

# Hawke's Bay Civil Defence Emergency Management Group

## Operational Review of the Response to Cyclone Gabrielle 2023

### **FINAL** | Terms of Reference

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#### 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)<sup>1</sup> 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 for mana whenua and the community.

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 that supports better emergency management outcomes for Hawke's Bay communities.

#### 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 2023<sup>2</sup>. Shortly after a National State of Emergency was declared also on 14 February 2023<sup>3</sup>. 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 within the 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 Emergency<sup>2</sup>, 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 Plan<sup>3</sup>.

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<sup>1</sup> 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.

<sup>2</sup> 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.

<sup>3</sup> 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.

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 (roles and responsibilities). 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<sup>4</sup> 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 community 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<sup>5</sup>. These areas include:

- a) Timeline of events for the response to Cyclone Gabrielle across the Hawke's Bay region.
- b) The community voice and how Cyclone Gabrielle impacted communities.
- c) Readiness and response arrangements and capabilities in place before Cyclone Gabrielle and how well these interfaced with communities, including the understanding of roles and responsibilities throughout the response.
- d) Promulgation of warning information to agencies and communities ahead of, during, and after the immediate impacts of Cyclone Gabrielle.
- e) 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.

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<sup>4</sup> Including emergency management recommendations made by Mana Whenua.

<sup>5</sup> See Hawkes' Bay CDEM Group Operational Review for the Response to Cyclone Gabrielle 2023 | Review Framework and Engagement Plan.

- f) The timeliness of Emergency Operations Centre (EOC) and Emergency Coordination Centre (ECC) activations; decisions making; communication, and use of pre-defined tools and processes.
- g) Understanding of the Hawke's Bay regions' lifeline vulnerabilities and what planned contingencies existed.
- h) The effectiveness of community level support through both formal response arrangements and informal community networks; and the contributions these had on community wellbeing.
- i) The respective roles of Iwi, Hapū and Mana Whenua within emergency management, and appropriate representation in the emergency management system within Hawkes' Bay.
- j) 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 for communities; local authorities and the CDEM Group; 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 within the Hawke's Bay region<sup>6</sup>:

- 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, particularly reflecting on local recovery community engagement.
- Mana Whenua: includes any formal response arrangements connected with Mana Whenua at a local and CDEM Group level and impacts of decisions during the response on Mana Whenua.

The Independent review should consider the following desired outcomes:

- **Outcome 1** Hawke's Bay CDEM Group has appropriate capability and capacity to support community resilience, considering the impacts of Cyclone Gabrielle on communities.
- **Outcome 2** Hawke's Bay CDEM Group has appropriate capability and capacity to coordinate and effectively manage a response before, during and after an emergency.
- **Outcome 3** Strengthened relationships with Mana Whenua, Iwi, Hapū; partner agencies; and communities that support a coordinated approach to emergency management capability.
- **Outcome 4** Emerging response practice is recognised and assessed with a view to informing future emergency management approaches (including community arrangements).
- **Outcome 5** Identification of key lifeline vulnerabilities and planned contingencies that can inform recovery and improvement programmes.
- **Outcome 6** Review findings identify strategic themes to share with NEMA that can inform future emergency management legislative changes.
- **Outcome 7** Hawke's Bay CDEM Group has appropriate arrangements in place for future transition to recovery situations.

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<sup>6</sup> 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.
- While not specifically excluded, the review does not have to consider the implications of the proposed Emergency Management Bill 2023, but the report may reference it if it is helpful to do so.

Given the tension between urgency and having a broad scope, this review will not engage with wider communities. It is recognised that the importance of community voice and the opportunity for Hawke's Bay communities to tell their stories of the impacts from Cyclone Gabrielle, post this event, is given appropriate action and priority.

The Review will seek access to community voice through a range of mechanisms such as connection to local recovery planning and community engagement; inclusion of community representation within the Review Advisory Group; connection with local authority elected representatives and Mana Whenua through engagement with formalised community groups established as part of community response planning.

A suggested range of mechanisms to effectively and appropriately engage with communities is detailed in the Review Framework. These mechanisms are separate to this Independent Review but could be led and conducted by the appropriate local authority (or other organisation) in parallel to this Review process.

## 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 Hawkes's Bay CDEM Group no later than *31 December 2023 (TBC)*

## 5. Project Governance

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

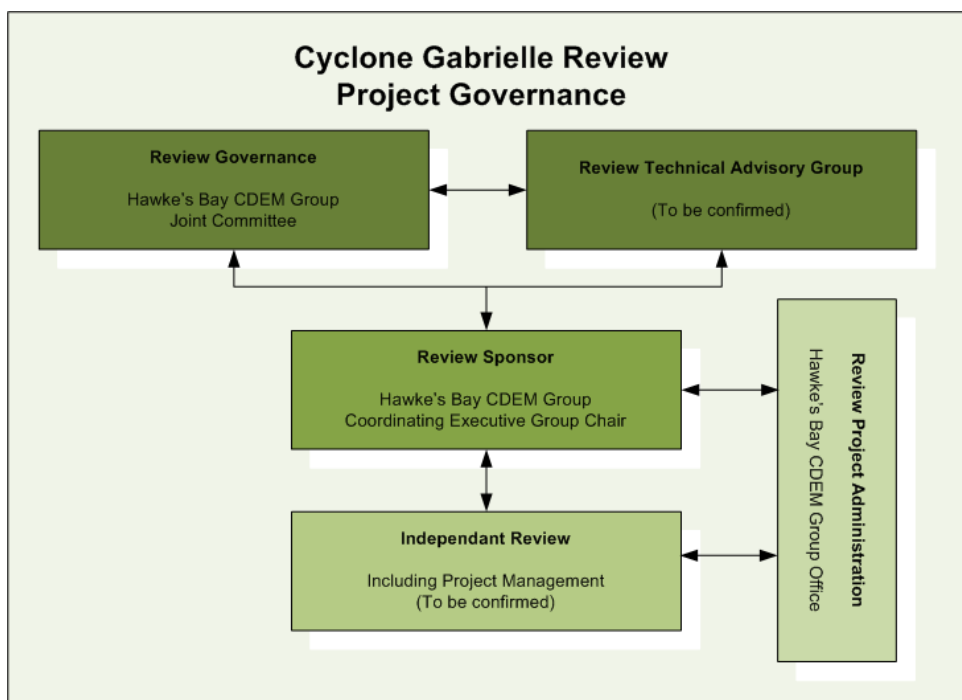


Figure 1: Operational Review Governance Structure

Role	Responsibilities
Review Governance	<ul style="list-style-type: none"> <li>Oversight and direction of the overall Review.</li> </ul>
Review Technical Advisory Group (to be confirmed)	<ul style="list-style-type: none"> <li>Provide technical expertise for the Review.</li> <li>Ensure that the review process is carried out appropriately and those involved in the process can contribute to the overall review.</li> <li>Representation to support the Review Outcomes including CDEM; Lifelines; representation from Mana Whenua; and community.</li> </ul>
Project Administration	<ul style="list-style-type: none"> <li>Administration support to review through Review Project Manager and Review Sponsor.</li> </ul>
Review Sponsor	<ul style="list-style-type: none"> <li>Setting and managing review work and monitoring review progress.</li> <li>Control review effort</li> </ul>
Independent Review Project Manager	<ul style="list-style-type: none"> <li>Review Project Manager is an independent contractor to enable separation between Review management and review participation.</li> <li>Monitors the delivery of the roadmap for the Review.</li> <li>Communicate with the Review Sponsor and Review Governance on the defined outcomes aligned with the project objectives.</li> <li>Ensure on-time delivery of specific objectives.</li> <li>Set up and coordinate review performance.</li> <li>Provide regular reporting to Review Technical Advisory Group, Sponsor and Governance.</li> </ul>
Independent Review Contractors (to be confirmed)	<ul style="list-style-type: none"> <li>Review is undertaken by independent contractors.</li> <li>Develop a roadmap for delivery with timeframes.</li> <li>Provide regular project reporting to the Project Manager.</li> </ul>

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.
03 May	0.3	Revised DRAFT Terms of Reference for consultation with Joint Committee and Mana Whenua Partners
20 June	0.4	FINAL DRAFT Terms of Reference for approval by Hawke's Bay CDEM the Joint Standing Committee