



Meeting of the HB Civil Defence Emergency Management Group Joint Committee

Late Agenda Item

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

Agenda

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Decision Items		
6.	Cyclone Gabrielle Review – Update and Feedback (previously Public Excluded)	3



HB CDEM Group Joint Committee

28 April 2023

Subject: Cyclone Gabrielle Review – update and feedback

Reason for Report

1. The purpose of this report is to provide the Committee with a formal update on the project timelines for the review of the Hawke's Bay Civil Defence Emergency Management (CDEM) Group response to Cyclone Gabrielle and to provide an opportunity for members to provide free and frank feedback on the Draft Terms of Reference and Draft Review Framework.

Officers' Recommendations

2. Officers are seeking feedback from the Joint Committee on the draft Terms of Reference and Review framework, as well as confirmation that the Scope for the review can be provided to Te Kāhui Ohanga o Takitimu (TKO) for consideration.

Executive Summary

3. Cyclone Gabrielle has had a significant impact across all of Hawke's Bay, leaving an indelible mark on our nation and the region's history. Having now been through the immediacy of the response to the event, now is the time to consider improvements and lessons that should be learnt from the event, to ensure that the region is prepared for future events.
4. This paper provides an outline of the process for the review of the Group's operational response to the event and draft Terms of Reference and Review Framework for feedback from the Joint Committee.
5. The report also sets out the next steps for further engagement with Mana Whenua partners and provides a vehicle to receive feedback from members on both draft documents.

Background

6. On 13 and 14 February 2023 New Zealand's North Island was struck by Cyclone Gabrielle. In Hawke's Bay the Cyclone caused significant flooding, damage to critical infrastructure, widespread damage to homes and businesses and significant impact across the horticultural and rural communities. In the ultimate loss and impact of any event, eight people lost their lives during the Cyclone.
7. The Region, through the darkest and earliest moments of the event, was isolated – both physically and digitally with communication impossible and essential lifelines lost. The scale of the event in terms of both impact and magnitude cannot be underestimated.
8. Across the region – individuals, neighbours, community, partners, contractors, councils and the Hawke's Bay CDEM Group all stood up to take action, each working in the hardest way possible in what was the most incredible time in living memory for all of the Hawke's Bay region to experience.

9. Again, the scale of the event should not be underestimated. As a region we should remain proud of the incredible stories of support, initiative and heroism that have emerged and continue to do so from Cyclone Gabrielle. While there is much to be proud of, there is undoubtedly lessons to be taken away from the event, not just for Hawke's Bay, but for all of New Zealand as a result of this significant event.
10. The lessons learnt will be across all of Hawke's Bay – from individual lessons about future preparedness, through to wider agency lessons learnt for both the Hawke's Bay CDEM Group, the National Emergency Management Agency (NEMA) as well as Government in their own respective responses.
11. It is critical that across the network of community that forms the fabric of 'Civil Defence', there is a co-ordinated and structured approach to reviewing and taking away the lessons learnt from Cyclone Gabrielle.
12. The Joint Committee, as the ultimately accountable body for Civil Defence across Hawke's Bay, has recorded and shared its joint commitment to the community by seeing that a review of the response completed. This review is intended to give community confidence that lessons learnt from the event will be taken away.
13. In delivering on this commitment, the purpose of this paper is to present an outline of the phases and a timeline for the initial phase of the review, and to present an opportunity to provide free and frank feedback on the draft Terms of Reference and Review Framework in an environment that also protects the privacy of people in seeking to address any specific concerns that the Joint Committee may identify.

Review Timing and Phasing

14. The review is currently planned in four phases. The Draft Review Framework outlines the overall phases as part of the review. The four phases proposed are:

Phase One - Development of Terms of Reference and Review Framework

15. The Draft Terms of Reference and Review Framework will be developed for consideration by the CDEM Joint Committee as the accountable entity for the performance of CDEM within Hawkes Bay. The process will include input from a range of key senior leaders, CEG partners for the final Terms of Reference and Review Framework. The Framework will be presented for approval by Mana whenua partners and by the Joint Committee as the entity ultimately accountable under legislation.

Phase Two – Early Thematic findings

Review of Agency debriefs/reviews of the response to Cyclone Gabrielle

16. Analysis of debriefs / review materials (where available) from partner agencies, and Mana whenua to inform early thematic findings will occur.

Stakeholder survey

17. An online survey is proposed to gain quantitative and qualitative information aligned to the scope from a wide range of stakeholders including Mayors and other elected representatives, Mana whenua, response personnel, partner agencies and volunteer organisations. Those involved in formalised community-based response arrangements connected with any community response plans, welfare provision and community led centres (including Marae) will also be included in the survey.

Phase Three – Deep dive into thematic findings

Key Stakeholder interviews

18. Targeted interviews/focus groups will explore early thematic findings, build a deeper picture of the drivers for these themes, and support identifying where process or practice improvements could be made. Targeted key stakeholder interviews/focus groups will include representatives from the Hawke's Bay CDEM Group, Iwi, partner agencies; and other agencies and volunteer organisations that supported the Cyclone response.

Phase Four – Operational Review Report

19. Preparing the Operational Review report reflecting the scope outcomes. The report will outline analysis of root causes and issues, identifying areas of strength and opportunities for improvement for consideration and discussion by the Hawke's Bay CDEM Group. The review report will detail recommendations to inform the Hawke's Bay CDEM Group work programme aligned to the Hawke's Bay CDEM Group Plan.

Partnership with Mana whenua

20. Specifically, to ensure partnership with Mana whenua is achieved through the review, the following immediate steps are being taken in the development of the Terms of Reference and Review Framework. These have been outlined and recommended by the Co-chair of the Matariki Governance Group, Leon Symes. The steps are:
 - 20.1. Leon Symes – Co-chair of Matariki Governance Group and Bayden Barber, Chair of Ngati Kahungunu Iwi Incorporated, and Chrissie Hape, Chief Executive of Ngati Kahungunu Iwi Incorporated have been/are being interviewed in the development of the Terms of Reference and Review Framework alongside HB CDEM Group Joint Committee members.
 - 20.2. Once the draft Terms of Reference and Review Framework have been received and feedback has been provided on both documents by the HB CDEM Group Joint Committee, the drafts will be provided to Te Kāhui Ohanga o Takitimu (TKO) (a collective informally representing Iwi/Māori economic interests in Hawke's Bay) for their review and feedback.
 - 20.3. This input from TKO will then be developed into the draft documents with a feedback loop to Leon Symes and TKO if required, however TKO's endorsement is critical.
 - 20.4. Once confirmed by TKO, a draft will be provided back to the HB CDEM Group Joint Committee with the aim being to have the Terms of Reference and Review Framework adopted by the Joint Committee for implementation.

Timelines

21. The current draft timelines to be confirmed in the Terms of Reference and the Review Framework are:

Phase	Deliverables	Completed by
One	<ol style="list-style-type: none"> 1. Independent review Terms of Reference approved by the Hawke's Bay CDEM Group Joint Committee. 2. Independent Review Framework. 3. Stakeholder Engagement Plan. 	May 2023

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

22. Officers will work to confirm the programme however, as outlined earlier in this report, officers are working to present the draft terms of reference and review framework back to the Joint Committee for their adoption in mid/late May 2023.

Roles/Responsibilities

23. The draft Terms of Reference outlines a proposed structure for roles and responsibilities in the review. The Joint Committee will remain ultimately accountable for the review.
24. An area still to be confirmed and specific feedback from the Joint Committee will be essential in guiding, is who may make up the review advisory group, if retained in the proposed Terms of Reference. This will be discussed at the meeting.
25. Other roles, including Project Sponsor and Project Management Support are outlined in the draft Terms of Reference.

Options Assessment

26. At this point there are no practical alternative options being proposed by Officers, with the review being a critical and expected outcome - as good practice, but also as sought by the Joint Committee and from a community expectation at large.
27. The Committee's only alternative option at this point would be to stop the review or seek a 'restart'. Neither of these options are recommended or considered practical alternatives by Officers.

Financial and Resource Implications

28. The initial body of scoping work is being funded by the Hawke's Bay CDEM Group. The review is being supported by external contractor Simplicity, who will be present at the meeting to coordinate and seek general feedback on the Terms of Reference and Review Framework.
29. Currently further support is being provided by the CDEM CEG Chair as the Project Sponsor, and operational support from the HB CDEM Group.

30. How the project is funded, coordinated and delivered will be detailed in future reports to the Joint Committee on the review project, however this begins to be outlined in the draft Terms of Reference and Review Framework.

Consultation

31. This will be explicitly explored as part of the development of the Terms of Reference and the Review Framework once finalised.
32. There are also important crossovers with recovery planning where consultation and engagement with communities at a local level will occur. There are also distinct differences between partner, community, Council and Group-led and coordinated CDEM responses across the region. These, in the widest sense, are understood by the community to just be Civil Defence. This approach to engagement is considered as part of the Draft Terms of Reference.

Next steps

33. Having provided this report and the draft Terms of Reference and Review Framework Officers will, upon receiving feedback from the Joint Committee, connect with TKO to provide the draft review for their input and consideration. Officers will then be working on the next steps to see the drafts presented back to the Joint Committee for their adoption in mid/late May 2023.

Decision Making Process

34. Council and its Committees are required to make every decision in accordance with the requirements of the Local Government Act 2002 (the Act). Staff have assessed the requirements in relation to this item and have concluded:
- 34.1. The decision does not significantly alter the service provision or affect a strategic asset, nor is it inconsistent with an existing policy or plan.
 - 34.2. The use of the special consultative procedure is not prescribed by legislation.
 - 34.3. The decision is not significant under the criteria contained in Council's adopted Significance and Engagement Policy.
 - 34.4. Given the nature and significance of the issue to be considered and decided, and also the persons likely to be affected by, or have an interest in the decisions made, the HB CDEM Group Joint Committee can exercise its discretion and make a decision without consulting directly with the community or others having an interest in the decision.

Recommendations

That Hawke's Bay Civil Defence Emergency Management Group Joint Committee:

1. Receives and considers the *Cyclone Gabrielle Review— update and feedback* staff report.
2. Confirms that the draft Terms of Reference and draft Scope for the review of the HB CDEM Group Operational Response to Cyclone Gabrielle can now be considered by Te Kāhui Ohanga o Takitimu (TKO).

Authored & Approved by:

Doug Tate
HB CDEM Coordinating Executive Group Chair

Attachment/s

- 1 [📄](#) draft HB Operational Review Terms of Reference 22 April 2023
- 2 [📄](#) draft Review Framework HB CDEM Group Cyclone Gabrielle 22 April 2023

Hawke's Bay Civil Defence Emergency Management Group

Operational Review of the Response to Cyclone Gabrielle 2023

DRAFT | Terms of Reference

1. Review Purpose

The purpose of this Independent Review is to assess the operational performance of the Hawkes Bay Civil Defence Emergency Management Group's (the Group)¹ response to Cyclone Gabrielle, with a particular emphasis on the systems and processes; roles and responsibilities of Group members and partners; and to what extent the implementation of pre-existing arrangements contributed to an effective management of the response.

Review outcomes will focus on improving resilience and ensuring that the Hawke's Bay CDEM Group has robust emergency management capability and capacity before, during and after an emergency.

2. Context

Severe Tropical Cyclone Gabrielle devastated the North Island of New Zealand in February 2023. The cyclone hit New Zealand from 12 to 16 February 2023. Hawke's Bay Civil Defence Emergency Management (CDEM) Group declared a State of Local Emergency for the Hawke's Bay region on 14 February 2023². Shortly after a National State of Emergency was declared also on 14 February 2023³. All states of emergency were lifted by 14 March 2023.

Hawke's Bay communities were severely impacted by Cyclone Gabrielle. In the lead up to the event, the Hawke's Bay CDEM Group activated its emergency response arrangements across the region. The response to Cyclone Gabrielle included the activation of the Group Emergency Coordination Centre and local Emergency Coordination Centres to coordinate and manage the impacts from Cyclone Gabrielle (February-March 2023) for the Hawke's Bay region. Hawke's Bay emergency response arrangements extended to community-led responses across the region.

The Joint Committee of the Hawke's Bay CDEM Group wishes to conduct an Independent Review of the CDEM Group response to Cyclone Gabrielle to provide confidence to all stakeholders and communities in Hawke's Bay that a robust and independent review process is completed.

The review will focus on the timeframe between the initial warning of the cyclone, including the termination of the State of National Emergency³, through to the demobilisation of the Group Emergency Coordination Centre (09 February – end-April 2023). This review will outline strengths and areas for

¹ The Hawke's Bay CDEM Group is formed under Section 12 of the CDEM Act 2022, and its functions are outlined in Section 17 of the CDEM Act 2022. Hawke's Bay Civil Defence Emergency Management Group covers all areas of Hawke's Bay. The local authorities in the Hawke's Bay region are Napier City Council, Wairoa District Council, Hastings District Council, Central Hawke's Bay District Council and Hawke's Bay Regional Council.

² At 5:15am on 14 February 2023 a State of Local Emergency declared owing to Cyclone Gabrielle for the Hawke's Bay Region. Prior to this declaration, States of Local Emergency owing the Cyclone Gabrielle had been declared for Napier City Council and Hastings District Council.

³ At 8:43am on 14 February 2023 a State of National Emergency declared owing to Cyclone Gabrielle for the Northland, Auckland, Waikato, Bay of Plenty, Tairāwhiti and Hawke's Bay Regions.

improvement and will inform the Hawke's Bay CDEM Group work programme aligned to the Hawke's Bay CDEM Group Plan³.

This review will provide a framework for continuous improvement; and will align with any national (National Emergency Management Agency-led) lessons management methodology, approach, and any corrective actions framework.

3. Review Definition

Problem

Cyclone Gabrielle has left wide-ranging and significant impacts across the Hawke's Bay region. At the peak of the disaster, communities, local Emergency Operation Centres (EOCs) and emergency services experienced isolation from the loss of critical roading, power and communications infrastructure. This has meant that a clear picture of what happened and when has still not emerged across the region.

The declaration of a national state of emergency created misunderstandings around who was responsible for what. Communities felt frustrated by the level of support from 'Civil Defence' and that emergency management arrangements could and should have done more for communities across all of Hawke's Bay.

This review will consider previous CDEM Group-level review recommendations and will examine the extent to which current investment in the implementation of corrective actions has realised benefits in emergency management arrangements before, during and after an emergency.

Principles

The Review will operate according to principles that include, but are not limited to:

- Acting in an independent, impartial, and fair way.
- Working in accordance with the principles of Treaty of Waitangi.
- Engaging with local authorities (members of the Hawke's Bay CDEM Group), Mana Whenua, partner agencies, government agencies, and other key stakeholders.
- Ensuring the efficiency, transparency, and accountability of the independent review through the timely development of documents; effective recording of information, and timely communication with key stakeholders and Review Governance Structures.
- Recognition of emerging recovery arrangements at a local level with an intent to align not duplicate engagement efforts.

Scope

Early-stage engagement with key stakeholders has identified the areas below to explore within this review. Expansion of inquiry areas is captured within the Operational Review Framework. These areas include:

- Timeline of events for the response to Cyclone Gabrielle across the Hawke's Bay region
- Readiness and response arrangements and capabilities in place before Cyclone Gabrielle.
- Promulgation of warning information to agencies and communities ahead of, during, and after the immediate impacts of Cyclone Gabrielle.
- The timeliness of Emergency Operations Centre (EOC) and Emergency Coordination Centre (ECC) activations; decisions making; and use of pre-defined tools and processes.
- The flow of information to and from the community, and between EOC (local), Group (ECC) and national level response arrangements; and how this contributed to decision making and on the ground resourcing.

- Understanding of the Hawke's Bay regions' lifeline vulnerabilities and what planned contingencies existed.
- The effectiveness of community level support through both formal response arrangements and informal community networks; and the contributions these had on community wellbeing.
- Iwi, Hapū and Mana Whenua appropriate representation in the emergency management system.
- Effectiveness of 'transition to recovery' arrangements and structure.

The scope of this review will examine the response arrangements (*including response capabilities within the Hawkes Bay; communication and information flow; and the interoperability of local EOC; CDEM Group ECC and National emergency management NCC structures*); relationships with partners; any emerging practice that could support future resilience; the criticality of lifeline infrastructure during an emergency; any strategic lessons that could support National level response management, and the arrangements in place to support an effect transition to recovery.

The scope will consider emergency management actions across three levels⁴ within the Hawke's Bay region:

- Hawkes Bay CDEM Group (Regional): includes the Joint Standing Committee; Coordinating Executive Group; relationships with Mana Whenua; the Group Emergency Coordination Centre and its functions; partner agencies connected to the GECC; the Regional Distribution Centre; Bridge Pa Aerodrome and some Civil Defence Centres directed by the GECC.
- Local Authority: includes Chief Executives; Local Authority elected representatives; relationships with Mana Whenua; all EOC's and their functions; partner agencies connected to EOC's; Local Welfare arrangements including any Evacuation Centres and Civil Defence Centres.
- Community: includes those formal response arrangements connected with any local community response plans, welfare provisions, community-led centres (including Marae), and initial engagement with local recovery structures.

The independent review should consider the following desired outcomes:

- **Outcome 1:** Hawke's Bay CDEM Group has appropriate capability and capacity to coordinate and effectively manage a response before, during and after an emergency.
- **Outcome 2:** Strengthened relationships with Mana Whenua, Iwi, Hapū; partner agencies; and communities that support a coordinated approach to emergency management capability.
- **Outcome 3:** Emerging response practice is recognised and assessed with a view to informing future emergency management approaches (including community arrangements).
- **Outcome 4:** Identification of key lifeline vulnerabilities and guidance that can inform recovery and improvement programmes.
- **Outcome 5:** Review findings identify strategic themes to share with NEMA that can inform future emergency management legislative changes.
- **Outcome 6:** Hawke's Bay CDEM Group has appropriate arrangements in place for future transition to recovery situations.

⁴ This is expanded further in the Review Framework.

Out of scope

The review will **not** examine:

- Individual or partner agency response actions as part of the response to Cyclone Gabrielle in Hawke's Bay.
- Information connected to the deaths resulting from Cyclone Gabrielle. This will legally sit within the coronial inquiry.
- Local, regional, and national Cyclone Gabrielle recovery activities.
- Direct engagement with affected communities, as this will be managed by Local Authorities as part of recovery locality planning.

4. Key Deliverable

A Review Report examining the Hawke's Bay CDEM Group's operational response to Cyclone Gabrielle with a focus on the systems and processes; roles and responsibilities of Group members and partners; and the extent that pre-existing arrangements contributed to an effective management of the response. The document will be provided to the Hawke's Bay CDEM Group no later than **30 November 2023 (TBC)**

5. Project Governance

The review governance structure and the roles of each party are described:

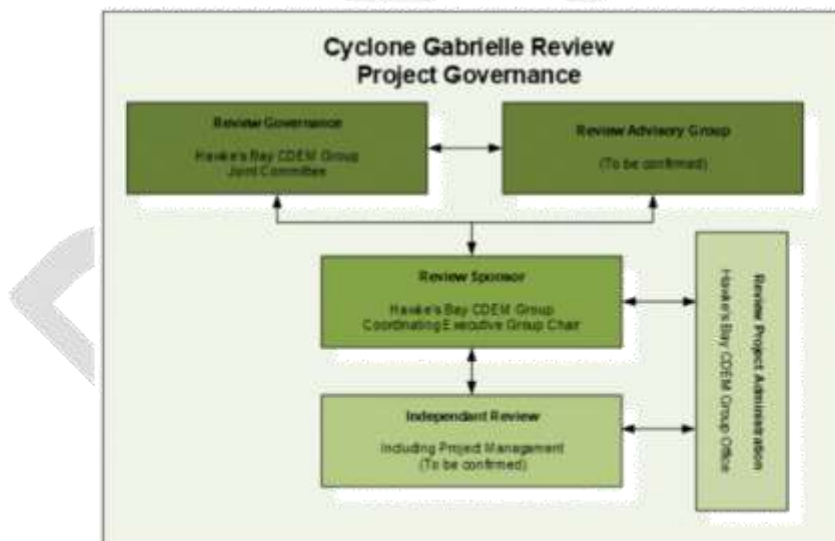


Figure 1: Operational Review Governance Structure

Role	Responsibilities
Review Governance	<ul style="list-style-type: none"> • Oversight of overall review implementation and direction.
Review Advisory Group (to be confirmed)	<ul style="list-style-type: none"> • Ensure that the review process is carried out appropriately and every individual involved in the process makes a necessary contribution to the overall review. • Advise of review direction.

Role	Responsibilities
Project Administration	<ul style="list-style-type: none"> Administration support to review through Review Project Manager and Review Sponsor.
Review Sponsor	<ul style="list-style-type: none"> Setting and managing review work and monitoring review progress. Control review effort
Independent Review Project Manager	<ul style="list-style-type: none"> Review Project Manager is an independent contractor to enable separation between Review management and review participation. Communicate with the Review Sponsor and Review Governance on the defined outcomes aligned with the project objectives. Ensure on-time delivery of specific objectives. Set up and coordinate review performance.
Independent Review Contractors (to be confirmed)	<ul style="list-style-type: none"> Review is undertaken by independent contractors.

Table 1: Operational Review Governance Roles and Responsibilities

6. Review Framework and Engagement Plan

Separate documentation will detail the review framework and stakeholder engagement arrangements for this Independent Review.

The review framework outlines in more detail the scope areas and proposed methodology for engaging with stakeholders across the outcome areas along with indicative timelines.

There will be direct engagement with a range of stakeholders as their experiences will inform the findings within each outcome area.

Given the time constraint to complete this review while experiences are still fresh for those involved, engagement methodologies will vary depending on the stakeholder type, and the roles and responsibilities of held by different stakeholders. Engagement throughout the review will be stewarded by the Review Project Manager and review consultants with oversight from Review Governance.

Appendix | Terms of Reference Version Control

Date	Version	Notes
22 April	0.1	Initial DRAFT Terms of Reference for review by Project Sponsor
24 April	0.2	DRAFT Terms of Reference for review and discussion by the Hawkes Bay Joint Standing Committee at its meeting 28 April 2023.
TBA	0.3	<i>Revised DRAFT Terms of Reference for consultation with Mana Whenua Partners</i>
TBA	0.4	<i>Final DRAFT Terms of Reference for approval by Hawke's Bay CDEM the Joint Standing Committee</i>

DRAFT

Hawke's Bay Civil Defence Emergency Management Group

Operational Review of the Response to Cyclone Gabrielle 2023

DRAFT | Review Framework and Engagement Plan

1. Introduction

Severe Tropical Cyclone Gabrielle devastated the North Island of New Zealand in February 2023. The cyclone hit New Zealand from 12 to 16 February 2023. Hawke's Bay Civil Defence Emergency Management (CDEM) Group¹ declared a State of Local Emergency for the Hawke's Bay region on 14 February 2023². Shortly after a National State of Emergency was declared also on 14 February 2023³. All states of emergency were lifted by 14 March 2023.

Hawke's Bay communities were severely impacted by Cyclone Gabrielle. In the lead up to the event, the Hawke's Bay CDEM Group activated its emergency response arrangements across the region. The response to Cyclone Gabrielle included the activation of the Group Emergency Coordination Centre and local Emergency Coordination Centres to coordinate and manage the impacts from Cyclone Gabrielle (February-March 2023) for the Hawke's Bay region. Hawke's Bay emergency response arrangements extended to community-led responses across the region.

The Joint Committee of the Hawke's Bay CDEM Group wishes to conduct an Independent Review of the CDEM Group response to Cyclone Gabrielle to provide confidence to all stakeholders and communities in Hawke's Bay that a robust and independent review process is completed.

The review will focus on the timeframe between the initial warning of the cyclone, including the termination of the State of National Emergency², through to the demobilisation of the Group Emergency Coordination Centre (09 February – end-April 2023). This review will outline strengths and areas for improvement and will inform the Hawke's Bay CDEM Group work programme aligned to the Hawke's Bay CDEM Group Plan³.

This review will provide a framework for continuous improvement; and will align with any national (National Emergency Management Agency-led) lessons management methodology, approach, and any corrective actions framework.

¹ The Hawke's Bay CDEM Group is formed under Section 12 of the CDEM Act 2022, and its functions are outlined in Section 17 of the CDEM Act 2022. Hawke's Bay Civil Defence Emergency Management Group covers all areas of Hawke's Bay. The local authorities in the Hawke's Bay region are Napier City Council, Wairoa District Council, Hastings District Council, Central Hawke's Bay District Council and Hawke's Bay Regional Council.

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³ At 8:43am on 14 February 2023 a State of National Emergency declared owing to Cyclone Gabrielle for the Northland, Auckland, Waikato, Bay of Plenty, Tairāwhiti and Hawke's Bay Regions.

Overview of Review Framework

The Independent Review will consider the Hawke's Bay CDEM Groups' response to Cyclone Gabrielle at the Group Emergency Coordination Centre (GECC) and Local Emergency Operations Centre (EOC) levels. The review will not consider the National level response but will consider the interoperability between each of the three response levels.

All local authorities as members of the Hawke's Bay CDEM Group will be part of this Review: Napier City Council, Wairoa District Council, Hastings District Council, Central Hawke's Bay District Council and Hawke's Bay Regional Council. Response partner agencies will be included at a CDEM Group and local level. Formalised response arrangements structured at the community level are also to be included. The Hawke's Bay CDEM Group will seek Mana Whenua engagement at the governance, operational and community level as part of the Review. The Review must consider (where available) debriefing/ review inputs from for partner agencies and Mana Whenua.

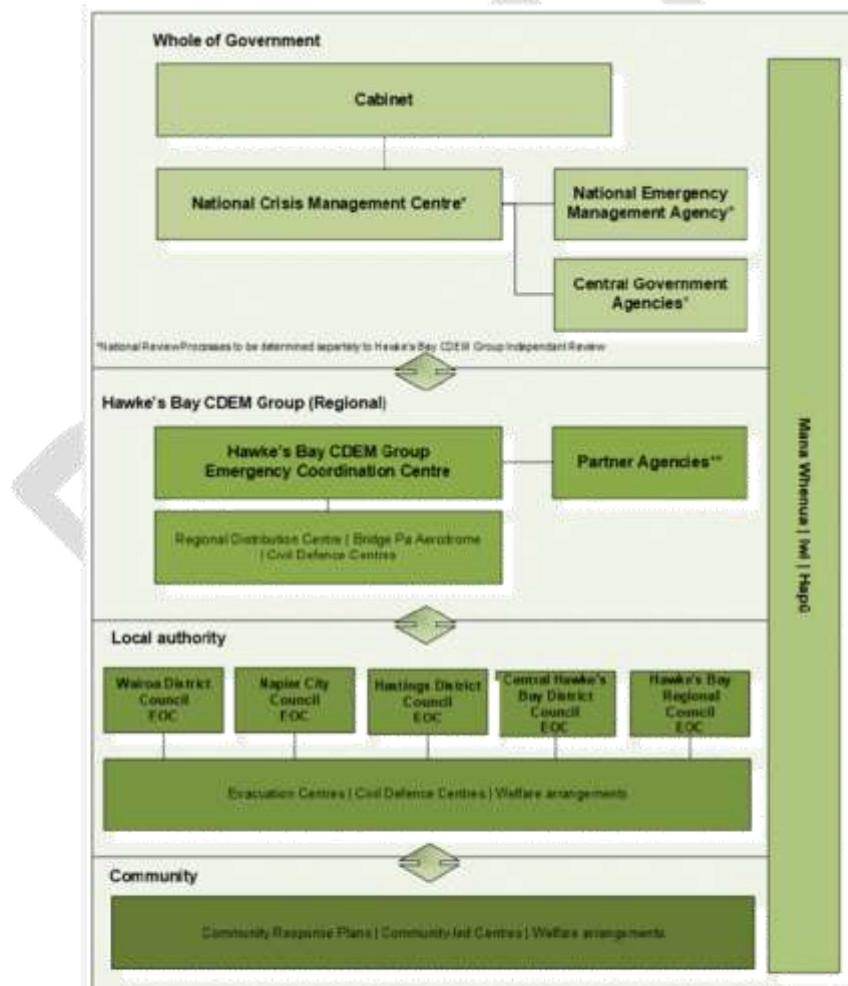


Figure 1: Independent Review Framework

Figure 1 shows the three levels of response within the Hawkes Bay CDEM Group (Regional; Local and Community) and the relationship with the National response structure (out of scope).

- Hawkes Bay CDEM Group (Regional): includes the Joint Standing Committee; Coordinating Executive Group; relationships with Mana Whenua; the Group Emergency Coordination Centre and its functions; partner agencies connected to the GECC; the Regional Distribution Centre; Bridge Pa Aerodrome and some Civil Defence Centres directed by the GECC.
- Local Authority: includes Chief Executives; Local Authority elected representatives; relationships with Mana Whenua; all EOC's and their functions; partner agencies connected to EOC's; Local Welfare arrangements including any Evacuation Centres and Civil Defence Centres.
- Community: includes those formal response arrangements connected with any local community response plans, welfare provisions, community-led centres (including Marae), and initial engagement with local recovery structures.

2. Purpose

The purpose of this Independent Review is to assess the operational performance of the Hawkes Bay Civil Defence Emergency Management Group's (the Group) response to Cyclone Gabrielle, with a particular emphasis on the systems and processes; roles and responsibilities of Group members and partners; and to what extent the implementation of pre-existing arrangements contributed to an effective management of the response.

Review outcomes will focus on improving resilience and ensuring that the Hawke's Bay CDEM Group has robust emergency management capability and capacity before, during and after an emergency.

3. Review Definition

Cyclone Gabrielle has left wide-ranging and significant impacts across the Hawke's Bay region.

At the peak of the disaster, communities, local Emergency Operation Centres (EOCs) and emergency services experienced isolation from the loss of critical roading, power and communications infrastructure. This has meant that a clear picture of what happened and when has still not emerged across the region. The declaration of a national state of emergency created misunderstandings around who was responsible for what. Communities felt frustrated by the level of support from 'Civil Defence' and that emergency management arrangements could and should have done more for communities across all of Hawke's Bay.

This review will consider previous CDEM Group-level review recommendations and will examine the extent to which current investment in the implementation of corrective actions has realised benefits in emergency management arrangements before, during and after an emergency.

The following assumptions and constraints have been identified to date in the development of the review project:

Assumptions	Constraints
<ul style="list-style-type: none"> Regular progress engagement with the Hawke's Bay CDEM Group Coordinating Executive Group and the Joint Standing Committee will be undertaken as part of the Review Governance Structure. Partner agencies and Mana Whenua will conduct their own debriefing / reviews on their Cyclone Gabrielle response in the Hawke's Bay region. Relevant documentation including partner agency debriefing / review material, will be provided by an agreed timeframe as part of the discovery process (see phase 2). Some aspects of the Review will only relate to specific locations, however relevant stakeholders, regardless of locality (in/out of region) will be engaged in relevant Review stages. Stakeholders will be available for interviews (in person and / or online). There will be alignment to the national (National Emergency Management Agency-led) lessons management methodology, approach, and any corrective actions framework. In the event of an emergency, Hawke's Bay CDEM Group will confirm whether agreed timeframes for the Review are still manageable and will proactively support rescheduling if required. 	<ul style="list-style-type: none"> The willingness and availability of stakeholders to participate in engagement phases as part of the Review (Survey, Interviews, Focus Group(s)). The capacity, ability and timeliness of partner agencies, other agencies, and Mana Whenua to conduct their own debriefing / reviews on their Cyclone Gabrielle response in the Hawke's Bay region. Potential cost and available budget for the review to be delivered. The timeliness of communications, consultation and dissemination of information related to the Review. The technology and administrative support available to the Review. Further emergency events.

4. Scope

The scope of this review will examine the response arrangements (*including response capabilities within the Hawke's Bay; communication and information flow; and the interoperability of local EOC; CDEM Group ECC and National emergency management NCC structures*); relationships with partners; any emerging practice that could support future resilience; the criticality of lifeline infrastructure during an emergency; any strategic lessons that could support National level response management, and the arrangements in place to support an effect transition to recovery.

The independent review will consider the following desired outcomes.

- Outcome 1** Hawke's Bay CDEM Group has appropriate capability and capacity to coordinate and effectively manage a response before, during and after an emergency.
- Outcome 2** Strengthened relationships with Mana Whenua, Iwi, Hapū; partner agencies; and communities that support a coordinated approach to emergency management capability.
- Outcome 3** Emerging response practice is recognised and assessed with a view to informing future emergency management approaches (including community arrangements).

- **Outcome 4** Identification of key lifeline vulnerabilities and guidance that can inform recovery and improvement programmes.
- **Outcome 5** Review findings identify strategic themes to share with NEMA that can inform future emergency management legislative changes.
- **Outcome 6** Hawke's Bay CDEM Group has appropriate arrangements in place for future transition to recovery situations.

Table 1 provides detail on the scope within each of the review outcomes, supported by Focus areas and detailed criteria.

Out of scope

The review will not examine:

- Individual or partner agency response actions as part of the response to Cyclone Gabrielle in Hawke's Bay.
- Information connected to the deaths resulting from Cyclone Gabrielle. This will legally sit within the coronial inquiry.
- Local, regional, and national Cyclone Gabrielle recovery activities.
- Direct engagement with affected communities, as this will be managed by Local Authorities as part of recovery locality planning.

Table 1: Independent Review Scope

Outcome 1	Focus	Criteria
Hawke's Bay CDEM Group has appropriate capability and capacity to coordinate and effectively manage a response before, during and after an emergency.	Strengthened response structure, practices, and processes that will deliver improved outcomes for future emergencies.	<p>Timeline of Events</p> <ul style="list-style-type: none"> Detailed timeline of Hawke's Bay CDEM Group response to Cyclone Gabrielle, including key factors in chronological order. Consideration of the timing, reasoning, decision-making process, and escalation of state of emergency declarations. <p>Warnings</p> <ul style="list-style-type: none"> Consideration of the application of science / technical advice received at Local / Group CDEM level with reference to warnings (Cyclone Gabrielle and subsequent flooding). Use of Emergency Mobile Alerts. <p>Activations (Emergency Coordination / Operations Centres)</p> <ul style="list-style-type: none"> Emergency Coordination/ Operations Centre activations Consideration of the timing and mode of activations; operational periods; staffing levels including staff deployed to the region. Consideration of information management between Local / Group / National levels. Interoperability and effectiveness of Emergency Coordination/ Operations Centre. <p>Structure and interoperability</p> <ul style="list-style-type: none"> The roles and responsibilities, and use of States of Emergency Local and regional response structures and interoperability with national structures. <p>Response practices and processes</p> <ul style="list-style-type: none"> ECC and EOC processes; Activation; Emergency Coordination/ Operations Centre information management; response documents (SITREPs, Action Plans); Common Operating Picture. Regional Distribution Centre. Staging Areas: Bridge Pa Aerodrome. <p>Welfare</p> <ul style="list-style-type: none"> Consideration of pre-planning, capacity, and capability for welfare support to communities: Civil Defence Centres, Community-led Centres, Evacuation Centres, Marae. Consideration of arrangements for welfare sub function planning as mandated by the National CDEM Plan. <p>Communication</p> <ul style="list-style-type: none"> Consideration of the quality, effectiveness, and timing of communications Communication with CDEM Group members, partners; Iwi, Hapū and Mana Whenua and the community. <p>Public Information Management (PIM)</p> <ul style="list-style-type: none"> Communication with the public (frequency/tone) through various communication mediums (e.g., television, radio, print, social media, and websites). PIM capability and capacity at EOC / ECC level. Consistency of messages at EOC / ECC level and impact on the community.

	Response capability and capacity vulnerabilities that require immediate action.	<ul style="list-style-type: none"> Identify priority gaps requiring immediate consideration
	Acknowledge and understand previous reviews conducted for Hawke's Bay CDEM Group.	<ul style="list-style-type: none"> Known Hawke's Bay CDEM Group capability gaps outlined in previous reviews, monitoring and evaluation, and reviews on previous emergencies. Corrective Action implementation.
Outcome 2	Focus	Criteria
Strengthened relationships with Mana Whenua, Iwi, Hapū; partner agencies; and communities that support a coordinated approach to emergency management capability.	Clearer definition of the roles and responsibilities of all CDEM Group members, partners; Iwi, Hapū and Mana Whenua, and the community before, during and after an emergency.	<ul style="list-style-type: none"> Understanding and implementation of the roles and responsibilities of key stakeholders (as defined in the CDEM National Plan), and the ability to effectively execute these in a response. Engagement and collaborative planning with key partners not defined in the CDEM National Plan.
	Strengthened communications arrangements between Mana Whenua, Iwi, Hapū; partner agencies; and communities.	<ul style="list-style-type: none"> Communications mechanisms to support coordination of response. Information management Regional-Local-Community.
Outcome 3	Focus	Criteria
Emerging response practice is recognised and assessed with a view to informing future emergency management approaches (including community arrangements).	Strengthened future emergency management arrangements that recognise first response efforts come from the community.	<ul style="list-style-type: none"> Locally led emerging response structures or practice that could be considered for future emergency management planning. Innovative response practice (ECC / EOC) evolving as part of the response to Cyclone Gabrielle.
Outcome 4	Focus	Criteria
Identification of key lifeline vulnerabilities and guidance that can inform recovery and improvement programmes.	The CDEM Group understands key local and regional infrastructural vulnerabilities and the potential impacts that could arise from lifeline failure.	<ul style="list-style-type: none"> Consideration of the roles and effectiveness in an emergency response of, <ul style="list-style-type: none"> Lifelines Engineering Group. Local authorities. Identification of infrastructure vulnerability resulting from Cyclone Gabrielle and subsequent impacts.
	Appropriate contingencies are considered to mitigate the impacts of lifeline failure.	<ul style="list-style-type: none"> Identification of potential contingencies / owners.

Outcome 5	Focus	Criteria
Review findings identify strategic themes to share with NEMA that can inform future emergency management legislative changes.	Identify any challenges with the practical application of legislative roles, responsibilities, and powers defined in the CDEM Act 2002, and CDEM National Plan Order.	<ul style="list-style-type: none"> How were legislative obligations met by the CDEM Group, local authorities, partner agencies and communities required by CDEM Act 2002. Understanding of the powers used including rationale for declaring a state of emergency.
	The Role of lwi within emergency management.	<ul style="list-style-type: none"> Recognition of current legislative constraint. Understanding of how previous response approaches were considered or used. Outline the impact lwi had in the response to Cyclone Gabrielle.
Outcome 6	Focus	Criteria
Hawke's Bay CDEM Group has appropriate arrangements in place for future transition to recovery situations.	Fit for purpose 'transition to recovery' processes with appropriate structure and systems.	<ul style="list-style-type: none"> Structures and tools supported an effective transition to recovery (including the use of national recovery guidance). The level and extent of transition and recovery planning preparedness. Current connection between recovery efforts and the 'transition to recovery'.
	Clearer definition of the roles and responsibilities of partners in the 'transition to recovery'.	<ul style="list-style-type: none"> Engagement by emergency management partners (including central government and Tangata Whenua) in the 'transition to recovery'.

5. Review Methodology

To ensure a balance between quantitative and qualitative inputs, the review will be conducted over four phases (See Figure 2) – the first being the development of the Terms of Reference and Review Framework.

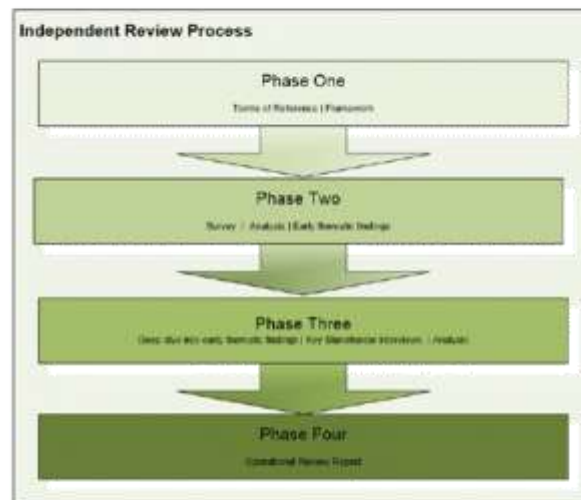


Figure 2: Review Phases.

Phase One – Terms of Reference and Review Framework.

- Development of Terms of Reference and Review Framework

Terms of Reference and Review Framework will be developed for consideration by the CDEM Joint Standing Committee as the accountable entity for the performance of CDEM within Hawkes Bay. The process will include input from a range of key senior leaders, CEG partners, with the final Terms of Reference and Review Framework will be considered by Mana Whenua partners and approved by the Joint Standing Committee as the entity ultimately accountable under the CDEM Act 2002⁴.

Phase Two – Early Thematic findings.

- Review of Agency debriefs/ reviews of the response to Cyclone Gabrielle.

Analysis of debriefs / review materials (where available) from partner agencies, and Mana Whenua to inform early thematic findings.

- Stakeholder survey.

An online survey will be used to gain quantitative and qualitative information aligned to the scope from a wide range of stakeholders (including Mayors and other elected representatives; Mana Whenua; response personnel, partner agencies and volunteer organisations; and formalised community-based response arrangements connected with any community response plans, welfare provisions and community led centres (including Marae).

Phase Three – Deep dive into thematic findings.

- Key Stakeholder interviews.

Targeted interviews/focus groups will explore early thematic findings, build a deeper picture of the drivers for these themes, and support identifying where process or practice improvements could be made. Targeted key stakeholder interviews/focus groups with representatives from the Hawke's Bay

⁴ See Footnote 1.

CDEM Group, Iwi, partner agencies; and other agencies and volunteer organisations that supported the Cyclone response.

Phase Four – Operational Review Report.

- Report.

Preparing the Operational Review report reflecting the scope outcomes. The report will outline analysis of root causes and issues, identifying areas of strength and opportunities for improvement for consideration and discussion by the Hawke's Bay CDEM Group. The review report will detail recommendations to inform the Hawke's Bay CDEM Group work programme aligned to the Hawke's Bay CDEM Group Plan⁵.

6. Review Deliverables

The following deliverables and timeframes are proposed.

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

7. Engagement

Stakeholder engagement will be integrated into all phases of the Independent Review Process with participation and engagement conducted through a combination of the following approaches:

- Online survey.
- Stakeholder interviews / focus groups
- Ongoing governance project updates

To ensure meaningful engagement for the independent review, these best practices principles will be adopted:

- Ensure consistent messaging on the Review regardless of National/Group/Regional/Local level tailored appropriate for stakeholder groups.

⁵ Hawke's Bay Civil Defence Emergency Management Group Plan 2014-2019

- Clearly communicate the objectives and methodology and disclose and circulate consultation materials at least seven working days pre-engagement to encourage an informed participation.
- Conduct communications with stakeholders with the provision of timely updates on the Review which are published via agreed channels.
- All engagement is to be conducted through Independent Review Contractors with the administrative support of the Hawke's Bay CDEM Group Office.
- Engagement is to be clearly documented.
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Key stakeholders* include (but are not limited to):

CDEM Group / Regional	Governance	Control	Response Operations	Transition to Recovery
	Chair of CDEM Joint Standing Committee	Group Controller	CIMS IMT Managers (GECC)	Group Recovery Manager/ Recovery Specialist
	CDEM Joint Standing Committee	GECC Response Managers	Emergency Services Liaison Officers (NZ Police, FENZ, St. John, Te Whatu Ora).	Mana Whenua, Iwi, Hapū
	Coordinating Executive Group Chair		Staff working / deployed to work in the GECC	
	Coordinating Executive Group members		Group Public Information Manager	
	Mana Whenua		Group Welfare Manager / Welfare Coordinating Group	
			Engineering Lifelines Committee Chair / Committee	
			Iwi liaison staff within the ECC	
			Other agency Liaison Officers.	
			Civil Defence Centre (CDC) staff coordinated through the GECC	
			Regional Distribution Centre staff	
			Bridge Pa Aerodrome staff	
			Volunteer organisations	
			NEMA Regional Emergency Management Advisor	
Local	Chief Executive Officers of Local Authorities	Local Controllers	CIMS IMT Managers (EOC)	Local Recovery Manager/ Recovery Specialist
	Mayors/Chairman/elected officials of Local Authorities	EOC Response Managers	Local Liaison Officers for the Emergency Services Liaison Officers (NZ Police, FENZ, St. John, Te Whatu Ora).	Mana Whenua, Iwi, Hapū
	Mana Whenua		Staff working / deployed to work in the EOC	
			Local Public Information Manager	
			Local Welfare Managers	
			Local Welfare structures including Civil Defence Centres/Evacuation Centres/ Community-led Centres (coordinated through an EOC), Marae	
			Iwi liaison staff within the EOC	
		Volunteer organisations.		

*Stakeholders include personnel deployed to the Hawke's Bay to support the Hawke's Bay CDEM Group and Local response to Cyclone Gabrielle.

8. Resources

Documentation relating to CDEM in the Hawke's Bay CDEM Group (regional) and national level. This includes, but is not limited to:

- MCDEM/NEMA/Independent capability (monitoring and evaluation) assessments.
- Reviews of the region's response to recent emergencies and updates on subsequent actions.
- CDEM Group work planning and quarterly / annual performance reporting.
- Key CDEM Directors Guidelines and planning documents including any updates in progress.
- Key NEMA documentation and guidance issued relating to the declaration of a National State of Emergency.
- Relevant existing service level agreements and memorandums of understanding.
- Other documents identified in the Operational Review process.

Appendix | Review Framework Version Control

Date	Version	Notes
22 April 2023	0.1	Initial draft Review Framework for Project Sponsor
24 April 2023	0.2	Draft Review Framework for review and discussion by the Hawkes Bay CDEM Joint Standing Committee at its meeting 28 April 2023
TBA	0.3	<i>Revised DRAFT Review Framework for consultation with Mana Whenua Partners</i>
TBA	0.4	<i>Final DRAFT Review Framework for approval by Hawke's Bay CDEM the Joint Standing Committee</i>

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