

Thursday, 27 June 2024

*Te Hui o Te Kaunihera ā-Rohe o Heretaunga*  
**Hastings District Council**  
**Council Meeting**

*Kaupapataka*

# Attachments

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*Te Rā Hui:*  
Meeting date: **Thursday, 27 June 2024**

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*Te Wā:*  
Time: **1.00pm**

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*Te Wāhi:*  
Venue: **Council Chamber  
Ground Floor  
Civic Administration Building  
Lyndon Road East  
Hastings**

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**HASTINGS DISTRICT COUNCIL**  
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**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

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 **VEHICLE BAN AREA**

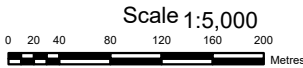
**HERETAUNGA  
HASTINGS** DISTRICT COUNCIL

Map Produced using ArcGIS Pro



Projection: NZTM  
Datum: D\_NZGD\_2000

Waimārama Beach Vehicle Ban Area



Original Size: A3  
Date: Tuesday, 27 February 2024

DATA SOURCE: Cadastral information derived from the Land Information New Zealand's Core Record System (CRS).  
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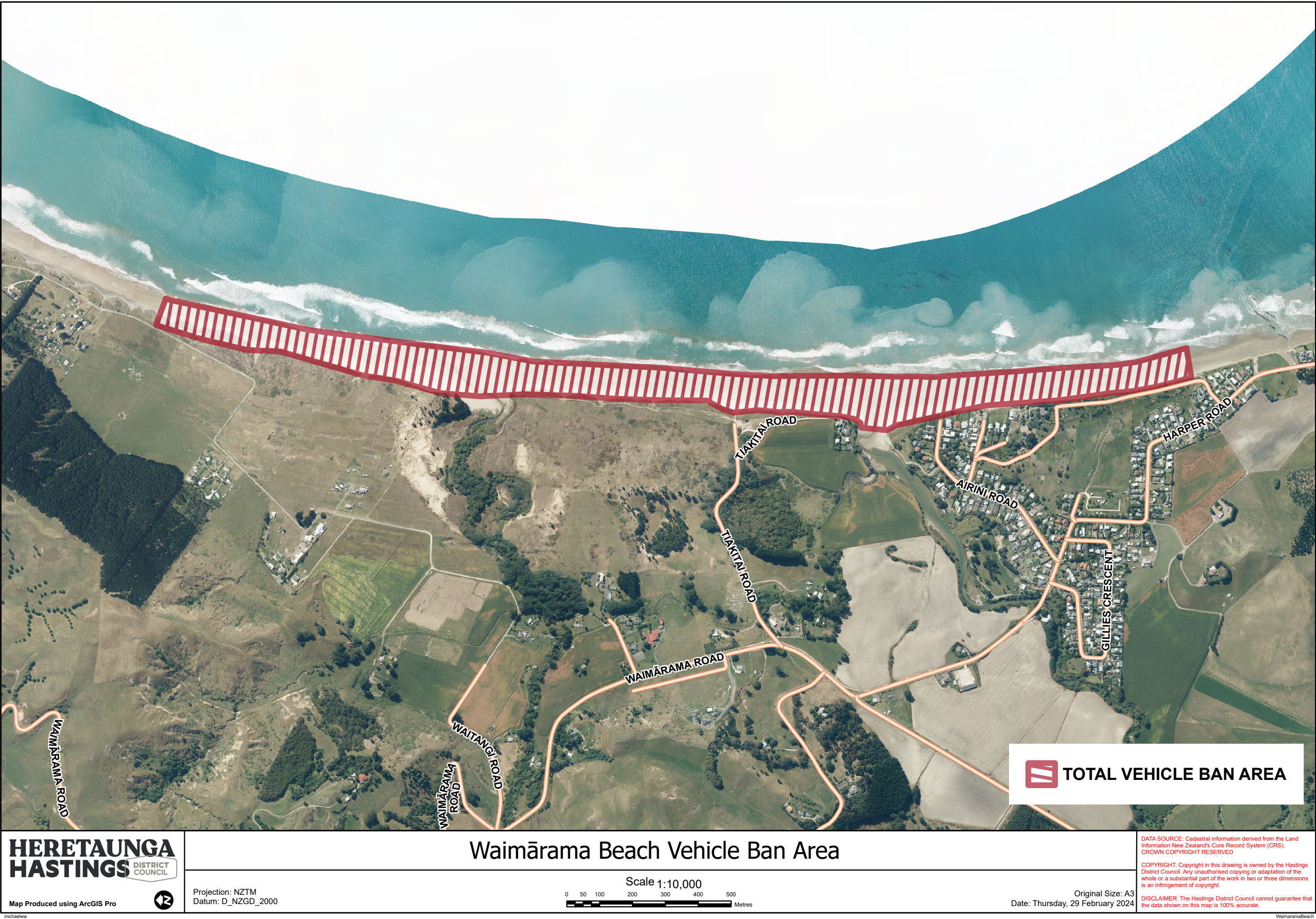
DISCLAIMER: The Hastings District Council cannot guarantee that the data shown on this map is 100% accurate.

WaimaramaBeach





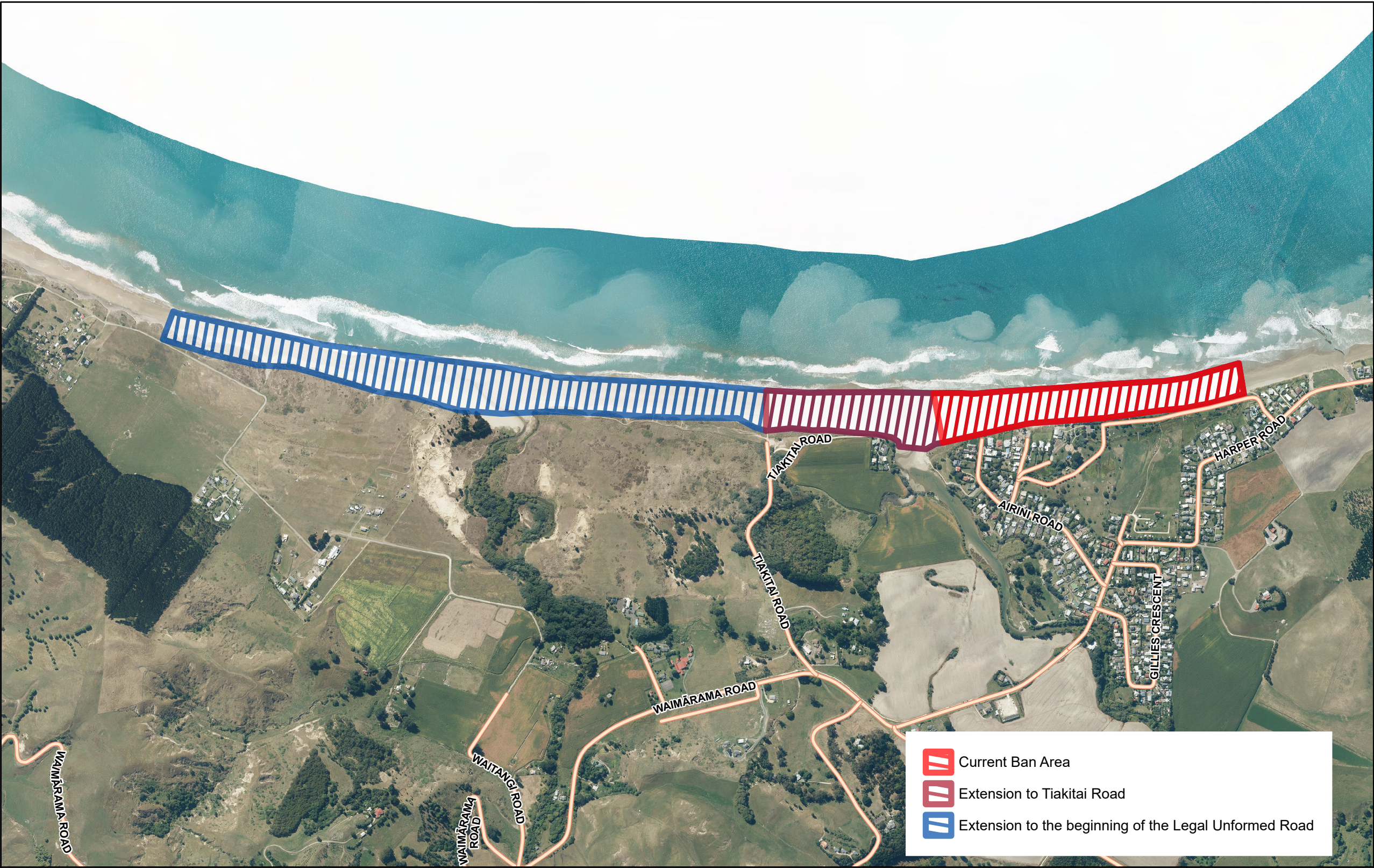












**HERETAUNGA  
HASTINGS** DISTRICT COUNCIL

Map Produced using ArcGIS Pro  
michaelw

Projection: NZTM  
Datum: D\_NZGD\_2000

Scale 1:10,000

0 50 100 200 300 400 500 Metres

Waimārama Beach Vehicle Ban Area

Original Size: A3  
Date: Tuesday, 5 March 2024

DATA SOURCE: Cadastral information derived from the Land Information New Zealand's Core Record System (CRS).  
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WaimaramaBeach

ITEM 7

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Emergency Responders

Responder	Response
<b>FENZ</b>	<p>Havelock North “We would not go onto the beach with any of our appliances. If we needed to access any areas along the beach for any reason, we would be relying on the locals with 4-wheel drives or buggies”.</p> <p><b>Waimārama “We would not go onto the beach with any of our appliances. If we needed to access any areas along the beach we would prefer it was the northern end of the beach. As is the case now”.</b></p> <p>Haumoana “We don’t take our vehicles onto the beach, we would rely on other locals for access”.</p> <p>As a rule our vehicles should not be taken off hard standing, with the exception of our limited number of 4-wheel drive appliances, which should not be driven on a beach for obvious reasons. Waimārama brigade also would not access the beach with either of their appliances, but if they needed access they would prefer accessing from the northern end as is the case now</p>
<b>Police</b>	<p>The primary concern of Hawke’s Bay Police in relation to allowing vehicles on Waimārama beach is for the safety of all beach users including pedestrians and occupants of any vehicles.</p> <p>Our observations are that there has been a significant upsurge in both public and vehicle use at the beach during summer, including the northern end of the beach.</p> <p>Police has received significantly more reports of anti-social driving behaviour at Waimārama over the past few years. Some of these reports have come through 111, or 105 reports, as well as locals contacting our community officers directly.</p> <p>For example, last summer we attended a serious traffic incident on the beach where three youths were badly injured when the driver rolled an all-terrain vehicle (ATV). This resulted in the rescue helicopter being deployed. In the last four summers our staff have spent a large amount of time, prior to, and during their deployment to Waimārama educating, encouraging, and at times enforcing the safe use of Waimārama Beach.</p> <p>We believe this has significantly improved driver behaviour on the roads in Waimārama, whereas on the beach there continues to be less compliance as there seems to be a perception that road rules do not apply on the beach.</p> <p>Of note, 4x4 “enthusiasts” have less access to public areas to use their vehicles, for example they no longer have access to Ocean Beach, many rivers etc. This has resulted in a noticeable localisation of 4x4 vehicles at Waimārama Beach.</p>
<b>Waimārama Surf Life Saving</b>	<p>Filled in an online response indicating a preference for option 1 the status quo.</p>

HB Emergency	In a response event HB Emergency may need vehicle access to the beach as part of a response event for emergency service and others taking part in the response effort.
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1.1 Option 1: Keep the current vehicle ban area, in force 8am to 8pm every day from Labour Weekend Saturday to April 1.

Theme	Pros	Cons
Safety	Safety is maintained over the main part of the beach over the busiest part of the year.	Vehicle safety concerns outside of the time period and on the northern part of the beach may persist
Recreation	The effect on recreation is minimal, this will benefit a range of recreational users who use vehicles on the beach, such as fishermen and picnic goers and users wanting to find a private part of the beach.	
Accessibility	There would have little impact in relation to vehicles accessing private properties, all the properties that border the ban zone have access to public roads.	
Environmental/Ecological		Environmental/Ecological concerns relating to vehicle on the beach are not addressed

1.2 Option 2: Retain the current vehicle ban area, but extend it to year round.

Theme	Pros	Cons
Safety	Safety is maintained over the main part of the beach all year round	Vehicle safety concerns over the northern part of the beach may persist
Recreation	The effects on recreation is minimal, this will benefit a range of recreational users who use vehicles on the beach, such as fishermen and picnic goers wanting to find a private part of the beach.	
Accessibility	There would have little impact in relation to vehicles accessing private properties, all the properties that border the ban zone have access to public roads.	
Environmental/Ecological		Environmental/Ecological concerns relating to vehicle on the beach are not addressed

1.3 Option 3: Extend the ban northwards up to but not including Tiakitai Road access, year-round.

Theme	Pros	Cons
Safety	Safety is maintained over more the beach the beach all year round	Vehicle safety concerns over the northern part of the beach may persist
Recreation	The effects on recreation is minimal, this will benefit a range of recreational users who use vehicles on the beach, such as fishermen and picnic goers wanting to find a private part of the beach.	
Accessibility	There would have little impact in relation to vehicles accessing private properties, all the properties that border the ban zone have access to public roads.	Beach users needing a vehicle to access to the main part of the beach because of a disability may not be able to unless exceptions are made or accessible infrastructure is built.
Environmental/Ecological	More of the beach is protected of ecological/environmental damage caused by vehicles	Environmental/Ecological concerns relating to vehicle on the beach are not fully addressed

1.4 Option 4: Extend the vehicle north, to a point 1.7kms north of the Tiakitai Road access, year-round.

Theme	Pros	Cons
Safety	Safety is maintained over most the beach all year round	
Recreation		Unless exceptions are made, there would be significant recreational implications to this option. Some beach users indicated that they benefit from having vehicle access. They have mobility issues, enjoy fishing, and need vehicles to carry beach equipment to secluded parts of the beach etc. Applying a vehicle ban over this area may stop these users from enjoying the beach in this manner.

Accessibility		<p>Vehicle access at Arini Road and Tiakitai Road is lost, this will limit the options northern residents have accessing their properties, however they will maintain legal access at Waitangi Road.</p> <p>Beach users needing a vehicle to access to the beach because of a disability may not be able to unless exceptions are made, or accessible infrastructure is built.</p>
Environmental/Ecological	Most of the beach is protected from ecological/environmental damage caused by vehicles	





## Draft Terms of Reference – Hawke's Bay Water

### 1. Background

There are significant challenges ahead for the delivery of water services. Ageing infrastructure, demands from growth, resilience challenges, the face of climate change and natural disasters, and increasing environmental standards signal increasing investment requirements. Alongside this, Hawke's Bay councils are committed to working together with mana whenua to ensure that te mana o te wai is at the centre of decision-making on water. The region wants to address these challenges and aspirations in the most cost-effective manner for residents.

The Government has released the first set of policies on the delivery of local water infrastructure and services. These policies and legislative changes establish the Local Water Done Well (LWDW) framework and the transitional arrangements for a new water services system for New Zealand.

Under the LWDW legislation, councils (either individually or collectively) will be required to develop Water Services Plans by mid-2025, as well as take decisions around a future model of water service delivery for their communities. Further information on the policy detail, and the policy areas expected to be included in future legislation is available on the [DIA website](#).

Hawke's Bay Councils will need to go through the process of determining whether there is appetite, and a feasible business case, for establishing some form of regional water service entity – with a focus on implementing LWDW in a way that best serves Hawke's Bay communities. Work on a joint Water Services Plan is likely to be contributory work to a decision on a joint water services entity.

In recognition of the existing cross-council coordination function of the Regional Recovery Agency (RRA), it has been agreed between Wairoa District Council, Napier City Council, Hastings District Council and Central Hawke's Bay District Council that the RRA will take on the role of coordinating the region's approach to LWDW with a focus on enabling a decision by councils on whether to pursue a joint water services entity.

This Terms of Reference sets out the detail of this arrangement, covering the objectives and scope of the work, the approach the RRA will take, oversight and reporting, as well as information on the team, their deliverables, timetable and budget.

### 2. Objectives and scope

The objectives of this work are to:

- Provide central coordination across the four councils of the work on future water services delivery in the Hawke's Bay region in the context of the LWDW policy and legislative framework
- Support engagement with mana whenua, agencies and other stakeholders.

- Provide a primary point of contact with central government, representing local connections and context
- Facilitate the work on LWDW to a critical decision-making point for the Hawke's Bay region – specifically, to enable the four Councils to take a decision on whether to pursue a regional model for water services delivery

Decision-making, specifically on how to implement LWDW, is not in scope of this work. By law, decision-making responsibility sits with the Councils, who will consider decisions following engagement with mana whenua, and subject to the usual legislative requirements around process, engagement and decision making.

### 3. Approach

The RRA will act as an independent programme manager, facilitator and central point of connection between the Councils and partners, supporting the decision-making process around whether to pursue some form of regional water services entity.

This will involve implementing key tasks:

- Developing the work programme for evaluation and assessment of options and material to inform decision-making, including the development of a business case
- Delivering programme management the work programme, including development of effective plans, processes, budgeting, reporting and monitoring of risks and issues
- Identifying and supervising workstreams, key milestones and immediate gateways to decision-making
- Ensuring the decision-making process meets the requirements of all stakeholders involved and draws extensively on expertise from council officers and mana whenua
- Facilitating engagement with councils, mana whenua, government agencies and other stakeholders to foster collaboration and consensus
- Supporting the Councils (particularly Mayors) as appropriate to engage with mana whenua partners on development of the work.
- Serving as the key point of contact and regional advocate with central government regarding LWDW policy development and implementation, including ensuring alignment of regional initiatives with evolving policy frameworks
- Managing and administering the budget allocated for this work, including engaging consultants as required

### 4. Team

A Project Manager will be appointed, with the agreement of the four councils, to provide programme management, planning and advice to the senior leadership of the RRA and across the Chief Executives and nominated senior executives of the four collaborating councils. The Project Manager will report to the Chief Executive of the RRA.

The Project Manager will be supported by a small team appropriate to the extent of the work programme. These staff/contractors will be in addition to existing RRA staff, so as not to detract from the core work of the recovery. There will also be external support on specific tasks, such as modelling, which will be managed through appropriate procurement processes.

The team will also engage, along with appropriate Council personnel, with key interested/supporting parties such as Standard and Poor's (S&P) and the Local Government Funding Agency (LGFA).

## 5. Oversight and Reporting

There will be frequent and open lines of communication between the RRA and Wairoa District Council, Napier City Council, Hastings District Council and Central Hawke's Bay District Council.

The Councils will receive fortnightly written reports on the work, covering progress, matters for discussion/decision, and upcoming milestones.

At key moments in the work, the Council Chief Executives and Mayors will be presented with a series of smaller decision-making gateways to ensure the work does not pursue pathways not endorsed at a council governance level.

The RRA Board will also provide a level of governance oversight of the RRA's work as a part of the Board's broader governance role over the organisation, noting that the councils are the clients and decision makers in respect of the work.

The Project Manager will be responsible for managing the budget allocated to this work and will include regular updates on expenditure as part of this reporting. This work will be overseen by the Chief Executive and Deputy Chief Executive of the HB Regional Recovery Agency.

## 6. Deliverables

The deliverables for this work include:

- Engagement of project management capability
- Engagement of S&P to conduct a Rating Evaluation Service, and other technical/expert consultants where required (possibly in conjunction with Government)
- Design and coordination of immediate gateways in decision making, in collaboration with council officers and mana whenua
- Regular reporting for the four councils and the RRA Board
- Council-by-council workshops
- A public engagement strategy
- Development of a Business Case to support Council's ultimate decision making and consultation

- Work to support the development of Water Service Delivery Plan(s).

Note that each council will be responsible for undertaking their own post-Business Case evaluation.

## 7. Timeline

Under LWDW, councils will be required to develop Water Service Delivery Plans by mid-2025 (12 month following assent of the Local Government (Water Services Preliminary Arrangements) Bill (the Bill). In order to meet that deadline, the four Councils will need to take early decisions on whether a joint approach will be taken to developing the Plan.

Further specific detail and timeframes of the Government's policy will be released in the coming weeks and months as DIA provides further guidance on the water service delivery plan requirements following the Bill's enactment, and the policy decisions for the enduring settings for the new system are announced. The councils' work programme will respond to this emerging detail.

In the context of what is currently known about LWDW, the following is a high-level programme of work:

### Stage 1: June-August 2024

- Formalise staffing arrangements, including recruitment of a project manager
- Confirm funding support from DIA for this work
- Initial design of work programme, with a focus on gateways to decision-making (to be finalised on the enactment of Transitional Provisions legislation and announcement of further policy decisions by central government in mid-2024)
- Develop a stakeholder engagement plan, with an immediate focus on council-by-council workshops, and mayoral engagement with PSGEs
- Develop an initial communications plan to bring the public on the journey on the need for water reform
- Engage with central government on the Transitional Provisions legislation, including through the select committee process (expected to be enacted by August 2024)
- Engage with central government on the detail of Water Services Delivery Plans (guidance expected in August 2024)
- Commence work on drafting a joint Water Services Delivery Plan, including working with the four Councils to consolidate all of the information required from each on their water services (as set out in Section 11 of the Bill).
- Engage credit rating agency S&P to conduct a Ratings Evaluation Service analysing how various options for governance, shareholding and operational decision-making of a regional entity will be viewed by S&P. This will have particular regard to the question of whether and how a regional water entity would gain balance sheet separation from the Councils, the impact on existing Council's credit ratings, and the impact this might have on Council balance sheets (as well as the entity's ability to source financing). This will include analysis of how transitional and draft legislation might contribute to balance

sheet separation, for example the roles and requirements of a new water services regulator.

- Engage with LGFA on its views around the financing of water services entities and the effect the creation of an entity would have on the Councils’ ability to borrow if an entity were established.

**Stage 2: September-December 2024**

- Continue with the work programme and stakeholder engagement, with the focus being on the (approximate) end of year deadline for councils to inform DIA on whether they will be submitting an individual or joint Plan
- Develop analysis and recommendations to the Councils on a joint water services entity
- Develop and agree a consistent methodology for 3 waters asset valuations and undertake revaluations across the 4 councils’ water assets.
- Engage with central government on the policy detail of the Local Government Water Services Bill (due to be introduced in December 2024)

**Stage 3: January-August 2025 – if joint approach to Plan agreed**

- Draft joint Hawke’s Bay Water Services Delivery Plan
- Finalise Business Case – the case for change – to support Council decision making on whether to establish a joint water services entity
- Dependent on council decision-making, undertake public engagement on proposed joint water services entity
- Engage with central Government on the Local Government Water Services Bill, including through the select committee process (expected to be enacted by mid-2025)
- August 2025 (approximate) deadline for councils to submit final Plan to DIA

**8. Budget**

The RRA will utilise non-recovery funding to support the programme through funding from the four Councils. Funding is being utilised from currently unspent and previously allocated Transition Funding and other funding through the DIA. Funding commitments are as follows:

	TSP – total remaining
Wairoa	\$165k
Napier	\$500k
Hastings	\$500k
CHB	\$165k
TOTAL	\$1.33M

The funding will be held by Hastings District Council on behalf of the councils.

Indicative allocation of the funding is expected to cover:

- Engagement of analytical and programme management capability to sit within the RRA (\$326k)
- Resource the RRA in a programme coordination capacity (\$81.5k)
- Ensure expert input from councils by making funding available to backfill responsibilities or engage consultants to help with data provision and analysis (\$205k)
- Financial support for engagement and co-design with partners (\$190k)
- Fund the Rating Evaluation Service process to understand the optimum design of a would-be entity for balance sheet separation and access to lending (\$136k)
- Resource support from expert consultants (e.g. legal, economic and modelling, change management) (\$272k)
- Begin a public communications and engagement activity (for pre-engagement and socialisation to get to the point of decision-making) (\$122.5k)



Date

**Draft Letter of Expectations for HBREDA**

Tēnā koe Alasdair,

We write to convey our expectations for the work programme and performance of the Hawke’s Bay Regional Economic Development Agency (HBREDA or the company). This letter of expectations covers the first six months of the July 2024 to 30 June 2025 financial year. This financial year is the final year of the first three-year funding tranche from council shareholders. We are working on the assumption that funding will continue beyond 2025 and note that the funding approval process will take place during the period covered by this letter.

As a region we established HBREDA to contribute to achieving our regional vision of a sustainable, accessible, and resilient Hawke’s Bay economy where every whānau and household benefits. We acknowledge your Board’s commitment to this vision. The challenges to our economy brought about by Cyclone Gabrielle and the choices we have around future growth opportunities further emphasise the importance of our region having a robust economic development agency and sustainable development economic development plan for the region.

This letter of expectations is for six months only as recognition that HBREDA is finishing its establishment phase and is currently working to build an informed and broad understanding of the economy and the opportunities and challenges for sustainable economic development. This work will inform HBREDA’s future work programme.

The Shareholders’ Charter for HBREDA sets out the shareholder expectations of the Matariki Governance Group and the HBREDA Board and should be read alongside this letter.

We look forward to working with you as your shareholder representative.

**1. FUNDING**

The Council shareholders committed the following funding to the establishment of HBREDA:

Council	Split	Year 1 FY2023	Year 2 FY2024	Year 3 FY2025
HBRC	29%	454,572	461,899	500,000
HDC	29%	454,572	461,899	500,000
NCC	29%	454,572	461,899	500,000
CHB	8%	122,844	124,824	135,120
WDC	4%	64,440	65,479	70,880
		\$1,551,000	\$1,576,000	\$1,706,000



We note that funds assigned by councils to HBREDA were allocated to several projects and operational costs prior to HBREDA’s incorporation and that unspent funding was carried forward in year 1. The projects included the regional freight strategy, the operation of the business hub in Ahuriri and its move to Hastings and fitout, and director and consultant fees related to the establishment of HBREDA as well as support to the cyclone response.

We acknowledge our role in brokering discussions about further funding commitments from shareholders beyond the agreed funding period. HBREDA will also explore funding opportunities from outside of the shareholder group as long as the source and nature of funding aligns with the company’s purpose as defined in the Constitution, Charter, and work programme outlined in this letter.

When preparing your strategies and plans you can assume that funding will be provided beyond 30 June 2025.

2. ESTABLISHMENT ACTIVITIES

We acknowledge that since HBREDA’s incorporation on 14 September 2023 the company has been in establishment phase. We note that you have appointed a Chief Executive Officer. We want HBREDA to be successful and encourage you to ensure HBREDA’s foundations are robust through the establishment of sound policies, systems, processes, and ways of working. We note that some of your establishment activities will continue into the 2024/2025 year.

3. ONGOING CORE RESPONSIBILITIES

a. Operation of Te Rae

HBREDA established Te Rae, the business hub, on behalf of the region, opening it on 23 February 2024. We ask you to continue operating Te Rae as a place where businesses and other members of the community can access affordable, versatile meeting and event space. We collectively want to see Te Rae as a space that fosters the sharing of ideas and collaboration that will support the development of our whole region.

We note that it is HBREDA’s responsibility to set a pricing strategy and operating model for Te Rae but confirm, via this letter, that the five HBREDA shareholder funding councils shall receive free use of Te Rae meeting rooms for council-led meetings and that other shareholders, with the exception of the Chamber of Commerce, which is a paying tenant of Te Rae, should receive a 10% discount on room bookings.

We also ask you to continue to act as landlord at 101 Queen St East, Hastings for Te Rae’s permanent tenants, the business support agencies: Hawke’s Bay Chamber of Commerce, NZ Trade and Enterprise, Business Central, and Export NZ.

b. Regional thought/ economic leadership

We expect HBREDA to position itself as a voice of authority on our local economy, supporting the region’s vision for every whānau and every household being actively engaged in and benefiting from

a thriving economy. This may involve the identification of gaps and barriers to sustainable growth, advocacy for particular regional priorities, investments and initiatives, or challenges to current thinking. In time, when more research and stakeholder engagement taken place, HBREDA will have a clearer direction in terms of regional development priorities to guide this work. As a priority, we would like to see you champion progressive procurement/broader outcomes from central and local government infrastructure investments in this region.

We recognise that partnerships and collaboration across iwi/hapū Māori, business, central and local government, and the community sectors are essential to creating the conditions for economic and social wellbeing in Hawke’s Bay. HBREDA needs to be a connector and facilitator to ensure joined up, long-term thinking across the region. In particular, HBREDA should work closely with business in the region to understand their aspirations and concerns and look for opportunities for enhancements to the business environment.

**c. Provision of economic data and insights**

We expect HBREDA to fund and hold the region’s repository for economic intelligence, data, and insights. HBREDA should make this information available to stakeholders to inform strategy, support investment decisions, track progress, and identify areas of need. The data should, where possible, meet the economic data needs of individual shareholders and our stakeholder communities.

**d. Matariki Regional Economic Development Strategy**

The Matariki Regional Economic Development Strategy, developed some years ago, has served as an important guide and focus for the region’s development. We envisage that in the future HBREDA will lead a refresh of this strategy. HBREDA may be asked to scope this piece of work on behalf of the region towards the end of this financial year and if so this work will be captured in the next letter of expectations.

**e. Support to the Matariki Governance Group**

We ask that you allocate funding and operational capacity to support the Matariki Governance Group secretariat to ensure its smooth operation. In particular we ask you to manage and maintain the Matariki meeting calendar, fund and support the strategic advisor, board secretary, and communications functions, maintain the Office 365 domain, and fund the development of a website for Matariki. We do not expect you to manage Matariki’s work programme.

**f. Support to the Cyclone Gabrielle recovery**

We expect HBREDA to continue to work alongside the Regional Recovery Agency (RRA) to ensure that recovery-related investment is focused on enabling long-term, sustainable recovery. Please continue to engage with the RRA to identify initiatives you can either lead, collaborate with and/or support in some way.

#### 4. DISCRETIONARY PROJECTS

As HBREDA builds its capacity and capability, opportunities for HBREDA to be involved in new projects will arise. We anticipate the annual budgeting and planning process to be the main process for jointly agreeing with you the priorities for HBREDA. That said, there will be occasions when we explore opportunities together outside of the annual planning cycle.

Whichever way opportunities are identified and when, we will both ensure requests are consulted on to ensure they align with the vision, goals, and operating principles outlined in the Shareholders' Charter and that the resources are available to execute them.

It is not our expectation that representatives of individual shareholders will commission work directly from HBREDA. All requests from shareholders will be channelled through the Matariki Governance Group and need to be jointly agreed.

As HBREDA is still in establishment phase we note that the initial projects, primarily the research into the economy, will help us develop, with stakeholders, economic priorities for the region and a forward work programme for HBREDA.

##### a. Research to understand the Hawke's Bay economy

We note that HBREDA is in the process of commissioning a comprehensive economic analysis of the Hawke's Bay region with a specific focus on identifying challenges and opportunities within key sectors. The research will provide insights into the current state of the regional economy, shedding light on trends, disparities, and potential areas for growth and development. It will examine the performance of various sectors, including but not limited to horticulture, agriculture, manufacturing, services, tourism, and emerging sectors. Special attention will be given to understanding the unique dynamics and factors shaping each sector's growth and resilience within the regional economy.

Key objectives of the research include:

- Identifying major challenges hindering sectoral growth and competitiveness.
- Assessing the impact of external factors such as global market trends, technological advancements, and regulatory frameworks.
- Exploring opportunities for diversification, innovation, and sustainable development.
- Exploring opportunities for the development of sectors of the economy that are that are currently under-developed or missing from the Hawke's Bay economy: what are the sectors, what are the barriers to investment in HB, what could the potential economic benefit be, and what could be done to attract or grow these sectors?

The study will have a specific focus on the Māori and Pasifika communities within Hawke's Bay, with both quantitative and qualitative methodology that will cover:

- An assessment of the current state and trends of the Māori and Pasifika economies in Hawke's Bay, including analysis of Māori and Pasifika indicators such as employment, income, business ownership, and asset ownership and utilisation.
- Identification of key sectors and industries where Māori and Pasifika whānau are active and/or engaged.

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- Opportunities for growth, collaboration, and economic empowerment within the Māori and Pasifika economies.
- Comparative analysis with non-Māori/ non-Pasifika economic activities in the region to contextualize the contributions of the Māori and Pasifika economies.

Following the completion of the research HBREDA will work with regional leaders, the business community, and other stakeholders to establish economic development priorities for the region and for HBREDA's work programme specifically.

5. AREAS THAT ARE NOT A PRIORITY

There are areas we do not expect HBREDA to lead or to be actively involved in at this point in your establishment. We are aware of the broad expectations the region has for HBREDA and understand that it will be impossible to fulfil them all in the short to medium term.

Importantly, HBREDA should not replicate the work of other entities in the region. We do, however, want you to work with other entities to ensure a coordinated approach to important regional issues and eliminate duplication, where possible. The exclusions may change over time but are helpful in setting expectations about what HBREDA's role is or is not in the long term.

Specifically, we do not expect HBREDA to undertake or lead the following pieces of work during this reporting period, unless otherwise agreed with the Matariki Governance Group:

- A funding role to support other organisations' operational capacity (i.e. grants to other organisations);
- A project management function for infrastructure or other regional projects;
- Business development support to small and medium enterprise development;
- Tourism, regional events strategy or event management; and
- Duplication of local or central agency functions.

Together we will continually monitor these exclusions from your scope of work.

6. PERFORMANCE MONITORING

We have included in this letter (Annex 1) performance measures for the period covered by this letter. We note that over time as HBREDA develops and its functions expand, the reporting framework will become more sophisticated.

7. REPORTING

HBREDA will report to the Matariki Governance Group formally on a six-monthly basis. For the reporting period, this will include:

Date	Nature of report
July 2024	<ul style="list-style-type: none"><li>• Narrative report on activities undertaken in the previous six-month period as well as planned activity.</li></ul>

Dec 2024	<ul style="list-style-type: none"><li>• Narrative report on activities undertaken in the previous six-month period as well as planned activity.</li><li>• Annual accounts.</li></ul>
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The financial reporting provided by HBREDA to the Matariki Governance Group should meet the reporting requirements for local government expenditure. It is our responsibility to ensure this reporting is disseminated to shareholder organisations. It is not expected there will be any additional formal reporting mechanisms to shareholders outside of those outlined in the Letter of Expectations.

You may be asked, from time to time, to provide updates directly to shareholders on your activities. These will not be considered part of your formal reporting processes outlined above but are encouraged as part of your shareholder engagement approach.

We expect the CEO of HBREDA to attend Matariki Governance Group meetings in person, accompanied by the Chair for those meetings at which HBREDA's six-monthly reports are tabled. Additionally, the co-chairs of Matariki will meet regularly on an informal basis with the Chair of HBREDA.

Finally, we wish you all the very best as you work through your establishment and deliver on your work programme over the coming year.

Ngā mihi,

Insert signatures

Leon Symes and Mayor Alex Walker  
Co-Chairs, Matariki Governance Group

Annex 1: Performance measures for HBREDA: 1 July 2024 – 31 December 2024

1. CORE OPERATIONAL ACTIVITIES

Activity	Qualitative target	Quantitative target
a. Operation of Te Rae	<ul style="list-style-type: none"><li>Net promotor score of <b>7/10</b> (survey feedback via online booking system)</li><li>Te Rae quarterly tenant satisfaction survey average score across all categories: <b>7/10</b></li></ul>	<ul style="list-style-type: none"><li>10 external bookings per month</li><li>7 external organisations have made repeat bookings in the reporting period July-September</li><li>128 internal bookings per month</li><li>Organisations from 10 different kinds of industries booking per month</li></ul>
b. Economic leadership		<ul style="list-style-type: none"><li>Business advisory group established and meeting quarterly – 2 meetings in reporting period</li></ul>
		<ul style="list-style-type: none"><li>4 significant speaking engagements for HBREDA CEO or directors</li></ul>
		<ul style="list-style-type: none"><li>6 thought leadership pieces published in established media</li></ul>
c. Provision of economic data and insights	<ul style="list-style-type: none"><li>Quarterly Te Rae shareholder satisfaction survey</li></ul>	<ul style="list-style-type: none"><li>Establishment of HBREDA website, including link to economic data respository of resources (e.g. studies)</li><li>Quarterly provision of regional economic data to shareholders via email – at least one report in reporting period</li><li>At least one visit by economics consultant to present to HB stakeholders</li></ul>
d. Support to the Matariki Governance Group	<ul style="list-style-type: none"><li>Six monthly MGG governors - satisfaction survey: <b>7/10</b></li></ul>	<ul style="list-style-type: none"><li>Matariki agendas delivered one week before meetings</li><li>Matariki pānui delivered to stakeholders within two week of Matariki meetings</li><li>Matariki website developed and live</li></ul>

e. Support to the Cyclone Gabrielle recovery		<ul style="list-style-type: none"><li>Regular meetings between CEO of HBREDA and RRA</li></ul>
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2. DISCRETIONARY PROJECTS

Activity	Qualitative target	Quantitative target	Reporting time-frame
a. Analysis of the HB economy	<ul style="list-style-type: none"><li>Deliverery of anticipated outcomes, i.e. identification of agreed regional priorities and forward work programme for HBREDA</li></ul>	<ul style="list-style-type: none"><li>On time, on budget and</li></ul>	October/November 2024



# Te Matau-a-Maui Hawke’s Bay Regional Recovery Plan 2.0

Building Hawke’s Bay Back Better,  
Safer and Smarter / June 2024



36



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

Version:  
Description:  
Date:



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## Karakia

Titiro ake au ki te kāhu 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 kāhu 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 haponi 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, PSGE's and Matariki in consultation with REDA and the Chamber of Commerce. 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 HBRRR Oversight Board**

# Executive Summary

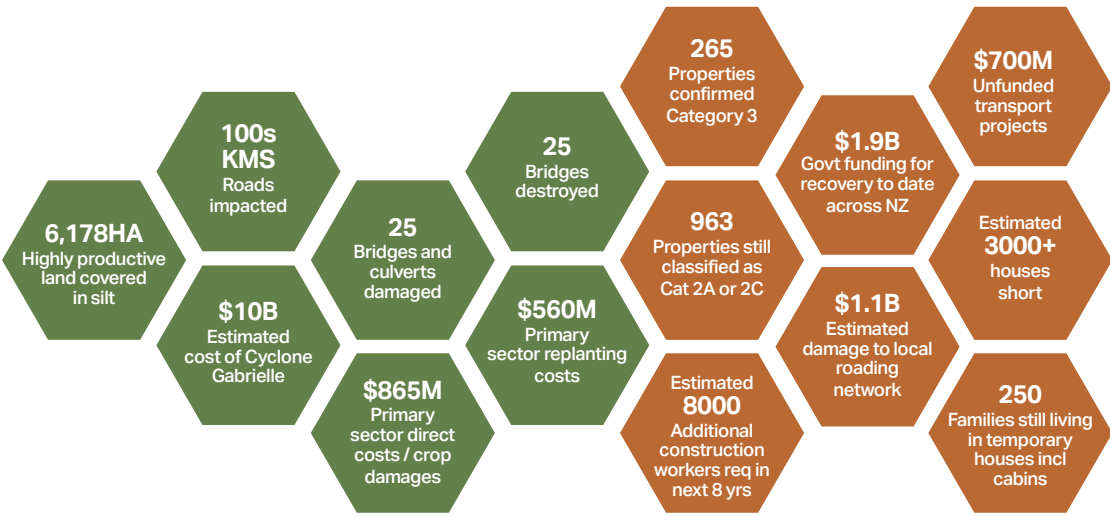
## Hawke’s Bay Priorities

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.





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 crystalised. 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 whanau, 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.

Regional Recovery Agency update (Ross McLeod). 4.3 b

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>• Roothing 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

Regional Recovery Agency update (Ross McLeod). 4.3 b

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 it 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.



Regional Recovery Agency update (Ross McLeod). 4.3 b

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 (HBRRA 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- Maui Hake'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 Hawkes 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 Hawkes 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 m3 (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, is 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 with 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 the 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 Waihanga 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.

<sup>2</sup> 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.

<sup>3</sup> 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 the 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 tsunamis, 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/>







Regional Recovery ... 4.3 b









29 May 2024

Committee Secretariat  
Justice Committee  
Parliament Buildings  
Wellington  
[ju@parliament.govt.nz](mailto:ju@parliament.govt.nz)

**Submission to the Justice Select Committee on the Local Government (Electoral Legislation and Māori Wards and Māori Constituencies) Amendment Bill**

1. Thank you for this opportunity to submit on the Local Government (Electoral Legislation and Māori Wards and Māori Constituencies) Amendment Bill. This submission is made on behalf of the Hastings District Council (Council).
2. The Council supports and reiterates the points raised in the submission by Local Government New Zealand. Rather than duplicate much of that submission, this submission focuses on the experiences of the Council including its support of Māori wards, the extensive efforts undertaken to establish Council's Māori ward and its ongoing commitment to a fair way they can be established and maintained for all local authorities.
3. Council is strongly and unanimously opposed to the intent and content of the Bill as it relates to Māori wards, including:
  - Reinstating binding polls for Māori wards and Māori constituencies.
  - Requiring councils to hold a binding poll at the 2025 local election if they established Māori wards or Māori constituencies since 2020 and did not hold a binding poll.

**Council's Support of a Fair Process to Establish Māori Wards**

4. Council is concerned that this Bill is reverting to a process that local authorities have strongly advocated against in recent years. A fair process for the establishment of Māori wards in local government was strongly supported by local authorities and has been achieved by the introduction of the existing legislation.
5. This Bill is particularly concerning for Council, which has a Māori ward, after comprehensive public consultation and consideration carried out prior to introduction in the Hastings district 2022 local election. **Attached** is a timeline of that process, to illustrate the depth and breadth of that consultation.



6. Council considers there is no difference between having Māori wards and having rural wards (which Council also has). Both are minority populations that may otherwise not have a voice at the decision-making table. In both cases, having a poll could disadvantage the minority group which may be overwhelmed by voters in the majority.
7. Council considers that the retention of Māori wards should be a matter for local councils and their communities, not central Government.

#### **Cost of the Poll to Council and Ratepayers**

8. The proposed changes to legislation will impose approximately \$100k in costs on Council for a binding poll at the 2025 election and approximately \$100k for an early Representation Review if the poll requires the disestablishment of Māori wards as well as significant staff resources. These costs to the Council amount to approximately 0.2% of the Council's annual rates revenue.
9. As a council that has recently undertaken comprehensive consultation and engagement on this matter, we do not consider that these financial implications are justified, especially considering the high degree of financial pressures that local authorities are currently experiencing.

#### **Relationships with Mana Whenua**

10. Council seeks to maintain high quality relationships with mana whenua. These relationships with mana whenua have been developed and fostered by consecutive Council's over decades. Council considers that the adoption of Māori wards has been positive and reflects Council's aspiration to work in partnership with mana whenua for the wellbeing of the Hastings community.
11. The introduction of Māori wards in Hastings, thereby increasing Māori representation around the Council table, has positively impacted Council's partnership with iwi, and added cultural and well-being considerations from different perspectives to Council discussions that may otherwise not have occurred.
12. Mana whenua within the Hastings district are supportive of Council's Māori 'Takitimu' ward. The addition of the Takitimu ward was celebrated by mana whenua who had been waiting for a seat at the table for over 150 years.

#### **Submission Timeline**

13. Council is very disappointed in the very short amount of time that has been allowed for members of the public to make submissions on such a significant matter. Council is concerned that this condensed timeframe does not allow for meaningful engagement with the public and particularly those most affected, Māori.

14. The rigor that Council applied to the consultation leading to the decision to introduce Council's Māori ward, and the understanding gained about what this community wants and why they wanted that, far exceeds the community involvement in the consideration of this Bill.
15. Council submits that the Bill should remove the compulsory referendum for the existing but recently established wards. A binding poll in these circumstances is likely to prompt divisive debate in spite of the high local level of support for having such a Māori ward that was shown during Council's consultation process.

**Council Decision to Maintain its Takitimu Māori Ward**

16. At the Council meeting on 23 May 2024 Council resolved unanimously to retain its Takitimu Māori Ward. The deliberation within this meeting shows the strong stance that the Council wishes to take on this matter. Council recommends the members of the Justice Committee watch the Council meeting recording:  
<https://www.dropbox.com/scl/fi/2hsi1lw64zmg952j3rt4/23.5.24-Council-meeting-M-ori-wards.mp4?rlkey=kqseqqvuw1093741f7x0g2oyh&st=apcktxy&dl=0>

**Conclusion:**

17. Thank you for the opportunity to make this submission.
18. The contact person as an address for service in relation to this submission is:

Louise Stettner  
Manager, Democracy and Governance Services  
Hastings District Council  
Private Bag 9002  
Hastings 4156  
email: [louises@hdc.govt.nz](mailto:louises@hdc.govt.nz)



Nigel Bickle  
Chief Executive  
for Hastings District Council



## ATTACHMENT 1 – TIMELINE FOR THE ESTABLISHMENT OF MĀORI WARD FOR HASTINGS DISTRICT COUNCIL

In 2017 HDC submitted a remit to Local Government New Zealand seeking the removal of the poll provisions relating to the establishment of Māori Wards.

On the 16<sup>th</sup> of April 2018, Mayor Hazlehurst wrote to then President of Local Government New Zealand, Mayor Dave Cull, with respect to removing the poll for Māori Wards and Constituencies. **Attachment 2** is a copy of that letter.

### 2021 - HDC community engagement on the establishment of Māori wards

Given the amendments to the Local Electoral Amendment Act in March 2021 which removed the ability of electors to demand a poll on the matter, Hastings District Council began a discussion with the community on the introduction of Māori wards.

An extensive community engagement process, between 23 April and 12 May 2021, was publicised across print, social media, traditional media channels, on Council's website, through flyers to rural areas that may not have online or receive print newspapers, and hard copies and submission boxes were made available at the Council Customer Services Centre, libraries and community centres. The consultation also included hui and kānohi ki te kānohi (face to face) meetings.

In total 2089 responses were received with 76 per cent in support of establishing Māori Wards and 24 per cent against. Those in support said Māori Wards would honour Te Tiriti O Waitangi, acknowledge mana whenua, ensure a Māori perspective in the Council chamber, remove barriers for representation, and improve working relationships.

### May 2021 - HDC Decision to Establish Māori Wards

At an Extraordinary Council meeting on the 18th of May 2021 Council considered the establishment of Māori Wards; Council resolved as follows:

- *Council agreed that the communication plan, timetable, events and feedback responses provide sufficient information on the views and preferences of Māori and the wider community to enable the Council to reach a decision on whether to establish Māori Wards in time for the 2022 local authority election.*
- *That Council establishes Māori Wards in the Hastings District for the 2022 triennial elections.*

From **August 2021**, a Representation Review was undertaken where Council resolved to have one single Māori Ward covering the entire Hastings District; the Takitimu Māori Ward.



MAYOR'S OFFICE



ATTACHMENT 2

16 April 2018

Mayor Dave Cull  
President  
Local Government New Zealand  
PO Box 1214  
WELLINGTON 6140

Dear Dave

**REMOVING THE POLL FOR MĀORI WARDS AND CONSTITUENCIES – AN OPEN LETTER TO THE GOVERNMENT**

Hastings District Council would like to add its full support to the removal of s 19ZA – 19ZG of the Local Electoral Act 2001 that allow for a poll of electors on whether or not a local authority can establish Māori wards and constituencies.

The Council, along with other local authorities in New Zealand, works to provide a Māori perspective into its governance processes. Many local authorities are working with their Māori communities to develop an integrated policy framework (based on Treaty of Waitangi principles) for councils to deliver effective governance, engagement and service delivery. For most local authorities where Māori are the minority in their communities, the poll provisions of the Local Electoral Act 2001 have the effect of undermining aspirations for any creation of Māori wards.

In March and April 2017 the Hastings District Council Māori Joint Committee and Council gave consideration to the establishment of Māori Wards. The matter had previously been considered prior to the amalgamation referendum in 2015, when Council voted in favour of creating Māori wards. This was not actioned as it was held in abeyance to await the outcome of the referendum.

A primary concern for Hastings District Council, advised by the Māori Joint Committee, was the real potential for a poll to divide the community and cause disharmony in the community on a matter of race, as it had done in New Plymouth in 2016.

As a result the Council decided not to pursue Māori wards, and to lobby local and central government to repeal the existing discriminatory poll provisions. Hastings District Council strongly believes that the issue of Māori representation should be treated as part of the process for the regular representation review with full public consultation and final determination by the Local Government Commission.

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**TE KAUNIHERA O HERETAUNGA**





In conclusion, Hastings District Council fully supports LGNZ in its call to remove the poll provisions for Māori wards to enable all local communities to pursue the local representation arrangements that best suit their diversity and culture.

Yours sincerely



Sandra Hazlehurst  
Mayor

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