investment and improvement initiatives required to address workforce shortages, health service constraints and health service access.
- Engagement with Government to ensure prioritisation of the Hawke's Bay hospital redevelopment.

**Emergency Resilience**

**Context:** Cyclone Gabrielle severely impacted key lifeline utilities including electricity, telecommunication and transport networks, as well as water services and gas reticulation. The vulnerabilities from dependencies on other services crystallised. As well as direct impacts, electricity supplies were disrupted, meaning telecommunications facilities went down for extended periods. Access for restoration was impacted due to damage to roads and bridges. Lifeline utilities need greater resilience built into them.

**Goal:** Redclyffe substation (the regions main substation) is rebuilt to modern, resilient standards that can withstand future hazard events including inundation and flood scouring from a stopbank breach. Other electricity infrastructure is reviewed from a resilience perspective. Telecommunications service providers improve network resilience including for electricity supply interruption. Road repairs address and improve resilience including via alternative alignment where appropriate.

**Actions:**

- Transpower and Unison lead improved resilience on the electricity sector
- RRA, REDA and other stakeholders engage with the telecommunications sector on improving resilience for key sites and facilities
- RRA and Councils advocate for funding for resilience improvements in roading rebuild and repair.

**Other longer term focus areas**

While not highlighted in the BIM, there are other areas of the region's socio-economic 'landscape' that are of vital importance and need to be monitored within the Plan 2.0 framework. These are:

**Whānau and Community**

**Context:** Whānau and community were severely affected throughout the region as a consequence of the Cyclone. The loss of life, livelihoods, homes, land, and jobs, all surrounded by a sense of uncertainty has taken a significant toll on the wellbeing of our community and whānau. Funding and resources have been injected into the region, with grants and programmes stood up in the early days of response, and ongoing, to ensure people's wellbeing is supported in recovery and through into resilience.

**Goal:** Continued support for our community and whānau, through existing and new programmes beyond the first year anniversary of Cyclone Gabrielle, to enable the true recovery of our people with a focus towards their resilience against future events and uncertainty.

**Actions:**

- Retention of funds and backing for existing recovery initiatives and BAU programmes of work which support the regions wellbeing, through existing initiatives such as community hubs, mental health support services etc.
- Continued collaboration and partnership across organisations, agencies, taiwhenua in support of recovery initiatives that might be required in the longer term.

**Environment**

**Context:** The Hawke's Bay natural environment was severely impacted by the Cyclone. Waterways were choked with debris and sediment; rivers scoured; ecosystems and habitat lost; soil and vegetation slipped off land; productive soils were buried under waste; the ocean inundated with silt, sewage and flood waters; air quality affected by silt dust and burning of cyclone related waste. There is an opportunity to do better by our environment and be bold in our future management and planning.

**Goal:** Identify and achieve improvement opportunities for sustainable land and water management through council programmes and landowner management practices. Enable more resilient outcomes in terms of human interaction with the environment.



**Actions:**

- HBRC to lead support and assistance for landowners to adopt better land and water management practices.
- Ongoing involvement in the MfE Nature Based Solutions feasibility and modelling project. Where feasible options arise, signal a commitment to progress next stage of feasibility, (including consideration of funding options, cost benefit analysis, concept design etc) to determine whether this could be a practical solution to be adopted in the future.

**Primary Sector**

**Context:** The region's primary sector was severely impacted by Cyclone Gabrielle. Damage to property, livelihoods, infrastructure, trees, vines, crops and stock has been extensive. Many landowners are trying to restore productivity and/or get back to a pre-cyclone state. In addition, damage to local roads have affected access for many primary sector producers. The sector plays a centrally important role in the region's economy and its recovery and return to a thriving sector are essential for the region. Some valuable support has been provided to the sector post-cyclone in the form of grants, silt and debris removal funding and targeted loan and equity assistance. The banking sector has also largely acted in a manner that has supported recovery. While sector participants will take their own recovery actions, Government and local government need to monitor and engage with the sector to assess any further support actions that may be required. Restoration of local roads is vital. Resilience for this sector is

inextricably linked with water security. Climate change predictions for the region highlights the need for water storage options to support the ongoing restoration and growth of the sector.

**Goal:** The primary sector is able to take recovery action and return as the thriving centre of the regional economy; supporting actions such as restoring roading access, silt and debris removal, restoring flood capacity of waterways and strengthening of flood protections are carried out as needed, efficiently and on a timely basis; Landowners are supported to make good land management decisions (via funding, resources, systems and knowledge) to benefit the environment and economy.

**Actions:**

- Government, local government and the RRA monitor and engage with the sector to monitor recovery and assess where further support is required.
- Recovery supporting activities (restoring road access, silt and debris removal, flood capacity and resilience works) are carried out on an efficient and timely basis.
- HBRC, MPI and other agencies provide land management support to primary sector participants.

**Tourism**

Whilst tourism has not been signalled by Matariki as a post-cyclone regional priority for ongoing restoration or a resilience opportunity, it should be acknowledged that tourism is of significant importance to the region's future economic growth.



Table 2: Comparison of First Iteration Plan Priorities v Plan 2.0 Regional Priorities

Regional Recovery Plan 1st Iteration Priorities (30 September 2023)	Which Plan 2.0 Priority is this reflected in	Indicative Timeframe in Plan 2.0	Explanatory comment
1. Continue removing and cleaning up silt and debris	Silt and Debris	Restoration work in progress – complete mid to late 2024.	Due to additional funding from Government of \$40m towards silt and debris removal, this is no longer a critical regional funding priority. The work is being delivered by the Silt Taskforce.
2. Restore and enhance flood protections	Flood Mitigation – Regulatory Relief	Order in Council Work in progress – subject to Government decision making.  Expected to be enacted 31 May 2024.	Regulatory relief is required to streamline and shorten the process provide a critical programme of work to ensure people can return to flood affected areas with appropriate levels service for flood protection in place.
	Infrastructure – Improved Resilience of Schemes, Networks & Services	Proposed Category 2 Flood Works: <ul style="list-style-type: none"> <li>Programme developed and being refined. Concept design and design work underway.</li> <li>First tranche four projects (Awatoto, Whirinaki, Waiohiki, Ohiti Road/Ōmāhu) due to commence October 2024.</li> <li>Second Tranche four projects (Wairoa, Pōrangahau, Pakowhai, Havelock North) due to commence October 2025.</li> </ul> Existing Flood Scheme Reviews – HBRC review of Heretaunga Plains and Tukituki Schemes preliminary analysis due July 2024.	Consenting and construction of Infrastructure. 8 projects phased due to complexity of developing design options and access to land.  NIWA report may result in existing levels of service being inadequate. HBRC Scheme reviews currently underway and will be informed by NIWA report and additional hydraulic modelling.
3. Prioritise environmental restoration actions with a view to enhancing resilience to future events through designing solutions that work with the environment	Environment	Management of Waterways and Sustainable Land use – Work in progress, ongoing-long term.  MfE Nature based solutions feasibility outcomes due 2025.	The priority of environmental restoration has gained significant traction through work undertaken by HBRC with funding and support from other environmental groups, government agencies and iwi. It will be necessary for work to continue in this space (largely as BAU).  HBRC is taking part in a feasibility study for Nature Based Solutions (MfE funded), however outcomes will not be available until 2025. Further support may be required to implement solutions at a later date.
4. Progress roading and rail restoration (including bridges), with the prioritisation of critical routes	Restored and Resilient Infrastructure	State Highways, Rail and local roads. Work in progress with significant progress made in reopening road access and putting in place temporary solutions.  Substantive rebuild and resilience programme to be delivered over medium to long term. Multiple projects taking up to 7 years post-cyclone. Prioritisation and sequencing underway.	This is a critical priority for the region. Enhanced Government investment over the long term is vital to ensure that connectivity of people and freight is repaired and improved.
5. Plan and develop priorities for the infrastructure lifelines rebuild (with funding needs identified and implementation to follow) so that roads, rail, electricity, telecoms, three waters and other key infrastructure assets are more resilient, fit for purpose and provide a basis for future economic activity and prosperity	Restored and Resilient Infrastructure	Restoration in progress. <ul style="list-style-type: none"> <li>Long term focus on resilience in light of exposure of network vulnerabilities. Major infrastructure programme and projects taking from 2-7 years.</li> <li>Roading and rail programmes being developed with key projects identified.</li> <li>Engagement taking place with electricity and telecoms sectors.</li> </ul>	Resilience of critical lifeline utilities and networks remains a priority for the region, to ensure vulnerabilities are minimised for future events. Enhanced Government investment over the long term is vital to ensure resilience of people and freight connectivity.
	Water Resilience	Focus on building in Resilience & Improvement Opportunities. <ul style="list-style-type: none"> <li>Water security consider key to regional growth and resilience. Medium to long term project, due to complexity and scale of projects, incl. scoping, design, feasibility prior to approvals and construction.</li> <li>Council's looking at regional approach to water services delivery under Government's 'Local Water Done Well' policy framework. To be addressed 2nd, 3rd and 4th quarters of 2024.</li> </ul>	Regional opportunities for improved water services and water security are also a priority for Hawke's Bay as access to water and water services are essential for community environmental, cultural and economic health. Projects



## Comparison Table cont.

Regional Recovery Plan 1st Iteration Priorities (30 September 2023)	Which Plan 2.0 Priority is this reflected in	Indicative Timeframe in Plan 2.0	Explanatory comment
6. Implement Category Three residential property buyouts to assist those most affected	Negotiations, Future of Severely Affected Land and Voluntary Buy-Out	The VBO programme for General Land is well underway. It is anticipated that this will be complete mid-late 2024.	The VBO process is being advanced by HDC and NCC for general title land. Funding, systems and processes are in place and operational.
	Kaupapa Maori Pathway	Progress for the Kaupapa Māori pathway has not been as quick as the VBO. Negotiations are ongoing and hope to be conclude post budget.	The Kaupapa Maori pathway (for Category Whenua Māori and Marae communities), which is being led by the Crown, remains a priority in Plan 2.0. This programme is not as advanced as the General Land programme and require further support, investment and resolution.
7. Provide funding support for critical primary sector industries badly affected by the cyclone	Primary Sector	Ongoing monitoring of the Primary Sector to identify and support needs is necessary given its importance to the Hawke's Bay economy. A long-term recovery path is anticipated.	There has been central government support, funding and programmes for the primary sector, including \$4m to assist rural communities with immediate recovery needs, funding for silt and debris removal, and the Kanoa NIWE Primary Producer Finance scheme. The extent of the damage is better understood now, with much still to be done in the sector to restore and recover business operations.
8. Ensure homes are repaired and supports provided to ensure housing is provided at a healthy, liveable standard	Short-term Housing	Some good progress has been made to address immediate needs for temporary accommodation provided through multiple agencies and via mana whenua organisations.	The housing crisis in the region needs further investment, co-funding, and fast track consenting to deliver positive and timely outcomes.
9. Work in partnership with iwi/Māori and other organisations to help ensure adequate provision of additional housing in the short term and address housing inequities in the medium to longer term	Short-term housing	Short term temporary accommodation in progress or delivered.	MHUD worked with iwi and PSGE organisations to provide temporary housing solutions for their members with housing needs. TAS (Temporary Accommodation Services) provided accommodation solutions to meet wider needs.
	Whanau & Community – Housing to meet Community Need	<p>Housing Resilience – identification of land for longer term housing initiatives are being developed, with delivery over the next 3+ years.</p> <p>Medium to Long-term mana whenua led housing developments and papakāinga initiatives 3+ years.</p> <p>Council facilitated housing delivery and enablement programmes short to long-term.</p>	<p>Housing resilience is a key area of focus for the region and will be pursued with Government. Delivery of a range of housing projects is needed from a number of sectors, including private, public, mana whenua and NGOs.</p> <p>There are a number of housing developments and papakainga identified by mana whenua in the Housing Recovery Strategy which will assist deliver housing to meet the shortfall. Partnerships and delivery opportunities with Government/MHUD to be explored.</p>
10. Provide local communities with resources to provide ongoing psychosocial wellbeing support both in the short term and as recovery continues	Whanau & Community	<p>Short term initiatives and support has been stood up immediately via Regional Public Service agencies.</p> <p>Ongoing programmes required in medium term to provide continued support through recovery.</p>	Beyond the immediate response and recovery work, these support programmes have been absorbed into BAU within social sector regional public service recovery organisations. Psychosocial wellbeing support is still being provided where required.
11. Provide a range of mechanisms to support the different needs of businesses including a working capital scheme, and the provision of concessionary loans	Primary Sector	Short-medium term initiatives set up in the first year following the cyclone.	Government created a Primary Producer Finance Scheme through Kanoa and financial support via the banking sector to provide targeted financial support for recovery to selected qualifying producers. The NIWE Primary Producer Finance Scheme has had strong uptake in Hawke's Bay.
12. Support economic recovery by investing in capability support, assistance and infrastructure that creates a platform for economic growth and regional prosperity	Workforce Development, Primary Sector, Restored and Resilient Infrastructure	<p>Short-term Government support provided, including via Regional Business Partners, Tourism Sector Support, primary sector grants, Kanoa NIWE Primary Producer Finance Scheme.</p> <p>Continue to monitor business sector and economy over medium term to assess additional recovery assistance needs.</p> <p>Key focus on infrastructure recovery to support business sector.</p>	There is insufficient data to date to confirm that investment to date has resulted in economic growth and regional prosperity. The region continues to look for opportunities that will support and deliver regional prosperity.



Comparison Table cont.

Regional Recovery Plan 1st Iteration Priorities (30 September 2023)	Which Plan 2.0 Priority is this reflected in	Indicative Timeframe in Plan 2.0	Explanatory comment
13. Support Māori initiatives and partners to deliver recovery solutions 'by Māori for Māori' including support for communities undertaking the restoration of the mana and mauri of marae	Whanau & Community - Housing to meet Community Need  Workforce Development	Short to long term initiatives, responding to immediate needs and ongoing developments.	Activity areas to include: <ul style="list-style-type: none"><li>• Housing – temporary and long-term solutions</li><li>• Marae and housing restoration and relocation</li><li>• Progressive procurement</li><li>• Engagement in flood protection and environmental solutions</li><li>• Engagement in water resilience</li></ul>
14. Utilise a progressive procurement approach and local businesses, labour, skills and experience to undertake regional recovery where possible, and identify and fill any regional labour, skills and experience gaps where needed	Workforce Development	Medium to long term development of workforce.  Incorporation of progressive procurement approaches within procurement processes to be used by infrastructure procurement agencies. Immediate, medium and long-term.	Ongoing progressive procurement support for smaller and diverse infrastructure/construction suppliers highlighted as a key 'work-on'.  Progress for local workforce and ongoing development to date includes: <ul style="list-style-type: none"><li>• TREC commitment to employ 30% local suppliers and workforce.</li><li>• Councils Progressive Procurement policy and commitment to implement through recovery procurement.</li><li>• HB development of strategy and action plan of workforce development initiatives underway in partnership with MSD, contractors and councils and TREC.</li></ul> Further monitoring and facilitation work required to ensure positive outcomes materialise.





## Section 1: Overview of Plan 2.0

The purpose of Regional Recovery Plan 2.0 (Plan 2.0) is to set out regional level medium to longer-term recovery goals for Hawke's Bay, together with proposed programmes and actions for achieving them. It has been shaped by the Matariki Governance Group based on inputs drawn from Matariki Partners and other key stakeholders.

### Matariki Governance Group

Matariki is a collaborative leadership group working to address the range of social and economic issues and challenges facing Hawke's Bay. Made up of the five Hawke's Bay Councils (Hawke's Bay Regional Council, Central Hawke's Bay District Council, Hastings District Council, Napier City Council and Wairoa District Council), Iwi and six Post Settlement Governance Entities (Tātau Tātau o te Wairoa Trust, Maungaharuru-Tangitū Trust, Tamatea Pokai Whenua Trust, Mana Ahuriri, Ngāti Hineuru Iwi Trust, Ngāti Kahungunu Iwi Incorporated, Ngāti Pāhauwera Development Trust) and the Chamber of Commerce, Matariki has been particularly focused on recovery priorities following the devastation wrought on the region by Cyclone Gabrielle, establishing the Hawke's Bay Regional Recovery Agency (HBRA or RRA) to coordinate this work. Working alongside the public service, business, primary sector and NGO organisations, Matariki and the RRA provide an ideal, joined-up vehicle for Hawke's Bay to work with the Government to advance shared goals and priorities. A list of members can be found in Appendix 3.

Matariki has shaped a small number of key recovery and regional resilience priorities.

### The Hawke's Bay Regional Recovery Agency

The Hawke's Bay Regional Recovery Agency (RRA) was activated in March 2023 by the Matariki Governance Group to lead regional recovery coordination, and received Central Government funding to enable its operations. The RRA coordinates and prioritises recovery activity across partner agencies within the region and with Government and

its agencies. It acts as a 'systems integrator, ensuring recovery activity is joined up and effective. The RRA does not possess a function under any statute from central government.

### First Iteration Plan

The Hawke's Bay RRA published the *Cyclone Gabrielle 2023 Te Matau-a-Māui Hawke's Bay Regional Recovery Plan* in September 2023. This first iteration Plan focused on regional scale restoration activities, and first steps towards reconstruction and improvement. It outlined the overarching outcomes for recovery over the short, medium and long-term and focused heavily on the urgent priorities during the initial 6-15 months following the cyclone.

This first iteration plan was a 'bottom up' plan which sought to deliver a comprehensive collation of the locality plans (prepared by mana whenua and local councils) and the Hawke's Bay Regional Council (HBRC) Environmental Resilience Plan. These plans were developed at pace to inform central Government decision making for the initial restoration phase of recovery. There was insufficient fiscal capacity to fund all initiatives identified with the first iteration plan, however, Government, alongside councils and other recovery partners, invested significantly in major recovery priorities for the region in response to the plan. A summary of investments made to date is outlined in section 2 (progress) below. In brief, the first iteration identified 305 recovery actions with an indicative cost of \$4.198 billion. One-third of this funding has been secured through contributions from the Crown and other entities.

### Plan 2.0

Given the shorter, immediate term focus of the first iteration plan, it was always the intention a second iteration Recovery Plan (Plan 2.0) would be prepared for the region.

Plan 2.0 provides a 'top down' approach to the region's medium to long-term priorities, in particular the matters which have been signalled by the



Matariki Governance Group.

It focusses on those key priority areas where joined up initiatives, funding or other Government support or assistance is vital to support the ongoing regional recovery. It captures recovery and resilience projects and programmes of work that would make the region's infrastructure, economy and community systems more resilient to future events and highlights the importance of identifying opportunities for improvement across the rohe that will have a positive impact for Hawke's Bay in the future. It also addresses areas of activity such as workforce development that are both key to delivery of rebuild and recovery activities, and present opportunities for enhancing community capability and prosperity.

In setting out these priorities it provides information used to support the region's input to the new Government's four-year budget cycle.

It should be noted a number of priorities set out in the first iteration plan are not reflected in Plan 2.0. In many cases this is a consequence of these projects and priorities being absorbed into 'business as usual' by the relevant agency or authority, or where it has been signalled there is no current capacity to support those initiatives.

### Timeframe of the Plan

The fundamental driver behind preparing Plan 2.0 is to help inform inputs to the Government budget and planning processes. The information gathered in preparation of the plan is being used for this purpose.

The focus of the first iteration plan was on urgent restoration activities and steps towards reconstruction and improvement and covered the initial 6 to 15 months following the cyclone. Plan 2.0 highlights those projects, programmes and opportunities which focus on the resilience of the region in the medium to long term which includes the period 12 to 24 months following the cyclone and beyond. For the purposes of this plan, medium term has been determined as the next 12 to 18 months following the anniversary of the Cyclone (2024 calendar year, into 2025). Longer-term, this Plan will look at those priorities and regional opportunities which could be delivered in the next four years (2025-2029) and beyond.

The pace at which progress has been made to date is commendable however, the level of understanding of the full extent of the damage is still unfolding and issues continue to arise over time. Plan 2.0 acknowledges recovery following an event of this magnitude is a long-term process in regard to both funding and delivery. However, it is underpinned by an acceptance that maintaining momentum is key to the overall success of recovery for the region.

### Plan Status

As with the first iteration plan, Plan 2.0 is a strategic document that sets out priorities for the region for the medium-long term, however Plan 2.0 has no particular statutory function. The development of Plan 2.0 was endorsed by the Matariki Governance Group, as was the final document prior to its public release.

A significant driving component of the first iteration plan was to inform budget requests to central Government. Plan 2.0 is an extension of this and reflects the region's leaders ongoing coordinated approach to recovery. The Plan provides a coherent voice for the region, setting out the agreed regional priorities to central Government to inform the need for ongoing support. It also signals to the region's communities there is a clear direction and shared vision for a prosperous, sustainable, and resilient Hawke's Bay.

### Central Government

Since the formation of the new government there has been direct engagement between the RRA and Ministers on a number of these issues. The region has also hosted Prime Minister Christopher Luxon and Ministers Brown and Mitchell (Minister for Emergency Management and Recovery) in December 2023 and had subsequent visits from Minister Simeon Brown (Minister for Transport), Minister Mark Patterson (Rural Communities), Nicola Willis (Minister of Finance), Chris Penk (Minister for Building and Construction) and Simon Court (Parliamentary Under Secretary for Infrastructure and RMA Reform). Prime Minister Luxon and Minister Mitchell revisited the region in February to commemorate the one year anniversary of Cyclone Gabrielle. In April the Mayors and Chair, RRA and mana whenua visited the Prime Minister in Wellington to discuss transport and the need for further funding to fix local roads and bridges.

Over the last year, the RRA has built a strong professional relationship with the Cyclone Recovery Unit (CRU) established under the Department for the Prime Minister and Cabinet, as well as working closely with Ministries such as MfE, MPI, MBIE, MHUD, DoC, and LINZ. The advocacy role of the RRA is an important and necessary function to support the region in making continued progress in its recovery and resilience. Through the coordination of discussions with councils and mana whenua, the RRA (through Matariki) has delivered in this Plan a unified regional message and list of priorities to provide to Government, alongside the assurance and confidence in the recovery pathway that our leaders are setting for Hawke's Bay.

### Input from Councils

As an initial stocktake, Wairoa District Council (WDC) and Central Hawke's Bay District Council (CHBDC) have signalled they are developing a second edition locality plan, whilst Napier City Council (NCC) and Hastings District Council (HDC) are focusing on their respective Long Term Plan engagements and the Category 3 Voluntary Buy-out Program.

HBRC has developed a stocktake of the first edition Environmental Resilience Plan which was prepared in April 2023 (presented to Council March 2024) titled *'Restoring Our Environment - Our Cyclone Gabrielle Recovery Journey'*. This will provide an understanding of the progress and funding support received for the programmes and projects signalled by Regional Council as necessary following Cyclone Gabrielle. This will enable Regional Council to prioritise and plan for the Long-Term Plan period of 2024-2027.

Plan 2.0 has drawn from this work.

Across all councils the common theme for 2024 is transitioning to business as usual (BAU). Progressing Orders in Council, regulatory relief to streamline planning/consenting processes for the relocation of Category 3 landowners and the delivery of flood mitigation/infrastructure will form part of BAU moving forward, whilst also remaining core recovery priorities for the region.

In the medium to long term, the RRA will continue to work with the five councils to ensure those priority issues for the region are advocated for and supported. Moving into the next phase of resilience it will be even more important for councils to work together. A strategic approach to addressing regional issues to ensure that funding is focused and utilised in the most effective way to serve the region.

### Input from Mana Whenua

The RRA has engaged with each of the PSGEs to ask how and to what extent they wished to be involved in the development of Plan 2.0. Many have indicated their priorities remain as set in the first iteration plan and their own locality plans. It is acknowledged some PSGEs and iwi remain heavily involved in Category 3 Whenua Māori negotiations with the Crown, and the numerous recovery activities supporting marae and whanau which are underway. Te Kāhui Ōhanga has also provided good guidance in respect of the priorities identified in the BIM and this plan.

The key areas which remain a priority for iwi/hapū are ensuring that through recovery and resilience initiatives, there is equity for whānau, there is ongoing support for marae and hapū in the negotiations with the crown (Kaupapa Māori pathway) and there is support for displaced whanau

to regard to housing, health and wellbeing needs. Other regional priorities such as infrastructure repair, local roads, water security directly affect Māori and there will be an expectation that solutions and funding in these areas will support Māori development, and decisions will be made with Māori rights and interest at the fore.

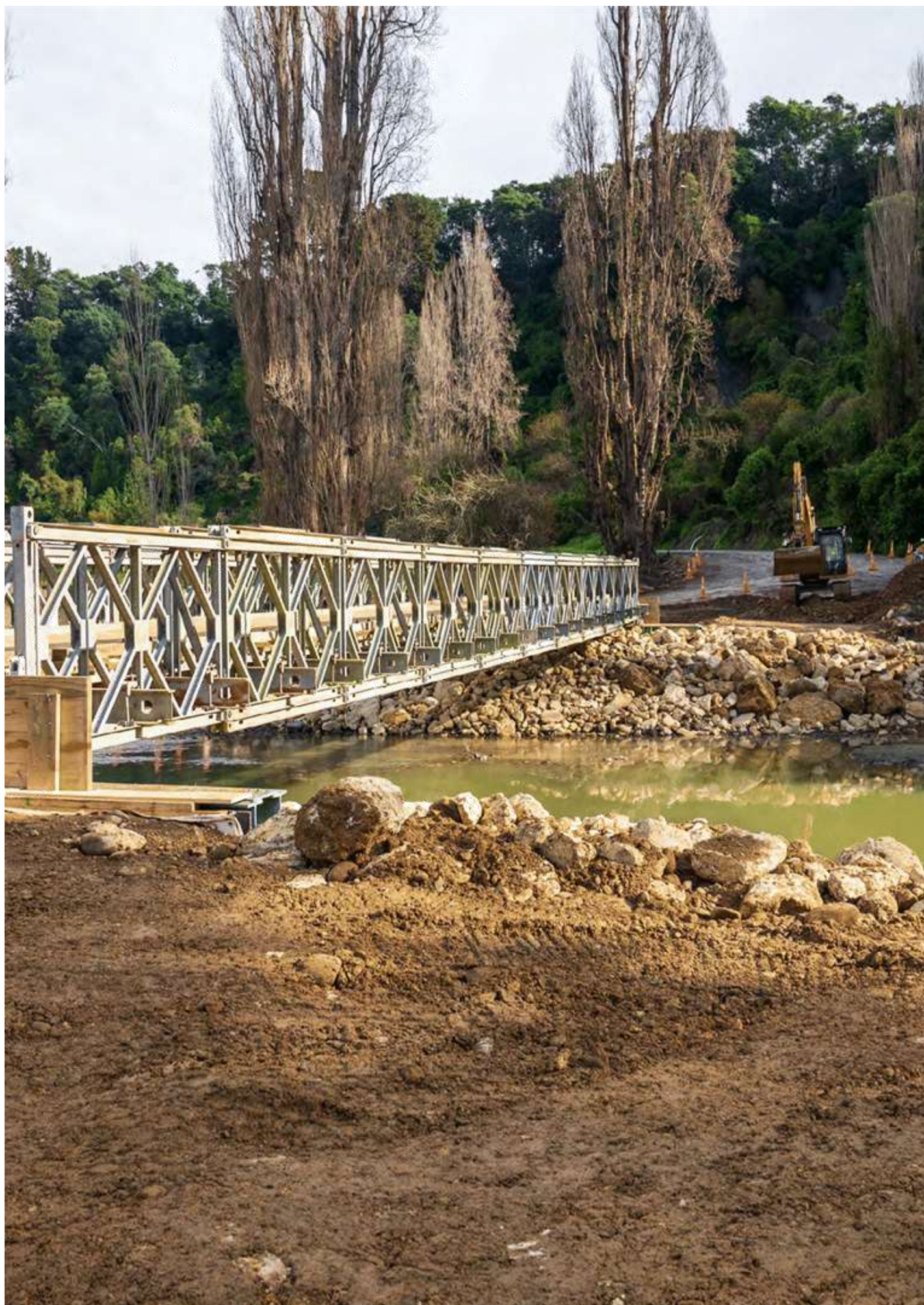
### Cyclone Gabrielle Inquiries

It should be acknowledged that there are a number of inquiries that have been instigated following Cyclone Gabrielle, including:

- The Hawke's Bay Civil Defence and Emergency Management Group Response to Cyclone Gabrielle - released 25 March 2024 (Mike Bush);
- Government Inquiry into the Response to the North Island Weather Events - released 23 April 2024 (Sir Jerry Mataparae)
- Hawke's Bay Independent Flood Review - due June 2024 (Phil Mitchell)

These inquiries are independent of Plan 2.0. Plan 2.0 does not propose to reiterate or pre-empt the findings of these reviews.





## Section 2: Progress of the Region's Recovery

### What has been done?

The region has made significant progress in recovery. Businesses, marae, homeowners, whānau, community organisations, councils, PSGEs, Taiwhenua and iwi organisations and Government Agencies have all been active in taking their own recovery actions, and in some cases, helping homeowners, whānau and businesses with their actions.

Government support for the region's recovery has been, and remains, important. The region has been badly affected and needs help from the rest of the country to get back on its feet and to build back with resilience. To date, there has been approximately \$1.9 billion in Government funding allocated to Hawke's Bay for recovery efforts across the region. This includes help for whānau and homeowners, help for the primary sector and other businesses, and funding for asset and infrastructure repairs. Whilst it is recognised not all help that was asked could be provided due to fiscal constraints, this contribution has made a significant difference to the immediate repair and recovery of Te Matau a Māui.

This funding is supporting various areas of response and recovery work, including:

- Infrastructure repair (rapid rebuild of stop banks, road and rail).
- Flood mitigation design, development and construction.
- Removal of significant amounts of silt and cyclone related debris from highly productive land, residential areas and public areas
- Category 3 Voluntary Buy-out Programme
- Support for affected whānau through MSD and Te Whatu Ora
- Support for businesses including primary sector and tourism

Investment is also being made into State Highways across the region.

The region is at the beginning of infrastructure works which will be the largest area of investment. There is still much work to be done on the region's recovery.

### Works in progress and what still needs to be done?

#### Negotiations, Future of Severely Affected Land and Voluntary Buy-Out

In August, the Crown announced a cyclone recovery funding package for Hawke's Bay which included a 50:50 cost sharing agreement with HDC and NCC for the voluntary purchase of residential Category 3 properties (in areas with a threat to life that cannot be effectively mitigated) with a dwelling or, in the case of larger and/or mixed-use properties with a dwelling, the payment of a relocation grant. The funding package also included \$253 million towards specific transport projects and programmes to repair local road networks and bridges. Lastly it included \$203.5 million towards flood infrastructure to undertake the rapid repair of existing stop banks and undertake options assessments, design and construction of new flood mitigation infrastructure to protect properties in Category 2C and 2A areas. The HBRC undertook to contribute \$44.15 million toward this flood protection work.

HDC and NCC are currently implementing the Category 3 Voluntary Buy-out Programme with eligible landowners. There are 163 eligible properties at the time of writing. Positive progress has been made, with several properties settled and just over 50% (as at 1 May 2024) of property owners having received offers.

The programme remains a high priority for helping the worst affected property owners move on with their lives.

#### Flood Mitigation and Regulatory Relief

HBRC has earmarked seven areas where new flood infrastructure would see Category 2A and 2C properties reclassified to Category 1. These areas are Wairoa, Whirinaki, Waiohiki, Ohiti Road/Omāhu, Pākōwhai, Havelock North, Pōrangahau and Awatoto. In addition, there is one area (Awatoto) where new flood infrastructure would protect an industrial area and Napier's wastewater treatment plant.

For each of these areas extensive preliminary design work has been undertaken to provide viable flood mitigation options. These options are



being (or have been) discussed with each of the affected communities.

Regulatory relief has been sought to smooth the pathway for the consenting process for flood protection works so as to speed up delivery of intended projects. This is essential for homes which are classified within Category 2A and Category 2C areas that need certainty as to flood mitigation options that will allow them move to Category 1. In response to the region's requests, the Government is pursuing an Order in Council (OiC) under the Severe Weather Emergency Recovery Legislation Act 2023.

The Order would:

- Specify that any consents required are processed as a controlled activity. This means that the consent must be granted but is subject to conditions to manage its environmental effects.
- Replace public notification requirements with a process for affected parties to make written comments. This is the same approach followed by previous Orders<sup>1</sup> enacted earlier in the recovery.
- Prevent appeal rights under the Resource Management Act, but judicial review in the High Court would continue to be available.

Engagement was undertaken on the proposed OiC. Feedback is being considered and decision making is still to take place through the OiC process. If the Order proceeds, it is intended to be enacted on the 31 May 2024.

Working in parallel with preparation of the OiC, HBRC has been engaging with each of the affected communities on the design options for flood protection works. This includes developing the necessary information to support consent applications such as ecological reports, cultural impact assessments, Assessment of Environmental Effects (AEE), etc. The full construction programme for all flood protection works is in development.

Making use of the process set out in the Order, it is intended construction will commence at Ohiti Road, Waiohiki, Whirinaki and Awatoto in October 2024.

#### Kaupapa Māori Pathway

There were a number of marae communities and papakāinga affected by Cyclone Gabrielle. The cyclone's impact on marae has had a profound effect on those affected Māori communities. Two marae and their related communities are located on Māori land that is categorised as Category 3.

The kaupapa Māori pathway for those Māori landowners affected is being led by the Government via the CRU. Initially, it was intended as a parallel Government-led process to the Voluntary Buy-out process for general land being led by HDC and NCC, however progress has been significantly slower than the council led programme.

Equitable support affected Māori communities remain a high priority within the recovery. Direct negotiations between the Crown and Tangoio and Petane marae community representatives

are underway, with the RRA providing support to those communities.

Action is required to ensure the Government-led Kaupapa Māori buyout programme catches up to the general-land buy out programmes to avoid disparate and unfair outcomes.

#### Silt and Debris

Cyclone Gabrielle deposited a significant amount of silt and debris within the Hawke's Bay landscape. It has been proposed from the outset to retain as much silt as possible in-situ (approximately 80% of the total). Where silt is clear of non-organic waste and large debris, it can become a sustainable and valuable resource for production (at appropriate depths).

The Silt Taskforce (the Taskforce) was established to manage the remaining 20% through collection and disposal of silt, as well as ensuring the restoration of the collection sites once work was completed. The management of these deposits includes the removal and management of the non-organic waste (such as irrigation pipes, Extenday and treated wooden posts) and woody debris. A commercial fund was established alongside the Taskforce to co invest with landowners to remove silt and debris from their properties.

#### Silt – Work to date

Government has provided funds to Hawke's Bay for silt and debris removal to the value of \$213.2M (\$142.6M for the Sediment and Debris 'Local Authority Fund' and \$50.6M 'Commercial Category Fund', \$15M 'Whenua Maori' and \$5M Te Uru Rakau woody debris funding). This includes the most recent commitment from Government of an additional \$40m to the Sediment and Debris Local Authority Fund. This funding will enable the Taskforce to remove and dispose of around 600 thousand more cubic meters of sediment and debris and unlock a further 650 ha of land that will be returned to viable productive uses. This will aid in supporting the much-needed economic recovery of the region's primary sector. Of the additional \$40 million, \$3m will be utilised to address the woody debris in Wairoa. Some of the funding will also be used for the disposal of accumulated waste and the restoration of all processing sites.

#### Debris

In addition to silt management, the Taskforce has managed, removed, stockpiled and/or processed 209,000 tonnes of woody debris and 120,000 tonnes of general debris. This includes the recovery of woody debris along river reserves and beaches including in Wairoa resulting in 69,000 tonnes of debris being collected and stockpiled.

In Hastings, Napier and Central Hawke's Bay

some 140,000 tonnes of woody debris has been recovered and processed to date (as at 31 January 2024). This equates to 115 of the 139 registered jobs being completed.

#### Non-organic Waste

The Taskforce has completed a significant amount of work in removing and managing non-organic waste. To date the volume of non-organic waste collected and managed equates to 133,000 m<sup>3</sup> (43% of the total registered/estimated non-organic volume) which has cost just over \$6m.

The collection, management and disposal of the non-organic waste has been an important part of the response and recovery to support landowners and businesses return land back to production. Had this non-organic material been directed to the landfill it would have resulted in a 300% increase of waste received. The processing/ transfer sites will divert approximately 77% of the material received from 13 different waste streams. This has been an important aspect of the management to ensure that where possible sustainable use of the materials has been pursued and avoid where possible, disposal of waste to landfill.



**Figure 1:**

**Hawke's Bay flood works: Proposed Order in Council key milestones (source: MfE)**



<sup>1</sup> This approach to public participation was followed in the Severe Weather Emergency Recovery (Waste Management) Order 2023, the Severe Weather Emergency Recovery (Land Transport Funding) Order 2023, and the Severe Weather Emergency Recovery (Waka Kotahi New Zealand Transport Agency) Order 2023.



### Section 3: Resilience and Opportunities – Priorities for a Better, Safer, Smarter Hawke’s Bay

Matariki has confirmed the importance of restoration programmes already underway (such as the Kaupapa Māori Pathway and short-term housing initiatives) being part of continued regional focus and advocacy to Government. Alongside this, longer-term rebuild works, resilience and improvement opportunities also move into central focus in Plan 2.0. These Matariki priorities were set out in the Briefing to the Incoming Ministers. The Regional Priorities are as per Figure 2 below.

Figure 2:  
Regional Priorities





Building a more Resilient Hawke's Bay

As Albert Einstein once said “in the midst of every crisis, lies a great opportunity”. Whilst Cyclone Gabrielle was a disaster of cataclysmic proportions, which wreaked havoc on the people, environment and economy of Hawke's Bay, it has also given rise to valuable opportunities which are being identified across the region.

The regional resilience projects and opportunities are discussed in more detail below.

Restored and Resilient Infrastructure

Severe vulnerabilities in lifeline utility infrastructure networks were exposed by Cyclone Gabrielle. The vulnerabilities led to significant impacts on people and the economy.

As Hawke's Bay's recovery advances, there are two main goals with respect to infrastructure: the first is to restore service and connections, particularly in the roading network where there are a number of significantly damaged sites that remain unrepaired, and a number of temporary repairs, less than adequate detours, bailey bridges and other interim measures in place with attendant social, environmental and economic costs; the second is to ensure infrastructure networks are made more resilient so that they perform better in future emergency events.

These themes are canvased below with respect to key infrastructure categories.

Transport

Resilient State Highway Connections

Hawke's Bay's State Highways provide critical links within region and to and from other parts of the country for the people of Hawke's Bay. Most of the State Highways were impacted by Cyclone Gabrielle which exposed significant vulnerabilities in the network.

The recently completed Hawke's Bay Regional Freight Distribution Strategy identifies the importance of State Highways to the economy. The Northern Strategic Freight Corridor (SH5 to SH1) and Southern Strategic Freight Corridor (SH2) provide vitally important connections to New Zealand's distribution and freight centres and major markets. These corridors are of regional and national importance for domestic and international import and export of goods. Other routes (such as SH2 north from Napier) provide important access to Napier Port and processing for forestry and other products.

The Freight Distribution Strategy promotes numerous opportunities and projects, including creation of a resilient freight corridor that connects Auckland and Hawke's Bay. Significant cargo volume is moved along the current SH 5 corridor. SH5 requires significant resilience work to ensure the

vulnerabilities identified on this main freight corridor are addressed. Without it, SH5 is under extreme risk of disruption from future weather events. As demonstrated by Cyclone Gabrielle, such disruption impacts both imports and exports, as well as supply lines to the region, food and product distribution to the north and people movement.

SH2 south from Hastings is also a critical corridor for both freight and people. Following Gabrielle, it was Hawke's Bay's only major land transport supply line. Alongside SH 5, there also needs to be resilience built into SH2 south to ensure that connection is retained and improved. A strengthened road connection through to Manawatu's Te Utanganui Central NZ distribution hub is highly desirable from a freight perspective.

Resilience of northern SH2 connection from Wairoa to Napier Port for forestry, horticulture, and people, is also important. The route is the main economic link for Wairoa and northern Hawke's Bay. With doubt over the future of rail north of Napier, it becomes central. This route also provides the northern Hawke's Bay community's primary connection to essential services such as the Hawke's Bay hospital. Investment is needed to build in resilience to SH2 as this route has historically been vulnerable to the effects of weather events. This part of the region remains under-developed due to poor roading and presents major opportunities for economic prosperity, expansion and growth.

The section of SH2 between Paki Paki and the Port of Napier (Hastings and Napier) is also vital. This is the key intercity link for the region, essential transit between urban centres and for commercial freight movement. While closed to flooding and debris for days following the cyclone, little damage was sustained and the route was reopened relatively quickly. However, damage could have been much worse, particularly at the river crossings at the Ngaruroro and Tutaekuri. With other routes out of action for months, the Expressway came under significant pressure in the months after the cyclone due to increased traffic volumes. Resilience in this section of the network is important. This included exploring opportunities to improve physical resilience to hazards (such as where the route intersects with rivers), and increasing the capacity of the route via the proposed four-laning of the Napier to Hastings section.

The SH51 corridor is susceptible to natural hazards especially where it intersects with river mouths and is adjacent to the coast. It sustained minor damage in Cyclone Gabrielle. Whilst SH51 was only closed for a short period post-cyclone, its closure demonstrated the strong reliance on this route as a part of links between Napier and Hastings, north and south. Investment to ensure its resilience against future events as a primary and alternative route is necessary.

The SH50 from Napier to the south was also affected. Bridges were washed out or severely damaged. This route is a key connection to and from the Napier Port for freight and provides a key connection for rural communities such as Tikokino, Crownthorpe and Omahu to urban areas of Hastings, Napier and Waipawa/Waipukurau.

Additional resilience needs to be built into the State Highways, to support ongoing connectivity for both freight and people. Community expectation is that routes should withstand future extreme weather events much better. Route resilience to this extent will likely require significant investment. NZTA has done some restoration work already and has a number of business cases in preparation. However, it remains to be seen whether this work will deliver the resilience the community is looking for. There is also an expectation that improvement opportunities will be captured as recovery work is taking place, particularly on routes such as SH2 north where the route is vulnerable to weather events and windy, hilly and difficult to navigate in places. Again, whether improvement opportunities are captured is yet to be seen.

Rural/Local Roads and Bridges

Local roads, particularly those in the rural regions of Hawke's Bay, were severely impacted by cyclone Gabrielle. Very heavy rainfall in the inland hill country shifted major areas of land, trees and debris, flooded rivers and caused slips, dropouts and destruction and damage to bridges, abutments and approaches, and culverts. This damage extended onto the Heretaunga plains, with the Redclyffe/Waiohiki and Brookfield bridges both destroyed.

The local roads affected in the main make up the farm/forest/orchard gate to port and processing part of the roading network. Collectively they are vital to economic growth and prosperity in Hawke's Bay, enabling the flow of supplies in and produce out, and people connectivity to urban areas. The Regional Freight Distribution Strategy also highlights the vital role of local roads that serve farms, orchards, vineyards and forests in the delivery of production inputs and the transport of produce to processing, port and market. Fixing these routes is strongly aligned with the goals for investment in the land transport system as stated in the Government Policy Statement on Land Transport.

Significant repairs and temporary fixes to bridges/ river crossings and local road networks have been undertaken at pace to ensure communities have access to essential services, healthcare, housing and workplaces, and that produce and supplies and services can be transported. However, investment in lasting and resilient transport infrastructure is the most significant regional priority in terms of cost and importance for the region.

Whilst the region is very grateful for the significant financial support that has been provided by central Government to date, the total cost of completing the work to repair and build back a resilient local roading network is estimated to be in the vicinity of \$1.1 billion. Approximately \$390 Million of this has already been funded, mostly by central Government, with the remainder by councils.

Government (and council) funding has been committed towards the recovery of the local roads as shown in Table 3. below:

Table 3:  
Funding of Hawke's Bay Local Roads

	Estimated Damage Cost	Committed or Spent
Hastings (local roads and bridges)	\$732m	\$228m Crown Funding Agreement (incl. support for NCC local share portion of \$8m for Redclyffe Bridge)
Central Hawke's Bay (local roads)	\$132m	\$11m Crown Funding Agreement
Wairoa	\$46m + \$14m for Te Reinga Bridge	\$14m Crown Funding Agreement
Napier – half share Redclyffe & Brookvale bridges		
Totals		\$253m of funding has been granted through the Crown Funding Agreement for transport projects – mainly in Hastings. \$141m has been spent on emergency response and recovery work via NZTA





Redclyffe Bridge

**Case Study 1:**  
Hastings District Council current funding assumptions/plan

- Crown funding has been provided to support works up to \$228m.
- HDC will support NCC's local share portion of the Redclyffe Bridge project circa \$8m.
- Approximately \$80m has been funded via 93% event subsidy funding for Response.
- HDC currently have an additional claim into NZTA for additional response support at 93% (HDC base rate (53%) plus 40%) subsidy rate (approximately \$13m).
- The balance of the HDC programme is based on a NZTA subsidy rate at normal event rate for HDC of 73% (53+20). This enhanced funding rate is yet to be confirmed.
- This approach equates to 27% of the cost of the programme being funded via rates (circa \$135m HDC funding).
- HDC is facing severe financial pressure following the cyclone making this level of contribution extremely difficult.
- This could mean an extended/delayed programme.
- Enhanced levels of Government financial assistance will be sought, and will be necessary to ensure the programme is timely and affordable.

The delivery of the Hastings local roads and bridges programme is likely to take at least seven years. None of the numbers presented in Plan 2.0 include allowance for significant escalation, nor any worsening of condition of existing slips. This means the total cost could prove to be more than initially indicated. A review of the timing of works proposed is currently underway by HDC to assess the potential cost effects of longer rebuild scenarios.

It should be noted that HDC and NCC have an agreement for shared cost towards Brookvale Bridge, with each council having a funding share from NZTA. There is also agreement from HDC to provide funding towards NCC's local share portion of Redclyffe Bridge due to the structure of the NIWE Hawke's Bay Crown Funding Agreement.

While the scale and quantum vary across councils, the same funding and affordability challenges and the need for Government assistance apply in Central Hawke's Bay and Wairoa as in Hastings. This is set out in Table 4 opposite.

**Improved Resilience**

This funding largely only addresses reinstatement of previous assets. In the main, reinstatement does not future proof or address the vulnerabilities of the roading network to future events and climate change, although designs for replacement bridges are being designed with resilience in mind. Additional funding and alternative approval and design approaches are likely to be required to improve resilience in the network. This may include approaches such as route realignment in vulnerable areas as well as interventions on land slips and dropouts on a preventative basis before they directly impact on road surfaces.

Without a robust rebuild planning process, there is significant risk of building back like for like rather than building back better. As for the State Highway network, community expectation is that routes should withstand future extreme weather events much better.

**Table 4:**  
Budget 24 Four Year Budget Cycle Proposed Recovery Funding enhancement (assuming +20% Emergency FAR plus bespoke assistance)

CHB	Year 1	Year 2	Year 3	Year 4
Total Cost	\$38.4m	\$38.7m	\$41.5m	\$10.4
NZTA FAR Contribution at 79%	\$30.3m	\$30.5m	\$32.8m	\$8.2m
Council Contribution budgeted	\$2m	\$2m	\$2m	\$0.5m
Additional Ask	\$6.1m	\$6.1m	\$6.7m	\$1.7m

HDC	Year 1	Year 2	Year 3	Year 4
Total Cost	\$24.6m	\$36.6	\$81.5m	\$98.2m
NZTA FAR Contribution at 79%	\$17.95m	\$26.7m	\$59.5m	\$71.7m
Council Contribution budgeted	\$2.95m	\$4.4m	\$9.8m	\$11.8m
Additional Ask	\$3.7m	\$5.5m	\$12.2m	\$14.7m

WDC	Year 1	Year 2	Year 3	Year 4
Total Cost	\$9.1m	\$15.3m	\$15.6m	\$11.5m
NZTA FAR Contribution at 79%	\$8.6m	\$14.5m	\$14.8m	\$10.9m
Council Contribution budgeted	\$0.1m	\$0.8m	\$0.8m	\$0.2m
Additional Ask	\$0.28m	\$0.46m	\$0.47m	\$0.5m

The level of local share funding required to deliver the required roading recovery projects is not affordable at normal financial assistance rates; additional funding assistance will be necessary if the rebuild of roading assets is to occur in a timely fashion. It is critical the local contribution is not such that it overburdens already financially stretched communities.

Discussions also need to be had around funding beyond the scope of repair and reinstatement, and into added resilience. The key driver of a council being able to deliver resilience instead of just putting back what was there is funding. There is an opportunity now, post-cyclone to avoid throwing good money after bad, to determine where there are weaknesses in the system and ensure a holistic view of the region is applied. This involves careful consideration as to the prioritisation of projects, where the resilience can be built in and how

communities can be best supported into the future. Without a robust rebuild planning process, there is significant risk of building back like for like rather than building back better with assets that meet contemporary rather than past needs.

In planning to deliver these works, the councils are also turning their thinking to producing ancillary benefits to rebuilt roads. This thinking includes progressive procurement and workforce development opportunities to provide community benefits, together with smart procurement approaches to help reduce cost.

**Critical Rail Connections**

The rail network was badly affected by Cyclone Gabrielle. The line north of Napier suffered severe devastation, while the line south toward Palmerston North was also badly affected. Significant work has



been undertaken by KiwiRail to restore the rail line between Napier to Palmerston North to service. The future of the Napier to Wairoa line remains unconfirmed at this time.

Some of the rail line repairs which have been undertaken post-cyclone only have a five-year lifespan (e.g., the Awatoto Rail Bridge). Further, more permanent works are proposed. As with the roading network, the outcome of the NIWA report and further hydraulic modelling could have an impact on resilience planning for the rail network where the rail line crosses rivers.

The Palmerston North to Napier section of the rail network is vital for the region's freight and for freight access to the port. The Regional Freight Distribution Strategy looks at improvements to rail for freight. The railway line between Napier Port to the Manawatu Inland Port (and south) is a key sustainable mode of transport for freight (noting that the Bay Express passenger service stopped running in 2001). The strategy advocates that continued use and increased capacity of rail for freight be prioritised in investment decision making.

The Regional Freight Distribution Strategy indicates it will be necessary to reclassify the rail line between Napier and Palmerston North as a priority line to ensure investment. This investment will ensure the resiliency of the line into the future, supporting an increasing freight capacity, ongoing economic growth and sustainable import/export links to the Napier Port. Napier Port is a nationally significant logistics hub, for example it is the biggest exporter of apples in the country (62% of apples by value). Increased resilience of the existing freight connections remains critical for the regional economy and New Zealand's ability to access markets worldwide.

The region will advocate for prioritisation of investment in the Palmerston North to Napier section of the rail network. The region's view with respect to the line north of Napier is that there is limited funding available to assist the region, and if there needs to choices made between funding for roads and rail, then roads take priority.

#### Transport/River Crossing Point Vulnerabilities

Bridges where roads and rail cross rivers proved to be points of key vulnerability during the flood. Several key bridges were lost for road and rail, and the region was lucky not to lose others (the rail bridge at Awatoto was destroyed but essentially saved the adjacent SH51 bridge). The interplay between flood protection infrastructure and bridges is a key point of interest, both in terms of impacts on flood protection infrastructure from bridges restricting flow, and from potential damage to bridges.

NIWA (National Institute of Water and

Atmospheric Research) work modelling river flows in Gabrielle is designed to assist regional council and agencies to judge areas at risk from future flooding. Further modelling work will be required to determine whether and where stop banks need to be higher. Where rivers and stop banks interface with existing and proposed infrastructure, such as road and rail bridges, design attention will be required. There will be questions as to what modelling results and decisions on flood protections will mean for the heights and designs of bridges. This could have implications for the design and costs of some projects.

#### Transport Priorities

In considering the above, key transport infrastructure priorities for the region are:

- Resilient connectivity for people and freight - investment to create resilient and integrated transport corridors which ensure the region remains connected between districts, to critical supplies and services, to supply chains and to the rest of the North Island.
- Lifeline vulnerabilities are addressed, specifically:
  - SH2 North (Napier - Wairoa/Gisborne) including:
    - › Waikare Gorge
    - › Devils Elbow
    - › Esk Valley
  - SH5 North (Napier - Taupo/Auckland) ensuring resilience for future weather events
  - Napier-Hastings Expressway
    - › resilient design for bridges and rivers, linking with work on flood mitigation
    - › four-laning of Napier to Hastings section
  - SH51 bridges
  - SH50 bridges
  - SH2 requires additional resilience built in as this was the only inter-regional connection remaining after Cyclone Gabrielle
- Local Roads vulnerabilities need restoration and strengthening to ensure Farm/Forest/Orchard gate to processing, port and markets is not restricted, including access to arterial links to and from major distribution centres.
- Rail - resilience and rebuilt access to/from Napier Port to the south.

#### Flood Protection

Alongside investment in new and improved flood protection measure that has been funded by Government and HBRC, improved resilience of the existing flood protection schemes is also an area for consideration. HBRC is undertaking Flood Protection Scheme reviews to assess the adequacy of existing protection schemes and whether improvements are required.

NIWA (National Institute of Water and Atmospheric Research) has undertaken analysis of the flood flows that occurred at 20 points on rivers across Hawkes Bay during Cyclone Gabrielle. This work provided modelling about river flows, which will assist regional council and agencies to judge areas at risk from future flooding. The report determined post-Gabrielle that the probability of flooding of this size occurring in any given year had changed from one in 1,000 to one in 500.

Further hydraulic modelling work will be required before deciding on whether further stop bank upgrades are needed. This is part of the HBRC Scheme reviews that consultants are currently working on. This work is still several months away from completion.

Should this review determine stop banks are no longer meeting the 1% AEP (Annual Exceedance Probability) these will likely need to be considered for upgrade. A 1% AEP means that there is a 1 in 100 chance in any given year that a flood of this size or bigger will happen; it is therefore more correctly called a 1% AEP flood. 1% AEP is the design standard for most stop banks in scheme managed urban areas. New data will be derived from Cyclone Gabrielle which may change AEPs in catchments and at locations across the region. This may lead to changes in the levels of protection required to achieve specified AEP levels.

Following scheme reviews, consideration will need to be given what additional risk mitigation works will need to be considered (if any), and how any such work will be funded.

As noted above, the outcomes of the NIWA report and ongoing modelling will likely also have implications for river management and the interface with existing and proposed infrastructure, such as road and rail bridges.

#### Hawkes Bay Airport and Napier Port

Both the Hawke's Bay Airport and Napier Port were largely unaffected by Cyclone Gabrielle in terms of damage to infrastructure. They each demonstrated resilience in the face of the event and provided essential critical connections to and from the region in the early response period and beyond. These were critical in moving goods/services to isolated communities (including Napier) when road access was not available.

Given this experience, Port and Airport resilience to future events is a key consideration. Opportunities for increased freight movements should also be explored, particularly in relation to regional growth and prosperity. Ensuring roading connections are maintained and opportunities for better access and transport movements are ongoing considerations. Each entity is well placed to consider these issues,

although may need to look for external assistance in pursuing resilience or growth opportunities depending on the findings of that consideration.

#### Resilient Electricity & Gas Infrastructure that Provides for Growth

The Transpower Redclyffe substation suffered extensive damage after being flooded by Cyclone Gabrielle, which led to power outages in Napier and Hastings for periods between 2 days and multiple weeks. The flooding cut off supply to local lines networks. There were significant flow-on effects to other lifelines as a consequence of the outage - the cell phone towers which relied on consistent power supplies experienced a loss of service when back-up supply was exhausted. This impeded emergency services and communications and exposed a major vulnerability in this lifeline.

Immediately following the Cyclone significant effort went into restoring supply into the region. Partial restoration of the substation was completed a month after the cyclone, which enabled an additional 220kV line into the region to connect to Unison Network's local lines network, increasing capacity and improving reliability.

Transpower has determined there are seven projects in the region where resilience needs to be built in. Two of these are currently without funding, notably at Redclyffe substation and the other being resilience of lifeline utilities. Ongoing assessment of the regional growth and associated demand for power needs to be considered to support the regional economy into the future. Transpower are working towards solutions with greater resilience. They intend to engage with affected communities on these proposals.

Powerco has identified Waitangi Bridge as a project requiring further assessment and future proofing. Currently this houses a major gas pipe. Temporary repair has been undertaken to ensure services were not disrupted, however the outcome of the NIWA report, in particular its implications for flood management and bridge heights, will be a major factor for future resilience of the Gas network. Powerco has also indicated they have not yet undertaken survey works of infrastructure in the hill country. This assessment will also be a necessary component of understanding if there is a stability issue following the cyclone which could put pipes at risk in the future.

Utility providers indicated they were well placed to respond to the emergency works required in the days and weeks immediately following Cyclone Gabrielle. Their focus was on works to minimise disruption to the critical services they provide to the region.

The gas network was largely unaffected by Cyclone Gabrielle with the main pipeline still up and running



and safe to use with no leakage events detected. The main damage was to individual property connections.

### Telecommunications

Hawke's Bay experienced both cell phone and internet blackouts during and following the cyclone leaving the region largely isolated from the rest of New Zealand. Dependencies on cell phone towers, which in turn rely on consistent power supplies, highlighted significant vulnerabilities in the service and network when backup battery power and generation was insufficient to cover mains power outages over extended periods. Road access difficulties with respect to remote locations also exacerbated vulnerabilities in the system.

Telecommunication services are a vital lifeline for any region. They are an essential economic network and part of everyday life and connection. They also facilitate the coordination of emergency response, including other infrastructure restoration works. This makes work to build resilience into the Hawke's Bay telecommunications network a priority for the region.

The Regional Economic Development Agency, working with the RRA, commissioned work on vulnerabilities in the Telecommunications sector. A draft report has been prepared and, at the time of writing, was the subject of consultation with the sector who provided information into the study. The report is likely to recommend actions for the sector and others to help improve resilience.

Resilience building will need a strong commitment from the sector, particularly the network operators entrusted with providing these critical services. It may also need commitment from other parties. Telecommunications companies, like other infrastructure managers, are dependent on regulatory, economic, and technological limitations not always immediately within their control and this can hamper the development of redundancies and resilience. Developing and maintaining relationships with network operators to ensure practical improvements in network resilience is likely to be a key focus area for the region's agencies, including REDA and the RRA.

### Inter-reliance of Lifeline Utilities

Cyclone Gabrielle has highlighted the inter-reliance of the lifeline utilities. The state of emergency was very real - road and rail connections were lost, in addition to cell phone coverage and power outages. An event of this proportion is likely to occur again, and it is critical that resilience is built into all networks. Road access is vital to ensure the necessary and immediate repair of utilities (power, gas, telecommunications); power is necessary to operate communication systems to provide situation awareness and support emergency response. The

extent of the damage to the roading and rail network and bridges impeded swift response and repair in some cases. Without resilience measures built into these networks, the region is at great risk from future weather events.

All lifeline utilities have been undertaking a stocktake and review of their networks. Irrespective of the extent of the damage to the networks, Cyclone Gabrielle has exposed the vulnerabilities throughout the region and highlighted the need to ensure improved resilience in our networks.

### Infrastructure outcomes sought:

- Enhanced Government funding assistance to enable affected councils to rebuild and make resilient local/rural roading networks.
- Government investment in key State Highway routes (SH 5, SH 2 north and south, SH 51, SH 50) to improve resilience and to capture improvement opportunities where achievable.
- Enhanced investment in rail to provide for resilient access to/from Napier Port to the south.
- Government is cognisant of the potential impact of the NIWA report findings in terms of potentially highlighting the need to raise stop banks throughout the region, which will come at a cost HBRC would need support to achieve.
- Ongoing review of existing roading, rail and utility network vulnerabilities and adoption of improvements and investment to build in network resilience is critical.

## Workforce Development – Assist recovery & enable community prosperity

### Workforce Development

The infrastructure cyclone rebuild programme is estimated at \$1.2bn and is expected to take several years with a peak of workforce needs in 2026. Indicative modelling by Te Waihangā highlights a need for 8000+ people over and above the existing workforce. Whilst many of these projects are subject to investment, prioritisation and sequencing, conservatively there is a need of 2,500 extra people to deliver the recovery programme over the next 3 years. The scale of this gap in workforce requires coordinated planning to achieve Hawke's Bay first outcomes, where feasible through a systematic approach to address the current and future workforce requirements. This will not only provide increased financial and wellbeing benefits to whānau and communities but ensure that further demands are not placed on existing housing stock.

Hawke's Bay (MSD, RRA, training providers and the sector) are developing a strategy and action plan focused on:

- **Sector attraction:** improved entry pathways (school leavers, tailored pathways from other sector, micro-credentials and training to support entry).
- **Career development:** increased training and development for those entering the industry so they can progress, alignment with other sector and increased supervisory/management capability such as cadetships / leadership courses.
- **Training offerings:** fit for purpose training, growing scale of what is working and replicating what is working for identified capability needs.
- **Sector support:** pastoral care, wage/ labour subsidies, pre-entry qualifications, scale up of programmes, support for smaller suppliers and other resources. This includes attracting local talent currently studying outside the region home for placements and projects with smaller suppliers with a view they will return permanently and be a part of the recovery.

Workforce Development is a large and ongoing priority. The RRA is undertaking further engagement with the sector and tertiary/education sector to scope immediate and medium-term actions. In terms of ongoing recovery, support there is a need to:

- Explore increased regional leadership of tertiary sector and training provision in the region that is coordinated with the range of training pathways needed to meet future workforce demands for the rebuild.



- Enhanced government investment into workforce products to support entry, recruitment, attraction and retention: such as Pre-entry training/support, Pastoral Care for on-boarding, Cadetships for Leaders.
- Ensure investment allows for, incentivises, and rewards the use of local workforce and aides in the development of local workforce achieves Hawke's Bay outcomes for training, development and employment.
- Ensure a strong understanding of the scale of this risk, and in any investment and/or procurement processes, make adequate allowances for the potential on-boarding of a large scale / potentially 'new' workforce. This could impact on productivity, cost, and quality as the new workforce is trained.
- Ongoing business/progressive procurement support for smaller and diverse infrastructure/ construction suppliers.

### EIT

The tertiary education and training sector has a key role to play in growth and development of the region's workforce capability. There are opportunities with the new government to explore greater regional leadership of tertiary sector and training provision in the region. Focus on retaining and boosting talent within the Institute is key, as is strong leadership. Restoration of the Institute in terms of the facilities, resources and courses needs to be expedited to enable it to work effectively, fulfil its function and to support ongoing recovery of the region.





### Housing to Meet Whanau / Community Need

#### Cyclone impacts and Short-term Housing action

Prior to Cyclone Gabrielle Hawke's Bay was already facing a housing shortage. Following the devastation of the event, some 1,238 homes (as at 31 March 2023) across the region were Red or Yellow stickered (source: Housing Recovery Plan May 2023). Subsequently, a land categorisation process was undertaken which saw over 160 homes identified as being in areas where there was an intolerable risk to life that could not be mitigated. Buyout offers are being made to these property owners.

The devastating impact of the cyclone on whānau and whenua was immediate post Cyclone Gabrielle, and the impact on housing has been severe. The impact of silt in and around homes and delays with silt removal caused concerns over health issues including silt-exposure related respiratory illnesses, overcrowding related respiratory disease, skin infections and communicable disease. There will be continuing health impacts from the ongoing housing issues as the second winter post Gabrielle near. Continued overcrowding due to lack of housing supply and delays with housing repairs also raises concerns for increased incidents of acute mental health and family harm incidents. Community connectedness and social connectedness is seriously impacted by the current housing situation.

There has been some good assistance in the form of temporary accommodation provided to people in need who were unable to take care of their own needs. Temporary Accommodation Service (TAS) provided both cabins and commercial accommodation solutions to those with accommodation needs. The Ministry of Housing and Urban Development (MHUD) supported PSGEs to deliver cabins to their affiliated members. These measures were on top of accommodation support provided via Marae and other community channels.

Cyclone impacts exacerbated the extant housing shortage in Hawke's Bay (estimated overall shortage of approx. 3000 homes prior to the cyclone). Following the Cyclone, the region's local authorities worked with Iwi/PSGEs and Government Agencies to prepare the *Hawke's Bay Housing Recovery Plan*. The *Housing Recovery Plan* sets out priorities and a detailed programme of projects available to be accelerated to help meet housing demand. A number of the projects sought to provide immediate/short-term housing to assist displaced whanau, while others had a medium to longer-term focus aimed at addressing underlying housing shortages and insecurity.

A significant number of whanau are still in temporary accommodation across the region or facing housing insecurity. Initiatives to address this include efforts to raise funds to repair uninsured homes in Wairoa as well as projects to increase housing supply in the short-term. Further financial

support would speed up moving people from cabins back into homes. Progress with land re-categorisation decisions, and concept adoption and design (and subsequent building) of flood protection measures, will give certainty to residents with category 2A land categorisations, and enable more insurance repairs and re-occupations to take place. There is strong community focus on progress with re-categorisations in a number of localities, particularly Wairoa.

Housing repairs post-disaster benefits communities through building resilience, contributes positively towards wider social, economic, physical, and environmental conditions and enabling the community to be more prepared for future events. Work will continue with communities and cross regional partners to support an efficient and proactive housing repair programme.

#### Housing Resilience

Alongside near-term assistance for those displaced from housing by the cyclone, either directly or indirectly, the underlying housing insecurity affecting the region will only be addressed by measures to increase housing supply to meet demand. The region views housing insecurity as a resilience issue. Building housing resilience will require action in the short, medium and long terms.

As per the *Hawke's Bay Housing Recovery Plan*, there are a number of initiatives underway to increase housing supply in Hawke's Bay. In addition to market developments for homebuyers, there are a range of other projects underway or envisaged across the region that will provide additional housing supply.

This range of housing projects include:

- papakāinga projects,
- Kāinga Ora public housing investments and redevelopments,
- Council led partnerships with social housing providers.
- rent to buys initiatives, and
- PSGE, NKII and Taiwhenua led housing developments.

These projects will deliver a mix of market, social, shared equity and rent to buy housing outcomes. MHUD have been central in supporting many of the projects underway, with involvement through arrangements such as the Hastings Place-based Housing Group and the Tamatea Housing Taskforce. Continued Government support and engagement in these projects and programmes is essential if the region is to overcome the housing shortages it faces.

It was encouraging to see the recently approved COVID-19 Recovery Fast Track Consent for the Wairatahi development in Flaxmere, Hastings (EPA press release 24 February 2024). This was one of the

developments identified in the Housing Recovery Plan. This subdivision will provide 452 much needed homes for Hastings District. Consents obtained via these streamlined planning processes enable applications to be approved in a more efficient manner, supporting progress of the residential development projects necessary to alleviate the now exacerbated housing crisis in the region. The region supports further use of these types of 'fast-track' mechanisms for housing development. It is also mindful though of the importance of protection highly productive land, which is so critical to the region's prosperity, and the avoidance of developing in areas susceptible to natural hazards such as flooding. With land categorisation and property buyout processes still fresh in the mind, the region is keen to avoid creating further areas of vulnerability to flooding and threat to life.

Councils are also taking steps to ensure land supply and intensification opportunities are available for housing, and that there is infrastructure capacity in place to deal with housing and population growth. The Napier Hastings Future Development Strategy and the part Infrastructure Acceleration Fund funded wastewater capacity enhancements in Hastings are leading examples of this work.

The initiatives underway will help address housing shortage, insecurity and resilience in Hawke's Bay, however they will not fully solve all of the challenges facing the region, particularly when growth is taken into account. Further initiatives across the public, private, mana whenua and NGO sectors will be required.

Councils and PSGEs are working to identify land and shape proposals for future housing initiatives. There are discussions taking place with MHUD in respect of some of these potential opportunities. As Government moves to unlock additional urban development and review some of its approach in the housing sector, there will be a chance to explore additional partnership and delivery opportunities. A number of PSGEs and Taiwhenua, particularly those covering the urban areas of Hawke's Bay, are keen to explore provision of housing and related support services with or on behalf of the Government as an alternative option alongside Kāinga Ora provision. Some of the councils are also keen to explore housing provision partnerships utilising their own land holdings. There are also further papakāinga opportunities on whenua Māori that present cost-effective opportunities for Māori housing initiatives.

The region seeks to engage with Government to gain support for these initiatives as a way to deliver housing resilience for the region on a sustainable and cost-effective basis. The region is keen to see a focus on outcome and performance-based housing approaches that shift the dial on homelessness, housing supply, housing ownership and housing insecurity.



## Whanau and Community Wellbeing

### Secure wellbeing access to services for cyclone affected whānau

Fostering strong social connections and collaborative efforts remain high priorities in Hawke's Bay and are identified as critical factors in coping with emergencies. The most mentioned factors aiding communities during extreme weather events are community support, coming together, and knowing neighbours/family/helping each other. The social sector regional recovery organisations (Regional Public Service, connectors, Taiwhenua, Council connectors and community groups) with support from Matariki and regional leaders, will continue to work with key partners such as the Mental Health

Foundation, partners across the region and public sector, providers to support communities and whānau through the recovery journey. This will be through access to services, community lead initiatives and advocacy.

No further funding is required as it is anticipated that this work will be delivered and budgeted through organisations business as usual. There is a risk of public sector cuts which could impact the services and programmes being provided, as well as the front-line staff to deliver the programmes. It is therefore important to continually review whether additional support is required over time.



## Water Resilience

Water is critical to community resilience in Hawke's Bay. From the importance of flood protection to deal with too much water, to how urban water services are provided in an affordable, safe, environmentally sustainable and efficient manner, through to ensuring there is sufficient water to meet the needs of the environment, community and businesses is a recurring theme in the region's resilience discussions. That is why water related matters feature so prominently in the resilience focused recovery plan 2.0 for Hawke's Bay.

### Waipawa Drinking Water

In September 2023 the Government confirmed \$2.5 million to fund the replacement and upgrade of a stop bank to protect the Waipawa Drinking Water Treatment Plant which was destroyed by the cyclone. The plant was back in operation 6 weeks following the cyclone however a further rain event subsequently flooded the plant again.

Central government funds allow for the upgrade of the existing stop bank, however given the vulnerability of the site the regions leaders are





seeking a further \$4m to support CHBDC relocate the Drinking Water Plant to a more suitable location which will not be prone to flooding. Whilst a localised issue, this is considered to be a regional priority as it would ensure that safe drinking water is secured for some 3,200 Hawke's Bay residents.

Further investment from Government towards the relocation of the Drinking Water Treatment Plant will be necessary as the community is under significant financial pressure.

Water Services

How water services are delivered has been under review in New Zealand for the last six years. A set of industry reforms was legislated for by the previous Government's, however those reform proposals were discontinued by the new Government earlier this year. The Government has now introduced a new policy framework called "Local Water Done Well" and has signalled further legislation through 2024. The first Bill is anticipated to be passed mid-2024 and will set out the provisions relating to council service delivery plans and streamline the requirements under the Local Government Act for councils to establish CCOs (Council Controlled Organisation).

While policy work on water reform was being carried out in 2019/20, the four Hawke's Bay councils with water services responsibilities commissioned a review of Hawke's Bay water services. The review examined the changing context for delivery of water services with higher regulatory and environmental standards, as well as the significantly increased levels of infrastructure renewal and investment required in the sector into the future. The review identified the existing funding and management approach to water services was unlikely to remain viable and that reform was needed.

The review identified benefits from the Hawke's Bay councils bringing their water service assets and operations together into a 'Hawke's Bay Water model'. A single CCO was proposed to provide services across the region. Financial modelling showed the proposal could achieve capital and operating savings, and was seen as enabling efficiencies and creating a specialised entity with better access to technical and engineering expertise. The regional model also significantly improved the affordability of the service for Wairoa and Central Hawkes Bay. These communities stand to be disproportionately worse off under the current operating model as a consequence of rating increases that would be required to provide a safe and effective service.

The cyclone also had direct impacts on water services, impacting the Napier Wastewater Treatment Plant, the Waipawa Drinking Water Plant and the Whirinaki/Esk Drinking Water Plant. Repairs and resilience measures for these facilities have added further cost pressures for the relevant councils. Additionally, Cyclone Gabrielle has markedly increased the financial pressures facing council to fund the delivery of other services, particularly those councils with large rural roading networks so badly affected in the cyclone event. These pressures make the status quo council run model less viable.

The Hawke's Bay model was not consistent with the reform proposals advanced by the former Government and had to be discontinued. However, the model is potentially consistent with the Local Water Done Well policy framework recently introduced. The councils have agreed to update the model so that it can be properly considered in the context of the Government's new approach to water industry reform. Work on the model will take place over the next few months in conjunction with Government and its reform processes. Part of this work will include engagement with mana whenua partners through Matariki Governance Group to explore Māori inclusion in the emerging model and to ensure indigenous policy frameworks including *Te Mana o te Wai*<sup>2</sup> are properly given effect to.

The region seeks to move its management and stewardship of water services from a position of uncertainty to a foundation for resilience. The Hawke's Bay model is being explored as a lead candidate for achieving that move.

Outcomes sought:

The region works with Government to achieve a framework that enables a viable and workable Hawke's Bay Water Services entity to be established in a manner that provides for financial and operational benefits and reduces financial pressures on the council. The region's council work together, and with mana whenua, to create, for consideration by Hawke's Bay communities, a viable ownership and operational model for Hawke's Bay water services that enhances resilience in water services.

Water Security

Water Services sit within the context of the broader natural water system. NIWA work undertaken pre-Cyclone determined rivers in the Heretaunga and Tukituki catchments will be some of the worst hit by climate change in New Zealand, with much

drier conditions expected in the east of the country. Ironically, Cyclone Gabrielle resulted in more water entering the environment than it could cope with, however it demonstrated that climatic events in Hawke's Bay are increasing in severity. Severe climatic events are also expected to be more frequent.

Water security has been an issue of focus on Hawke's Bay for a number of years. HBRC, supported by funding from Kānoa – Regional Economic Development and Investment Unit, has undertaken a Regional Water Assessment (Hawke's Bay Regional Water Assessment 2023). The objective of the Regional Water Assessment (RWA: <https://www.hbrc.govt.nz/hawkes-bay/projects/regional-water-security-programme/>) was to provide key information for freshwater management planning and policy, providing evidence of how much water we have in the region, how much water is used and what this is projected to look like in the future as a consequence of climate change. This work sits alongside work done in the TANK (Tutaekuri, Ahuriri, Ngaruroro, Karamu) policy and plan change process that has shown water in those catchments to be over allocated, and now seeks to 'claw back' some of the historical allocation.

This context provides drivers for the region to ensure it is equipped to face the challenge of meeting ongoing and increasing demand for water in a water constrained environment. The RWA explored the water security challenges for the region and what could be done to improve this situation to build in greater resilience to climate change, address issues to protect the environment and provide people with access to freshwater and to use water to drive economic prosperity. There is need for, and interest in, greater water security across our region.

The RWA identified that: *"by 2040, the region could experience a shortfall between demand and supply of freshwater of nearly 25 million cubic metres, increasing to 33 million cubic metres by 2060... under medium scenario projections that assume significant improvements in water use efficiency and conservation."*<sup>3</sup> The projected water storage places significant risk on the environmental health of the Hawke's Bay waterways, impacting our town supply and community access to water, as well as posing a risk to security of supply for businesses and productive uses.

Water storage is seen as a key element in delivering water security and ensuring resilience to climatic events. Significant work has been done to identify water storage options in both the Tukituki and Ngaruroro catchments. These options have the potential to provide water to assist with protecting

environmental health, augment supply for human consumption and provide water security for economic uses. There may also be the potential to help manage flood flows. In the Ngaruroro catchment, action is needed to maintain economic performance in the face of restrictions on water use. In the Tukituki catchment, there is potential for water storage to provide major environmental benefits, reduce risk for community water supply and underpin continued economic growth. The region is keen to explore with Government how these water resilience initiatives can best be advanced. There is also interest in water security measures in the Wairoa District.

Long term water management approaches will need to change region-wide for all water users. Whilst water management is a function of HBRC (under the RMA), there needs to be collaboration amongst councils and other key partners to address water demand issues. Many of the solutions affect the way in which the region's councils, community and businesses operate. Alongside water storage initiatives, work is needed on reducing demand through water efficiency measures and driving water conservation through education and regulatory tools. How water is managed and paid for will have a regional and local impact. Effective water management will play a key role in determining where growth can occur (industry, commercial and urban), which crops are sustainable and viable, how inequities within communities are addressed, and ensuring there are secure drinking water supplies for human health, and that freshwater ecosystems and waterways are healthy and thriving. It will also, support cultural practices and traditions to occur and endure, and help drive support economic growth and resilience to climate change and future weather events.

Outcomes sought:

A regionally coherent and balanced approach to advance a Hawke's Bay Model that works within the Government's Local Water Done Well policy framework and provides economic, social, cultural and environmental benefits for the region.

A regional partnership with Government, involving councils, mana whenua and business that explores and provides tangible support for commercially viable water security solutions and the development and adoption of resilience initiatives.

The HBRC develops a water management approach that engages effectively with Māori, economic, environmental and community/human health interests.

2 Te Mana o te Wai is a concept that refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It is about restoring and preserving the balance between the water, the wider environment, and the community.

3 In 2019/20, a total of 138 million cubic metres of freshwater was sourced from rivers, streams, and aquifers for domestic, industrial and irrigation needs, according to the 2023 Assessment.



## Primary Sector

The environmental, economic and wellbeing impact of Cyclone Gabrielle on the primary sector has been significant and widespread. There has been extensive damage to land through erosion, landslips and silt/debris deposition, damage and loss of crops, orchards, plantations and vineyards, loss of stock in initial flooding; damage and loss of buildings, infrastructure, fencing, tracks, dams, water supply and drainage systems; displaced farmers, whanau and RSE workers, impacting many livelihoods and creating great uncertainty as to recovery.

There is significant reliance within Hawke's Bay on the primary sector's contribution to the local economy. In addition to the physical damage to the sector there has been disruption to supply chains, import/export, employment, business revenue, business planning and growth that will have implications for years to come. Initial figures of the cost of the cyclone to sector are considerable:

- Horticulture approx. \$520 million in direct costs and \$560 in replanting
- Pastoral approx. \$180 million in direct costs
- Forestry approx. \$165 million in crop damage

Recovery in the Primary Sector has been led by sector participants themselves with support from Government and councils. The Ministry for Primary Industries have been involved in delivering a number of support schemes immediately following the cyclone, such as providing support to Hawke's Bay farmers with limited road access to coordinate the movement of livestock through 'Operation Muster' which saw more than 45,000 livestock transported off farms which were cut off following the cyclone by the end of April 2023.

Funding was provided to help rural businesses and communities boost health and safety to protect animal welfare, and through direct grants of \$10,000 to pastoral and arable farmers to help with initial recovery such as repairs to water infrastructure for livestock.

Government provided \$4m to help rural communities with immediate recovery needs, this was targeted at urgent primary sectors needs not being met by other organisations, including mental wellbeing, fencing support, logistics and transport. Initial grants were provided by Government to land owners, while Government funding has enabled councils and landowners to undertake significant clearance of silt and debris, with the return of land to productive use. Government also created a Primary Producer Finance Scheme through Kanoa and financial support via the banking sector to provide targeted financial support for recovery to selected qualifying producers.

### Impact Assessment of Rural Landowners

In the very early months following the cyclone, HBRC undertook an Impact Assessment Survey of the rural and primary sector to gauge the severity and impact of the event on property. A follow up survey was undertaken in January/February 2024 to provide an updated and accurate picture of the reality for Hawke's Bay rural landowners and to gain an understanding of the persistent impacts of the cyclone. Some 200 landowners (with property over 20ha) provided feedback to the survey. The survey respondents were predominantly pastoral farmers, being Sheep (48%) and Beef (34%) landowners, with cropping (4%), Dairy (3%) and Horticulture (3%) making up a small proportion of the responses.

One of the key themes from the survey results signalled there is still a large proportion of the rural sector who are in need of ongoing support. This sector of the Hawke's Bay community is very far from being 'recovered', let alone in a position of resilience. The sector's focus still remains on returning to prior state and financial survival.

A significant proportion of landowners who responded to the survey have not tried to access funding to help with the cost of addressing erosion/sediment or wood waste/debris impacts. This was largely due to the fact that many did not believe they were eligible or were not aware of the funding streams available to them. Over half the farmers estimated the financial implications of the impacts as being greater than \$100,000. Whilst many pastoral farmers accessed the MPI \$10,000 there was a general sentiment was that they felt neglected.

Work is being undertaken to see if further funding for silt and debris removal can be distributed to support those who have not accessed funding to date.

The focus for many in the next six months remains on fencing, water supply, tracks and in some cases erosion control. A significant proportion of the rural sector repair and rebuild work is taking place in an environment of reduced access with approximately one third of impacted properties still having issues with gaining access to and from their farms.

Building in resilience to climate change will be critical for the primary sector, with a focus on impending dry seasons and drought. The primary sector will be a major stakeholder in decisions which are made with regards to water storage solutions. As noted in the earlier water security section to remain sustainable efficient water management alongside water storage solutions are both seen as necessary tools to support the sectors stability and growth into the future.

While much of this work is producer led, the RRA and councils will continue to monitor and work with the sector to identify emerging needs and advocate for support that may be required.



### Outcomes sought:

Further access to funds (noting many grants and funding streams are now closed) and ongoing support for the primary sector is needed to alleviate the financial and management pressures on farmers and producers. This will in turn support the recovery and resilience of the regional economy, as well as the environment.

Security of water supply through efficient water management practices and exploration of tangible commercially viable water security solutions alongside central and local government, business and mana whenua.

Ongoing support for the primary sector should be considered as part of the overall, holistic regional approach to recovery and resilience.

### Sustainable Land Use

As noted earlier in this Plan, the programme of work which has been identified for infrastructure repair and construction throughout the region is substantial. Adoption of sustainable land use which looks to better land and water management practices will be imperative to work in parallel with and in support of infrastructure recovery and resilience efforts. Without these measures, the environmental impacts of another weather event are likely to be extensive and undermine the recovery efforts.

For instance, land which is cloaked in vegetation

has a better chance of retaining water and reducing adverse effects such as landslips and erosion. These environmental impacts will in turn undermine the enormous recovery efforts which have been made to repair and rebuild local roads, bridges and other infrastructure.

### Outcome sought:

The region's primary sector has an important role to play in the future reliance of our infrastructure, however support needs to be provided to the primary sector to enable landowners to make good land management decisions, whether through funding, resources, bolstering existing programmes and projects and looking at improvement opportunities.



## Resilient Health Services

More responsive regional health services are central to building resilient communities across Hawke's Bay.

Hawke's Bay has many challenges within its health sector - but this is the case across many parts of New Zealand. What distinguishes Hawke's Bay is the impacts of Cyclone Gabrielle and the shortcomings that emerged so starkly as access to already frayed essential services were damaged and cut.

The region's main hospital in Hastings - the Hawke's Bay Fallen Soldiers' Memorial Hospital - is outdated with small, deteriorating buildings. Key services like the Emergency Department, Special Care Baby Unit and Intensive Care Unit are operating in significantly undersized spaces. High rates of Emergency Department attendance often lead to the postponement of planned care surgical operations.

Hospital redevelopment remains a priority for the region.

Access to the Hawke's Bay Hospital was significantly compromised following Cyclone Gabrielle. Many parts of the region (including Napier and Wairoa) were physically cut off for periods of time through damage to roads and bridges. This highlighted the need for improvements in health service provision across the region.

The region urgently needs extensive investment in health facilities, including a fit for purpose hospital in Hastings and appropriate community health facilities in Wairoa, Napier and Central Hawke's Bay. These should align with the aspirations of the recently completed Clinical Services Plan, providing services like chemotherapy and outpatient appointments closer to home when feasible.

Hawke's Bay also faces a pressing health workforce challenge particularly in rural communities: our local labour force is insufficient to satisfy the current and anticipated healthcare demands. This gap is exacerbated by high attrition rates, largely driven by uncompetitive remuneration and challenging working conditions, leading to chronic staff shortages throughout the healthcare system. Initiatives that grow the local workforce that reflects the population they serve are key if we are to deliver high quality and equitable healthcare.

The region also faces significant challenges in other areas - such as aged residential care services and funding for primary care and Hauora Māori providers - which should be discussed in the context of health investment planning with the Government.

Addressing the state of the health services in the region is a key opportunity to ensure the region remains resilient and can adequately support its people. The region's leaders are ready to engage with Government in the work required to deliver more decentralised and responsive services in our region

and prioritise discussions around the investment which is required to upgrade the regions Hospital.

### Outcome sought:

Regional leaders engage with Government to progress prioritisation of the Hawke's Bay hospital redevelopment. Access for all Hawke's Bay residents to responsive health services (hospital, primary and community health services) no matter where they live in the region.



## Environment

Whilst not identified as a regional priority in the BIM, the Hawke's Bay environment is the cornerstone for a prosperous regional economy and a healthy and thriving community. It is also fundamental to cultural practices, tikanga, hauora, mana and mauri. Without a healthy environment, people and the economy will not flourish. A recovered and resilient environment is integral to each of the region's recovery and resilience priorities and opportunities set out in this Plan.

There has been extensive damage to Hawke's Bay's natural environment, much of which is still to be quantified and recorded. That being said, there has been significant support from Government agencies such as MBIE and MPI, Crown Research Institutes, NIWA and others in providing resources and assisting in capturing environmental data, aerial imagery, modelling, monitoring, analysis and funding to enable environmental recovery to begin.

### Management of Waterways

There is also a strong sentiment within the community there needs to be better management of the upper catchments, as well as better instream maintenance programmes and ongoing monitoring and maintenance of river mouths. There are currently 23 flood control and drainage schemes managed by HBRC to reduce the risk of flood and erosion damage while maintaining a high quality river environment. The management of the schemes includes the maintenance of stop banks, hydraulic structures and pump stations, as well as managing river, stream and drainage channels, through silt and debris clearance and pest control. The objective of the schemes is to protect people and property.

The stream, river and waterway/drainage network which is not incorporated within the HBRC schemes is extensive. Many landowners (as demonstrated through the HBRC Impact Survey) have waterways





within and adjacent to their properties which have been impacted by the cyclone, through silt and debris deposition, scouring, etc. For many waterways, clearance of silt and debris requires consent from HBRC (activities in beds of rivers). This is problematic as many landowners are not aware consent is required. Often there are barriers to the clearance of the waterways such as availability to equipment and contractors and associated costs including consent fees. There was provision under s331B of the RMA to support rural landowners undertake these necessary remediation activities as a permitted activity, (however this provision was repealed on 1 April 2024).

In the current context, where silt and debris sit within the waterways there is risk of future flooding, damage to infrastructure downstream should the debris release, or in drier months, downstream effects from damming and adverse effects to both surface water quality and quantity.

#### Appropriate Land Use Activities

There is a notable opportunity to support sustainable land management practices which will have multiple benefits for the region. Not only for the environment, by keeping healthy soil on land, supporting ecosystems, habitat and biodiversity, and reducing sediment load in fresh and coastal waterways, but also benefiting the resilience of roading, rail and utility networks.

There is acknowledgment and acceptance within the region climate change will have ongoing impacts on the environment. It can be anticipated there will be more frequent weather events of severe magnitude. To build resilience, the region (and country) needs to be forward thinking and look to opportunities to manage our environment better.

There are opportunities to learn from historic natural hazard events. Houses have continuously been built in areas at risk of flooding and other natural hazards. In Hawke's Bay subdivisions have been permitted in areas where there is risk of tsunami, liquefaction and flood. There is a heavy reliance on flood infrastructure to protect these communities, through hard engineering such as river realignment and stop banks. However, the magnitude of the Cyclone demonstrated that water at these volumes and velocity will find rivers reverting to natural river channels.

Activities have been carried out on land and are no longer sustainable, for instance over-allocation of the Heretaunga aquifer has resulted in the TANK Plan change essentially clawing back consented water takes through the application of 'actual and reasonable use' to phase out over-allocation. This Plan change will lead to land use change, particularly for those industries and commercial users which have high water demand. Efficiencies will be made to conserve water, new technologies adopted, crops that have high water demand will need to move off the





Plains or be scaled back.

Our region has also witnessed significant tracts of land slip from hill country as a consequence of the cyclone, particularly where it is grassed. Planting on the highly erodible soils has shown to be highly effective in retaining soil on the land, rather than lose it to flood plains and in waterways where it has caused flooding, degraded ecosystem health and ended up impacting productive land uses such as horticulture and damaged roads.

Spatial Planning and timely policy development will aid in supporting appropriate uses in appropriate places. Cyclone Gabrielle is an opportunity to learn from and do better. It provides a strong argument to say the region can no longer ignore the biophysical science, matauranga and local evidence which identifies risk from natural hazards. The opportunity to be bold is upon the region now. Legislative support for spatial planning that will enable local policy development to direct and ensure appropriate land use occurs in the right parts of Hawke's Bay is needed since the repeal of the Spatial Planning Act.

Case Study 3:

HBRC/MfE Nature Based Solutions working alongside Engineered Solutions

An independent review has been commissioned to look at the HBRC's flood protection assets, which have traditionally relied on stop banks and other hard engineering methods. Part of the review will recommend improvements to scheme levels of service and maintenance or operational requirements for future events, having regard to climate change.

The Ministry for the Environment is funding 15 regional councils and unitary authorities to investigate nature-based solutions for river or coastal flood risk, partnering with mana whenua and local communities. These projects look at ways to harness nature-based interventions to mitigate this risk, such as river, flood plain and wetland restoration to protect against the increased likelihood of more frequent flooding caused by heavy rain events.

HBRC was successful in having the Heretaunga Plains, upper catchment of the Ngaruroro and Tutaekuri selected as two of the 21 projects. This is looking at the feasibility and modelling of nature-based solutions which would work alongside the existing and proposed flood mitigation infrastructure. It recognises that there is an opportunity to combine future flood management with nature-based solutions to improve the region's resilience to flood events as well as provide co-benefits such as for drought mitigation (retaining water within the landscape), carbon sequestration (wetlands), recreation, biodiversity, sediment stabilisation and improved water quality. The 'Nature Based Solutions through Resilience Planning' project will not be completed until June 2025, however, this will be an important milestone for the region, with the intention of quantifying how nature based solutions could change run-off coefficients and the resultant flows in Hawke's Bay. This knowledge will inform the most effective restoration activities for flood retention at a time where building better flood protection assets is being developed and undertaken.

Outcomes sought:

Recognition of the impact of climate change on the environment. Seeking out improvement opportunities for sustainable land and water management and adoption through council programmes, landowner management practices etc. with the aim of doing things differently.

Ongoing support for the MfE funded Nature Based Solutions through Resilience Planning feasibility and modelling. Further consideration needs to be had towards adoption of improvement opportunities that work alongside existing and proposed hard engineered flood mitigation works.

Support for Resource Management Reform which enables effective and timely policy and spatial planning at a regional scale, which takes into account opportunities for appropriate land use in appropriate areas, and avoids inappropriate land uses where there is risk to the environment and community safety.

Appendix

Appendix 1:

Abbreviations

AEE	Assessment of Environmental Effects
BAU	Business as Usual
BIM	Briefing to Incoming Ministers
CHBDC	Central Hawke's Bay District Council
CRU	Cyclone Recovery Unit
FAR	Funding Assistance Rates
FoSAL	Future of Severely Affected Land
HBRC	Hawke's Bay Regional Council
HBRRRA	Hawke's Bay Regional Recovery Agency
HDC	Hastings District Council
NCC	Napier City Council
NGO	Non-Profit Organisation
NZTA	New Zealand Transport Agency
MfE	Ministry for the Environment
MGG	Matariki Governance Group
MHUD	Ministry of Housing and Urban Development
MSD	Ministry for Social Development
NLTF	National Land Transport Fund
PSGE	Post Settlement Governance Entity
REDA	Regional Economic Development Agency
RMA	Resource Management Act
RPS	Regional Public Service
RWA	Regional Water Assessment
TAS	Temporary Accommodation Service
VBO	Voluntary Buy-Out
WDC	Wairoa District Council

Appendix 2:

Matariki Governance Group (MGG) Regional Leaders

- Central Hawke's Bay District Council (Mayor Alex Walker) (MGG Co-Chair)
- Tātau Tātau o Te Wairoa Trust (Chair Leon Symes) (MGG Co-Chair).
- Hastings District Council (Mayor Sandra Hazlehurst)
- Hawke's Bay Regional Council (Chair Hinewai Ormsby)
- Napier City Council (Mayor Kirsten Wise)
- Wairoa District Council (Mayor Craig Little)
- Tamatea Pōkai Whenua Trust (Chair Pohatu Paku)
- Mana Ahuriri Trust (Chair Te Kaha Hawaikirangi)
- Maungaharuru-Tangitū Trust (Chair Tania Hopmans)
- Ngāti Hineuru Iwi Trust (Chair Mana Hazel)
- Ngāti Kahungunu Iwi Incorporated (Chair Bayden Barber)
- Ngāti Pāhauwera Development Trust (Chair Toro Waaka)
- Hawke's Bay Chamber of Commerce (Chair David Trim)

Appendix 3:

RRA Oversight Board

The Regional Recovery Agency Oversight Board members are:

- Blair O'Keeffe - Independent Chair
- Billy Brough
- John Loughlin
- Renata Hakiwai
- Tania Eden
- Wendie Harvey

Biographies of all Oversight Board members are available at <https://www.hawkesbayrecovery.nz/board-bios/>











## SITUATION REPORT/SUMMARY



Coordination Facility:	SITREP Number:
Hawke's Bay Emergency Management	12.1
Event Name:	Effective as at:
June 2024 flooding	12 July 2024 at 13:30
Activation Status:	Declaration Status:
Duty arrangements	Local transition period for Wairoa

### Updates in blue

This is an [updated version \(12.1\)](#) of the final Hawke's Bay Emergency Management report for the June 2024 flooding event affecting Haumoana and Wairoa, [reflecting newly available information](#). This update summarises the events from Monday, 24 June to Friday, 5 July 2024.

Due to unforeseen circumstances, the Friday 5 July SitRep was not issued; therefore, the last prior Situation Report (#11) was issued on Thursday 4 July 2024.

### Summary

Heavy rainfall and high sea swells overnight from Tuesday, 25 June to the morning of Wednesday, 26 June led to coastal flooding in Haumoana Ward (Hastings) and Wairoa District. The total rainfall was 25% more than forecasted. In Wairoa, the combined effect of 5-year river flow and 50-year swell resulted in 250-year return period levels in the lower reach. In Haumoana the primary cause of the impacts was coastal erosion and inundation.

[As a result of the Heavy Rain Warning – Orange for Hawke's Bay \(refer to appendix A\)](#), preparedness actions were undertaken. These included a regional multi-agency meeting, pre-planning by agencies, governance updates, early communication to community hubs, and the pre-deployment of the HDC welfare support trailer.

In the immediate aftermath of the flooding, emergency response efforts included evacuations, damage assessments, and welfare support. Over 130 surge staff from various organisations were deployed to support Wairoa. Mana whenua, particularly through the involvement of Māori wardens and local iwi, played a significant role in the response.

In Haumoana, [approximately 300 people](#) were evacuated. In Wairoa, approximately 100 [households](#) were evacuated. In both places Civil Defence/Evacuation centres were quickly established [by the respective council](#) to provide shelter for displaced residents. [In Haumoana, a total of 5 buildings were issued yellow placards, indicating restricted use due to damage.](#) In Wairoa, a total of 121 buildings received yellow placards, also indicating restricted use due to damage.

The flooding caused significant disruption to infrastructure and utilities. Key roads, including sections of SH2, SH51, and SH38, experienced closures due to flooding and slips. Wairoa was cut off when SH2 east of the township between Nūhaka and Mōrere to Gisborne closed, along with SH2 between Wairoa and Napier. Several local roads were also closed. Power outages affected several areas, and efforts to restore services were hampered by these road closures.

Welfare support services and psychosocial first aid were crucial during this period. In Wairoa, 205 welfare needs assessments were processed, and displaced residents were provided emergency accommodation in Civil Defence Centres (CDCs) and marae.

Financial support included contributions from the government, totalling \$3.6 million.



## SITUATION REPORT/SUMMARY



The events prompted a state of local emergency to be declared for the [Heretaunga ward of HDC](#) (Haumoana) on 26 June at 04:45 and Wairoa on 26 June 2024 at 06:37.

In both areas the EMA system was used to alert people and require evacuations.

On 27 June at 12:04 the state of local emergency for the [Heretaunga ward](#) was terminated.

On 2 July, the Wairoa District Council appointed a Local Recovery Manager, and a notice of local transition period (recovery) was issued on 3 July at 06:37 am. Recovery efforts include continued support for complex welfare needs and economic recovery planning.

### Key response actions

In the immediate aftermath of the flooding, emergency response efforts included evacuations, damage assessments, and welfare support. Civil Defence/Evacuation centres were quickly established by the [respective councils](#) to provide shelter for displaced residents. Both WDC and HDC activated their EOCs to respond, while the Hawke's Bay CDEM Group ECC was activated to coordinate and support across the two responding councils. HBRC also activated its incident management team to provide impact advice and manage their assets.

In [Haumoana](#), approximately 300 people were evacuated due to the flooding and breach of the seawall, with 40 people sheltering at the [Haumoana School Hall](#) on the night of Tuesday 26 June. On the night of Wednesday 26 June, 30 impacted RSE workers and 2 families stayed in the hall. The

Hastings District Council completed 21 Rapid Building Assessments in [Haumoana](#) on Wednesday 26 June, resulting in the issuance of:

- 2 buildings as restricted access to part of the building (yellow 1),
- 3 buildings as short-term entry only (yellow 2),
- 16 buildings deemed usable (white).

The event significantly impacted Wairoa, causing approximately 100 households to be evacuated and affecting 420 properties. The number of people in these centres varied, with 140 people in centres on 26 June, reducing to 14 by 1 July.

Fire and Emergency New Zealand (FENZ) conducted Rapid Damage Assessments, identifying 328 *properties* with various levels of damage. Follow-up Rapid Building Assessments by the Wairoa District Council resulted in the issuance of:

- 85 buildings as restricted access to part of the building (yellow 1),
- 36 buildings as short-term entry only (yellow 2),
- 10 buildings deemed usable (white).

Welfare needs in Wairoa were substantial, with 205 assessments processed addressing requests for household goods (including water, food, medication, and heating), accommodation, psychosocial support, financial aid, and animal welfare. Securing emergency accommodation for displaced residents proved difficult due to the low housing stock in Wairoa. The increase in demand for accommodation, compounded by the influx of surge staff, created additional challenges.

A Civil Defence Centre was established at the Wairoa War Memorial Hall. Several marae also provided support to affected residents. Mana whenua, particularly through the involvement of Māori Wardens and local iwi, played a significant role in the response.



## SITUATION REPORT/SUMMARY



Financial support included contributions from the government, totalling \$3.6 million, and donations from Ngati Kahungunu, amounting to \$5,300 in vouchers.

Mental health and psychosocial impacts were a concern, prompting the deployment of Te Whatu Ora, FENZ, and Red Cross to assist with psychosocial needs, including an outreach caravan. The Red Cross provided psychosocial first aid to about 130 people. Public messaging emphasised the importance of talking about the situation and seeking help if needed.

Over 150 surge staff from various organisations were deployed to support Wairoa District Council, including:

- **Auckland City Council:** 7 staff
- **Central Hawke's Bay District Council:** 2 staff
- **Emergency Management Bay of Plenty:** 6 staff
- **Fire and Emergency New Zealand:** 48 staff, including USAR and water rescue personnel
- **Hastings District Council:** 7 staff
- **Hawke's Bay Emergency Management:** 6 staff
- **Hawke's Bay Emergency Management volunteers:** 5 staff
- **Hawke's Bay Regional Council:** 19 staff
- **Napier City Council:** 11 staff
- **Māori Wardens:** 15 staff
- **NZ Police:** 6 additional staff per day on rotation
- **NZ Red Cross:** Disaster Welfare and Support team (DWST)
- **Tairāwhiti District Council:** 3 staff
- **Taskforce Kiwi:** 10 staff
- **Te Puni Kōkiri (TPK):** Staff numbers not specified
- **Te Whatu Ora (Health):** 4 staff

Road closures, particularly on SH2 initially hindered the movement of surge staff to Wairoa. The flooding caused significant disruption to key roads, including sections of SH2, SH51, SH38 and SH5. Residents were advised to avoid non-essential travel.

The Hawke's Bay CDEM Group ECC requested and coordinated the specialist emergency management staff from Emergency Management Bay of Plenty, Tairāwhiti Emergency Management and Auckland Emergency Management as well as trained staff from Hawke's Bay councils.

Wairoa was cut off when SH2 east of the township, between Nūhaka and Mōrere to Gisborne, closed, as well as SH2 between Wairoa and Napier. Several local roads were also closed.

Power outages affected several areas, and efforts to restore services were hampered by these road closures.

On 02 July the Wairoa District Council appointed a Local Recovery Manager, and a notice of local transition period (recovery) was issued on 3 July at 06:37 am. Recovery efforts include continued support for complex welfare needs and economic recovery planning.



## SITUATION REPORT/SUMMARY



### Conclusion

The event had significant implications for the [Haumoana](#) and Wairoa District. In the immediate aftermath, the flooding necessitated emergency response efforts, including evacuations, damage assessments, and welfare support. The rapid deployment of resources and coordinated response efforts mitigated some impacts, but the event underscored vulnerabilities in infrastructure, particular the Wairoa river mouth, and emergency preparedness.

Looking forward, the recovery phase will involve addressing both physical damage and psychosocial impacts on the affected communities. The emphasis on welfare support, financial aid and temporary accommodation will be crucial in aiding residents' return to normalcy. However, future rainfall and potential further flooding remain risks that could complicate recovery efforts.



## SITUATION REPORT/SUMMARY



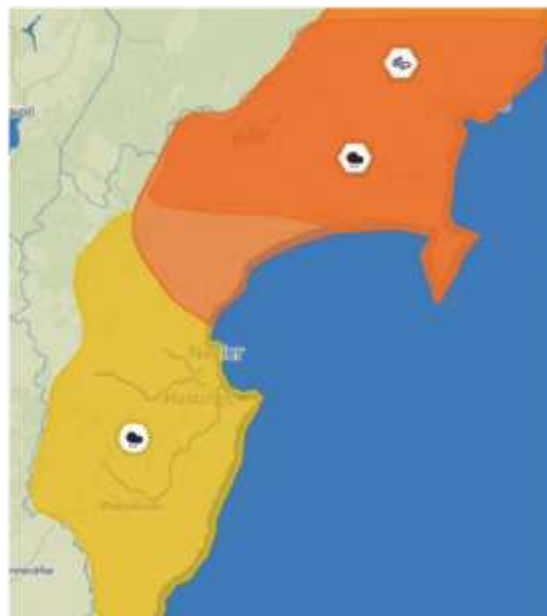
### Appendix A: Simplified timeline prior to the local states of emergency

#### Monday 24 June

On Monday 24 June at 09:30, MetService issued a Heavy Rain Warning – Orange for Hawke's Bay north of SH5.

*36hrs from 9:00am Tue to 9:00pm Wed expect 150 to 180 mm of rain inland, and 80 to 120 mm of rain about the coast. Peak intensities of 10 to 15 mm/h from Tuesday afternoon until before dawn on Wednesday.*

*Note, further rain possible from Wednesday night into Thursday afternoon.  
Low chance of upgrading to a Red Warning.*



Modelling indicated an annual event for the Wairoa River catchment. This means high rivers but within their banks.



## SITUATION REPORT/SUMMARY



At 10:36, MetService issued a Wave Warning for Hawkes Bay (Cape Turnagain to Mahanga).

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*Valid from 3:00pm 25 June to 12:00am 27 June*

**Combined Wave:** Easterly swell 4.5 to 5 metres developing Tuesday afternoon, and to 5.5 to 6 metres Tuesday evening. Easing to 4.5 to 5 metres Wednesday morning, and to 4 metres Thursday morning. Peak period 12 seconds.

**Swell:** Easterly swell rising to 4 to 4.5 metres Tuesday afternoon, and to 5 to 5.5 metres Tuesday evening. Easing to 4 to 4.5 metres Wednesday morning, to 3.5 metres Thursday morning, and below warning criteria Thursday evening. Period 12 seconds.

**Wind Wave:** Southeast wind waves 2.5 metres.

**Pressure:** Minimum pressure 1008.9hPa forecast 3pm Tue 25th. Maximum pressure 1019.2hPa forecast 12am Thu 27th.

**Remarks:** A low develops to the east of the Gisborne coast on Tuesday directing heavy swell towards the eastern coast. The low slowly moves further to the east over the time period.

**Tides:** The highest risk period is typically at or within 1-2 hours of high tide  
Cape Kidnappers high tides: 7:55pm Tue 25th, 8:24am Wed 26th, 8:48pm Wed 26th.

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At 20:37, MetService updated the Heavy Rain Warning – Orange for Hawke's Bay north of SH5. The update included higher rain fall amounts and peak intensities.

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*36hrs from 9:00am Tue to 9:00pm Wed periods of heavy rain. Expect 180 to 240 mm of rain inland, and 100 to 150 mm of rain about the coast. Peak intensities of 15 to 25 mm/h during Tuesday afternoon and evening.*

*Note, further periods of rain or showers are forecast through the remainder of Wednesday, Thursday and Friday, but intensities and amounts are expected to be much lower.  
Moderate chance of upgrading to a Red Warning.*

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MetService also issued a Heavy Rain Warning – Orange for Hawke's Bay about and south of SH5.

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*30hrs from 9:00am Tue to 3:00pm Wed expect 140 to 180 mm of rain about the inland ranges and coastal hills, and 80 to 120 mm elsewhere. Peak rates of 10 to 15 mm/h expected about the ranges.*

*Low chance of upgrading to a Red Warning.*

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## SITUATION REPORT/SUMMARY



### Tuesday 25 June

The MetService updates on Tuesday, 25 June for Hawke's Bay north of SH5 remained unchanged. However, the update for Hawke's Bay south of SH5 included higher rainfall amounts and peak intensities.

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*28hrs from 11:00am Tue to 3:00pm Wed expect 140 to 180 mm of rain about the inland ranges and coastal hills, and 80 to 120 mm elsewhere. Peak rates of 10 to 15 mm/h expected about the ranges.*

*Note, further periods of rain or showers are forecast through the remainder of Wednesday, Thursday and Friday, but intensities and amounts are expected to be much lower. Low chance of upgrading to a Red Warning.*

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The MetService updates on Tuesday, 25 June for Hawke's Bay north of SH5 remained unchanged. However, the update for Hawke's Bay south of SH5 included higher rainfall amounts and peak intensities. At 13:00, the Hawke's Bay CDEM Group Controller held a "Orange rain warning situational awareness and coordination" meeting to share situational awareness across the region. The following organisations were invited:

- Hawke's Bay Regional Council
- Wairoa District Council
- Napier District Council
- Hastings District Council
- Central Hawke's Bay District Council
- Fire and Emergency New Zealand
- New Zealand Police
- St John Ambulance
- Hawke's Bay District Health Board
- New Zealand Defence Force
- National Emergency Management Agency
- Hawke's Bay Emergency Management Staff

At 21:40 the CDEM duty officer was informed that Police had evacuated 10-12 coastal homes in Haumoana ward because of high sea swells.

### Wednesday 26 June

Further evacuations occurred just after 02:00 due to a breach of the ocean barrier at Haumoana. Police, FENZ, [Hastings District Council](#) and Hawke's Bay Regional Council were in attendance. Approximately 40 people were evacuated in total. Heavy rainfall and high sea swells overnight from Tuesday, 25 June to the morning of Wednesday, 26 June led to flooding in Haumoana (Hastings) and Wairoa District.



## SITUATION REPORT/SUMMARY



At 06:12 an Emergency Mobile Alert (EMA) was issued by the GECC for Wairoa at the request of the Wairoa Local Controller.

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*CIVIL DEFENCE FLOOD WARNING: There is serious flooding in Wairoa. River levels rising rapidly.*

*LEAVE NOW if you are in MACLEAN STREET, KOUPU ROAD and ALL STREETS IN BETWEEN. If possible, stay with friends or whanau, or go to the CIVIL DEFENCE CENTRE at War Memorial Hall. Call 111 if you are in imminent danger. Take pets with you, take grab bags with supplies for your whole household including pets if safe to do so.*

*DO NOT DRIVE OR WALK THROUGH FLOOD WATERS. The water may have washed away parts of the road and may contain debris. Treat all flood water as contaminated and unsafe. STAY AWAY from flooded areas until Civil Defence gives the all-clear.*

*<https://www.facebook.com/wairoadistrictcouncil>. Issued at 06:10 on June 26, 2024.*

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At 06:17 an Emergency Mobile Alert (EMA) was also issued by the GECC for the Haumoana area at the request of the Hastings Local Controller

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*This is a precautionary evacuation notice for Haumoana residents in low-lying areas, likely to be impacted by rising lagoon levels (due to high sea swells).*

*Residents in the worst affected areas are being visited by emergency services (police and fire). If you are in a low-lying area and concerned please move inland to family or friends. An evacuation centre has been set up at Haumoana School for those who need it.*

*If life is at risk, call 111 and request police or fire.*

*Take pets with you and grab bags with supplies for your whole household including pets. Check on neighbours and share this information if doing so won't delay you.*

*DO NOT DRIVE OR WALK THROUGH FLOOD WATERS. Treat all flood water as contaminated and unsafe. STAY AWAY from flooded areas until Civil Defence gives the all-clear.*

*<https://www.facebook.com/hastingsdc>. Issued at 06:15, 26 June 2024*

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The events prompted a state of local emergency to be declared for Haumoana on 26 June at 04:45 and Wairoa on 26 June 2024 at 06:37.

Report prepared by:	Shane Briggs, Team Leader Operational Readiness
Report approved by:	Ian Macdonald, Group Controller
Date/time of approval:	12 July 2024 at 13:17





CIVIL DEFENCE EMERGENCY MANAGEMENT - SPECIAL INTEREST GROUP

## CDEM Special Interest Group

for

## Emergency Management

## 21-23 May 2024 Workshop Report

for the

## Department of the Prime Minister and Cabinet

## on the Recommendations

of the

## Government Inquiry into the Response to the North Island Severe Weather Events

and

## Related Emergency Management System Issues

7 June 2024



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## Executive Summary

### *Who This Report is From*

Te Uru Kahika is Aotearoa's Regional and Unitary Councils' collective voice, representing 16 regional and unitary councils. The work of Te Uru Kahika is delivered through Special Interest Groups (SIGs), comprising of the specialists in their relevant fields from across the 16 regional and unitary councils. The Civil Defence and Emergency Management (CDEM) Special Interest Group is one such SIG, comprising of the 16 CDEM Group<sup>1</sup> Managers (GMs). The views included in this report are the views of the 16 Group Managers as a collective of emergency management (EM) specialists.

### *Introduction*

This report arises from a workshop held by the CDEM SIG from 21 to 23 May 2024 to prepare a response to a request from the Department of the Prime Minister and Cabinet (DPMC) for consolidated EM technical advice on the findings and recommendations of the Government Inquiry into the Response to the 2023 North Island Severe Weather Events (NISWE).

To prepare that advice in accordance with the requested deadline of 10 June 2024, the CDEM SIG ran a three-day workshop on the subject in late May. This report sets out the findings of that workshop. It reflects the collective views of the 16 CDEM GMs making up the SIG.

### *Summary Statement*

We agree with the overall Government Inquiry finding that the current EM system is not fit for purpose<sup>2</sup> and DPMC's stated intent to make the country's EM system fit for purpose for the range of risks it may face in the future, across all hazards<sup>3</sup>.

We recognise the 'need for speed'<sup>4</sup> given a major event could occur tomorrow, investment and capability/capacity building takes time, and change is urgently needed. However, we have concerns about the proposed timeline for implementation.

We believe the views of CDEM GMs, other sector EM professionals, Iwi/Māori, local government, partners and stakeholders all need to be included in the design and implementation of the solution in order to ensure that what is decided upon is well informed and able to deliver the desired end state (a fit-for-purpose EM system).

To get best results, we think there needs to be an authentic co-design process with sufficient time for consideration of the problem and feedback, to make well-informed decisions on important issues.

That said, we re-affirm our willingness to work with DPMC to meet agreed timelines.

<sup>1</sup> CDEM Groups are a core component of the 2002 CDEM Act. A CDEM Group is a consortium of the local authorities in a region, working in partnership with emergency services, to undertake CDEM functions within their region. <https://www.civildefence.govt.nz/cdem-sector/legislation/civil-defence-emergency-management-act-2002>

<sup>2</sup> Report of the Government Inquiry into the Response to the North Island Severe Weather Events, March 2024, Para 37

<sup>3</sup> DPMC Project Lead meeting with CDEM Group Managers, Christchurch, 8 May 2024

<sup>4</sup> Ibid



### *Recent Review History*

The Government Inquiry into last year's NISWE is not the first review to find the need for there to be a significant improvement in the way in which the country responds to natural disasters and other emergencies. The 2017 Ministerial Technical Advisory Group (TAG) Review identified many shortcomings in New Zealand's EM System and much needed improvements. We think the 2017 Review report was a good document. While the Government's response to the recommendations in 2018<sup>5</sup> had some issues, overall, we believe the findings were sound.

In response to the findings of the TAG Review, in 2019 the National Emergency Management Agency (NEMA) was created. It was given additional funding to its predecessor organisation (MCDEM) and expected to manage the identified programme of work from the 2018 Government response to the TAG Review. Since then, while many recommendations have been progressed, only 29 of the 105 recommendations (28%) have been completed<sup>6</sup>.

What this shows, we believe, is that investment was made at the top of the country's EM System with the expectation that it would change the System. This hasn't worked. NEMA's growth from around 50 to 150 staff over the last four years has, in our view, created a bottleneck for any work being pushed down to Groups, as no similar growth in the size of Group EM Offices or Council EM resources has occurred.

NEMA's growth and, as we understand it, high levels of staff turnover since its creation, means that 75% of current NEMA staff have been in their roles for less than two years. As a result, the level of knowledge, skills and experience of EM to be able to effectively bring about the required change in the EM Sector<sup>7</sup> and wider EM System<sup>8</sup> is limited. This, in our view, is inhibiting NEMA's ability to effectively perform the roles of steward, operator, and assurer<sup>9</sup> that have been given to it.

### *Sector Model Options*

At a high level, we have considered three models for the EM Sector:

- **De-Centralised Model (Status Quo)** – Focused on delivery by local government in the regions with varying levels of investment and approaches by councils, with additional resourcing from central government which is mainly limited to financial support after emergency events have occurred. This model has consistently been found to be not fit for purpose for significant, large-scale events impacting multiple regions concurrently, when additional staff are required to move around the country in a surge capacity.
- **Centralised Model** – A single government agency for the EM Sector with regional and local EM staff being part of a single unified organisation, delivering against agreed levels of service to Councils and communities. While we think there is value in considering such an approach,

<sup>5</sup> <https://www.dPMC.govt.nz/sites/default/files/2018-08/natural-disasters-emergencies-government-response-tag-report.pdf>.

<sup>6</sup> Of 105 individual TAG recommendations, 29 have been completed, 64 are in progress (under action) and 12 have been closed (not progressed). Source: NEMA TAG Recommendations Progress Report email to CDEM Group Managers, 24 April 2024.

<sup>7</sup> The term EM Sector is used to include NEMA and the EM resources owned by local authorities, including CDEM Groups and EM staff in territorial authorities.

<sup>8</sup> The term 'EM System' is inclusive of the EM Sector as well as the emergency services, lifeline utilities (Schedule 1, CDEM Act 2002), lead agencies under the National Civil Defence Emergency Management Plan Order 2015, and other agencies or entities that have roles and responsibilities set out in the National CDEM Plan 2015 or the Guide to it.

<sup>9</sup> [https://www.civildefence.govt.nz/assets/Archive/NEMA\\_Strategic-Framework\\_A4\\_Final.pdf](https://www.civildefence.govt.nz/assets/Archive/NEMA_Strategic-Framework_A4_Final.pdf)



and it may be a longer-term end state, we think it is likely to be complicated to deliver in the short to medium term given current legislation and structures and any transition to it is likely to be cost prohibitive (at least initially).

- **Hybrid Model** – This model envisages a co-investment approach to funding Sector uplift by central and local government. Funding would be based on an assessment of community needs in light of identified risks in communities to deliver a minimum, equitable level of EM service across the country (allowing for variable circumstances across regions). It incorporates the elements of national training, accreditation, standards and assurance. We think such an approach would be easier to implement in the short term, and less costly to deliver than a centralised approach in that timeframe.

Given the above findings, we are united in supporting a Hybrid Model as the preferred approach for EM Sector re-design and investment in the short to medium term, underpinned by new EM legislation. There are a number of Central Government and Local Government co-investment models in NZ, based on nationally consistent levels of service and standards, that could be used as a possible guide. One such example is the current New Zealand Transport Agency (NZTA) and Road Controlling Authorities transport system co-investment model.

#### *Delivering Transformational Change*

If transformational change is to be delivered, we think there needs to be fundamental change in the way in which the EM system is designed. As Albert Einstein pointed out: "insanity is doing the same thing over and over again and expecting different results".

Specifically, we think the following changes need to be made:

- Redesign the EM System from the bottom (community level) up, not top down, with the community being identified as being at the first level of the System.
- Design it based on a minimum level of EM service per head of population, based on hazardscape and risk.
- Invest in all four levels of the country's EM System (Community, Local, Group, National) concurrently, so as to bring them into appropriate alignment.
- Invest through a hybrid funding model to ensure consistency of approach and inter-operability nationwide.
- Provide clear guidance on roles and responsibilities so everyone knows what is expected of them at each level (including community and elected officials).
- Invest in an assurance function to understand what good looks like and what needs to be done to get there using a combination of 'carrots and sticks' (incentives and disincentives).
- Re-focus NEMA and Sector by focussing on readiness and response, including recovery transition, with risk reduction and long-term recovery being delivered by other Government agencies, with Sector support.
- NEMA employ staff who have a good knowledge of the Sector and how to bring about the required change effectively (including through local government secondments, to help increase local government awareness of central government processes too).



- Clarify the roles of DPMC, NEMA and other government agencies across the 4Rs of comprehensive emergency management (reduction, readiness, response and recovery), including who provides EM Sector and wider EM System assurance.

#### Quick Wins

Even if we work at pace, such a transformation will take time. Time is going to be required to design some aspects of the new system and funding will not be available for all components immediately. This being the case, we think there are some 'quick wins' that can be achieved in the short term by making decisions over the next 12 months. We think these decisions can be made without significant additional funding being made available. These include:

- Clarifying roles and responsibilities across the EM System (national, regional, local and community), including the role of the EM Sector within the wider EM System – the 'backbone' as per Appendix 3 of the National Disaster Resilience Strategy (NDRS)<sup>10</sup>.
- Promote the role of the Community as the 1<sup>st</sup> Tier of a re-imagined EM System<sup>11</sup> with:
  - neighbours helping neighbours, using the resources that are available in their community, when official resources are stretched or unavailable;
  - the next three Tiers at Local, Group and National level; and
  - International Assistance as the 5<sup>th</sup> Tier.
- Recognise the proposed wider membership of Lifelines to include such critical infrastructure entities as data systems, fast moving consumable goods, finance sector, etc.
- Establish and start investing in an Assurance function.
- Deliver a common operating picture (COP) solution, not a single platform, including welfare registration and needs assessment (WRNA), with wider EM system 'plumbing'<sup>12</sup>.
- Adopt a single training pathway, with accreditation process, for professionalisation.

#### Longer-Term

Longer-term changes that are likely to require more significant investment and take 2 to 5+ years to deliver include:

- Fit for purpose legislation - to expedite this work we think we should be leveraging the extensive work done for the 2023 EM Bill, some of which did not flow through into the final draft that went before Parliament.

<sup>10</sup> *National Disaster Resilience Strategy, 2019*, issued by the Minister of Civil Defence, pursuant to s 31 of the Civil Defence Emergency Management Act 2002. It provides an outline of the Crown's goals in relation to Civil Defence Emergency Management, including the objectives to be pursued to achieve those goals. <https://www.civildefence.govt.nz/cdem-sector/plans-and-strategies/national-disaster-resilience-strategy>

<sup>11</sup> We think this change is required as the term "Civil Defence" is misunderstood, it was identified in the TAG Review as being outdated, and impacted communities consistently say they never see Civil Defence when emergencies occur.

<sup>12</sup> We think that key to achieving a Common Operating Picture (COP) is the identification of a standard set of fit-for-purpose applications that will be known and familiar to EM Sector users across the country, which are arranged in solutions to meet defined aspects of EM sector needs (e.g. incident management) which may be hosted on a common platform. Across the EM System (eg emergency services, lifelines etc) there are various specialist applications and solutions hosted on various platforms. Data is transferred between the owners of these so different systems to build situational awareness (i.e. interoperability is achieved through 'plumbing').



- Develop and implement a fit-for-purpose funding model, based on the development of a common hazard risk assessment model, a best practice delivery model, and costs for Central Government to fund key roles at Group, Local and Community level.
- Invest in surge capability, such as the Emergency Management Assistance Team (EMAT), with a clear business as usual capability and capacity building role outside of emergency events, which is a net addition to Sector resources (ie not just a re-rolling of existing resources).
- Enhance NEMA and EM Sector leadership by appointing the right people, with the right knowledge, skills, and experience, into the right roles to bring about the required transformational change in the Sector and influence the required transformational change in the wider System.
- Develop the required policy for the revised roles and responsibilities under the new System.

#### *Work Programme*

To achieve the required System transformation, we think there needs to be an integrated programme of work across three parallel workstreams:

- DPMC: EM System work programme spanning All-of Government.
- EMLG<sup>13</sup>: NEMA and CDEM Groups work programme (EM Sector leadership 'backbone').
- CDEM SIG: 16 CDEM Groups work programme, based on a consistent approach<sup>14</sup>.

We think work needs to be done transparently and concurrently, in accordance with aligned work programme priorities and budgets, to make best use of available resources. We also think there needs to be a collective focus on the 'value add' of each level - what each level must do to make the whole System fit for purpose.

#### *Risks, Issues and Mitigations*

Through our deliberations we have identified several risks and issues for effective transformation and recommend the following mitigations:

- Three-year election cycles and changing government priorities – we think there needs to be cross party support to ensure there is enduring progress over time.
- Estimated cost of overall transformational change is large and can create system inertia resulting in no change occurring - we think decisions need to be made now and investment made incrementally over time.
- The lack of an Information and Communication Technology (ICT) strategy for the Sector is resulting in under-investment in ICT tools – we think a PACE<sup>15</sup> strategy (including for when technology fails) needs to be developed and investment made accordingly.
- The lack of fit-for-purpose legislation and funding is setting good people up to fail – we think we need to invest in fit for purpose legislation and an appropriate funding model as soon as possible to retain good staff.

<sup>13</sup> EM Leadership Group that includes NEMA Senior Officials and CDEM GMs.

<sup>14</sup> While recognising the Chatham Islands has a unique situation and set of EM challenges and we recommend it be looked at separately.

<sup>15</sup> Primary Alternate Contingency Emergency



- Lack of a unified national approach regarding Iwi/Māori participation in the EM Sector is creating a void that various parties are filling with alternative or parallel system ideas (we think this risks confusion and duplication, especially if Iwi/Māori emergency operations run parallel to CDEM emergency operations and the two are not joined up) - we think more work needs to be done with Iwi/Māori to include them in an integrated direction of travel going forward.

#### *History of Under-investment in EM*

In 2018 New Zealand was rated the 2nd most at risk country in the world for insurance purposes, given our national hazards and risk profile<sup>16</sup>. Yet, when it comes to our level of investment in EM, it seems we 'want full insurance cover but are only willing to pay 3rd party premiums'.

The EM Sector is responsible for coordinating the efforts of all parties across all hazards. But its combined resourcing in 2023 was only around 420 FTE<sup>17</sup>, across NEMA, CDEM Groups and Councils, with a combined annual budget of around \$100M, excluding costs incurred for specific events<sup>18</sup>.

This combined level of staffing and funding is similar to that of a medium-sized territorial authority, even though the Sector has nationwide CDEM responsibilities. If an incremental level of investment had been made in Sector capability and capacity following the 2017 TAG Review, we think the EM Sector and the wider EM System would be much better off than they are now.

## **1.0 Purpose and Scope of the Workshop and this Report**

### **1.1 Who is this Report from?**

Te Uru Kahika is Aotearoa's Regional and Unitary Councils' collective voice, representing 16 regional and unitary councils. The work of Te Uru Kahika is delivered through Special Interest Groups (SIGs), comprising of the specialists in their relevant fields from across the 16 regional and unitary councils. The Civil Defence and Emergency Management (CDEM) Special Interest Group is one such SIG, comprising of the 16 CDEM Group Managers (GMs).

The 16 CDEM GMs are the principal EM advisors to CDEM Group governance. They are staff leads on regional EM in each of the regions. As EM professionals, the SIG comes together regularly to share experiences and insights, and collaborate across the CDEM Sector.

The 16 CDEM Groups range in size from the Chatham Islands with less than 1,000 people to Auckland City with over 1.7 million. We all have in the same responsibilities under the CDEM Act 2002 in relation to readiness, response, recovery, and risk reduction - the '4Rs' of comprehensive emergency management.

This Report contains the views of all 16 CDEM GMs, a collective of EM professionals with extensive experience across the various emergency events that New Zealand has had to date and will likely face in the future. Our views are distinct from the views of individual CDEM Group Joint Committees and member local authorities. These views do not represent the views of any one Group or Council. They represent the views of the collective GMs.

<sup>16</sup> *Lloyds, A World at Risk: Closing the Insurance Gap, 2018.*

<sup>17</sup> Full-time equivalent staff.

<sup>18</sup> Data drawn from CDEM SIG 2023 Stocktake Survey, NEMA Briefing to the Incoming Minister for Emergency Management and Recovery 27/11/2023, and NEMA Annual Review 2022/23 - Submitted to the Governance and Administration Committee, 16 February 2024.



## 1.2 Why this Workshop and Report?

On 23 April 2024, the report of the Government Inquiry into the Response to the North Island Severe Weather Events that impacted the country in early 2023 (the Report) was released. The Inquiry Panel, in its 164-page report, identified lessons from the various events and made recommendations to improve the performance of New Zealand's emergency management system, with the aim of improving our country's readiness for, and ability to respond to, future emergencies.

While reduction and recovery were not within the scope of the Inquiry, the Report, and its 14 recommendations<sup>19</sup> commented on these areas where there was a compelling reason to do so. This reflected that all 4Rs are part of an integrated approach to emergency management, and that improvements in one area can lift performance in other areas.

Preparation of a Government Response to the Inquiry recommendations is now underway, led by the DPMC. The Executive Director Risk and System Governance Group from DPMC is coordinating the preparation of advice to Government, and has requested early stage collective technical input from the SIG to assist with the formulation of that advice. A process for wider EM System input is also being developed by DPMC.

Concurrent with the release of the Inquiry Panel's report, the Minister for Emergency Management and Recovery, Mark Mitchell, announced that the Government had decided not to proceed with the Emergency Management Bill that was introduced to Parliament in 2023<sup>20</sup>.

Minister Mitchell indicated that, in light of the Inquiry's findings and recommendations, *"the existing Bill (did) not go far enough or elicit the system-wide change to deliver the robust, fit-for-purpose emergency management framework that New Zealand needs and (his) intention (was) to introduce a new Bill this term (of Government), alongside making system improvements that do not require legislative change."*

This SIG response to the Government Inquiry recommendations has been prepared in light of that announcement by the Minister. It addresses EM system issues identified by the SIG in relation to the Report's recommendations to further assist DPMC in its deliberations.

To prepare its response, the SIG workshop considered the following aspects to arrive at its key findings:

- Initial thoughts on the proposed DPMC approach;
- Environmental scan of issues affecting the EM System now and into the future;
- What a fit-for-purpose EM System might look like;
- Possible models for the EM Sector in the future;
- Quick wins, longer-term work, risks and issues, and their mitigation; and
- Work program alignment and progress through concurrent activity.

<sup>19</sup> While 14 numbered recommendations were made, several recommendations had up to four sub-components, so in total there were 41 recommendations.

<sup>20</sup> The SIG, on behalf of Te Uru Kahika, provided a collective submission on the 2023 EM Bill that addressed the then proposed changes, as well as wider system issues. Available at [https://www.parliament.nz/resource/en-NZ/545CGOA\\_EVI\\_0d1391e5-198f-44b9-8670-8db66e3a5bf\\_GOA386/b2f07c857b4c6f327b320c9b2c3eb144bdf1f9e8](https://www.parliament.nz/resource/en-NZ/545CGOA_EVI_0d1391e5-198f-44b9-8670-8db66e3a5bf_GOA386/b2f07c857b4c6f327b320c9b2c3eb144bdf1f9e8).



The approach adopted during the workshop was to treat the views of all GMs as valid by:

- Capturing individual views;
- Collating them and collectively reviewing the findings;
- Consolidating the findings into key themes; and
- Discussing the themes to identify areas of consensus, but noting where differing views remained.

## 2.0 Themes from Initial Workshop Views

Below are the key themes that emerged from the initial discussions around the proposed approach to change. They are divided into the reform process and the attributes of a reformed EM system.

### 2.1 Process for shaping system reforms and new EM legislation

- We recognise the 'need for speed' but think it feels rushed at present – a good process is required to 'get it right' and get the buy-in of all parties to measurably move the Sector and System forward.
- To do this, we think there needs to be a meaningful engagement approach that reaches across regional and local levels, and recognises the importance of Iwi/Māori participation from the beginning.
- To achieve confidence in the process, transparency, collaboration and co-design are all desired attributes.
- We think there should be a two-pronged approach: what we can do now (quick wins) and a clear roadmap and timeline for longer term work that addresses longer term changes.
- Identify roadblocks from past attempts to bring about change and what has worked well previously too.
- While various reviews have highlighted shortcomings over the past 20+ years of CDEM Act implementation, there have been many examples of good practice, structures and performance – we think we should be looking to build over time from identified strengths.
- We also think it is essential that our work is captured in a way that can be shared with CDEM governance and management as the buy-in of Joint Committees (JCs) and Coordinating Executive Groups (CEGs) is going to be key to any change being successful.

### 2.2 Reform Outcomes to be Achieved

- A demonstrably fit-for-purpose EM System, based on clearly defined attributes, which addresses the range of risks communities may face across all hazards.
- The 'end-state' of system design needs to include communities (the 1<sup>st</sup> Tier) in a meaningful way and embrace their variability across the country, including the differences between rural and urban communities.
- Recognition that better outcomes will require additional resourcing, defined standards of delivery, and monitoring of their achievement (reluctance to consider additional funding to effectively implement new legislation has been a barrier to change in the past).



- Standardisation will require a combination of 'carrots and sticks' (until now, there has been a reluctance to consider both).
- Mechanisms to achieve and assure competency across all members of the EM Sector, in all roles.
- A programme of investment over time to build the capability and capacity of the Sector below national level, based on co-investment.
- 'Untangling' of the common operating picture/solution/system/platform conversation, to clearly identify what is required.
- A clear roadmap of change for the Sector, based on agreed priorities.
- Clarity across the EM System on roles and responsibilities, across the 4Rs, and what the Sector is responsible for.
- A much greater sense of unity across the 17 entities (NEMA and the 16 Groups) within the Sector – 'connected, collaborative, consistent'.
- Recognition that alongside new legislation there is need for a current, fit-for-purpose National CDEM Plan and a NDRS roadmap, both of which have seemingly 'got lost along the way' when the 2023 EM Bill (the first part of the EM 'Trifecta') was developed, submitted to Parliament and then withdrawn.

### 3.0 Environmental Scan – External Factors Influencing Change in the EM System

A wide range of external factors influence the EM system given its society-wide reach. The SIG has considered many of these factors using the PESTLE<sup>21</sup> method below.

Alongside our initial views on the proposed DPMC approach, consideration of these factors helped shape our thinking on what the attributes of a fit-for-purpose EM System looks like in Section 4.0.

The list of factors below is not an exhaustive one. It is simply some of the many factors that we think should be considered as part of the deliberations on what a fit-for-purpose EM System should look like.

As a broad generalisation, most of these factors have been known for some time, as have many of the associated responses/mitigations. There is also a considerable body of information that was collected during the course of the development of the 2023 EM Bill that could potentially be drawn upon too.

<sup>21</sup> PESTLE – political, economic, social, technological, legal, and environmental factors that have the ability to impact the EM System, some of which can be influenced, some of which cannot be.



External Factor and Key Themes for each	So What? i.e. what are the implications and how might they be mitigated
<b>Political</b>	
<ul style="list-style-type: none"> <li>Change in political leadership at all levels of the System every three years does not provide continuity or match planning cycles.</li> <li>The EM System – even though it is a key part of the overall national security system – can be afforded variable priority across central government, and the Cabinet ranking of the relevant Minister can vary too.</li> </ul>	<ul style="list-style-type: none"> <li>Continuity of support for programmed work is put at risk.</li> <li>Institutional knowledge at governance level is also at risk of being lost.</li> <li>While cross-party support for EM is a possible mitigation, loss of continuity at local government level is an ongoing risk.</li> <li>Ensuring the relevant Minister is part of Cabinet would help keep EM prioritised.</li> </ul>
<ul style="list-style-type: none"> <li>Integrating Iwi/Māori into the EM System is an important part of the Crown's Treaty obligations.</li> <li>Achieving this involves addressing a number of challenges. Among them is the fact that Iwi/Māori are overrepresented in many vulnerable communities and are disproportionately impacted by emergency events.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of involvement of Iwi/Māori in the EM system re-design process could result in the EM system losing their valuable contribution to emergency management and good outcomes for impacted communities. Good partnering with Iwi/Māori is required from the outset.</li> </ul>
<ul style="list-style-type: none"> <li>Multiple competing reforms at central and local government level are creating Local Government uncertainty and 'fractiousness'.</li> <li>Views about the role of Local Government in EM are not necessarily shared or cohesive.</li> </ul>	<ul style="list-style-type: none"> <li>The risk of confusion and under resourcing EM is significant.</li> <li>Achieving a considered and consistent view on EM roles and responsibilities by/across Local Government is likely to be challenging but key to effective implementation.</li> <li>Creating a specific Local Government engagement programme to achieve consensus in both system design and implementation stages are possible mitigations.</li> </ul>
<ul style="list-style-type: none"> <li>Lack of agreement/clarity about roles and responsibilities between governance and management in EM.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of understanding and awareness of EM professional practice and overreach creates tensions and confusion, compromising the effectiveness EM delivery.</li> <li>The current reform process, if it can achieve role clarity, will go some way to mitigate this.</li> </ul>
<b>Economic</b>	
<ul style="list-style-type: none"> <li>Lack of investment in the things that drive EM system demand (risk reduction) and the capability and capacity of the wider System itself.</li> <li>Lack of consistency and understanding of what is equitable for regions and communities.</li> </ul>	<ul style="list-style-type: none"> <li>Under-investment in risk reduction is likely to require a bigger response and recovery capability.</li> <li>Clear roles and responsibilities in risk reduction need to be identified and measured.</li> <li>That said, more investment is also required to upgrade the rest of the EM System to meet the needs of future events (readiness, response and recovery).</li> <li>If the investment is insufficient, the System will quickly be overwhelmed.</li> </ul>



<ul style="list-style-type: none"> <li>• We have inherited engineered systems (e.g. for stormwater and wastewater) which are not capable of handling the conditions they are experiencing (i.e. they regularly exceed their design standards).</li> <li>• Work in other related areas (e.g. investment in future water infrastructure) is likely to have an impact on what we do.</li> </ul>	<ul style="list-style-type: none"> <li>• These are issues that EM alone cannot resolve (ambulance at bottom of cliff!).</li> <li>• We need to consider the wider regulatory system – Resource Management Act, Building Act, available funding and resourcing etc. – and ensure other parties are aware of the various hazards, risks and mitigations.</li> <li>• Careful consideration also needs to be given to alignment between different pieces of legislation and policy to achieve required outcomes.</li> </ul>
<ul style="list-style-type: none"> <li>• Catastrophic hazards outside of the Wellington region: the current national definition of a catastrophic hazard limits it to those hazards that impede the ability of the country to govern.</li> <li>• For example, an Auckland Volcanic Field Eruption could necessitate the evacuation of over 1 million people for an indeterminate amount of time. The current definition of a catastrophic hazard is very Wellington-focussed and fails to take into account the supporting infrastructure and workforce based in Auckland. The ability to govern is only one part of the critical issues and stretch on NZ's ability to cope.</li> </ul>	<ul style="list-style-type: none"> <li>• Economic and social impacts required greater consideration.</li> <li>• Meaningful arrangements for catastrophic events not currently in place are a significant risk. Reliance on CDEM Groups to progress this work underestimates the resourcing and coordinated effort required to perform them, and does not reflect nature/scale of the all-of-government system response required.</li> <li>• There needs to be greater ownership of planning for catastrophic events at the national level.</li> </ul>
<ul style="list-style-type: none"> <li>• There is an ongoing, unresolved dialogue around rates versus tax, and the alignment of funding cycles and processes such as LTPs and Budget appropriations etc.</li> <li>• The current process does not incentivise EM sector work at regional/local levels.</li> <li>• There is a case for cost-effective regional EM system asset investment that will assist local responses.</li> </ul>	<ul style="list-style-type: none"> <li>• This uncertainty contributes to under-investment and inconsistent work priorities, producing variable responses in emergencies.</li> <li>• Seeing, planning, and funding the EM System from national through to community level as a single system, based on needs and how they vary against clear levels of service and a co-investment approach, would assist.</li> </ul>
<b>Social</b>	
<ul style="list-style-type: none"> <li>• Community expectations about EM System performance, focused on responsiveness and support in emergency events, is increasing but overall preparedness is declining.</li> <li>• Awareness of the hazards and risks that may be faced and what to do about them is generally low.</li> <li>• Health and Safety requirements in relation to volunteers and managing sector agency liability for them is complex and can be a barrier to volunteer participation.</li> <li>• Sector engagement with the private sector is generally low.</li> </ul>	<ul style="list-style-type: none"> <li>• Overall, public trust and confidence in the EM system is diminished. There is lack of understanding about the EM System and what it can deliver. This is exacerbated by uncertainty and variability in service levels. This can reduce cooperation and volunteer participation in emergency events (i.e. there can be mismatch between perceived (and required) community roles and EM Sector requirements that rely on the community as the 1<sup>st</sup> Tier of EM). Low awareness of hazards and risks compounds this. Defining and communicating greater clarity about hazards and risks faced, what can be expected of the EM Sector and System, how it safeguards volunteers, and what communities can and need to do to prepare, and stay safe and well, is required to address this. This is likely to take significant resources but is best and most efficiently done in a co-ordinated way.</li> </ul>



<ul style="list-style-type: none"> <li>• The community is becoming more diverse, contributing to variable awareness and expectations of the EM system.</li> <li>• More households have limited means to prepare for emergencies in advance.</li> </ul>	<ul style="list-style-type: none"> <li>• More communities may feel and be isolated from the EM Sector and System, be less prepared, feel and be more vulnerable and suffer more in emergencies. Better information to support improved understanding of the reach of EM and where gaps exist in awareness is required to mitigate this.</li> <li>• The financial cost of preparing for emergencies is outside the reach of many individuals and communities. Without investment, readiness is not achievable by many, and impacts can be more significant. Knowledge of what people can do to help themselves and their neighbours and communities, without incurring costs, will also help.</li> <li>• Greater diversity in the EM System personnel to more accurately reflect the makeup of the communities it serves, would also be beneficial to get higher levels of preparedness in different communities. A concerted effort should be made by the Sector and the wider EM System to achieve this.</li> </ul>
<ul style="list-style-type: none"> <li>• Despite the above, there are a growing number of partnerships between the EM Sector and Iwi/Māori and communities.</li> </ul>	<ul style="list-style-type: none"> <li>• Some communities are better placed because of this. However, this can cause a greater sense of disparity with others who do not have similar levels of connectivity.</li> <li>• Documenting such partnerships, how they were achieved, and sharing these successes will help develop such relationships elsewhere over time.</li> <li>• A process of allocating funding to Iwi and/or Marae, rather than a process of claim reimbursement, is needed.</li> </ul>
<b>Technological</b>	
<ul style="list-style-type: none"> <li>• There is a lack of investment in EM Sector and System solutions against common standards and interoperability requirements, supported by a national training and accreditation system. This is despite rapid technological change producing more potential tools that can assist.</li> </ul>	<ul style="list-style-type: none"> <li>• Unaligned investment occurs in ICT systems, readiness for response and recovery is hindered, a common operating picture (single source of truth is not provided, and poor decisions are made.</li> <li>• A common ICT Strategy will help mitigate this. This is most likely to be achieved through commercial off-the-shelf applications/solutions, the rollout of which is enabled by good training support.</li> </ul>
<ul style="list-style-type: none"> <li>• An integrated EM ICT system does not exist.</li> </ul>	<ul style="list-style-type: none"> <li>• Response in emergency events, transition to recovery, and recovery operations are all hindered by poor situational awareness, reducing community and responder wellbeing.</li> <li>• Service delivery is adversely impacted.</li> <li>• The ability to rapidly deploy surge capacity is adversely impacted by unfamiliarity with applications/solutions.</li> <li>• The confidence of staff and the community, and the level of coordination is diminished.</li> <li>• To mitigate these impacts, a ready to go national set of applications/solutions for the EM Sector to use against clear standards, which are 'plumbed' (i.e. have required interoperability) with the wider EM System, are required.</li> </ul>



Legal	
<ul style="list-style-type: none"> <li>Legislation is unclear about the legal status and hence powers/liabilities of players in the EM System at local and regional levels. While the CDEM Act has seldom been challenged in law, the number and severity of events may bring about increasing numbers of legal challenges.</li> </ul>	<ul style="list-style-type: none"> <li>Uncertainties contribute to hesitancy and a reluctance to assume key statutory appointments (e.g. Controller and Recovery Manager).</li> <li>To mitigate this, legal certainty needs to be identified for defined roles and responsibilities in the new legislation.</li> <li>The new EM Act must be clear, unambiguous, and enabling/supportive – setting a framework for the EM system where form, function, resourcing, expectations, and governance all align.</li> </ul>
<ul style="list-style-type: none"> <li>There is a lack of clarity and accompanying standards for EM service delivery to guide resourcing of implementation through the EM legislation and related statutory documents.</li> </ul>	<ul style="list-style-type: none"> <li>Inconsistent and under resourced implementation creates expectation and performance gaps.</li> <li>A greater level of prescription in/through the new legislation, matched by sector investment, is required to offset this.</li> </ul>
<ul style="list-style-type: none"> <li>Legislation that affects local government, such as was the case for the 2023 EM Bill, was not accompanied by an assessment of consequences for and provision for investment by local government.</li> <li>Overall funding implications were specifically ruled out and the Regulatory Impact Assessment only addressed Central Government.</li> </ul>	<ul style="list-style-type: none"> <li>As was recommended by the Future for Local Government Panel in its Inquiry report, the Regulatory Impact Assessment accompanying new legislation should include local government and any financial impacts arising be accounted for.</li> </ul>
<ul style="list-style-type: none"> <li>The current Health and Safety at Work (H&amp;SW) legislation has been used to challenge people responding to emergencies and may not be fit for purpose.</li> <li>There is low confidence amongst some community members that they won't be charged under the H&amp;SW legislation if 'something goes wrong' when they support their communities.</li> <li>There is a balance between protecting the worker, and supporting an emergency response, that is sometimes only seen in retrospect.</li> </ul>	<ul style="list-style-type: none"> <li>Legislation should be empowering and protective of Controllers, Recovery Managers, Group Managers and others making difficult decisions in dynamic environments.</li> <li>Attracting people, when resources are insufficient or diminished, means people are less inclined to step into emergency response work if legislation doesn't support them.</li> <li>The potential emphasis on greater involvement of the community in EM raise the stakes in terms of H&amp;SW legislation – resolution of these will be critical to ensure that the desired effects are achieved and perverse outcomes are avoided.</li> </ul>
<ul style="list-style-type: none"> <li>Strategic direction for EM and its implementation is based on a National Disaster Risk Strategy, the CDEM National Plan and enabling EM legislation (the EM 'Trifecta'). At present, these documents are all at varying levels of currency/development. Accompanying regulations (as envisaged by the 2023 EM Bill) do not exist.</li> </ul>	<ul style="list-style-type: none"> <li>There is a current lack of clarity about how these three elements will work together going forward.</li> <li>The required transformation change makes EM delivery, in the meantime, vulnerable.</li> <li>This lack of clarity is likely to pose a higher level of risk of underperformance in significant events.</li> <li>Making rapid progress on all three elements in a coordinated way would assist this.</li> </ul>



Environmental	
<ul style="list-style-type: none"> <li>Understanding of hazards and risks across the country is variable.</li> <li>How this knowledge is injected into the EM system through hazards analysis also varies widely.</li> </ul>	<ul style="list-style-type: none"> <li>'Sizing' the EM sector (what level of capability we need) is likely to be challenging and variable in the absence of consistent, agreed standards and methodologies.</li> <li>Developing consistent approaches to hazard analysis nationally, and the implementation of consistent hazards management methodologies, will help.</li> <li>This will aid better informed and aligned decision-making and reduce hazard risk.</li> </ul>
<ul style="list-style-type: none"> <li>Exacerbated by climate change, more frequent and severe weather events are testing the EM System.</li> <li>How increasing numbers of climate change adaptation strategies and programmes inter-relate with this, are unclear.</li> </ul>	<ul style="list-style-type: none"> <li>Although communities have been found to be at greater risk from severe weather events, investment levels have not matched this increased understanding of the level of risk.</li> <li>Often, EM and climate change work programmes operate in parallel and there is a lack of an integrated framework.</li> <li>This increased risk from climate change needs to be acknowledged and provided for across the EM Sector and the System.</li> </ul>



#### 4.0 What Does a Fit-for-Purpose Emergency System Look Like?

In the workshop consideration was given to what might be the guiding principles for, and attributes of, a fit-for-purpose EM system given the observations and assumptions about the current state. This thinking provided the Sector and System context for the SIG responses to the Inquiry recommendations in Section 5.0 below.

On completion of the detailed responses, SIG members were asked to identify from their own list of priorities, the top three most important elements. The consolidated findings from this request are listed below:

Fit-for-purpose EM System - Top three priorities for GMs combined	
Priority	Score
Funding investment in system capability and capacity; Building capability and capacity; Equitable funding; Fit for purpose funding; Funding of equitable outcomes; Sector investment to achieve minimum standards	14
Roles and responsibilities - clarity, definition, legislation	10
Unified system ('single system'); Consistent coordinated system; Sector alignment	3
Iwi as an integral partner; Unified system of Treaty partnering rather than separate systems	2
Consistent levels of service across regions and levels; Consistent risk-based approach	2
Strengthened leadership; Clear leadership position and procedures	2
System assurance	2
National COP for incident management	1
<b>12 Responses</b>	<b>36</b>

What these findings showed was that there was clear consensus among the GMs that appropriate system funding and clear roles and responsibilities (including legislation) were the most important aspects to deliver required transformation change.



Guiding Principles/Attributes of a Fit-for-Purpose EM System	Underlying/Current State Assumptions/Observations
<b>Scope and Responsibilities</b>	
<ul style="list-style-type: none"> <li>A whole of society approach is taken for effective emergency management with people and communities being put at the centre in system design. Community participation, to a degree greater than at present, is underpinned by legal clarity and protections against risk/liability.</li> <li>The terms 'Civil Defence' (if continued) and 'Emergency Management' are clearly understood across communities, and the expectations of them and EM professionals are clearly stated. Community understanding of risk, and engagement in the process for readiness, is high and widespread among diverse communities.</li> <li>An all hazards, all risks System that embraces the requirements of the 4Rs. The role of the EM sector and other agencies in the System in each of the 4Rs is clarified and resourcing matched to it.</li> <li>A virtual single EM Sector across existing/modified structures is in evidence, with processes that enable delivery of unified outcomes. This represents best return on co-investment through common enabling technology systems, unified national training and accreditation pathways, and minimum levels of EM service delivery based on adequate resourcing/funding for clarified roles and responsibilities.</li> <li>Virtual single system culture is championed, and aligned governance and delivery leadership is in evidence at all levels, based on the greater clarity in system design and matching resourcing. Changes in governance through political cycles are not disruptive of Sector development.</li> <li>The reputation of the EM Sector is positive and enhanced by the initiative taken in light of the many recent reviews.</li> </ul>	<ul style="list-style-type: none"> <li>The community has considerable capability and capacity which has not yet been recognised, facilitated or embraced, including during emergency events when it can appear in more spontaneous ways. This capability needs to be included in all EM system planning and delivery but can be hampered by legal liability issues. Greater clarity / resolution of H&amp;SW legislation obligations and resolution of community/professionalisation duality will help minimise this.</li> <li>'CDEM' is frequently misunderstood as to what risks are faced, what support is expected and who is accountable for what. Community awareness levels are low and preparedness is declining. Any increase in expectations of increased community participation needs to be communicated to the community and have sufficient resource allocated to it to allow for training, implementation and understanding at all levels.</li> <li>While the need for change has been identified previously (eg through the 2017 TAG Review), and changes have been proposed to legislation, there has not been a willingness to invest in the system to bring about the required improvement in performance.</li> <li>Variable capacity, capability and competencies are a feature of existing arrangements that are often divergent rather than convergent. Although there are requirements imposed upon local authorities in relation to EM functions, they are broadly stated and a permissive approach is taken to administration of the Act so levels of service vary widely. This is not assisted by undefined levels of EM service delivery and funding approaches that do not account for variations in risk exposure and funding capacities across regions.</li> <li>Current pressure points between governance and EM professional leadership at regional/local levels and between regional/local level and the national level are exacerbated by a lack of clarity of roles and responsibilities, and highly contested resourcing against ill-defined standards for delivery.</li> <li>Public trust and confidence in the EM System has been adversely affected by the many recent reviews identifying a wide range of shortcomings.</li> </ul>



<ul style="list-style-type: none"> <li>• An inclusive approach is taken across the EM Sector recognising the increasing diversity of communities, various language proficiencies, cultural practices, financial circumstances, and variations in hazard and risk profiles. This approach helps build trust and confidence in the EM Sector and wider System.</li> <li>• Partnership arrangements with Iwi/Māori that build on and extend existing arrangements and make more consistent participation are in evidence. Iwi /Māori have the trust, capacity, capability and desire to participate in the EM System.</li> </ul>	<ul style="list-style-type: none"> <li>• Currently, EM Sector reach into Culturally and Linguistically Diverse (CALD) communities is variable and constrained by resourcing.</li> <li>• There are many examples of good Iwi/Māori participation in decision-making and delivery of EM, but they are variable and not clearly mandated. A number of initiatives, as alternatives to participation in the official EM System, are currently underway.</li> </ul>
<b>Structure</b>	
<ul style="list-style-type: none"> <li>• Two options for an enhanced sector structure have been identified:             <ul style="list-style-type: none"> <li>◦ <b>Option A:</b> 17 entities aligned and guided by well-defined legislation, that clearly articulates/mandates standards and roles &amp; responsibilities. A hybrid (central and local government cost share) funding model exists.</li> <li>◦ <b>Option B:</b> All CDEM professional staff are employed by a single agency and are embedded at every level of the Sector.</li> </ul> </li> <li>• Response and Recovery structures are scalable to meet the needs of the emergency event and its consequences. Scalable recovery structures and systematized mandating provisions are a feature of a revised System design, with enabling legislation to implement it.</li> <li>• To meet the needs of impacted communities, responses are community focussed and locally delivered.</li> <li>• A suitably resourced structure that isn't always dependant on surge/out-of-region resourcing, where surge resourcing from afar is engaged and more structured rather than being dependant on voluntary collaboration that may not always be available.</li> </ul>	<ul style="list-style-type: none"> <li>• The Status Quo is characterised by a high degree of variability in arrangements and resourcing that does not deliver consistent standards of EM service across NZ. Change is required at the Sector and System level.</li> <li>• The Group EM Office does not appear on most representations of CDEM structures, yet is pivotal to the effective functioning of CDEM Group governance, as well as in the coordination of larger event response and recovery.</li> <li>• Recent history shows the need for bespoke recovery structures and legislative overrides, implemented at short notice, in order to govern and lead recovery. This should be designed out/not be needed by developing these aspects in new legislation in peace time, so as to avoid the risk of adverse consequences when developing policy/arrangements on the fly.</li> <li>• While community and local resources are significant, insufficient resources are likely to be available at the community and local level to be able to respond to and recover from all emergency events. Surge support and resources from outside (regional, national and international level) will be required at times. When this happens, all efforts must remain community focussed and locally delivered.</li> </ul>



<ul style="list-style-type: none"> <li>The many important system partners and stakeholder agencies are valued as part of the EM System. They are directly accountable for their EM role and responsibilities to defined standards/levels of service.</li> <li>The EM System is activated by a contemporary National EM Plan that applies new EM legislation in a way that all System players have clearly defined roles and responsibilities and can be held to account.</li> </ul>	<ul style="list-style-type: none"> <li>There are many 'system players' called upon for EM purposes. Many of those contribute willingly and well. However, the lack of agreed levels of service generates uncertainty. It also means there is no guaranteed level of service.</li> <li>Currently, it is too easy for agencies at all levels to interpret the National Plan as they see fit.</li> </ul>
<b>Resourcing</b>	
<ul style="list-style-type: none"> <li>Fast developing, complex and large-scale events require EM professionals to lead and coordinate response and recovery at all levels. Professionalising the EM Sector (a consistent theme since the TAG Review in 2017 and a challenge since the implementation of the 2002 CDEM Act) is addressed.</li> <li>To be professional, EM staff know what good looks like (required standards), how to do it effectively (training) with the required tools, systems and processes. They are able to surge into other areas and be able to use familiar tools, systems, and processes; and do so safely with minimum risk from a H&amp;SW perspective.</li> <li>Resourcing enhancements are made based on agreed co-investment formulae for achieving a virtual single Sector with the attributes identified above, in accordance with clarified roles and responsibilities.</li> <li>Regional response facilities, where they do not currently exist, are established to IL4 standards as multi-functional facilities with capacity to accommodate emergency services and surge requirements as may reasonably be envisaged. There are agreed co-investment arrangements and programmes to complete this work.</li> <li>An aligned, capable workforce is developed and sustained through an agreed Sector Workforce Strategy with professional standards, consistent induction, professional development programmes and accreditation assisting recruitment and retention. Inclusiveness of diverse workforce backgrounds is a conscious element of that Strategy.</li> </ul>	<ul style="list-style-type: none"> <li>Government and societal expectations are that emergency responses and recoveries will be managed by professional staff who know what they are doing, are trained, and equipped to the required level, and are able to respond in a timely and effective manner. 'Emergency Management Professional' does not currently appear in a formal job classification system.</li> <li>The Inquiry findings showed the capacity and enabling technology support settings for this at present can be quickly overwhelmed or are not fit-for-purpose.</li> <li>Regional, national, and international resources will also need to be brought in at different points to help communities and local authorities manage larger scale emergency events.</li> <li>Investment in business as usual use either non-existent, piecemeal, or spasmodic and not part of a programme investment approach.</li> <li>There is a lot of variation in the availability and standards to which emergency coordination centres at regional level to support Groups and partner agencies are provided. This hinders responding organisations alignment and effective response.</li> <li>At present there are a range of training options and programmes and a lack of agreed pathways to accredited roles, especially in relation to recovery (although some work is in progress in these areas). Staff turnover is increased through these shortcomings and volunteer participation is hindered.</li> </ul>



<ul style="list-style-type: none"> <li>There is recognition of the high stress nature of EM work in response and staff wellbeing and that of other players in emergency events is acknowledged and enabled. This is especially considered in the context of repeated exposure to these situations as adverse events become more frequent and severe.</li> </ul>	<ul style="list-style-type: none"> <li>At present this can be variable, so staff preparedness to participate is diminished. This includes staff within Councils, called upon to activate beyond ordinary roles in emergencies.</li> </ul>
<b>Enabling Technology</b>	
<ul style="list-style-type: none"> <li>Information sharing and coordination solution(s) are standardised nationally. There are improved, connected information and intelligence collection, collation, analysis and dissemination solutions widely available and in use. This enables situational awareness, faster, across all levels and supports better decision-making.</li> <li>Standardised solution(s) enable more efficient sharing of information and building of a COP. Surge staff from out of region are familiar with the applications used locally, through a national incident management solution for response and case/project/programme management solution for recovery.</li> <li>A lessons learnt methodology and information management solution that documents, tracks and enables the sharing of the findings and corrective actions for all System-related reviews is available and used, consistent with the EM System being a learning system and the Sector being a community of practice.</li> <li>There is an explicit 'research and development' (R&amp;D) component to the EM Sector with a coordinated work programme and funding which, while focused on enabling technology, reaches internationally as well into best practices in all facets of EM.</li> </ul>	<ul style="list-style-type: none"> <li>The variability of applications/solutions in use across the EM Sector and System that are not interoperable/integrated hampers the achievement of a common operating picture (COP), effective decision-making with the limited resources that are available, and effective transition from response into recovery phases.</li> <li>Islands of information exist that do not inform good decision-making, especially in high impact/consequence situations.</li> <li>There are many 'reviews' done locally and more widely, but they vary widely in approach, follow-up, and ability to share findings in a systematic way.</li> <li>EM related R&amp;D across the Sector, be it in technology or best practice, is ad hoc and piecemeal in approach. It does not align to any explicit strategy or identified priorities.</li> </ul>
<b>Timeframe for Change</b>	
<ul style="list-style-type: none"> <li>Many of the solutions to identified System shortcomings have been known for some time. Once a revised System design has been agreed, a roadmap for phased changes is identified quickly, beginning with some urgency in the short term, and progress made on 'quick wins'.</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing delays in decision-making, investment and delivery is damaging Sector morale and public trust and confidence.</li> </ul>



Professional and Expert Advice	
<ul style="list-style-type: none"> <li>Professional and expert advice is the basis for decisions in response to the Inquiry recommendations and the designing of a new EM System. Advice is sought and provided in a spirit of collaboration and co-design, based on trust and discretion at formative stages.</li> <li>There is a consistent national approach in widespread use for hazard identification, analysis, and risk assessment. Councils are resourced to undertake this work at regional level within a national framework and duplication of effort is avoided. Better engagement occurs with the science sector.</li> </ul>	<ul style="list-style-type: none"> <li>On various occasions there has been a reluctance to seek advice from relevant parts of the EM System, including those who have direct accountabilities for emergency management under the CDEM Act.</li> <li>Some standardisation of approach is underway, but practice, Council resourcing, and underlying information/data sets vary widely. Capacities and approaches by administering authorities to engage science staff vary widely.</li> </ul>
System Assurance	
<ul style="list-style-type: none"> <li>There is an agreed assurance design, process and resourcing to implement it effectively and resolve deficiencies, which provides confidence to governance and communities that a fit-for-purpose EM System is either being developed or in place and fully functioning.</li> <li>Consistent assessment and measurement methodologies are available and applied that enable gaps and investment priorities to be identified on a comparable basis. An agreed system for performance measurement against SMART objectives is available and in use.</li> <li>A common maturity scale for each part of the EM System is consistently applied, along with what needs to be done to invest, improve and progress.</li> <li>Assurance includes standards for pre-event/disaster planning and preparedness, based on assessment of credible event scenarios and relevant response and recovery capacities and arrangements, including relevant relationships that are established prior to and in anticipation of activation when required.</li> <li>A methodology for consistently assessing/measuring community resilience is available and widely used. Understanding of community resilience, its determinants and relationship with the 4Rs is enhanced.</li> <li>Community and governance expectation-setting, understanding of EM capacities and overall awareness and involvement is greatly enhanced.</li> </ul>	<ul style="list-style-type: none"> <li>Current assurance arrangements are ill-defined or non-existent. Roles and responsibilities are confused and resourcing variable and not guaranteed.</li> <li>Pre-event planning practice varies widely and resourcing levels are not well linked to credible event scenarios. If surge capacity is required, it is not clear how it will be secured.</li> <li>The term 'community resilience' is widely used but its determinants and measurement are not well understood. Systematic assessment of it across communities is limited.</li> <li>System assurance arrangements do not currently inform community expectations and do not typically involve the community, except in relation to sector performance assessments in the midst of or after emergencies. Often the approach taken is ad hoc and anecdotal.</li> </ul>



<ul style="list-style-type: none"> <li>System assurance is enhanced by an increased programme of regular testing through exercises and simulations that engage all players.</li> </ul>	<ul style="list-style-type: none"> <li>Exercises occur but they are often difficult to justify the time and effort required relative to other work priorities.</li> </ul>
<b>Risk Reduction and Climate Change Adaptation</b>	
<ul style="list-style-type: none"> <li>The overall leadership and coordination of risk reduction lies outside of the EM Sector but is part of the wider EM System, and the mechanisms for risk reduction decision-making and the outcomes they deliver are informed by EM Sector knowledge and thought leadership.</li> <li>The Sendai Framework for Disaster Risk Reduction is adhered to and effectively implemented.</li> <li>Risk reduction embraces the climate change exacerbation of known risks and an integrated approach at all levels is mandated and can be seen.</li> </ul>	<ul style="list-style-type: none"> <li>The EM Sector at all levels has few specific levers to pull in risk reduction. It is largely confined to exerting influence where it can in elected official training, recovery and 'peacetime' planning, asset management and community development decisions.</li> <li>More emphasis is required on reduction, rather than reliance on insurance and recovery to provide a 'fix' after the fact. If things remain as they are now, future events will increasingly challenge the System.</li> <li>The risk profile of different parts of the country is not the same. There is no 'one size fits all' solution to the risk reduction actions and activities that CDEM Groups require. Local variations in hazards, as well as across communities, requires local knowledge. CDEM Groups need to retain some discretion in how national priorities and activities are carried out. This is not to say we should not be striving for consistency in tools and resources, but that allowing the delivery of activities to be tailored to meet the needs of individual communities should be possible.</li> <li>New Zealand has agreed to implement the Sendai Framework for Disaster Risk Reduction. The NDRS uses this global agreement as its basis. Any new EM system should also be based in the principles of Sendai which looks at disaster risk reduction holistically, from 1) Understanding risk 2) Reducing risk 3) Mitigating residual risk and 4) Supporting recovery.</li> <li>National and local climate change adaptation programmes and investments have an impact on risk reduction, but they are not well integrated with/informed by EM.</li> </ul>

## 5.0 NISWE Inquiry Recommendations: CDEM SIG Response

On the basis of the information discussed in Sections 2.0 to 4.0 above, the SIG arrived at the following responses to the Inquiry recommendations:

5.1 Emergency management system design and structure	
Recommendation 1: Put people and their communities at the heart of an integrated emergency management system	
Statement	Response
A. Legislate for and invest in an inclusive, community-led emergency management model that explicitly recognises the knowledge and capability of iwi Māori, businesses, and local communities in emergency management.	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>We think this is better framed as a 5-tier 'community focused, locally delivered' EM model that engages to a greater degree the knowledge and capability of communities, iwi/Māori and the private sector as the 1<sup>st</sup> Tier, and recognises international assistance as the 5<sup>th</sup> Tier.</li> <li>A range of issues follow from this as to how this is equitably resourced across NZ, in a way that recognises needs and capacities, but provides an underpinning consistent level of service to all.</li> </ul>
B. Utilise existing community-based emergency management structures and systems, such as those built through the COVID-19 response, to ensure community participation in planning and response	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>There are many community-based EM initiatives that can be drawn on to achieve 1A above.</li> <li>While a number of good EM practices came out of COVID-19, we urge caution about using it as the basis for a future EM model.</li> <li>Since it was a national pandemic emergency, it had a significant top-down component, which is at odds with the recommended bottom-up approach.</li> <li>Iwi/Māori stepped forward, while others stepped back.</li> <li>We also note that Regional Leadership Groups (RLGs) created a parallel response structure that bypassed established and available EM coordination mechanisms (CEG and Joint Committees).</li> <li>There is also still a need to address ongoing privacy / information sharing issues that hampered the COVID-19 response.</li> </ul>
C. Build networks of trained and accredited local community leaders and volunteers, which extends beyond the currently recognised volunteer groups.	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>We support the proposed community empowerment approach, and the need to recognise the contribution of existing volunteer groups.</li> <li>We also note the potential resource constraints on expanding the existing pool of volunteers and emergent leaders from reaching further into the community.</li> </ul>



	<ul style="list-style-type: none"> <li>We have concern about sustaining any enlarged volunteer capacity given the inevitable 'volunteer churn' and the training requirement to do so. How this to be funded and how performance levels are to be maintained over time remain challenging.</li> <li>It may be that others who have existing capabilities in this area can be engaged in undertaking this volunteer training lead/coordination role, e.g. the Red Cross, who have significant volunteer training expertise.</li> </ul>
D. Develop and invest in a comprehensive and ongoing education and public awareness programme to ensure people have a common understanding of how to prepare for (readiness planning) and what to do in an emergency.	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>We think this should be re-framed as 'further develop' an education and public awareness campaign to recognise and build on what already exists and make it more consistent nationwide.</li> <li>This can be modelled off of best practice approaches from the experiences of others to date and, once an overall approach is identified, it is progressed through a continuous improvement approach.</li> </ul>

**Recommendation 2: Utilise the value of the wider government ecosystem**

A. Expand the New Zealand Defence Force's role to make better use of specialist skills (such as logistics and air coordination) during a significant civil defence emergency.	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>We support making best use of skilled resources within a framework that has clear roles and responsibilities.</li> <li>However, NZDF capacity varies a lot across the country, and it has to function within the context of its own legislation, resource constraints and deliverables.</li> <li>This means that expectations need to be carefully managed, including whether the NZDF can perform civilian air coordination.</li> <li>Roles and responsibilities for air coordination is a particular piece of work that is yet to be resolved and one that could/should be expedited.</li> </ul>
B. Note the Inquiry endorses the Weather Forecasting System Review to (among other matters) identify changes in access to weather data.	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>We support any review of the current weather forecasting system to improve access to weather data.</li> <li>We also think consideration should be given to adopting agreed EM system terminology/descriptors and develop corresponding scenarios (e.g. Most Likely/Most Dangerous as per CIMS 3.0<sup>22</sup>).</li> </ul>
C. Require that timely and enhanced weather and hydrological forecasting is provided to and used by all councils and government agencies.	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>This follows from Recommendation 2B above. We think this would benefit from CDEM SIG engagement on how this is framed and deployed to best assist EM readiness and response at local</li> </ul>

<sup>22</sup> <https://www.civildefence.govt.nz/assets/Uploads/documents/cims/CIMS-3rd-edition-FINAL-Aug-2019.pdf>, p.43.

	<p>and regional levels and address the variable access / differing levels of service across regions/Groups.</p> <ul style="list-style-type: none"> <li>The need to recognise and address the variable capability and capacity across Councils to interpret forecasting information regionally, in an emergency management relevant context is also noted.</li> <li>The benefit of a collaborative approach between Te Uru Kahika SIGs for Emergency Management and River Management to assist with furthering this recommendation has been identified and is being acted upon.</li> </ul>
D. Note the Inquiry endorses the work of the Department of the Prime Minister and Cabinet (DPMC) to lift the resilience of New Zealand's critical infrastructure.	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>A key desired outcome of this work is clarity of roles and responsibilities.</li> </ul>
<b>Recommendation 3: Optimise the effort of iwi Māori to benefit all people in an emergency</b>	
A. Note the Inquiry endorses the 2017 Ministerial Review into Better Responses to Natural Disasters and Other Emergencies recommendations:	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>This matter was discussed in the development of the 2023 EM Bill and most of the proposals that were made, made it through to the select committee stage. However, we do think there is a need to ask/agree with iwi/Māori how they want to engage with the wider EM System. It is not clear that this happened to the required degree through the development of the 2023 EM Bill. The Bill content was quite prescriptive.</li> <li>Ultimately, we think that formal representation at the Group level needs to be decided by mana whenua.</li> <li>We are aware that, in the absence of clarity and progress on the integration of iwi/Māori in EM, some parties have proposed parallel approaches alongside the 'formal' EM system.</li> <li>If mana whenua are pro-actively contacted and able to identify how they would like to engage at the Group level, we think the potential for parallel systems is likely to be reduced.</li> </ul>
I. "Recognise the capability that iwi bring to emergency management;	
II. Legislate to enable iwi to participate in planning for and responding to a natural disaster or other emergency, and to bring more clarity to their role:	
<ul style="list-style-type: none"> <li>Appropriate iwi representatives to be part of the Groups Coordinating Executive Group;</li> <li>Appropriate iwi representatives to be included on the Group Joint Committee".</li> </ul>	
B. Empower iwi Māori who have the capacity, capability, and desire to contribute to emergency management.	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>While we support the recommendation and note the desire by iwi/Māori to engage with and contribute to EM, particularly in response, we do note the practical limitations on iwi/Māori capacity/capability to do so.</li> </ul>



<b>Recommendation 4: Invest in a refocused National Emergency Management Agency</b>	
A. Legislate for and invest in the National Emergency Management Agency's (NEMA) primary function and purpose to hold system leadership for emergency readiness and response. In making these changes:	While we <b>Agree</b> with this recommendation, we think investment should be made in the wider Sector and System, not just the national EM Sector lead agency.
I. responsibility for leadership and coordination of critical infrastructure remains with NEMA for readiness and response only	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>While there are other agencies more invested in infrastructure for the other 2Rs (Reduction and Recovery), support for this recommendation is qualified by the need to see this within the context of the overall System framework, and the roles and responsibilities at all levels of the System.</li> <li>We also see the need to be clear about Agency leads for specific hazards and consequences, and System leads for activities and outcomes.</li> </ul>
II. leadership for reduction and recovery to be referred to DPMC to request that the Hazard Risk Board considers which agency should hold functional leadership responsibility, and to ensure there is a single point of contact for critical infrastructure entities on reduction	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>While there is benefit in the functional leadership of reduction and recovery being (re) considered/clarified at the national level, clarity at all levels of the System is required as many Critical Infrastructure Entities (CIEs) operate at regional and local levels.</li> <li>Leadership roles in the EM System need to be accompanied by commensurate funding and resourcing.</li> <li>We also think consideration should be given to the 'place' in the System for leadership of pre-disaster recovery planning and post-disaster recovery operations.</li> </ul>
III. leadership for welfare coordination should sit with the Ministry of Social Development and NEMA's welfare responsibilities be clarified, and	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>While we are supportive of the idea of leadership for welfare coordination sitting with the Ministry of Social Development, this is on the understanding that they have the motivation and ability to do so.</li> <li>To ensure responsiveness, there is a need for an assurance process to ensure that MSD is 'ready to go' when activated at all levels.</li> <li>Clarity is required around the role of NEMA and CDEM Groups, particularly around the subject of emergency relief – is this to be provided by CDEM or MSD?</li> <li>We also think that the term 'Welfare' needs to be revisited. It has stigma attached to it and is disengaging for many.</li> </ul>
IV. leadership for natural hazards and support for other emergencies remains with NEMA.	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>Yes, at the national level, but clarity of leadership and support responsibilities of Groups and territorial authorities (i.e. across the overall EM Sector) is required.</li> <li>Also, clarity is required on whether this applies to 2, or all 4Rs.</li> </ul>

<b>B. Strengthen monitoring and assurance of the system:</b>	
I. provide NEMA with the necessary authority and powers to set standards and fulfil its assurance functions	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>• Yes to standard setting; NEMA has that function across the scope of the National CDEM Plan, (and the Director of CDEM specifically under S.9 of the Act).</li> <li>• The roles and responsibilities in relation to Sector and System assurance, between NEMA and DPMC however, require further consideration and clarification.</li> <li>• We envisage NEMA's assurance role being exercised on behalf of DPMC, and it being specifically resourced to perform it (as per 4Bii below).</li> </ul>
II. invest in NEMA's monitoring and assurance function to ensure roles, responsibilities, and functions at all levels of the system are performed, and	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>• While we are supportive of the recommendation, we note that NEMA is part of the Sector and wider system being assured. This being the case, we think DPMC or some other entity should be monitoring and reporting on the performance of NEMA.</li> </ul>
III. require that organisations with responsibilities under emergency management legislation have effective business continuity plans and assets in place, and report to NEMA annually for review	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>• Yes to annual reporting on Business Continuity Plans and relevant assets, noting that all local authorities would qualify for inclusion and this would provide a mechanism to monitor local authority compliance with S.64(2) of the CDEM Act - the duties of local authorities in emergencies.</li> <li>• However, some consideration needs to be given to the reporting line given the comments in 4Bi above about someone needing to assure NEMA's level of compliance too. Regardless of which approach is adopted, these assurance mechanisms need to be appropriately resourced.</li> </ul>
<b>5.2 Leadership, roles, and responsibilities</b>	
<b>Recommendation 5: Clarify roles in emergency management</b>	
A. Explicitly clarify the roles of central, regional, and local levels of government in a national state of emergency.	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>• Yes, but not just in a state of national emergency. We think there needs to be more role and responsibility clarity at all levels in both declared and undeclared emergency events.</li> </ul>
B. Clarify and strengthen, in legislation, the governance role of mayors and chairs during an emergency.	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>• We think more information is required on this. While we are supportive of more role clarity, we are unsure what the term 'strengthen' means for individual Mayors in the context of Joint Committee collective roles and responsibilities, and think it needs more definition.</li> </ul>



C. To strengthen regional and local council governance accountability for readiness and leading response, require that:	
I. the chair of the Civil Defence Emergency Management Group is the chair of the regional council, or the mayor in the case of a unitary council (noting that a chair or mayor can delegate within the regional or unitary council)	<b>Majority Disagreement</b> <ul style="list-style-type: none"> <li>While we do believe that all members of the Joint Committee should be Chairs or Mayors (and their position should not be able to be delegated to councillors), we think this level of prescription risks placing the wrong person from around the Joint Committee table in the role. The best person for the role should have the appointment.</li> </ul>
II. regional and local authority chief executives become the primary controller and can delegate to suitably qualified individuals, while retaining overall accountability, and	<b>Majority Disagreement</b> <ul style="list-style-type: none"> <li>While we understand the desire for greater accountability, a CE is unlikely to have the required EM training background to do this and has Council's Business Continuity Plan to run concurrently in emergencies in order to sustain their organisational capacity to deliver the EM response.</li> <li>To achieve higher levels of accountability, we think there is merit in Primary Controller appointments within Council being drawn from no lower than Tier 2, where possible.</li> </ul>
III. controllers acting under delegation are employed by, or seconded to, the council, and accountable to the council through the chief executive.	<b>Divided Views</b> <ul style="list-style-type: none"> <li>Views were evenly divided on this subject. Controllers are appointed by Joint Committees and exercise role accountabilities under the CDEM 2002 Act. They are not appointed by the Chief Executive.</li> </ul>

**Recommendation 6: Increase capability and capacity in civil defence emergency management across New Zealand**

A. Increase command and control capability in emergency management governance, leadership, and controller roles.	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>We think there is an important distinction between governance/oversight and operational roles. As a result, we think this recommendation should be reframed at Council governance/CE leadership level as 'increase understanding of command and control, which is operationally exercised through the Controller role, and its relationship with CEG/Joint Committee and respective Chairs.'</li> <li>That said, we think building overall capability in emergency management governance, leadership, and controller roles to achieve more effective 'command and control' in practice is required.</li> <li>There is also a need for standards and a national accreditation system for the Controller role. This would help clarify and develop what is expected from Controllers: to direct responses, not just project manage them.</li> <li>Nowhere is the function and expectations of Group EM Offices clearly identified, or the role of Group Managers as lead EM professionals recognised or mandated. GMs are the principal advisors to Joint Committees and CEGs. There are benefits to be gained from making such</li> </ul>
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	expectations clear to encourage recruitment and the development of a professional career pathway in the EM sector.
B. Implement a national programme for emergency management capability-building across New Zealand.	<b>Agree</b> <ul style="list-style-type: none"> <li>This should align with defined roles and training/development pathways to deliver a full capability to perform (i.e. a process to achieve accreditation, not just 'more courses').</li> <li>Development of the programme with Sector involvement will ensure suitability and relevance.</li> </ul>
C. Build a larger pool of skilled and experienced controllers, hydrologists, and other specialists, who provide expert information and can be seconded across New Zealand.	<b>Agree</b> <ul style="list-style-type: none"> <li>However, we think this recommendation extends beyond the list of identified roles.</li> <li>We think it would benefit from a system of standards and accreditation that need not be onerous, and a deployment model to help the right skills be in the right places at the right time.</li> <li>There are also some legal liability issues that need to be clarified through the accreditation process.</li> </ul>
D. Establish at least three full-time Emergency Management Assistance Teams (EMAT), that can be deployed to emergencies or to build wider sector capability.	<b>Qualified Agreement (Majority)</b> <ul style="list-style-type: none"> <li>Agreement on this recommendation was based on there being a net increase in the country's overall surge capability, not a depletion of the current pool.</li> <li>The preferred approach is for full-time deployable teams to be established around the country which, in peacetime, are located with Groups and able to contribute to capability and capacity building across the sector.</li> <li>This should not be the only capability and capacity building initiative as part of a workforce development strategy.</li> <li>It may or may not be linked to some form of CDEM college or academy, which runs training when no emergencies are occurring.</li> <li>What is unclear is who would have overall responsibility for maintaining the EMAT capability.</li> </ul>

### 5.3 Management of the immediate response

#### Recommendation 7: Build fit-for-purpose National Crisis Management Centres

A. Move the National Crisis Management Centre to a new, improved, purpose-built facility.	<b>Agree</b> <ul style="list-style-type: none"> <li>While we think this needs to be done, we also think there is also a need to for multi-agency regional IL4 facilities to be built in each region where they don't currently exist, in order to provide system redundancy and strengthen national resilience.</li> </ul>
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B. Identify and invest in a back-up National Crisis Management Centre in a city other than Wellington, potentially using an existing purpose-built civil defence emergency management facility.	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>We acknowledge the need for back up NCMC. However, in a national emergency, we think an existing facility and staff in another region are unlikely to be available (i.e. they are likely to be in use regionally).</li> <li>Providing multiple IL4 facilities nationwide - see Recommendation 7A above - would provide multiple options for alternate NCMC locations around the country.</li> </ul>
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#### Recommendation 8: Improve real time situational awareness for authorities in emergency events

A. Legislate for and invest in a single common operating platform and picture for emergency management to be adopted by every council and NEMA.	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>We think investment should be made in a Common Operating Picture solution for the EM Sector and improve the 'plumbing' to ensure it can exchange information with the wider EM System. Over time it may progress to a single platform. However, this is unlikely to occur in the short to medium term.</li> <li>An ICT Strategy for the Sector, as part of a wider Strategy for the EM System, should be developed to ensure investment is made in the right technologies to ensure interoperability across the whole EM System going forward.</li> </ul>
B. Review the 111 system to ensure information relevant to the emergency is shared between New Zealand Police, Fire and Emergency New Zealand, and ambulance providers, and supports efficient tasking across emergency response services.	<p><b>Agree</b></p> <p>We think this is largely in place but think there needs to be work to 'improve the plumbing' (connectivity between systems) to ensure interoperability.</p>

#### Recommendation 9: Develop a comprehensive warning system for the public

A. Develop a comprehensive warning system that is flexible enough to cover all natural hazards and empowers the public to act, even when technology fails.	<p><b>Generally Agree</b></p> <ul style="list-style-type: none"> <li>We think this should be done using a Primary, Alternate, Contingency, Emergency (PACE) approach, which includes what happens when communications don't work.</li> <li>We think it should be built from what we currently have and take a multi-channel approach.</li> <li>However, the reality will be that at times there won't be warnings and communities need to know what to do when responding to such events.</li> </ul>
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#### Recommendation 10: Amend the three-day self-sufficiency guidance

A. Improve and promote guidance that people and communities need to be self-sufficient for at least seven days (or 14 days for isolated communities).	<p><b>Agree in Principle</b></p> <ul style="list-style-type: none"> <li>• While we agree with the recommendation in principle, we have concerns about achievability for those households/communities who are struggling financially.</li> <li>• To achieve this, we think practical guidance needs to be developed and socialised on how people can realistically achieve this.</li> <li>• In addition, contingency planning needs to be done to account for those who are unlikely to be able to meet the required guidance and will more than likely need welfare support in an emergency.</li> </ul>
<b>5.4 Supply of goods and services and the place of critical infrastructure</b>	
<b>Recommendation 11: Restore power and telecommunications early and improve electricity resilience</b>	
A. Ensure controllers prioritise early restoration of power and telecommunications as a key enabler of the coordination and delivery of emergency services.	<p><b>Qualified Agreement</b></p> <ul style="list-style-type: none"> <li>• We think this should be re-framed as 'Controllers needs to understand the importance of early restoration of power and telecommunications to aid response and recovery', recognising that there may be different priorities at different stages of the response.</li> <li>• This change also recognises that, ultimately, the responsibility for reinstating power and telecommunication rests with the relevant lifeline utilities/critical infrastructure entities, and there may be inter-dependencies between them (e.g. to fix the power, you may need to fix the road to gain access to the damaged pylons, etc.).</li> </ul>
B. Strengthen the Electricity (Hazards from Trees) Regulations 2003 to improve the resilience of the electricity network.	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>• We think achieving network resilience frequently involves more than just tree work though, e.g. lines across bridges, etc.</li> <li>•</li> </ul>
<b>Recommendation 12: Recognise a wider group of critical infrastructure entities</b>	
A. Formally recognise the following as necessary critical infrastructure sectors (in addition to current lifeline utilities): <ul style="list-style-type: none"> <li>I. supermarkets</li> <li>II. waste management</li> <li>III. stop bank and flood protection systems</li> <li>IV. rural water, and</li> <li>V. river management systems.</li> </ul>	<p><b>Agree</b></p> <ul style="list-style-type: none"> <li>• This grouping may also include dams and other entities.</li> <li>• Overall, we think an easy mechanism to add/recognise a critical infrastructure sector is required.</li> <li>• We also note that the current CDEM 2002 Act refers to 'Lifeline Utilities'. There has not yet been a transition to Critical Infrastructure Entities (CIEs) as envisaged by the EM Bill in 2023.</li> </ul>



5.5 Funding settings	
Recommendation 13: Prioritise strategic investment in reduction and readiness activities	
A. Increase the appropriation for the existing contestable fund that is administered by NEMA to support a significant uplift in community readiness and resilience across New Zealand	<b>Qualified Agreement</b> <ul style="list-style-type: none"> <li>We think there is a clear need for increased investment in community resilience (noting that resilience covers all 4Rs and readiness is one of these). However, we do not think increasing the appropriation of the existing contestable fund is the right way to go about doing this.</li> <li>The contestable fund exists to increase Sector capability rather than the resilience of individual communities.</li> <li>However, it does need to be substantially increased, in accordance with an agreed set of priorities.</li> </ul>
B. Note the Inquiry endorses recommendation 13b of the report by the Future for Local Government Review: I. "In order to prioritise and deliver on wellbeing, central government makes a greater investment in local government through... significant funding to support local priorities, place-based agreements, and devolution of roles."	<b>Agree</b> <ul style="list-style-type: none"> <li>We see the proposed hybrid or centralised approach to funding EM as ways of doing this.</li> </ul>
Recommendation 14: Update the policy settings, criteria, and process for funding and distributing response costs	
A. Move the administration of welfare related costs to the Ministry of Social Development as the proposed leader for welfare coordination and reassess welfare funding criteria to cover a broader definition of welfare.	<b>Agree</b> <ul style="list-style-type: none"> <li>Noting the content of our response in Recommendation 4Aiii above.</li> </ul>
B. Review the current reimbursement process for distribution of non-welfare related response and immediate readiness costs to allow funds to flow more freely (with appropriate oversight).	<b>Agree</b> <ul style="list-style-type: none"> <li>This has been an issue that has been identified for years.</li> </ul>
C. Allow the Director of Civil Defence Emergency Management to approve ex-gratia payments (subject to clear criteria) for those situations where individuals/groups incurred costs during an emergency.	<b>Agree in Principle</b> <ul style="list-style-type: none"> <li>We support these being made as NEMA direct payments.</li> <li>We think this is aligned with empowering communities through self-deployment, but think it may bring expectations of payment in all circumstances, and risks parallel/unaligned response activities, so clear criteria needs to be developed.</li> <li>As SIG, we think there is merit in consulting with Groups when setting these criteria.</li> </ul>

## 6.0 Conclusion

The CDEM SIG appreciates the opportunity to provide its initial thoughts to DPMC at this early stage of its response to the findings of the Government Inquiry. We believe this is a once in a generation opportunity for members of the EM Sector and wider EM System to work together to design a fit for purpose EM system that is able to respond effectively to the range of risks the country may face in the future, across all hazards.

While this report has been prepared primarily for DPMC's benefit, we also see benefit in sharing our collective thinking more widely across EM Sector governance and management. Through this initial workshop we believe we have identified the need to do a number of deep dives on various aspects of what has been identified, to understand the nature of the problem being faced and what possible solutions may look like.

Overall, to bring about the required transformational change in the EM System, we think we are going to need:

- A whole of society (4 Tier) national EM model, with the community as the 1<sup>st</sup> Tier, and international assistance being identified as a 5<sup>th</sup> Tier.
- Clear roles and responsibilities at all levels (National, Group, local and community).
- A clear community focus as envisaged by the National Disaster Resilience Strategy.
- Investment in all levels concurrently.
- A strategic approach, with cross-party political support.
- Effective communication across the whole system.
- The involvement of key partners and stakeholders at all levels, both in design and implementation.
- Courageous decisions, both in the short and longer term.
- A willingness to invest in 80% solutions initially and progress from there.
- The establishment of an assurance process to confirm the direction of travel and current status.
- Clear identification of Return-On-Investment to help inform investment priorities.

We look forward to working with DPMC and the other members of the EM System on this important piece of work for the country.



**Matthew Alley**

Group Manager / Group Controller

Emergency Management Otago

Deputy Chair of the CDEM SIG





## Group Work Programme 22/24 Reporting

In Nov 2022 the CEG approved the Group Work Programme for the period July 22 to June 24. This can be found at [Group Work Programme 2022-24 \(hbemergency.govt.nz\)](https://hbemergency.govt.nz). This was based on the previous work programme which was reviewed to include the work being conducted on a review of Civil Defence Emergency Management arrangements based on the lessons from emergency events that had affected the region in 2020. The review was focused on response and recovery arrangements and was carried out by ContextusSolutions.

The Group Work Programme governance is provided on behalf of the Joint Committee by the CEG. This is to ensure that a multi-agency approach in the work the Group undertakes to achieve its goals and outcomes. Each council and agency are responsible for providing input and support to particular projects where appropriate. The Programme manager is the Group Manager of the Hawke's Bay CDEM Group office.

Due to the response to Cyclone Gabrielle, the Work Programme was significantly impacted in terms of timelines and resourcing. However the identified projects remain relevant although priorities may have changed. As part of the lessons learnt process any corrective actions identified from the Cyclone Gabrielle reviews will need to be considered and included in the Work Programme. Work has commenced on this and when completed this Work Programme will need to be reviewed.

The existing Programme consists of five workstreams with 20 projects identified. 13 of these are priority one.

This report provides the Joint Committee and CEG an overview and ability to monitor and provide feedback on the programme.










The following are the key risks identified to the work programme:

- Inherent risk of the need to respond to a Hawke's Bay or national CDEM emergency.
- CDEM, Council and partner agency staff availability due to continued work in the Cyclone Gabrielle recovery.
- Vacancies within the CDEM Group office in key roles that support the programme
- Funding for supporting the change programme and the outcomes of the 2024 LTP process
- The current Emergency Management Bill may impact on some projects depending on its final form and adoption.
- Uncertainty around the government's response to the 'Government Inquiry into the response to the North Island Severe Weather Events'










The implementation of the Group Work Program is progressing in accordance with the priorities discussed with the CEG after Cyclone Gabrielle. In some areas good progress has been made. The last 6 months have been challenging with senior Group office staff being involved in the various reviews and inquiries into the Cyclone Gabrielle response. There have also been substantial information requests from various media and individuals which have taken up considerable resourcing.










For this reason progress had slowed on some projects. On the positive side, additional resourcing requested as part of the 2024 LTP process was agreed to by HBRC.

A new Work Programme for 24/25 and 25/26 has not been developed as the programme for implementing the changes from the recommendations of the Independent Review into the Hawke's Bay Civil Defence Emergency Management Response into Cyclone Gabrielle has yet to be completed. This will occur once a program director has been appointed by the CEG.




Performance Indicators: <span>Green</span> = On Track, <span>Amber</span> = At Risk, <span>Red</span> = Off Track, <span>Grey</span> = Not started/On hold						Status Change Keys:	
							Unchanged since last report
							Worsened since last report.
							Improved since last report
*Risk is inherent vs residual risk (i.e. Red/Amber/Green status prior to mitigations and controls implemented). An overview of the scope of each project is attached at the end of this report.							
	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change	
Risk Reduction							
1.	Hazard Research	 	 	 	<p>A comprehensive literature review is underway as part of the Information Dissemination project (below). This will also be used to inform workshops / surveys on research needs eventuating in a formal 10-year hazards research plan.</p> <p>The review of the risk register, informed by the above lit review, is ongoing but has been deprioritised until the completion of that review due to resource constraints and ongoing discussions on where hazard information sits within the Group.</p>	<p>Less resourcing – both in capacity and capability – than originally anticipated has created risk to some of the sub-projects that comprise Hazard Research.</p> <p>Research projects formerly identified have been deprioritised but remain ambitions for 2025-26:</p> <ul style="list-style-type: none"><li>• a feasibility study into vertical evacuation structures</li><li>• the impact of climate change on medium- and long-term risks</li></ul>	









	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
2.	Information Dissemination				<p>Work has started on updating and expanding the Natural Hazards Information web page hosted by HBRC; the Risk Library will now be part of that. The schedule has slipped, however, due to limitations of the site and the NCC web team time. It is now expected to be fully revised by Q3 of FY23/24 although a perpetual review and revision process will then be implemented.</p> <p>Upload of the 2022 tsunami inundation information onto the Hazard Portal is anticipated by early Q4 2024. Work on new tsunami evacuation zones (suspended while the inundation data was on hold) has recommenced.</p> <p>There is some confusion as to the role the Risk Reduction team plays in other areas of risk information dissemination, especially vis-à-vis climate change as other projects may overlap and possibly cause duplication of effort and/or, worse, contradictory information. Efforts will be made to clarify CDEM's role in this space later this year.</p>	<p>The project was setback when the tsunami inundation data was delayed again. It will now be two years between the information was available and uploading to the Hazard Portal.</p> <p>Deciding to use the Natural Hazards Information web page to disseminate new research with more breadth is justified in terms of being widely accessible and requiring little IT work but has meant some compromises in quality and increased demand on CDEM resources.</p>
3.	Tsunami Risk Reduction Programme				<p>Wide public access to the new inundation data was delayed while consensus was sought with councils. It is now expected to be on the portal by Oct 2024. A new, single evacuation zone could be ready for approval stage at the next CEG. The nature of 'back pocket' evacuation zones for regional- and far-source tsunami is still being explored with guidance from the National Tsunami Working Group. This now has a high potential of delaying the tsunami evacuation zone design.</p> <p>When the evacuation zones are approved, the new tsunami evacuation zones can move to community engagement and education.</p> <p>Other aspects of tsunami risk reduction such as vertical evacuation structures (VES), improvements to stop banks, etc. have not been met with enthusiasm and are not part of the current Programme.</p>	<p>Delays in uploading 2022 tsunami inundation data led to a delay in releasing new tsunami evacuation zones that incorporate new national guidelines.</p> <p>The risk reduction programme is currently restricted to avoidance at the time of an event (i.e. evacuation).</p>
4.	Local Government Long Term Risk Reduction Support				<p>Involvement with other long term strategy groups continues including the Coastal Hazards TAG, Coastal Interests Group, Rural Advisory Group, Lifelines Group, Hazard Advisory Group, and Climate Action TAG.</p>	No change in overall status from last report.
Community Engagement						




	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
5.	Community Resilience Plans Programme				<p>Following Cyclone Gabrielle there has understandably been increased demand in building community resilience. The CDEM Group (HB Emergency Management Group office, TAs and emergency services) have supported 31 communities across the four TAs in establishing their community resilience plans and emergency hubs for the year July 2023-June 2024. This far exceeds the target of eight CRPs set for the year. There are at least a further 40 communities yet to develop their plans and hubs. The same collaborative Group approach will be used to deliver to these communities in the next financial year.</p> <p>The recent approval to recruit a new Māori Partnerships role will assist with developing stronger relationships with iwi and mana whenua and providing added capacity to current community resilience projects.</p>	There are increased risks of programme delays due to other Group priorities in the response and recovery to recent emergency events. Whilst support has been provided from TAs to deliver the CRP programme there has been reduced delivery due to a Group focus on EM training and recent weather activations. This pressure should reduce over the next couple of months
6.	Public Information and Education Programme				<p>The website refresh has been completed. The Annual social media plan is now available.</p> <p>Design of community emergency hub programme templates and collateral in consultation with territorial authorities is almost finalised</p> <p>A plan is underway to develop current PIM advisor's capability in response through training.</p>	<p>No change in overall status from last report.</p> <p>There is a risk of planned PIM projects being delayed due to recent activations.</p>
<b>Operational Readiness</b>						
7.	Operating Framework & Response Structure Reset				<p>The operating framework and response structure was reviewed, and changes were agreed to in November 2022, before Cyclone Gabrielle.</p> <p>Some of the changes included TAs establishing and resourcing their own Emergency Operations Centres (EOCs) to serve their local communities, with the Group ECC providing support, direction and coordination where required. We also planned for a new regional response platform using SharePoint.</p> <p>Unfortunately, we could not fully put these changes into action or test them before cyclone Gabrielle in February 2023.</p> <p>We are including these changes as part of our work programme. However, the implementation across the region needs to be considered further with partner agencies as we respond to the Hawke's Bay CDEM Group Response to Cyclone Gabrielle, the Government Inquiry into the response to the North Island Severe Weather Events and the upcoming review of the CDEM Group Plan. This is related to line 17 in this update - Review of Service Level Agreements with Councils.</p>	<p>If another emergency occurs before we finish implementing these changes, we might face some of the same problems we had during cyclone Gabrielle.</p> <p>Making sure these project outcomes are embedded is a priority for us.</p> <p>There is uncertainty regarding the government's response to the 'Government Inquiry into the response to the North Island Severe Weather Events'. We will continue to focus on regional actions and will adapt once the government's direction is known.</p> <p>No change in overall status from last report.</p>









	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
8.	Emergency Communications Plan				<p>We increased the capacity and redundancy for issuing Emergency Mobile Alerts. During the June/July flooding event, we issued an EMA for both Haumoana and Waiora within a few minutes of the request from the respective councils.</p> <p>We use the national Emergency Mobile Alerts to warn communities, following the national direction on its use. Research indicates that nationally, 90% of people either receive an alert or are with someone who does, and this information is reinforced through radio and social media.</p> <p>However, we understand that this may not reach some communities, especially remote rural ones. There is need for more work on how we communicate risk and provide public information during a response.</p> <p>We are continuing to develop the process of how information will flow between community Hubs, EOCs, and the ECC. This is being done in partnership with councils and communities. Formed Community HUBs are a new concept for Hawke's Bay and are still being rolled out across the region.</p> <p>The Hastings District Council and Central Hawke's Bay District Council are either providing or planning to provide two-way radios for community Hubs through government or NGO funding.</p>	<p>Communication with the public was a key learning in both the Hawke's Bay CDEM Group Response to Cyclone Gabrielle and the Government Inquiry into the response to the North Island Severe Weather Events.</p> <p>Improvements need to be carefully developed and managed due to the risks of system failures both to the public and the staff operating warning systems.</p> <p>For example, most EMA alerts from the CDEM Group rely on information and/or scientific advice from within the Group (HBRC hydrology) or from external agencies such as GNS and MetService. This needs to be carefully coordinated to ensure this is both timely and accurate.</p> <p>Unfortunately, there are no quick, cheap, or easy solutions for this work.</p> <p>No change in overall status from last report.</p>
















	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
9.	Shared Emergency Information Systems and Intelligence Products Development.				<p>In 2019, with the support of Hawke's Bay CDEM Group, FENZ worked on a multiagency Common Operating Picture (COP) capability across All of Government. Due to budget and complexity issues, a national multiagency COP was not developed. Later, NEMA tried to get funding to develop a national COP, but their funding bid was turned down. A multiagency COP was a key learning in both the Hawke's Bay CDEM Group Response to Cyclone Gabrielle and the Government Inquiry into the response to the North Island Severe Weather Events. The CDEM Groups are pushing for this to be a priority as part of the government response to the recommendations of the Government Inquiry.</p> <p>Currently each CDEM Group is working on their own solutions, even though other agencies operate across multiple CDEM Group boundaries. Hawke's Bay agreed to using the WREMO response information management operating platform (SharePoint), aligning with the previous agreement of the 16 Group managers to move forward with a common response platform using SharePoint.</p> <p>It is noted that several CDEM Groups have chosen to use alternative systems, and the current national approach is shifting to a focus on data sharing and interoperability rather than a common platform. This situation is unlikely to change unless the government mandates and enables a national system.</p> <p>We are still working on a common regional platform. While we have finished the basic setup, there is more work needed for sharing information between EOCs and the ECC, managing tasks and resources, and collecting intelligence. We intended to release an initial version in April, but development has been slower than anticipated. Our current priority is to have a minimum viable solution while we continue further development.</p>	<p>The Group office has limited expertise and resources for this project. Our plan was to have a basic platform for sharing information in place before the end of the 2023/2024 financial year. We are in discussions with several contractors to accelerate the development of both the information management operating platform and the needs assessment platform. Support from existing expertise within councils may also be needed to complete this work to the standard required.</p> <p>It would be timely to review the system requirements with partner agencies, given recent emergencies and delays in the project.</p> <p>The schedule is at greater risk than in the last report due to priority given to recent emergency events and recovery by the team. It is likely that an interim solution is required.</p>
10.	Welfare Arrangements Reset				<p>Risks have been identified with the current needs assessment platform so further scoping has been prioritised to ensure the final version is fit for purpose. A national needs assessment project is underway and will be considered as part of the scoping. Training for TLA welfare staff and partnering agencies is pending completion of national project. In the meantime welfare processes continue to be reviewed in collaboration with partnering agencies.</p> <p>Current review of Network of Networks is underway to establish emergency hubs for communities of special interest which will be supported through the</p>	<p>Although needs assessment project has been delayed current needs analysis meets requirements.</p> <p>Improved status from last report due to increased collaboration with TAs and partnering agencies.</p>









	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
					NoN/WCG framework. This will align with the TA-supported community emergency hub model.	
11.	Operational Workforce Capability Review				<p>The new capability development pathways for EOC, ECC, and CDC staff, as well as Needs Assessors, has been created in collaboration with the TAs.</p> <p>From March to June, we delivered 23 half-day Emergency Management Essentials courses across the region, attended by 312 people. An additional 15 courses are scheduled, for a further 328 booked people. This will result in 640 people who have completed the first course. The attendees include staff from all TAs and 29 other partner organisations. We are in the process of developing a "Working in a Coordination Centre" course. This course will focus on applying the CIMS framework in a coordination centre, using the Hawke's Bay CDEM common response platform (SharePoint). Due to delays in developing the platform, this course is not ready for delivery. To avoid further delays, we may deliver courses that focus on the concepts, processes, and interdependencies first, and then conduct training on the platform later.</p> <p>Responding to requests, we are working on training for elected members and alternate pathways for liaison staff, and LUC's.</p> <p>We are also including further development in function-specific skills for function staff, function managers and response managers. However, the development of course material and/or sourcing existing material from NEMA will happen later in 2024.</p> <p>The CDEM Group office is continuing to conduct a needs analysis to identify capacity gaps to target the development of key staff.</p>	<p>There has been great progress in this area, but there is still more to do.</p> <p>The recent experience with Cyclone Gabrielle has increased the demand on staff to deliver a program. We are having to prioritise what we deliver as we do not have a full-time trainer capability. Most training will rely on internal expertise from the Group office as councils have limited or no capacity to support delivery.</p> <p>No change in overall status from last report.</p>

	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
12.	Strategic Volunteering Review				<p>We have met with the manager at Volunteering Hawke's Bay, and will be collaborating on a review of volunteer management during emergency responses and the development of a volunteer strategy. Additionally, we will meet with the Volunteering Hawke's Bay Board to update the MOU.</p> <p>We have met with the new AREC Regional Manager and have strengthened our commitment to AREC. We will be updating the MOU this year.</p> <p>We are also in discussions with the two Hawke's Bay four-wheel drive clubs to form an MOU. This is being done in collaboration with councils and emergency services.</p> <p>We are work through the requirements for accrediting the Hawkes Bay Emergency Response Team as a New Zealand Response Team. Following discussions at the ESCC, we plan to present this as a future agenda item to the CEG.</p> <p>The CDEM Response Team volunteers and Welfare volunteers attended nine training courses during the 2023/2024 financial year. They supported the recent Haumoana and Wairoa emergencies.</p> <p>Including weekly training activities, courses, and other activities, CDEM volunteers provided over 1,300 hours of service.</p>	No change in overall status from last report.
13.	Enterprise Risk Maturity				<p>Progress on this has stalled due to the resignation of the original project lead, response to cyclone Gabrielle, and increased training needs, along with the demand for a shared information platform.</p> <p>In the upcoming two-year work program, we intend to transform this initiative into a monitoring, evaluation, and lessons management program.</p> <p>There is a strong synergy between this project and the change that will be identified as part of implementing the reviews into Cyclone Gabrielle.</p> <p>This shift is intended to ensure tracking and reporting on corrective actions, evaluating the planning and readiness levels across CDEM Group members and our partners.</p> <p>The goal is to provide assurance to the CEG and the Joint Committee that we possess the capacity and capability to effectively respond to future emergencies.</p>	<p>Although scheduling is an issue with this particular project – a plan is in place to address this issue dependant on final LTP decisions and resourcing.</p> <p>No change in overall status from last report.</p>
<b>Recovery</b>						



	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
14.	Recovery Capability Development				<p>The Group EMA (Recovery and Lifelines) was on secondment for half his time with the Regional Recovery Agency. This finished in December. His experiences will help in scoping work in this project.</p> <p>The CEO of the Regional Recovery Agency has been appointed as the Group Recovery Manager.</p> <p>A meeting will be held in late Feb with the RRA to plan the next steps in this project.</p>	No change in overall status from last report.
15.	Hawke's Bay Recovery Strategy Review				<p>Meeting planned with Hawke's Bay RRA CEO – who is also the Group Recovery Manager – to discuss and develop a plan to undertake this work.</p>	No change in overall status from last report.
<b>Governance and Management</b>						
16.	Review of Group Plan				<p>This is a high priority in this workstream and is part of the requested additional LTP funding for 2024/25. This will allow for a project manager to be engaged to manage this process. There is a strong synergy between this project and the change that will be identified as part of implementing the reviews into Cyclone Gabrielle.</p>	
17.	Review of Service Level Agreements with Councils				<p>This project will commence in the second half of 2024. The direction and resources to support the levels of service between Group members will depend on final LTP decisions and resourcing. There may also be changes to roles and responsibilities as a result of implementing the recommendations of the Cyclone Gabrielle reviews.</p>	
18.	Partnering with Māori in Emergency Management				<p>Another high priority that is part of the resourcing just agreed to in the LTP 2024. The Group office staff are totally committed to this but have no resourcing at the moment to implement in a meaningful way. For this reason, we have focused on working closely with Te Puni Kokiri, Te Kupenga advisory group and Te Taiwhenua. Consultation with Pou Āhurea and Mana Whenua about proposed role is almost complete. This is to ensure the incumbent when appointed has manageable expectations.</p> <p>Some progress has been made through the Cyclone Gabrielle recovery at a Marae and Hapu level. However, this is at an operational level. With the release of the Group Cyclone Gabrielle Review and Government inquiry this resourcing is one of the priorities in the LTP 2024.</p>	Resource dependant but no change in overall status from last report at this stage.

	Project Title	Schedule	Risk*	Budget	Comment	Cumulative Status Change
19.	Review of Group Resourcing				This has largely been completed with proposals being developed and agreed to as part of the LTP process to HBRC. What remains to be seen is the outcome of analysing the recommendation of the various reviews and any changes that may be made at a national level.	No change
20.	Monitoring and Evaluation				Formally due to commence towards the end of 2024. This will depend on matters such as corrective actions identified as part of the Cyclone Gabrielle review and the development of guidance at a national level.  Resourcing to develop and implement a lessons learnt process including monitoring of implementation is part of the 2024 LTP funding request.	



## Project Scope Summary

1.	<b>Hazard Research</b> Review of existing Hazard Research (including global literature and East Coast LAB research) and identify gaps for future research. Research is part of our funded 10 Year Hawke's Bay Hazard Research Strategy, and this work fill a gap in our hazard knowledge and will help to further mature our risk profile. East Coast LAB is a multi-agency initiative, administered by the HBCDEM Group that seeks to improve community resilience through increased understanding of the East Coast plate boundary. The review will look at what research has been achieved and where future priorities need to lie.
2.	<b>Information Dissemination</b> A formalised system of constant review of new research, improved dissemination, and access for others. This project will feed into Shared Information Systems and Intelligence products Development (Operational Readiness). There are significant amounts of data concerning Disaster Risk Management and Reduction (DRM/DRR), much of which is not easily accessible to decision makers and stakeholders.
3.	<b>Tsunami Risk Reduction Programme</b> Comprises a wide range of initiatives across teams and organisations with a focus on improved community knowledge and resilience, enhanced response preparation, and effective and timely recovery. Vertical evacuation will be included following national guidelines. Tsunamis are one of our most significant risks. This is a long-term project that aims to reduce our exposure to the consequences of a tsunami and increase our community's resilience to a tsunami. Significant work has already occurred in this area.
4.	<b>Local Government Long Term Risk Reduction Support</b> Support regional and territorial councils to identify, develop and implement long-term, region-wide strategies in accordance with their roles and responsibilities. Support HBRC in developing a change to the natural hazards provisions of the Kotahi plan (Combined Regional Plans, Regional Coastal Plan and Regional Policy Statement). The members of the Hawke's Bay CDEM Group have a responsibility for intergenerational reduction of the significant risks we face from natural hazards. This is best achieved through a coordinated and agreed approach across all Hawke's Bay councils. HBRC has commenced a review of its Regional Policy documents (Kotahi) and the Group office has a key role in supporting the review of the policies for natural hazards, climate change and urban development. This is an opportunity to set the long-term policy direction with regard to the intersection of natural hazards and land use.
5.	<b>Community Resilience Plans Programme</b> Develop a strategic regional work programme led by CDEM with the support of our partner agencies. Develop a new community resilience plan (CRP) template. Continue community resilience plans with communities of place and interest. Focus will be coastal communities, rural communities, and priority communities such as marae and hapū, older people, disability, and migrant groups. 2022-23 Complete 1 CRP in each TLA area. 2023-24 Complete 2 CRPs in each TLA area. Communities are often the first responders in an emergency, in a significant event they may need to look after each other until help arrives. Community members being involved in a community response supports recovery. This programme seeks to support communities in analysing their risks and identifying how they will respond and support each other. The process aims to build community connections and identify community strengths and how communities and TLAs can reduce risks.

6.	<p><b>Public Information and Education Programme</b></p> <p>Continue public engagement and education work alongside our partner agencies.</p> <ul style="list-style-type: none"> <li>• Develop a public education strategy</li> <li>• Emergency preparedness (including business continuity) presentations &amp; workshops with priority communities, education providers, marae, social service organisations and local businesses.</li> <li>• Develop education resources and materials, e.g. tsunami information brochure.</li> <li>• Develop and implement a regional tsunami signage project plan for all coastal communities</li> <li>• Develop and coordinate local/regional public education campaigns, such as the 2021 Tsunami Zone campaigns, and supporting national public education campaigns such as Shake Out &amp; Tsunami Hikoī</li> <li>• Support community events that support community connections &amp; sense of place.</li> <li>• Ongoing Comms activities – social media, advertising, &amp; media releases, publication of an annual plan</li> <li>• HB Emergency website refresh</li> </ul> <p>Ensuring that communities understand their risks and know what to do in an emergency will support community response and recovery, encourage risk reduction activities, and help recovery. This project will focus on tsunami risk as tsunamis are one of our most significant risks. This is a longterm multidisciplinary project that aims to reduce our exposure to the consequences of a tsunami and increase our community's resilience to a tsunami.</p>
7.	<p><b>Operating Framework &amp; Response Structure Reset</b></p> <p>This project is the review and design of a response/operating framework that will work for the region and for partner organisations.</p> <p>A key recommendation in the "Strengthening CDEM Arrangements in Hawke's Bay" to rebalance some of the emphasis of emergency management system to the local level. This will improve clarity of roles and responsibilities between individual councils and the Group and reinforce local delivery of emergency management outputs.</p>
8.	<p><b>Emergency Communications Plan</b></p> <p>A comprehensive review and look into our targeted audiences' needs, channels, and messages during readiness and response including warnings.</p> <p>Community expectations around the way that we communicate and coordinate a response is changing. We must adapt our business practices of operational communication to meet this increasing demand in immediacy, accuracy, and relevance.</p>
9.	<p><b>Shared Emergency Information Systems and Intelligence Products Development</b></p> <p>Design, development, and delivery of a shared information system that supports intelligence generation at regional, local, and incident emergency management functions.</p> <p>Key recommendation in the Strengthening CDEM Arrangements in Hawke's Bay was to develop shared systems across councils and partners. With more information available, having a data-driven response is now an expectation from communities and partners to the Group. Being able to seamlessly share and collaborate is a key enabler of understanding the totality of an emergency's impacts and unifying the response effort to work towards a common goal.</p>
10.	<p><b>Welfare Arrangements Reset</b></p> <p>The continuation of building resilience and functionality into HBCDEM's key business process of the delivery of coordinated emergency welfare.</p> <p>Key recommendation in the Strengthening CDEM Arrangements in Hawke's Bay was to review how emergency welfare was coordinated and delivered within the HBCDEM Group. A key mandated outcome of the HBCDEM Group is the delivery of emergency welfare to those most affected by an emergency. This must occur in an auditable way where a link can be drawn between each case having a needs assessment done that justifies the meeting of that need. This process must also protect privacy and mana of those affected and is flexible enough to be applied in any emergency, and responsive enough to be established straight away.</p>



11.	<b>Operational Workforce Capability Review</b> The continual development of the Emergency Workforce's capability in Hawke's Bay. Sourcing, building, managing and retaining talent in emergency management. Key recommendation in the Strengthening CDEM Arrangements in Hawke's Bay was to undertake an operational review of resourcing, training, and relationship support within the HBCDEM Group. Response capability is founded in the capability of people to come together in a crisis, understand what is happened, and work towards a common goal. For this to occur, we must know who we are asking to come in and what we're asking them to do, and then build capability in these people.
12.	<b>Strategic Volunteering Review</b> A strategic look into the volunteering sector and what good emergency volunteerism looks like into the future. The last volunteer strategy was developed in 2017. Changes in volunteerism and the CDEM sector means that it is timely to re-visit our volunteer strategy and ensure it is still fit-for-purpose and fit-for-future.
13.	<b>Enterprise Risk Maturity</b> The appreciation and management of the HBCDEM Group's strategic and operational risks, to inform and support strategic and operational decision making. The way in which the HBCDEM Group prepares for, responds to, and recovers from emergencies generates operational and / or strategic risk. This risk needs a management system around it so that it can be communicated and mitigated through programmes of work.
14.	<b>Recovery Capability Development</b> Decide on the capability level sought for Hawke's Bay and develop a strategy for building this capability. Current recovery capability has developed based on a perceived need. Given recovery capability is generally generated from local authorities a more deliberate consideration needs to be given as to what an acceptable level of capability in readiness looks like. Once this is decided a work plan for growing this capability needs to be developed.
15.	<b>Hawke's Bay Recovery Strategy Review</b> The existing Hawke's Bay Recovery Strategy was completed in 2014 and is due for review. This will need to be post the Group Plan review already programmed. This review will ensure our strategy is aligned to recent legislative changes and reflects progress we have made in developing recovery capability in Hawke's Bay.
16.	<b>Review of Group Plan</b> Five-yearly review of the Hawke's Bay CDEM Group Plan, our CDEM strategy for Hawke's Bay. The Group Plan sets the strategic vision and goals for CDEM in Hawke's Bay. A review of the Plan is overdue. However, this will be strongly influenced by proposed changes to legislation and the review of the National Plan. Delays in the National changes will influence the timings of this project.
17.	<b>Review of Service Level Agreements with Councils</b> Review and agreement of the CDEM roles and responsibilities between the CDEM Group and individual council members. The Hawke's Bay CDEM Group operates using a shared service approach while acknowledging each individual member must be engaged and is responsible for CDEM. A cornerstone of this arrangement is an agreement defining the roles of the Group and its councils including financial responsibilities. This agreement is now five years old and needs a review given the evolution of our shared service approach and review of our Operating Framework currently underway.
18.	<b>Partnering with Māori in Emergency Management</b> Develop and maintain relationships, partnerships and support capability with tangata whenua in emergency management. Community and operational response in Hawke's Bay will be improved by acknowledging and supporting the response of Māori in emergencies. This must be done in partnership with Iwi, Taiwhenua, Te Tiriti entities, marae and hapu, and will require changes to our existing governance and management structures.

19.	<b>Review of Group Resourcing</b> Review of resourcing against agreed work programme, required day to day work expectations and changing expectations of what emergency management will deliver. The expectations on the CDEM group to deliver emergency management outcomes has increased greatly over the last few years. This combined with the increasing complexity of delivering a coordinated multi-agency response and increasing risk profiles, means that the existing structure of the Group office and resourcing that supports the Group in achieving a more resilient Hawke's Bay across the 4Rs
20.	<b>Monitoring and Evaluation</b> Development of KPIs, processes and objective methodologies to monitor, assess and evaluate the effectiveness of Group activities and projects. This project aims to meet the Monitoring our Performance phase of the strategic planning process. It will be developed in accordance with NEMA's CDEM Monitoring and Evaluation Programme and meet the Group's obligations under the National Civil Defence Emergency Management Plan Order 2015.