

Tuesday, 11 March 2025

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

Hastings District Council

Strategy and Recovery Committee Meeting

Kaupapataka

Agenda

Te Rā Hui:
Meeting date: **Tuesday, 11 March 2025**

Te Wā:
Time: **9:00 AM**

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

Te Hoapā:
Contact: **Democracy and Governance Services
P: 06 871 5000 | E: democracy@hdc.govt.nz**

Te Āpiha Matua:
Responsible Officer: **Group Manager: Democracy & Strategy - Craig Cameron**

Strategy and Recovery Committee – Terms of Reference

Fields of Activity

The purpose of the Strategy and Recovery Committee is to;

Develop all strategic, policy and planning frameworks for approval by the Committee or Council as required,

Review progress in Cyclone Recovery, make decisions and recommendations to Council relating to the key strategic matters and Council's contribution to Cyclone Recovery. It will also assess the quality of Council's engagement and communications with the Government, key partners and stakeholders, and the community.

Membership

- Mayor and 15 Councillors
- Chair appointed by Council.
- Deputy Chair appointed by Council.
- Two (non-council) members of the Heretaunga Takoto Noa Māori Standing Committee and an alternate.
- The Chair and Deputy Chair of the Rural Community Board and an alternate.

Quorum – 11 members

DELEGATED POWERS

- 1) Authority to exercise all of Council's powers, functions and authorities (except where prohibited by law or otherwise delegated to another committee) in relation to all matters detailed in this delegation.
- 2) Authority to exercise all of Council's powers, functions and authorities (except where prohibited by law) at any time when the Chief Executive certifies in a report that;
 - a) the matter is of such urgency that it requires to be dealt with, or
 - b) the matter is required to be dealt with, prior to the next ordinary meeting of the Council.
- 3) Establish strategic direction to deliver Council Objectives and District Vision.
- 4) Establish policies and guidelines for decision making to assist in achieving strategic outcomes.
- 5) Establish levels of service across Council services in line with strategic goals and priorities.
- 6) Receive and consider reports from Subcommittees.
- 7) Develop and recommend the financial and infrastructure strategies and budgets for the Long-Term Plan, Annual Plan and Annual Report.
- 8) Develop the Rating Policy for recommendation to Council for adoption.
- 9) Develop Funding Policies for recommendation to Council for adoption.
- 10) Delegations of powers to sub-committee(s) if so established.
- 11) Approve the purchase of and disposal of land (If included in the Long Term Plan).
- 12) Making submissions on behalf of Council to proposals by other organisations/authorities (Local and Regional).

Cyclone Recovery Delegations

- 13) Receive briefings and reports on key and emerging issues and community wellbeing related to Cyclone Gabrielle.

- 14) Develop and approve strategies and responses to key and emerging issues and make recommendations to the Council as necessary.
- 15) Develop and recommend Locality Plans for Council adoption and oversee and monitor the implementation of Locality Plans.
- 16) Authority to exercise all of Council's powers, functions and authorities in relation to Cyclone Gabrielle Recovery matters within the authorised Council budget (except where prohibited by law or otherwise delegated to another committee), and where insufficient approved budget provision exists, make recommendations to the Council as necessary.
- 17) Assess the quality of engagement and communication with the Government, partners, key stakeholders and the community in respect of cyclone Recovery.
- 18) Receive deputations and presentations from partners, stakeholders and the community in relation to Cyclone Gabrielle Recovery.
- 19) Delegate its powers to sub-committee(s) if so established.
- 20) Make submissions on behalf of Council to proposals by other organisations/authorities in relation to Cyclone Gabrielle Recovery.

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Koromatua

Chair: Councillor Wendy Schollum

Ngā KaiKaunihera

Councillors: Ana Apatu, Marcus Buddo, Alwyn Corban, Malcolm Dixon, Michael Fowler, Damon Harvey, Henry Heke, Kellie Jessup, Eileen Lawson (Deputy Chair), Tania Kerr, Hana Montaperto-Hendry, Simon Nixon, Heather Te Au-Skipworth and Kevin Watkins

Mematanga:

Membership:

Mayor Sandra Hazlehurst

Hastings District Rural Community Board Appointees: Izzy Crawshaw (RCB Chair); Jonathan Stockley (RCB Deputy Chair); OR Vicki Scoular (Alternate)

2 Heretaunga Takoto Noa Māori Standing Committee Appointees: Ngaio Tiuka and Mike Paku

Tokamatua:

Quorum:

11 members

Apiha Matua

Officers Responsible:

Group Manager: Democracy & Strategy – Craig Cameron

Deputy Chief Executive – Bruce Allan

Strategy Manager – Lex Verhoeven

Manager 'Business Projects' Planning and Delivery – Dean Ferguson

Manager - Recovery & Special Projects – Gus Charteris

Te Rōpū Manapori me te

Kāwanatanga

Democracy &

Governance Services:

Lynne Cox (Extn 5632)

Te Rārangi Take

Order of Business

Apologies – Ngā Whakapāhatanga

- 1.0** At the close of the agenda no apologies had been received.
Leave of Absence had previously been granted to Councillor Lawson

2.0 *Conflict of Interest – He Ngākau Kōnatunatu*

Members need to be vigilant to stand aside from decision-making when a conflict arises between their role as a Member of the Council and any private or other external interest they might have. This note is provided as a reminder to Members to scan the agenda and assess their own private interests and identify where they may have a pecuniary or other conflict of interest, or where there may be perceptions of conflict of interest.

If a Member feels they do have a conflict of interest, they should publicly declare that at the start of the relevant item of business and withdraw from participating in the meeting. If a Member thinks they may have a conflict of interest, they can seek advice from the General Counsel or the Manager: Democracy and Governance (preferably before the meeting).

It is noted that while Members can seek advice and discuss these matters, the final decision as to whether a conflict exists rests with the member.

Confirmation of Minutes – Te Whakamana i Ngā Minitī

- 3.0** Minutes of the Strategy and Recovery Committee Meeting held Tuesday 3 December 2024.
(Previously circulated)

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| 4.0 | Council Strategic Framework - How We Work to Deliver Community Wellbeing and Achieve our Community Outcomes | 9 |
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| 5.0 | Hawkes Bay Civil Defence Emergency Management Transformation Strategy Implications for Hastings District Council | 17 |
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| 6.0 | Remaining Recovery Priorities: Work programmes for 2025 | 43 |
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- 7.0** *Minor Items – Ngā Take Iti*
-

8.0 Urgent Items – Ngā Take Whakahihi

9.0 Recommendation to Exclude the Public from Items 10 and 11 47

10.0 Commercial Transaction

11.0 Hastings City Development

Tuesday, 11 March 2025

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

Hastings District Council: Strategy and Recovery Committee Meeting

Te Rārangi Take

Report to Strategy and Recovery Committee

Nā:
From: **Nigel Bickle, Chief Executive**

Te Take:
Subject: **Council Strategic Framework - How We Work to Deliver Community Wellbeing and Achieve our Community Outcomes**

1.0 Executive Summary – *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 Council's operating environment is being shaped by our very significant forward capital works programme and a range of external factors. Our forward capital works programme has increased 4-fold since the 2018 Long Term Plan (LTP) and is now sitting around \$2.1bn. This is driving Council's debt profile and debt servicing costs.
- 1.2 We need to be sure we have the right systems, structures, and capabilities in place to effectively and efficiently deliver this important programme of work for our communities.
- 1.3 Beyond the fiscal and balance sheet constraints being driven by our capital investment programme, are a range of external and internal drivers and strategic matters facing Council. These include;
 - Our community's ability to pay,
 - Central government regulatory reforms pushing toward regional consolidation of activities,
 - Climate change adaptation and our regulatory role to identify and help mitigate the impact of natural hazards,
 - Capable general management of Council to ensure a constant focus on excellence in delivery and achieving outcomes for our communities.
- 1.4 In 2025 we will have local government elections. The Chief Executive is required to provide a Pre-Election Report which will highlight the key issues and opportunities facing Council areas of responsibility. It is important we have a clear understanding of these matters, so we set the foundation for the strategic work we need to do to inform the 2027 LTP.
- 1.5 A key strategic priority in the short term is a series of reviews of our large capital works contracts with external suppliers. Many of these contracts are due for renegotiation over the next couple of years. The capital works contracts represent a large area of spend and offer a major opportunity for

identifying cost savings and more effective ways of working, including the systems and structures we have in place in Council to support effective and efficient delivery of infrastructure.

- 1.6 Beyond the focus on our large capital works contracts, will be a programme of internal reviews to generate the insights Council needs to better understand the current situation in specific areas and the options moving forward. These reviews will help to inform Council consideration of the 2027 LTP.
- 1.7 The reviews could take different forms depending on the matter, from a more formal review under Section 17A of The Local Government Act 2002 (requires Council to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions) through to activity snapshots which seek to highlight for Council the true cost of business.
- 1.8 **Attachment 1** provides a summary of the work programme priorities that sit under each of the Strategic Focus Areas that have been identified. The table contains information on the Council Group that is leading/would lead the work; the role of the Democracy & Strategy Group in supporting the work; the managing/lead officer, and the likely timeframe for the work.
- 1.9 In line with my stated organisational focus on the capital plan moving forward, some of the interrelated work captured in the attachment is:
- Ongoing capital plan review and refinement being undertaken as part of budget processes.
 - The development of a new fit for purpose Infrastructure Strategy to inform the next LTP (building on the Infrastructure Constraints Report and Essential Services Plan).
 - The value for money review of key contracts in place for the delivery of infrastructure.
 - The Development Contributions review and wider focus on funding of growth.

2.0 Recommendations - *Ngā Tūtohunga*

- A) That the Strategy and Recovery Committee receive the report titled Council Strategic Framework - How We Work to Deliver Community Wellbeing and Achieve our Community Outcomes dated 11 March 2025.
- B) That the Committee note that a key priority is a series of reviews of our large capital works contracts. The capital works contracts represent a large area of spend and offer a major opportunity for identifying cost savings and more effective ways of working, including the systems and structures in place in Council to support effective and efficient delivery of infrastructure and capital works.
- C) That the Committee note this report outlines additional strategic matters that the Chief Executive proposes be the focus of a strategic work programme that will inform Council consideration of the 2027 Long Term Plan.

3.0 Background – *Te Horopaki*

Council Operating Environment

- 3.1 Council faces a challenging operating environment. This is shaped by considerable recent growth and change in our capital works programme and a range of external and internal drivers.
- 3.2 Key external and internal drivers and strategic matters facing Council include:
- A very significant capital works programme that has grown from around \$523m in the 2028 LTP to around \$2.1bn in the 2024 LTP. This is a 4-fold increase. We need to ensure we have the right systems, structures and capabilities in place to effectively and efficiently deliver this important programme of work for our communities.
 - Fiscal and balance sheet constraints flowing from the provision of infrastructure to support growth and Cyclone recovery related expenditure.
 - Limits to the community's ability to pay.
 - Central government regulatory reforms pushing toward regional consolidation of activities. This has significant implications for 'regional architecture' (how we identify, advocate for, collaborate on, and deliver regional priorities), and any Council assets that may be "stranded" through regional consolidation.
 - Climate change adaptation and our regulatory role to identify and help to mitigate the impact of natural hazards. This is a challenging space, particularly given pressure to make room for growth and the preference of existing communities to protect rather than retreat.
 - Government and community expectations of Council's role – ranging from 'stick to knitting' vs wider wellbeing. This goes to our 'why'. A key question is - where do we want to be on the spectrum today (as this is likely to shift over time) from infrastructure and core community services only through to a more expansive view of Council's role in promoting cultural, social, economic and environmental wellbeing.
- 3.3 Regardless of which activities we choose to focus on we should be focusing on excellence in delivery and achieving outcomes. The two key parts of success are;
- 1 delivery to specifications and budgets (output),
 - 2 achieving purpose /outcome/s.
- 3.4 There are opportunities to be clearer about what success looks like (our key outcomes) and the important measuring and monitoring that is required to know if we are achieving these outcomes.
- Council has also grown significantly (largely due to significant growth in our capital programme). Work programmes have expanded. We are proud of the delivery record of this Council.
 - Looking to the future, it is timely to ask ourselves what does fit for purpose look like now - across structures, processes and capabilities? How do we ensure effective programme and project delivery? How do we build and maintain an effective learning and adaptive organisation?

4.0 Discussion – *Te Matapakitanga*

Strategic Work Programme

- 4.1 The key strategic focus areas have been grouped under the following headings:
- Effective regional structures,
 - A resilient Hastings,
 - Future planning & Pre/Post election preparation,
 - Council efficiency and effectiveness,

- Finance/Information Technology,
 - Our people and processes.
- 4.2 **Attachment 1** provides a summary of the work programme priorities that sit under each of the Strategic Focus Areas, including the Council group that will lead the work, the role of the Democracy & Strategy team in supporting the work, the managing/lead officer, and the likely timeframe for the work.
- 4.3 A key priority is a series of reviews of our large capital works contracts. The capital works contracts represent a large area of spend and offer a major opportunity for identifying cost savings and more effective ways of working, including the systems and structures we have in place in Council to support effective and efficient delivery.
- 4.4 Beyond the focus on our large capital works contracts, there is an opportunity to support a programme of internal reviews to generate the insights Council needs to better understand the current situation in specific areas and the options moving forward. These reviews will help to inform Council consideration of the 2027 LTP.
- 4.5 The reviews could take different forms depending on the matter, from a more formal review under Section 17A of The Local Government Act 2002 (requires Council to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions) through to activity snapshots which seek to highlight for Council the true cost of business.
- 4.6 There are opportunities to consider how we continue to evolve and mature our organisational capability and general management capability across our policy design and delivery of work. This includes being clearer about what success looks like (our key outcomes); how we embed important measuring and monitoring in our work programmes so that we know if/when we are achieving these outcomes; build 'learning from doing' more effectively into the organisation; and exercising effective project management across our projects and programmes. We can do this via clearer expectations on managers, a mix of different types of training, tools and templates that support good practice.
- 4.7 I want to highlight some of the matters captured in **Attachment 1**.
- 4.8 **Contract Reviews.** As noted earlier, our capital works contracts, represent a very significant share of Council spend. It is appropriate we ensure that these contracts are fit for purpose and that we have the internal structures, processes and capabilities in place to support effective and efficient delivery. From cost and delivery risk perspectives we should be prioritising these reviews.
- 4.9 **Emergency Management.** This is focused on implementing the Hawkes Bay Civil Defence Emergency Management 'Transformation Strategy'. This imposes significant investment, work programmes and accountabilities on Council as an independent entity and as a partner entity with other Councils, agencies and mana whenua. This is the subject of another Report on this Meeting Agenda.
- 4.10 **Review of Regional Structures.** This is a review commissioned by the Matariki Governance Group (MGG) on that group's role and function, and the delivery agents/mechanisms that the region may require to succeed and respond to Central Government reforms pushing toward regional concentration of activity. This work will provide important direction on how we progress regional priorities.
- 4.11 **Management of bespoke strategic and significant operational projects.** This area of work recognises that from time-to-time Council will take on major initiatives to improve our organisation and/or respond effectively to operational environment change and opportunities. A good example of this was the Voluntary Buy-out Programme for Cyclone affected category 3 homes. A key part of the success of this programme was the dedicated resourcing, structure and rigour we put around that programme. The next area of work we may need to consider, depending on future decisions, is any transition work relating to 3-Waters.

- 4.12 **Review of Development Contributions (DCs).** DCs are a critical revenue source that we use to support growth initiatives. It is recognised that DCs are no longer covering the cost of growth infrastructure, meaning that ratepayers are subsidising the cost of this infrastructure. The Government has recently signalled significant changes to this system, moving to a Development Levy system to be in place for the 2027 Financial Year. This project is focused on understanding the true cost of growth; how this fits into a Development Levy system; and how we best transition to the new system.
- 4.13 **Activity Snapshots.** Council began receiving activity snapshots as part of the development of the 2024 Long Term Plan. Their purpose was to highlight the actual cost of running various facilities or parts of Council business (particularly discretionary Council activities). This work supports wider reviews in some areas such as the Building Consents activity or specific Section 17A reviews. A running programme will be proposed to inform Council consideration of the 2027 LTP.

Attachments:

- 1 [↓](#) Table for Summary Strategic Framework CG-17-32-00148

Attachment A: Proposed strategic work programme priorities

Strategic Focus Areas	Work Programme Priorities	Description	Group Lead	Role of D&S	Manager/officer Lead	Timeframe
1. Effective regional structures	Review of Regional Structures	A review of the role of Matariki Governance Group (MGG) and the delivery agents/mechanisms that the region may require to succeed and respond to Central Govt reforms pushing toward regional consolidation of activity.	Democracy & Strategy	Lead	Manager, Special Projects	Draft report scheduled for mid-March 25
	Natural Hazard work programme	This involves changes to the District Plan and regulatory approaches to better identify and help to mitigate the impacts of natural hazards.	Planning & Regulatory Services	Active support and Watching brief	Manager, Environmental Policy	Ongoing
2. A resilient Hastings	Emergency Management	Implementing the HB CDEM Transformation Strategy. This imposes significant investment, work programmes and accountabilities on Council as an independent entity and as a partner entity with other Councils, agencies and mana whenua.	Office of Chief Executive	Active support	Chief Risk Officer GM, Democracy & Strategy	Over next 3 years
	Pre-election Report	Will provide a common understanding of the challenges and opportunities facing Council activities and areas of responsibility.	Democracy & Strategy	Lead	Strategy Manager	Scheduled for May 25
3. Future planning & Pre/Post election preparation	Briefings for incoming Council	Comprehensive briefing incoming Council.	Democracy & Strategy	Lead	Chief Executive	Post-election 25
	Long Term Plan & Annual Plan Development	Strategic Plan that outlines our activities and goals over the next 10 years. It explains the services and projects we aim to provide and how they will be funded, managed, and delivered.	Democracy & Strategy	Lead	Strategy Manager	Annual and every 3 years
	Council General Management and lifting Council's capability to deliver outcomes	Build capability to assist the CE with General Management of Council with an emphasis on continuous improvement and organisation development. General Management is the process of overseeing and coordinating all operational aspects of Council to achieve its goals and objectives efficiently and effectively. Intention is to build better capability relating to – situational awareness; policy development; major project oversight and control; and monitoring and evaluation. This is likely to be a mix of different types of training, tools and templates, and clearer expectations on managers.	Democracy & Strategy	Lead	Deputy Chief Executive GM, Democracy & Strategy	Ongoing
4. Council efficiency & effectiveness	Palmer Review (Planning)	Implementing recommendations of Palmer Review.	Planning & Regulatory Services	Watching brief	GM, Planning & Regulatory Services	TBC
	Palmer Review (Growth)	Implementing recommendations of Palmer Review.	Growth & Development	Watching brief	Director, Growth & Development	TBC
	Commercial activity and fee charging	This work is underway. Will apply learning and recommendations from Fees and Levies Audit.	Community Wellbeing & Services	Watching brief	GM, Community Wellbeing & Services	TBC
	Project and programme review and assistance, including: - Contract reviews - Section 17A reviews - Activity snapshots (true cost of business) - Assets and shareholdings NB: Where possible benchmarking will be considered to provide additional insights.	Contract reviews. This work would review key high spend/impact contracts. Examples: design panel, roading maintenance contract, 3-waters maintenance contract, and recreational services contract.	Asset Management	Active support	GM, Asset Management	Dec 2025
		s17A reviews. This work will inform the 2027 LTP.	Democracy & Strategy	Lead	Manager, Strategic Projects	TBC
		Activity snapshots. A range of activity snapshots in key areas are proposed to inform future Council decision making – in particular the 2027 LTP. This work will also inform the issue of stranded overheads as a result of the possible creation of a new Three Waters entity.	Finance	Active support	Chief Financial Officer	TBC
		Council assets and shareholdings. Further work is required to understand future Council ownership position and investment needs.	TBC	Watching brief	TBC	TBC
Management of bespoke Strategic and Significant Operational Projects	Major initiatives we undertake to improve our organisation (internal focus) and respond well to operational environment change and opportunities (external focus) to move Council in the direction of our long-term strategy. For example, next steps with 3-Waters.	Democracy & Strategy	Lead	TBC	TBC	
5. Finance, IT, Infrastructure	Review of Development Contributions	A review of DC policy, tools, and specific project allocations.	Democracy & Strategy	Lead	Strategic Programme Lead	By June 2026
	Infrastructure Strategy Update	This is a legislative requirement. It requires a fit for purpose future review and links to DC policy and other strategic matters identified.	Democracy & Strategy	Lead	Strategy Manager	Feb 2026
	Stranded Overhead Strategy	LWDW and other regional aggregation efforts could lead to stranded assets. We need to understand impact and options to manage and mitigate impact.	Finance	Active support	Chief Financial Officer	TBC
	Project Genesis	A major organisational project to upgrade Council's main information database.	Finance	Watching brief	Chief Information Officer	TBC

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Hastings District Council: Strategy and Recovery Committee Meeting

Te Rārangi Take

Report to Strategy and Recovery Committee

Nā:
From: **Regan Smith, Chief Risk Officer**

Te Take:
Subject: **Hawkes Bay Civil Defence Emergency Management Transformation Strategy Implications for Hastings District Council**

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The Hawkes Bay Civil Defence Emergency Management (HBCDEM) Joint Committee resolved to adopt the HBCDEM Transformation Strategy at its meeting held on 27 January 2025.
- 1.2 The purpose of this Report is to present the recently adopted HBCDEM Transformation Strategy (the Strategy) and provide the Committee with an understanding of the implications the Strategy may have for Hastings District Council (HDC). The Strategy is attached as Attachment 1.
- 1.3 Section 12 of the Civil Defence Emergency Management Act 2002 requires every regional council and every territorial authority within that region to unite to establish a Civil Defence Emergency Management Group for the purposes of the Act as a joint standing committee under clause 30(1)(b) of Schedule 7 of the Local Government Act 2002.
- 1.4 The Hawke's Bay Civil Defence Emergency Management Group (CDEM Group) Joint Committee is established to give effect to Sections 16, 17 & 18 of the Civil Defence Emergency Management Act 2002, which relate to powers, functions and obligations of CDEM Groups. It is administered by the Hawke's Bay Regional Council (HBRC).
- 1.5 The Terms of Reference (adopted by HDC) confers delegated authority on HDC's representative on the CDEM Group Joint Committee to exercise the functions, powers and duties of members under the Act within approved Group budgets.

2.0 Background

- 2.1 Since 2014 CDEM responsibilities within the Hawke's Bay region have been delivered through a centralised HBCDEM Group model. Under this approach the leadership for developing and

maintaining emergency management readiness and response capability rested with the HBCDEM Group Office supported by all regional Local Authorities within the region. This approach is documented in the current HBCDEM Group Plan, which is a statutory document the HBCDEM Group is required to adopt and review.

- 2.2 The CDEM system in Hawke's Bay consists of the following groups which are defined in statute:
- 2.2.1 Governance of the goals and objectives for CDEM is provided by the HBCDEM Joint Committee, which includes a representative from each local authority that is a member of the HBCDEM Group. In Hawke's Bay the membership of the Joint Committee includes the Mayors of Central Hawke's Bay District Council, Hastings District Council, Napier City Council, and Wairoa District Council, and the Chair of the Hawke's Bay Regional Council. Decisions made by the HBCDEM Joint Committee relating to CDEM are binding for all parties that form the Group, including Hastings District Council.
- 2.2.2 Executive management of the CDEM system is provided by the Coordinating Executive Group (CEG). This includes oversight of the CDEM Group Office and Group Plan. The membership of the CEG includes the Chief Executives of all Local Authorities and representatives from the Police, Fire and Emergency New Zealand, Iwi and District Health.
- 2.3 In addition to this governance and management structure, a HBCDEM Group Office has been in place to undertake the work required to deliver the CDEM Group Plan. The CDEM Group Office is a department of CDEM professionals managed by HBRC and responsible for coordinating CDEM Reduction, Readiness, Response and Recovery (4Rs) activities across the region.
- 2.4 Post Cyclone Gabrielle the HBCDEM Joint Committee commissioned Bush International Consulting to undertake an Independent Review into the Hawke's Bay Civil Defence Emergency Management Response into Cyclone Gabrielle. The review made a series of significant recommendations, which ranged from empowering communities and integrating mana whenua into HBCDEM, to changing the structure and function of the HBCDEM Group Office and the role of local councils.
- 2.5 To address the recommendations identified in the Review the HBCDEM Joint Committee subsequently engaged Mr Matt Boggs to lead a transformation programme for the region. The resulting HBCDEM Transformation Strategy (**Attachment 1**) sets out an approach to significantly improving and transforming the HBCDEM system. To achieve this the Transformation Strategy advocates that a substantial investment in local and regional emergency management, along with strong, focused governance and leadership is important to set Hawke's Bay on a sustainable path forward.
- 2.6 The HBCDEM Strategy Vision is: *Together, as a community, we aim to create a safe, informed and resilient Hawke's Bay that is prepared for, responds to, and recovers from emergencies and disasters well. Our community is at the heart of our civil defence system. We will build stronger connections, trust and empower local voices, and enhance collaboration across the region.*
- 2.7 After consultation with Local Authorities across the region the Transformation Strategy was presented and adopted by the HBCDEM Joint Committee on 27 January 2025. The Strategy is based on four themes to guide investment and focus:
- A system that places the community at its heart.
 - A system that is prepared and ready.
 - A system that is highly effective, capable and assured.
 - A system that is balanced and responsive to local needs.
- 2.8 To deliver on the four themes the Strategy defines 7 key areas with 8 specific target outcomes (**Attachment 2**).

2.9 The Strategy will be implemented in three phases over 3 years from February 2025 as indicated in the image below:



2.10 The major change that the Strategy introduces is a shift away from the centralised CDEM model that has been in place for the last decade. Instead, the Strategy represents a return to a locally lead model where Local Authorities are responsible for delivering the response to emergency events supported by the HBCDEM Group office. In this model the role of the HBCDEM Group Office is to set standards, and to provide training and assurance that Local Authorities in the region can fulfil their responsibilities.

3.0 Legislative Framework

3.1 The CDEM legislative obligations come from the Civil Defence Emergency Management Act 2002 (The Act) and the associated National Civil Defence Emergency Management Plan Order 2015 (The National CDEM Plan).

3.2 Section 12 of the Act requires that every Regional Council and every Territorial Authority within a region must unite to form a CDEM Group and Joint Committee.

3.3 Under Section 64 of the Act Local Authorities are allocated the following specific duties:

- A Local Authority must plan and provide for civil defence emergency management within its district. This includes creation of a CDEM Group and associated Joint Committee.
- A Local Authority must ensure that it is able to function to the fullest possible extent, even if this may be at a reduced level, during and after an emergency. Business continuity planning is the key means for Council to meet this obligation.

3.4 Section 59 of the Act places obligations on CDEM Groups and Local Authorities to take all necessary steps to perform any CDEM functions or duties under the Act or CDEM Plan.

3.5 The National CDEM Plan Section 29 defines the role of CDEM Groups, and each of its members (being the Local Authorities and other response agencies) across the 4Rs (Reduction, Readiness, Response, Recovery) as follows:

- identify the hazards and risks in its group area that may result in an emergency that requires national-level support and co-ordination; and
- undertake, where practicable, any actions to reduce hazards and risks in its group area that may require national-level support and co-ordination in an emergency; and

- establish the means within its group area, in line with national guidelines and in collaboration with its supporting agencies, to provide timely warning of hazards, and public information about them; and
 - develop, maintain, and regularly review its capability for reduction, readiness, response, and recovery within its group area, and take part in relevant exercises under the National CDEM Exercise Programme; and
 - appoint, develop, maintain, and delegate functions to key operational positions, including Local Controllers and CDEM Group Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.
- 3.6 The National CDEM Plan then goes on to define specific outcomes that need to be delivered across Reduction, Readiness (including; Planning, Capability development, Exercising and testing, Public Education), Response (including; Public information management, Logistics, Mass evacuation) and Recovery.
- 3.7 The obligations of the Act and the National CDEM Plan require HDC, as part of the Hawkes Bay CDEM Group, to take all necessary steps to undertake the duties specified across the 4Rs. This obligation exists independently of the Transformation Strategy. However, the specific nature of the work Council needs to undertake will be determined by Service Levels to be established as part of the HBCDEM Transformation Strategy.

4.0 Current Civil Defence Emergency Management Capability

- 4.1 Since the establishment of the HBCDEM Group Office HDC has provided resources to establish a CDEM capability as required under the HBCDEM Group Plan. The primary purpose of this capability was to support the welfare needs of people affected by an incident and to manage all aspects of smaller Hastings District events that did not require HBCDEM Group activation and coordination.
- 4.2 In 2019 Council made significant investment in a rebuild of the existing emergency management building to make it fit for purpose as a contemporary Emergency Operations Centre (EOC). This project involved considerable research to determine best practice design for an operation centre, including the level of resilience needed in the building systems (e.g. seismic strength, backup power and water supply) and the internal layout for optimal team function.
- 4.3 Since 2021, and partly in response to the impacts of managing when the COVID-19 pandemic hit, Council has further invested in internal staff to increase the capability of Incident Management Teams (IMT) including additional Coordinated Incident Management System (CIMS) training and regular exercises.
- 4.4 Post Cyclone Gabrielle the focus of Council's emergency management activities was proactively shifted to working directly with affected communities to rebuild community resilience. This involved sourcing external funding and working with the HBCDEM Group Office to source the Wellington Regional Emergency Management Office model for Community Emergency Hubs (CEH). The CEH model now forms the backbone of the community resilience programme for all Council's in the region.
- 4.5 The following sections summarise the Council's current CDEM capability across the emergency management 4R Model (Reduction, Readiness, Response, Recovery).
- 4.6 **Reduction**
- 4.7 Reduction work relates to activities that focus on reducing the community or Council asset exposure to, or impact from, hazards. The main tools Council has to reduce hazard exposure include land use planning (e.g. Spatial Plan and District Plan), Resource Consenting and Building Consenting (e.g. earthquake design standards).

4.8 A specific programme of work that has been undertaken to reduce the community hazard exposure in response to Cyclone Gabrielle is the Category 3 Voluntary Buy-out programme. This activity has provided affected property owners with financial support to enable them to relocate away from areas considered to present an intolerable threat to life.

4.9 Readiness

4.10 Readiness describes activities undertaken to put in place the people, buildings, equipment and systems that might be needed to support the community during an emergency before the event occurs. To date the Council readiness activities have established the following capability:

- 44 Community Emergency Hub (CEH) locations, 9 of which have completed all steps to establish a local hub. Hubs are locations for a community to gather and organise their own support until official support can arrive. In the Hastings District CEHs have received a total of \$3.83M from Ministry of Primary Industries, Department of Internal Affairs and Red Cross which has contributed to: rural hall upgrades for weathertightness, electrical systems and water supplies; containers of emergency supplies; VHF radios for communication; and hub kits and signage.
- Collaboration with Te Taiwhenua o Heretaunga on a common resilience plan founded on Marae operations and principles of Manaaki.
- Civil Defence Centres (CDC) have been established at Hastings Sports Centre and Flaxmere Community Centre. This includes purchasing 1,000 sets of bedding and personal hygiene equipment to resource these centres as a result of financial support provided by Red Cross.
- Two mobile emergency welfare trailers have been purchased with Red Cross funding and equipped with 30 sets of bedding and personal hygiene equipment, basic catering supplies and generators. These trailers have been provisioned so that welfare support can be deployed to any location where it might be needed to reduce the need to establish multiple sites with welfare equipment.
- A total of 70 staff are trained to work in an Emergency Operation Centre (EOC) which are split into 5 Incident Management Teams. These Teams meet regularly to review systems and procedures, and since Cyclone Gabrielle, these meetings have also been attended by other agencies including NZ Police and Fire and Emergency New Zealand (FENZ).
- To run the IMT operation Council has subscribed to an online crisis management system called FACT24. This system provides mass alerting capability to rapidly activate emergency teams, as well as tools for the IMT to manage information and tasks. This system replaces a MS Teams based collaboration site for the Council IMT and has enabled a more structured and professional management of response activities.
- 3 temporary EOC locations have been identified in existing Council offices from which Council incident teams can operate. These temporary locations are not resilient sites but are necessary due to the current lease arrangement for the HBCDEM Group to use the purpose-built emergency management office that was constructed by HDC.

4.11 This capability has been put in place by the Risk Team of 4 staff, with support from the 5 Community Connectors to rollout the CEH.

4.12 Response

4.13 Council runs a weekly on-call roster to provide 24 hour 7 day a week response capability. The roster includes a duty Local Controller and 6 other IMT roles that are likely to be needed in the early stages of an IMT activation in response to an event. On-call staff receive a small retainer payment in recognition that they need to be work-ready and available to respond to an event at any time during the rostered on-call week.

4.14 Recovery

- 4.15 Prior to Cyclone Gabrielle Council retained reasonable balance sheet capacity to cover the financial obligations that arise when responding to, and recovering from, emergency events. This capacity has been significantly reduced because of the impact of Cyclone Gabrielle.
- 4.16 In addition to the balance sheet capacity Council holds insurance for all major assets including water supply, waste water, storm water, bridges, buildings and plant. It should be noted that roads are not insured, but a policy is held for bridges due to the number of bridges in the Hastings District.

5.0 Impact Assessment

- 5.1 The key shift in responsibilities affecting HDC introduced by the Transformation Strategy is the obligation to manage the emergency response for an event within the Council district. This means that the Council EOC will be responsible for coordinating the delivery of all emergency service activities during an emergency, and not just delivery of welfare support.
- 5.2 The local emergency response responsibilities will involve significant interagency coordination, and as a result the Council IMT will need to operate at a similar level of professionalism as fulltime front-line emergency service agencies such as the Police, FENZ and Hato Hone St John. To effectively take on these additional responsibilities, further investment in a range of capabilities including access to a suitable operations centre and a further increase in staff training in addition to the current commitment will be required to lift readiness and response capability.

5.3 Reduction

- 5.4 Current activities that aim to reduce community and Council hazard exposure will need to be augmented with better local hazard information so planning can be more targeted. This may be achieved by greater partnership with HBRC to ensure planned hazard analyses meet HDC needs, and/or may require greater Council funding to undertake hazard assessments relevant to Hastings District communities (e.g. the recent Tsunami modelling extended from Tongioio to Clifton. However, this leaves many HDC communities outside of the analysis zone and reliant on old information).

5.5 Readiness

- 5.6 A further lift in emergency readiness will be required to deliver the level of capability that will be expected of the Council EOC during an emergency. It is anticipated that the key changes will include the following (refer **Attachment 1** for further detail):

Sufficient capacity within the Risk team and Community Connector team will be required to complete the CEH rollout and maintain community relationships, particularly with Māori, and plan in the future.

- The expanded responsibilities of the Council response teams during an emergency means that access to a well-equipped operation centre is essential. Under the centralised CDEM delivery model shared use of the Council built emergency management building with HBCDEM Group has been a mutually beneficial arrangement. However, with the move to a local delivery model shared access of the facility is no longer viable and leaves HDC without a suitable operations centre. To this end, Council has given notice to CEG and Hawke's Bay Regional Council of the intention to take back full use of the current emergency management building by 1 July 2026. To enable this to occur Council is committed to contributing to a transition programme for the HBCDEM Group to relocate to a suitable site.
- A substantial number of additional sufficiently trained CDEM workers (approximately 130 to 220 staff/volunteers depending on operating standards and the quantum of the event) will be needed to staff an emergency response.
- Commitment to a substantial number of training days (in the order of an additional 600 days in the first year, depending on operating standards set) will be required to ensure staff/volunteers have the necessary competency.

- Additional staff capacity will be required to manage the increased CDEM workforce (which may include volunteers) and to administer the processes, systems and equipment required to operate an effective EOC.
- Additional capacity will be required to support hazard planning, including development of community level emergency response plans and provision of advice on risk reduction.

5.7 Response

5.8 The increased workload the EOC is expected to cover is likely to mean an increase in the number of staff on the weekly on-call roster. This will incur additional personnel costs and additional costs to support the larger team including equipment and FACT24 licences.

5.9 Recovery

5.10 Recovery provisions are not expected to increase substantially because of the Transformation Strategy. However, Council will need to continue to follow a prudent financial strategy to rebuild financial capacity to provide a buffer for a future event.

6.0 Summary

6.1 Officers agree that the strategic direction of locally delivered and regionally coordinated emergency response is a sound strategy. This is more consistent with other CDEM Groups around the country and leverages the existing community knowledge and relationships that Territorial Authorities have through normal business activities.

6.2 The shift in strategic direction means that an increase in local funding for emergency management will be required to deliver the outcomes targeted in the Transformation Strategy. However, until the service level agreements specified in the Transformation Strategy have been agreed, there is a lack of clarity over the specific service levels and therefore investment Council will need to make. As a result, the Chief Executive will submit to the appropriate Annual Plan and Long Term Plan processes for any additional resources required to meet the 2026 & 2027 Goals of the Strategy.

6.3 The Chief Executive seeks to establish the new model as quickly as possible. However, the speed of the transition over the next three years creates risks for Council. While HBCDEM is in a state of transition between the two operating models, there will remain an element of uncertainty over the roles and responsibilities and there will be a resourcing gap at HDC while we build the capability and capacity required under the Strategy. These capability and capacity expectations will come at a cost that current budgets are not sufficient to fully meet so will require budgetary decisions by Council in the future.

6.4 Officers observe that the Transformation Strategy makes the HBCDEM Group office responsible for setting standards and for ensuring those standards are appropriately implemented but does not include a mechanism for approval of the required standards. It is recommended that the Coordinating Executive Group (CEG) is required to approve any operating standard before it becomes an obligation for Local Authorities to meet. By requiring the CEG to approve operating standards, the Chief Executives can confirm that the appropriate resources will be available to implement the required standard.

7.0 Recommendations - *Ngā Tūtohunga*

- A) That the Strategy and Recovery Committee receive the report titled Hawkes Bay Civil Defence Emergency Management Transformation Strategy Implications for Hastings District Council dated 11 March 2025.
- B) That the Strategy and Recovery Committee notes the Hawkes Bay Civil Defence Emergency Management (HBCDEM) Joint Committee resolved to adopt the HBCDEM Transformation Strategy at its meeting held on 27 January 2025.

- C) That the Strategy and Recovery Committee notes the Chief Executives' actions to ensure Council's ongoing 'State of Readiness' to meet Council's responsibilities under the Civil Defence Emergency Management Act 2002 and National Civil Defence Emergency Management Plan 2015.
- D) That the Strategy and Recovery Committee notes that Council will need to make additional investment in emergency management staff and infrastructure to meet the HBCDEM Transformation Strategy goals for 2026 and 2027.
- E) That the Strategy and Recovery Committee notes the Chief Executive is already implementing actions to achieve the 2025 Goals of the HBCDEM Transformation Strategy, and the Chief Executive will submit to the appropriate Annual Plan and Long Term Plan processes for any additional resources required to meet the 2026 & 2027 Goals of the Strategy.
- F) That the Strategy and Recovery Committee recommend to the HBCDEM Joint Committee that the Service Level Agreements that form part of the Transformation Strategy and any subsequent performance standards for emergency management and their timeframe for implementation are approved by the HBCDEM Coordinating Executive Group before any Territorial Authority is expected to comply with the standard/s.

Attachments:

- 1 [↓](#) Hawke's Bay Civil Defence Emergency Management Transformation Strategy 2025 EMG-01-4-2-25-39
- 2 [↓](#) HDC CDEM Transformation Strategy Capability Comparison EMG-01-4-2-25-37



Hawke's Bay Civil Defence and Emergency Management

Transformation Strategy

Together, as a community, we aim to create a safe, informed and resilient Hawke's Bay that is prepared for, responds to, and recovers from emergencies and disasters well. Our community is at the heart of our civil defence system. We will build stronger connections, trust and empower local voices, and enhance collaboration across the region.





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Hawke's Bay Key Facts

184,800

people live in Hawke's Bay

3.5% of New Zealand's population

In summer months the population surges by up to 25,000

135,000 live in the main urban cities

This means that 75% live within a 10km radius and could be impacted by a single event

29% of the population is Māori

There are 11 iwi groups, 91 hapū and 79 marae throughout Hawke's Bay



2 Major Faultlines

making Hawke's Bay one of the most seismically active regions of New Zealand

HBCDEM Transformation Strategy Summary

Te Matau a Māui – Hawke’s Bay Civil Defence Emergency Management Group

Together, as a community, we aim to create a safe, informed and resilient Hawke’s Bay that is prepared for, responds to, and recovers from emergencies and disasters well. Our community is at the heart of our civil defence system. We will build stronger connections, trust and empower local voices, and enhance collaboration across the region.

Themes that will guide our investment and focus:

A SYSTEM THAT PLACES THE COMMUNITY AT ITS HEART

A SYSTEM THAT IS PREPARED AND READY

A SYSTEM THAT IS HIGHLY EFFECTIVE, CAPABLE AND ASSURED

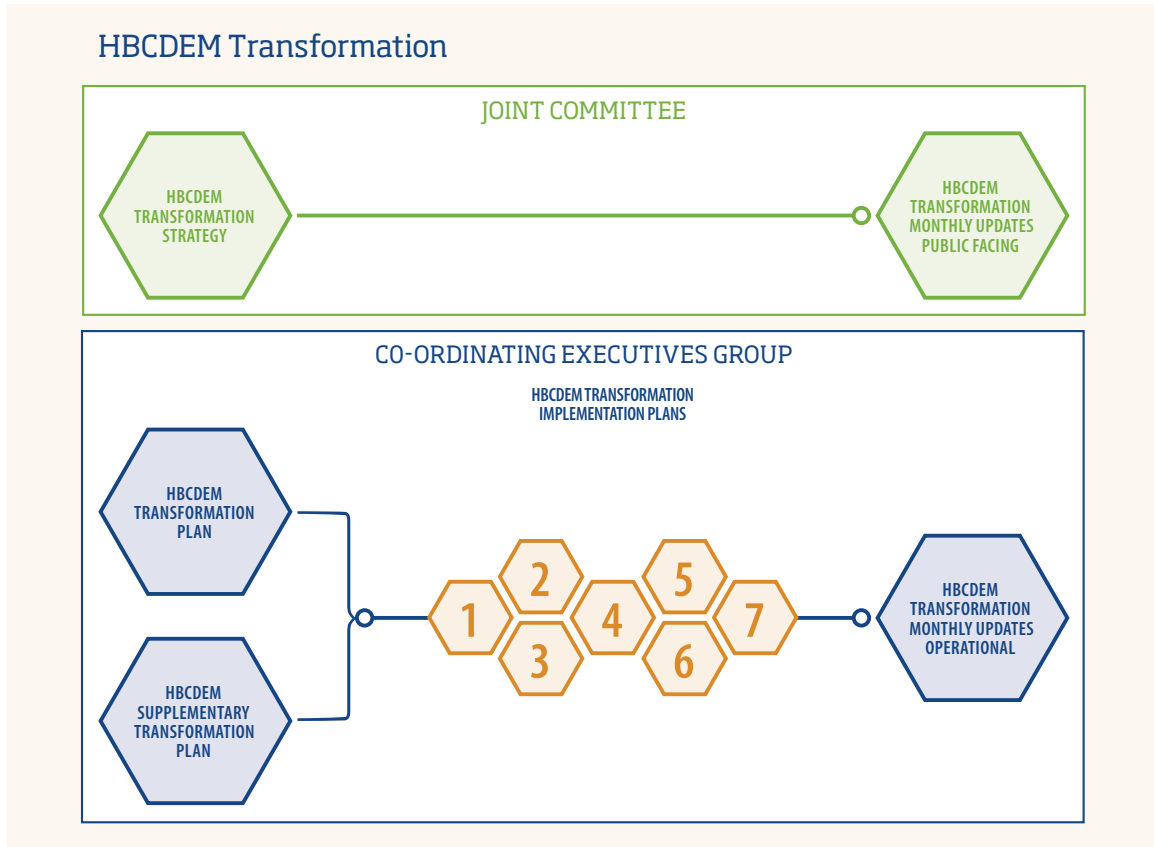
A SYSTEM THAT IS BALANCED AND RESPONSIVE TO LOCAL NEEDS

We’ll focus on seven key areas to deliver on these themes:

	KEY AREAS	SUCCESS WILL LOOK LIKE
	Māori Partnership – A system that connects with Mana whenua.	Mana whenua can see themselves inside the HBCDEM system, their voice is heard, their insights listened to and the system responds to their perspectives and needs
	Community Connections – A rebalanced and effective HBCDEM system built from the community up, that places the community at the heart.	The community is at the heart of a HBCDEM system that rebalances its capabilities from the bottom up, community, local and regional.
	Infrastructure and Assets – Investment ensures Hawke’s Bay possesses resilient CDEM assets, capable of responding to any emergency event.	All HBCDEM infrastructure and assets are reviewed, and business cases submitted for investment consultation as part of the 2027 Local Government Long Term Plan.
	Training and Exercising – Councils possess and have access to sufficient trained and exercised people to sustain response for a lengthy period of time.	Community, local and regional capabilities are capable of responding to an emergency event for a lengthy period of time.
	Performance and Assurance – Stakeholders have assurance their HBCDEM system is performing, and they understand where improvement is required.	The community has assurance that the HBCDEM system is ready and capable to respond locally and regionally.
	Planning – Delivering a set of regional, local, hazard and reduction plans	The HBCDEM system possesses the necessary emergency management plans to enhance local and regional preparation for emergency events.
	Service Level Agreements – Clarity exists between the functions, roles and responsibilities of each Council, their respective HBCDEM teams, the Regional Council and Regional HBCDEM Group.	There are clear roles and responsibilities and functioning Service Level Agreements that enhance the performance of the HBCDEM system.

Purpose

The Hawke's Bay Civil Defence Emergency Management (HBCDEM) Transformation Strategy outlines the approach to drive and strengthen community resilience and foster a generational shift toward excellence in emergency management in the region.



Background and Context

Cyclone Gabrielle Independent Review

In the last ten years there have been several emergency events within the Hawke's Bay Region, significantly impacting people, community and the region, and tragically the loss of lives.

Following the tragic events of Cyclone Gabrielle, the same cycle followed previous events. An independent review was conducted, a significant number of recommendations were made, and a plan has been commissioned to operationalise the findings from the review to transform the HBCDEM system.

In receiving the Independent Review into the HBCDEM Group response to Cyclone Gabrielle, the Hawke's Bay CDEM Joint Committee, consisting of the Hawke's Bay Regions Mayors, Regional Chair and Post-Settlement Governance Entities and Iwi Leaders, committed to making transformational system change – adopting all of the recommendations unanimously.

The Joint Committee are unified in their commitment to ensure our region recovers from Cyclone Gabrielle, being more resilient, better prepared, and ready to effectively respond to the next event. Transformation of this scale is significant and it will require Council's, Treaty Partners, local Central Government agencies, Community Organisation's and HBRC to consider the role they play in this transformation, and resource it appropriately to ensure a successful transformation.

Key Themes from the Independent Review

In considering the recommendations of the latest review, we have identified strategic themes that link past events and findings to this latest review. With the region being subject to significant emergency events in every generation for over 140 years, with major emergency events occurring on average every 10 years, the Hawke's Bay region is exposed to a hazardscape of complex and varying risks.

This provides the momentum for Hawke's Bay to lead and operate the most effective emergency management system in New Zealand. In the last ten years of emergency events, reviews and change, highlights four key ideas that must be considered when conducting HBCDEM transformation. These are:

- Emergency events are occurring more frequently and are increasingly more complex – this drives the need for a system that is prepared and ready
- There is a public expectation that the HBCDEM response is of the highest standard - this drives the need for a system that is highly effective, capable and one that the community can be assured of
- There is an expectation that HBCDEM response is tailored and bespoke for every community, rural and urban, manawhenua and non-manawhenua, resident and visitor and so on – this drives the need for a system that is balanced and responsive to local needs
- The connection between the community, manawhenua and the HBCDEM system is integral – this drives the need for a system that places the community its heart

Driving Systemic Change

The success of this HBCDEM Transformation Strategy lies in driving systemic change. We must significantly enhance the HBCDEM system to ensure it can effectively respond to the major emergency events that are likely to impact future generations.

Achieving this requires a substantial investment in local and regional emergency management, along with strong, focused governance and leadership to set Hawke's Bay on a sustainable path forward. The future HBCDEM system must prioritise enhancement, foster positivity and resilience, engage the community, and build a high-performing emergency management network.

The HBCDEM Transformation Strategy will outline the approach to significantly improving and transforming the HBCDEM system. This will be guided by the recommendations contained within the latest review post Cyclone Gabrielle, but also informed by previous reviews over the last ten years.

Cyclone Gabrielle Review Findings

While the broad themes of the last ten years have been identified it is equally important to focus on the Joint Committee initiated review of the HBCDEM Group's response to Cyclone Gabrielle.

The review identified critical deficiencies in HBCDEM's capacity to manage large-scale events and proposed several significant recommendations. These recommendations highlight the urgent need for major transformational change to enhance the region's readiness and response capabilities for future crises. There were 70+ recommendations detailed within the review. These are summarised and matched to the four key HBCDEM transformation themes:

A SYSTEM THAT PLACES THE COMMUNITY ITS HEART

- Deepen connections with manawhenua
- Listen and learn from community insights
- Improve public engagement

A SYSTEM THAT IS PREPARED AND READY

- Enhance community resilience
- Train and exercise often, and thoroughly
- Collaborate with NEMA and Central Government agencies to integrate a transformed HBCDEM system with Central Government
- Develop a unified operational view
- Establish a Reduction Plan
- Improve resilient communications
- Identify critical elements and tasks to develop Hawke's Bay Disaster Plan (Group Plan and Hazards Plan)
- Review and improve early warning systems

A SYSTEM THAT IS HIGHLY EFFECTIVE, CAPABLE AND ASSURED

- Establish an assurance function
- Clarify Service Level Agreements, the operating model, and the roles and responsibilities
- Mandate, recognize and reward those involved in readiness and response

A SYSTEM THAT IS BALANCED AND RESPONSIVE TO LOCAL NEEDS

- Build Local Territorial Authorities CDEM capacity

Hawke's Bay Independent CDEM Civil Defence and Emergency Management Group Response to Cyclone Gabrielle

*The purpose of the (<https://www.hbemergency.govt.nz/cyclone-gabrielle-review/>) **Independent Review** was to assess the operational performance of the Hawke's Bay Civil Defence Emergency Management Group's immediate response to Cyclone Gabrielle, with a particular emphasis on the systems and processes, and roles and responsibilities of Group members and partners.*

The Review makes nine priority recommendations and 66 suggestions for change.

HBCDEM Transformation Vision

The vision for the transformed HBCDEM system is:

Together, as a community, we aim to create a safe, informed and resilient Hawke's Bay that is prepared for, responds to, and recovers from emergencies and disasters well.

Our community is at the heart of our civil defence system. We will build stronger connections, trust and empower local voices, and enhance collaboration across the region.

HBCDEM Transformation Themes

We will achieve the vision of HBCDEM transformation by focusing on four themes that will guide our investment and focus:

#1. Our Community is at the heart of the system

In response to tightening the linkage between Mana whenua, the Community and emergency management, the HBCDEM system will look to formalise leadership across the region from governance leadership to readiness to response. At all times the community is to be placed at the heart of the HBCDEM system. In addition, engagement will occur in 2025 and beyond to kōrero with Mana whenua to create system enhancements and approaches that deliver on their aspirations for a future HBCDEM system.

#2. We are Prepared and Ready

In response to emergency events occurring becoming more frequent and increasingly complex, the HBCDEM system will look to improve its investment in monitoring and warning systems, processes and structure. Further, investment will be made into the development and refreshing of local and regional emergency plans to ensure our response, when required, is effective, deliberate and managed.

#3. Our system is highly effective, capable and assured

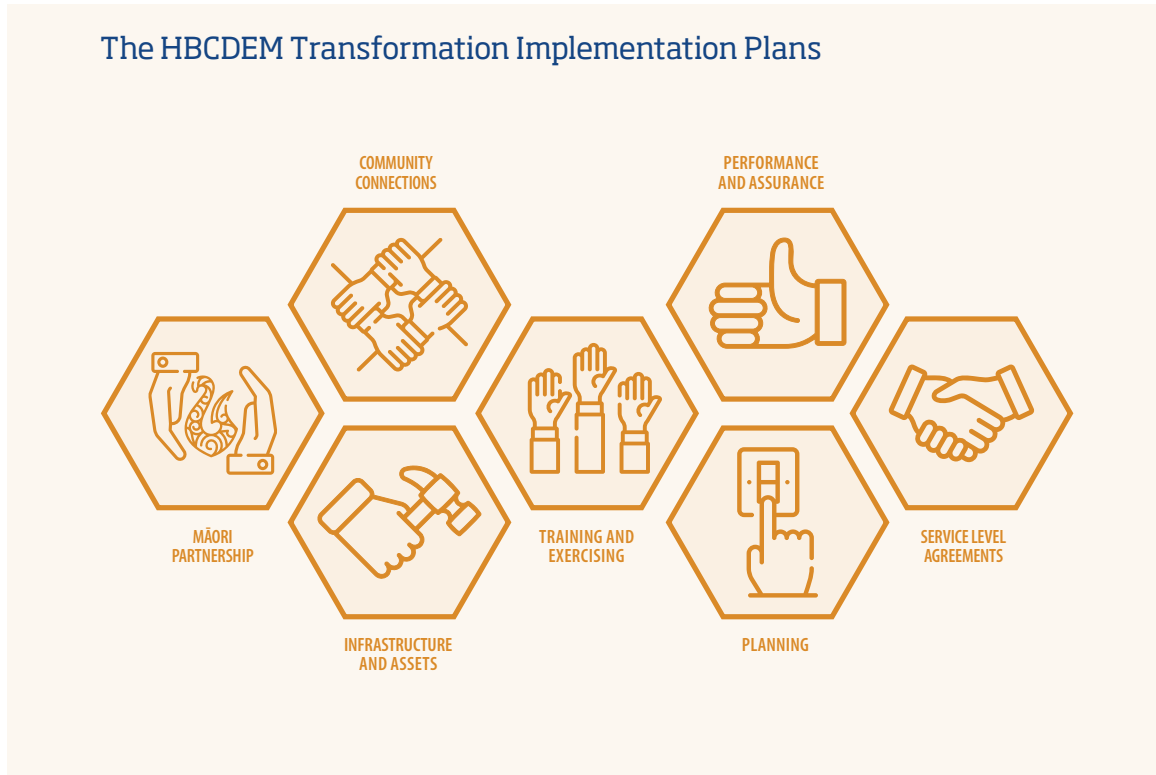
In response to the public expectation is that our emergency response is first class, the HBCDEM system will significantly require increased investment in community capability, emergency management recruitment, training and exercising. In addition, investment will be required into an assurance function supported by enhancements to performance and monitoring of the system at a local and regional level by Councils, the Co-ordinating Executive Group and the Joint Committee. Lastly the HBCDEM system with add clarity to the Service Level Agreements between each Council and the HBCDEM Group and ensure al Roles and Responsibilities throughout the system are detailed and unambiguous.

#4. Our system is balanced and responsive to local needs

In response to the community's expectation for a more tailored and localised emergency response, the HBCDEM system will shift from a centralised operating model to one that is more balanced and responsive to local needs. The rebalancing will focus on readiness and response, in line with the recently announced national priorities for CDEM from the National Emergency Management Agency. The re-balancing will see the HBCDEM Regional Group change in size, and correspondingly the scale of responsibility, and in turn will see local Council CDEM teams grow in size and scale of responsibility.

The HBCDEM Transformation Strategy

To operationalise the HBCDEM Transformation Strategy, seven key areas of focus will be developed. These are:



Māori Partnership

The purpose of the Māori Partnership focus area is to design a transformed HBCDEM system that ensures a strong Māori perspective is integrated throughout. Hui and kōrero will occur, starting in 2025, with Mana whenua from across the Hawke's Bay to discuss the HBCDEM Transformation Strategy and how best to incorporate te ao Māori into the HBCDEM system, at all levels from governance, in reduction, to readiness and response and lastly in recovery. The goal will be to deliver a HBCDEM system that connects with Mana whenua and responds to their perspectives and needs.

2025 will see Mana whenua formally included in all levels of Hawke's Bay regional and local emergency management and governance.



Community Connections

The purpose of the Community Connections area of focus is the creation of a rebalanced and effective HBCDEM system built from the community up that places the community at the heart of the HBCDEM system. A number of initiatives will be delivered to achieve this. Firstly a structure that increases the staffing and readiness of each local Council CDEM capability and enhancing their ability to respond effectively will be created. Secondly a regional structure will be formed that can support readiness and where required quickly and effectively scale up to respond to regional emergency events. Thirdly a greater emphasis will be placed on volunteers, outside of Councils, to assist in the staffing of EOC and the continued increase in community hubs across the region, increasing from the 40+ the region current possesses. The goal will be to deliver to the Hawke's Bay a CDEM system that supports empowered local voices, and enhances collaboration among residents, agencies, and organisations across the Hawke's Bay whilst concurrently delivering tailored, local response capable of scaling up where and when required.

By 2027 the Hawke's Bay will have increased its emergency management volunteers work force from 149 trained volunteers to 700 trained volunteers.

In 2025 the Hawke's Bay will have increased its professional emergency management workforce by 45%.



Infrastructure and Assets

The purpose of the Infrastructure and Assets area of focus is to ensure that locally and regionally the Hawke's Bay possesses an affordable, resilient and capable suite of CDEM infrastructure and assets that enables effective response. A review of key local and regional CDEM infrastructure will occur, including, but not limited to, resilient emergency communication, warning systems, local emergency operation centres, digital hardware, software and vehicle fleet. As a result of the review, appropriate business cases will be produced and investment sought. The goal will be to see investment made, where required, in ensuring the Hawke's Bay possesses resilient CDEM assets capable of responding to future emergency events.

2025 will see all HBCDEM infrastructure and assets reviewed and business cases submitted for investment consultation as part of the 2027 Local Government Long Term Plan process.



Training and Exercising

The purpose of the training and exercising focus is two-fold. Firstly, to train Council CDEM staff, Mana whenua and volunteers from around the Hawke's Bay to develop the skills required to respond in an emergency event. Secondly, develop and conduct a range of local and regional tabletop workshops and physical scenario-based exercises in emergency management. The goal is for all Councils and partners to have sufficiently trained and exercised people, capable of sustaining a response over an extended period.

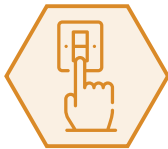
2025 will see 10 local emergency management exercises occur across the Hawke's Bay with a major combined exercise involving all levels of the HBCDEM system from community to local and regional Council to emergency services.



Performance and Assurance

The intent of the performance and assurance area of focus is to review, create, structure, monitor and report performance of each Council CDEM systems objectively. Firstly a review of the governance system will occur to ensure the Joint Committee and Co-ordinating Executive Groups, mandated by legislation, are supported effectively and are as tightly connected to the community and manawhenua as possible. Secondly an assurance role will be created within the regional CDEM team and then more deliberate and regular monitoring, and evaluation activities will occur and reported on quarterly to the Co-ordinating Executives Group and Joint Committee. The system will align with recently established NEMA assurance systems and processes. The goal will be to provide the public with assurance that the HBCDEM system is performing, and where it requires improvement signal that through regular engagement. The first assurance review will occur in 2025 and will focus on the HBCDEM Warning System.

In 2025 the Hawke's Bay will be one of the first in New Zealand to possess a regional assurance function. The role will provide objective measurement of the readiness of all local and regional CDEM capabilities.



Planning

The intent is to consult and deliver regional, local, hazard and reduction plans. Each Council will be responsible for producing local emergency management plans. The HBCDEM Group, through the Regional Council will be responsible for producing a regional emergency management plan (the Group Plan). In addition the HBCDEM Group, on behalf of all Hawke's Bay Councils will produce hazard and reduction plans. The goal will be to develop, consult and deliver a modern set of emergency management plans that support the HBCDEM system into the future.

By 2027 the Hawke's Bay region will possess up to date and modern local, regional, hazard and reduction emergency management plans.



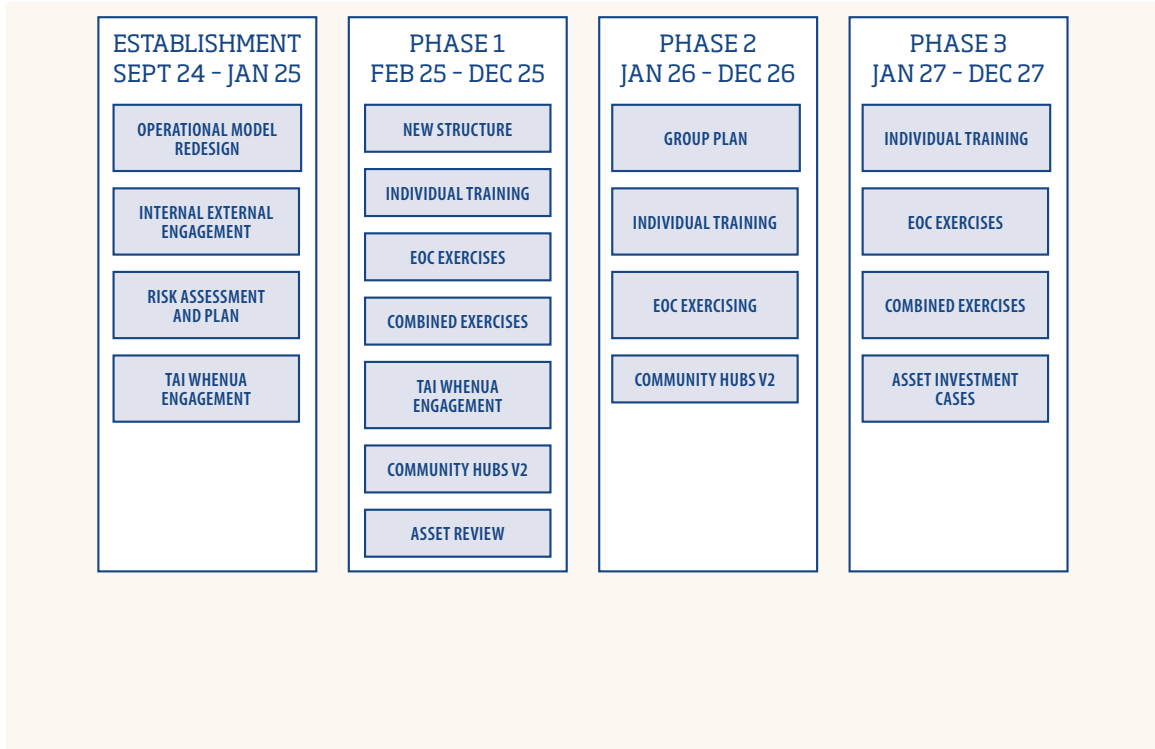
Service Level Agreements

The intent of the Service Level Agreement focus is to clarify and formalise the roles and responsibilities and service levels of each Council, locally and regionally as it relates to the CDEM system. A draft Service Level Agreement will be produced for use in early 2025 before subsequent validation and formalisation in 2027. The goal will be to see clarity between the functions and responsibilities of each Council, their respective CDEM teams, the Regional Council and Regional CDEM Group and other partners.

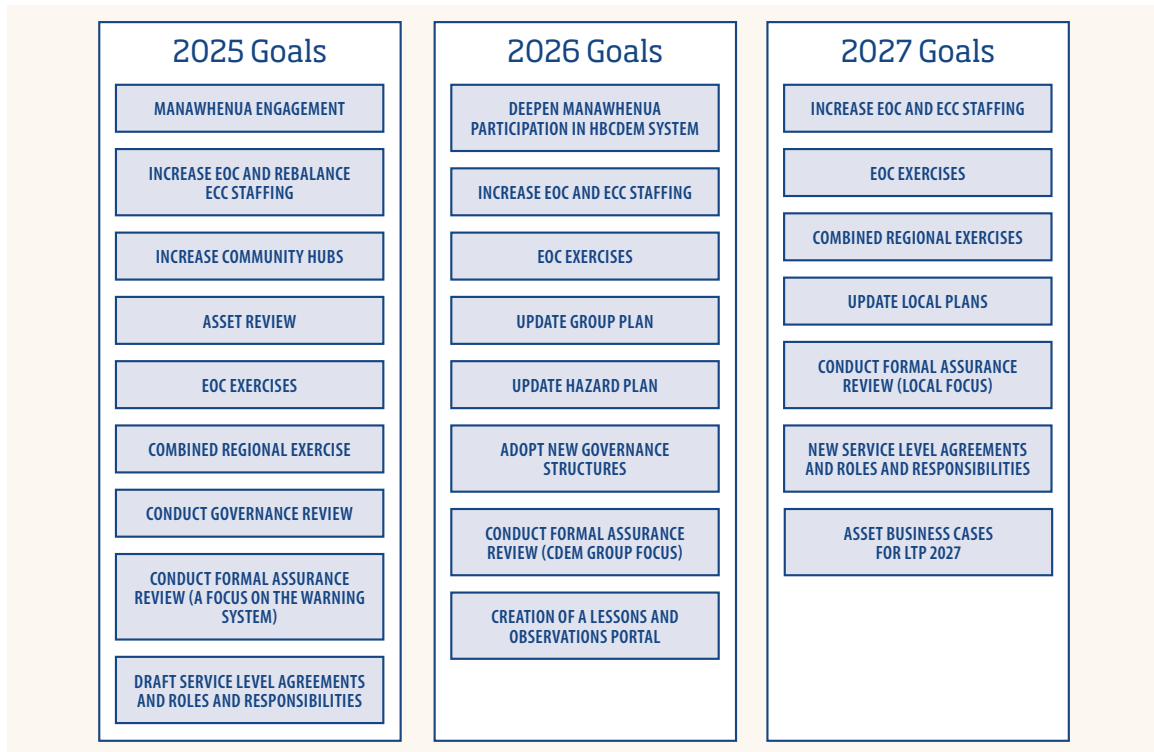
In 2025 DRAFT Service Level Agreements will provide clarity to the roles and responsibilities of each local and regional council and their CDEM teams. In 2027 these agreements will be formalised after being tested and reviewed in 2025.

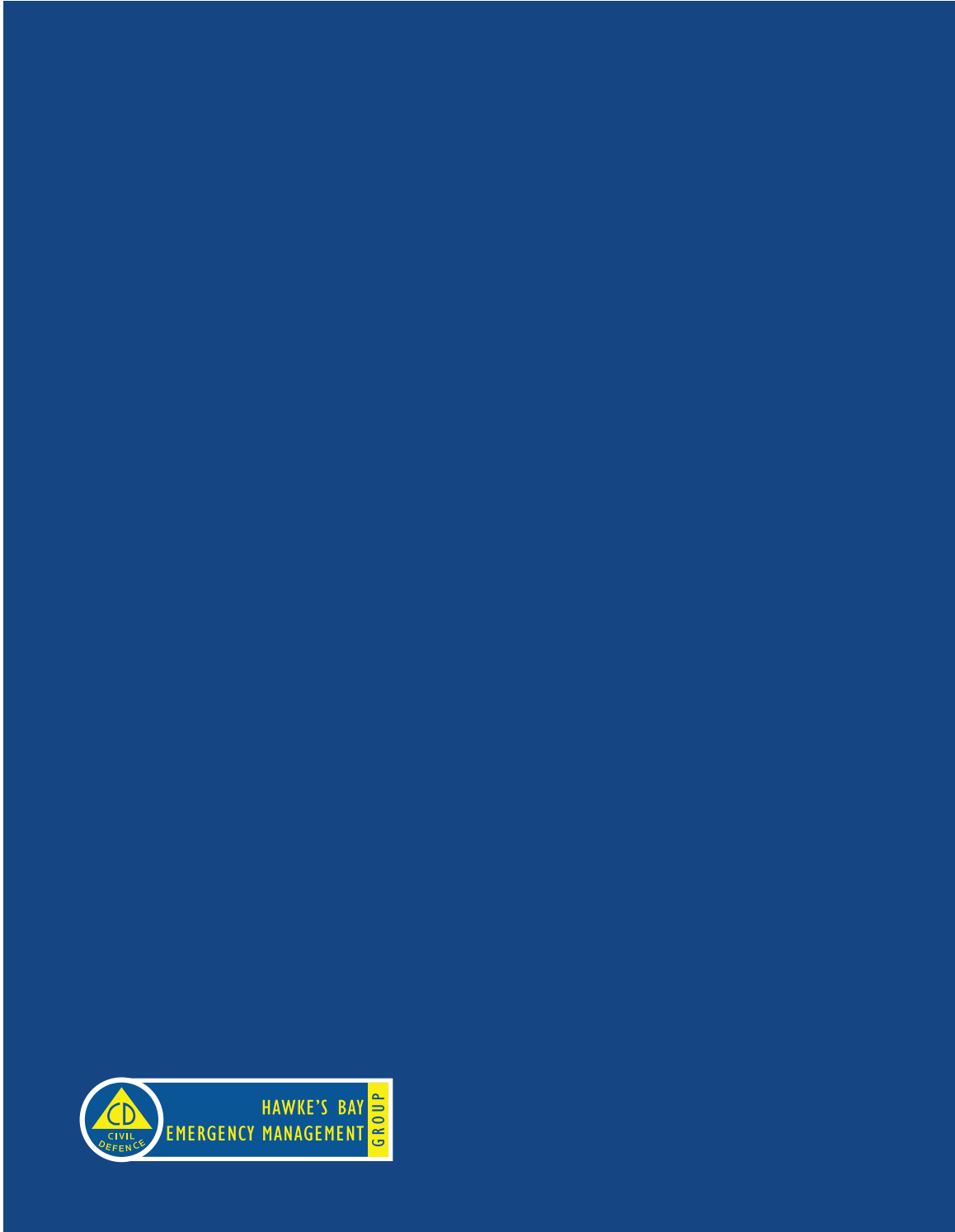
HBCDEM Transformation Outline Plan

The HBCDEM Transformation Strategy will be implemented by an establishment period followed by three Phases over the next 3-years.



The HBCDEM Transformation Strategy will set the Hawke's Bay region on a lasting course towards, creating a safer, more informed, and resilient community that is prepared for, responds to, and recovers from emergencies and disasters. The major milestones for these three phases are summarised below:







Appendix 1: HDC Capability Comparison against CDEM Transformation Strategy Goals

Transformation Key Delivery Areas	HDC Current Capability	HDC Potential Requirement
<p>Māori Partnerships: Mana whenua can see themselves inside the HBCDEM system, their voice is heard, their insights listened to and the system responds to their perspectives and needs. Target:</p> <ul style="list-style-type: none"> 2025 will see Mana whenua formally included in all levels of Hawke’s Bay regional and local emergency management and governance. 	<ol style="list-style-type: none"> 1) Collaboration with TTOH on an operational model for Marae that is connected to EOC. 2) Working directly with Marae that are interested in the CEH model which provides connection to the EOC. 	<ul style="list-style-type: none"> Enduring connection for Marae and Mana Whenau with Council. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Long term commitment to Community Wellbeing team Pou Hono position.
<p>Community Connections: The community is at the heart of a HBCDEM system that rebalances its capabilities from the bottom up, community, local and regional. Targets:</p> <ul style="list-style-type: none"> By 2027 the Hawke’s Bay will have increased its emergency management volunteers work force from 149 trained volunteers to 700 trained volunteers. In 2025 the Hawke’s Bay will have increased its professional emergency management workforce by 45%. 	<ol style="list-style-type: none"> 1) Community Emergency Hub (CEH) programme delivered by the Risk and Community Connector teams (Currently 44 hubs identified, 9 operational). 2) Current CDEM workforce consists of 70 staff volunteers trained to work in a coordination centre (5 shifts of 14 staff). 	<ul style="list-style-type: none"> To maintain the CEH programme and extend to urban areas it is anticipated that a total of 50 hubs may be needed within the Hastings District. Volunteer management is a new requirement Council has not previously undertaken. Workforce development: <ul style="list-style-type: none"> 45% increase on current IMT staff represents approximate 30 additional staff to be identified and trained this calendar year. In addition to IMT staff a further 100 staff may be needed to operate CDCs and undertake Needs Assessments. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Ongoing commitment to Risk and Community Connector team capacity to complete CEH programme + Additional Risk team capacity needed to manage volunteers and larger roster.



Transformation Key Delivery Areas	HDC Current Capability	HDC Potential Requirement
<p>Infrastructure and Assets: All HBCDEM infrastructure and assets are reviewed, and business cases submitted for investment consultation as part of the 2027 Local Government Long Term Plan.</p> <p>Target:</p> <ul style="list-style-type: none"> 2025 will see all HBCDEM infrastructure and assets reviewed and business cases submitted for investment consultation as part of the 2027 Local Government Long Term Plan process. 	<ol style="list-style-type: none"> 3 temporary Emergency Operations Centres (EOC) identified, because access to the resilient Emergency Management Office (EMO) is shared with HBCDEM Group. 1,000 sets of bedding and personal hygiene kits for Civil Defence Centres (\$300k externally funded). 2x emergency welfare support trailers equipped with 30 sets of bedding and personal hygiene kits for remote deployment (\$35k externally funded). 30x digital VHF radio sets with 3 years of radio licence (\$100k externally funded). Community Emergency Hub kits and equipment (\$85k externally funded) FACT24 Alerting and Crisis Management service (\$41k pa). IMT equipment and training (\$15k pa). 	<ul style="list-style-type: none"> Dedicated resilient and fit for purpose EOC. <ul style="list-style-type: none"> <i>NOTE: \$1.4M investment already made into existing EMO, incurring interest cost of \$65k pa. HBCDEM Group lease \$70k pa plus operating expenses.</i> Additional Hub kits and equipment (including VHF radios if required) for remaining hubs. Additional equipment for new IMT members (including additional user licences for FACT24) and maintenance of existing welfare and IMT equipment. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Funding will be needed to complete delivery of the existing CEH programme and to service the equipment purchased with external funding. + Funding will be needed to fit out a dedicated EOC.
<p>Training and Exercising: Community, local and regional capabilities are capable of responding to an emergency event for a lengthy period of time.</p> <p>Target:</p> <ul style="list-style-type: none"> 2025 will see 10 local emergency management exercises occur across the Hawke's Bay with a major combined exercise involving all levels of the HBCDEM system from community to local and regional Council to emergency services. 	<ol style="list-style-type: none"> 49 working days of staff time committed to training in 2024. 3x CDEM IMT exercises are run each year equating to approximately 50 days staff time. Internal quarterly coordination meetings for IMT members. 	<ul style="list-style-type: none"> Training commitment for 100 IMT staff to undertake the updated CDEM Group training programme equates to a total of 565 training days to be undertaken in 2025. <i>Note: This training requirement does not include training for the additional 100 staff for CDCs and Needs Assessment.</i> Assuming that HDC is involved in 3 of the 10 local emergency management exercises with the target of 48 IMT staff indicated by the CDEM Group workforce committee equates to approximately 144 work days. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Commitment of an additional estimated 610 work days of staff time to training and exercises. + Additional administrative to support workforce management and delivery of training.



Transformation Key Delivery Areas	HDC Current Capability	HDC Potential Requirement
<p>Performance and Assurance: The community has assurance that the HBCDEM system is ready and capable to respond locally and regionally. Target:</p> <ul style="list-style-type: none"> In 2025 the Hawke's Bay will be one of the first in New Zealand to possess a regional assurance function. The role will provide objective measurement of the readiness of all local and regional CDEM capabilities 	<p>1) The Risk team currently provides a liaison with HBCDEM Group office to participate in regional discussions and to confirm delivery standards.</p>	<ul style="list-style-type: none"> It is expected that the majority of the assurance workload will be undertaken by HBCDEM Group. However, it is anticipated that HDC will need to increase liaison support to ensure readiness and coordination of assurance assessments. Increased reporting to HBCDEM Joint Committee and Coordinating Executive Group is expected as these groups will want assurance about local level activity. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Additional management support to undertake liaison and reporting.
<p>Planning The HBCDEM system possesses the necessary emergency management plans to enhance local and regional preparation for emergency events. Target:</p> <ul style="list-style-type: none"> By 2027 the Hawke's Bay region will possess up to date and modern local, regional, hazard and reduction emergency management plans. 	<p>1) 1 local hazard plan underdevelopment, which will also cover elements of hazard reduction.</p>	<ul style="list-style-type: none"> In Officer's view it would be desirable to complete 6 hazard plans by 2027 that incorporate reduction planning and public awareness campaigns. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Additional planning support to undertake hazard planning and mobilisation.
<p>Service Level Agreements: There are clear roles and responsibilities and functioning Service Level Agreements that enhance the performance of the HBCDEM system. Target:</p> <ul style="list-style-type: none"> In 2025 DRAFT Service Level Agreements will provide clarity to the roles and responsibilities of each local and regional council and their CDEM teams. In 2027 these agreements will be formalised after being tested and reviewed in 2025. 	<ul style="list-style-type: none"> HBCDEM Group Plan is the only document that describes regional roles and responsibilities. However, this document is now out of date and not relevant to the model being introduced by the Transformation Strategy. 	<ul style="list-style-type: none"> Capability to negotiate and implement Service Level agreements with HBCDEM Group and other organisations involved in the CDEM system. <p>Resource Requirement:</p> <ul style="list-style-type: none"> + Additional management support to negotiation and maintain service level agreements.

Tuesday, 11 March 2025

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

Hastings District Council: Strategy and Recovery Committee Meeting

Te Rārangi Take

Report to Strategy and Recovery Committee

Nā:
From: **Gus Charteris, Manager - Recovery & Special Projects**

Te Take:
Subject: **Remaining Recovery Priorities: Work programmes for 2025**

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The Strategy and Recovery Committee at its meetings on 3 December 2024 endorsed key changes to recovery reporting from the start of 2025. That report also noted that, with the substantive conclusion of the Voluntary Buy-out and Silt Recovery Taskforce work programmes, the remaining recovery priorities would be:
- Transport recovery.
 - Havelock North Mangarau Stream Upgrade (and wider Havelock North Streams and Dams work programme).
 - Council Community Resilience Planning work programme.
 - Esk Water Supply.
 - Flood mitigation projects across the district (led by Hawkes Bay Regional Council).
- 1.2 The first change to recovery reporting was that project and programme activity and financial reporting, that previously sat in the *Cyclone Gabrielle Recovery Update Reports*, would go to the Performance and Monitoring Committee.
- 1.3 Council already has an existing and consistent process for the financial and activity progress reporting that goes to Performance and Monitoring. The Recovery Team has been working with key teams to ensure appropriate information and detail on recovery work is incorporated into the Performance and Monitoring Quarterly Report template.

- 1.4 The second change was that reporting to Strategy and Recovery Committee on the remaining recovery priorities would shift to a focus on strategic and tactical management matters (rather than reporting on progress).
- 1.5 Examples of this are seeking key decisions (e.g. awarding contracts etc where delegations require); testing approaches with Council; flagging matters of significance to forward work programmes; and ensuring our Governors have high quality information to help them make decisions when required.
- 1.6 To support the shift in reporting to Strategy and Recovery Committee to strategic and tactical management matters, the leads of the remaining recovery priorities will present to this meeting on two key matters:
- What the recovery work looks like this year (in the context of what will be multi-year work programmes), and
 - The nature of discussions and/or decisions that will likely come to the Strategy and Recovery Committee this year. These could be updates around key milestones; procurement decisions (if this is the right committee); and conversations which create the operating space for officers and help bring our governors along in the relevant processes.
- 1.7 The key points in the presentations are provided below:
- 1.8 Transport recovery.
- Rissington Bridge, Dartmoor Bridge decision to be presented around the procurement plan.
 - Potentially Whanawhana Bridge decision to be presented around the procurement plan.
 - Kererū Gorge budget.
 - What was achieved with NZTA funding up until June 2025, how much will be carried forward
 - Forward works for 2025/2026.
- 1.9 Havelock North Mangarau Stream Upgrade (and wider Havelock North Streams and Dams work programme).
- Dam Safety – assurance programme.
 - Emergency Planning – how we plan and protect our communities.
 - Asset Management Plan Development – outline required investment.
 - Catchment Management Plan Development – how we manage our waterways.
 - Construction Procurement Outcomes – how we deliver what we need to do?
- 1.10 Council Community Resilience Planning work programme.
- The community resilience building programme has been split into phases. Phases 1 & 2 are actively underway. Phase 3 & 4 will be progressed as soon as capacity allows.
 - Further work is being done through the Network of Networks to build resilience of Marae, cultural and disability groups.
 - Consideration is being given to establishing an HDC Pasifika Leadership Group unifying the three major Pasifika groups in Hawke’s Bay.
- 1.11 Esk Water Supply.
- Beca engagement in procurement for detailed investigation of options for relocation and connection to Napier City Council with anticipated completion date August 2025
 - 24/25 Budget sufficient for further investigation and ongoing improvements to interim supply
 - All permanent options likely to exceed current Long Term Plan budget.

- Council workshop to be held in the coming months to provide further detail and budgetary indication of options being assessed.

1.12 Flood mitigation projects across the district (led by *Chris Dolley (Asset Management Group Manager)* and *Andrew Caseley (Programme Director HBRC NIWE Projects Hawke's Bay Regional Council)*).

- HBRC NIWE Programme Overview
- HBRC NIWE Projects in Hastings District Council Area
 - Pākōwhai
 - Ōhiti/Omāhu
 - Waiohiki
 - Whirinaki.

2.0 Recommendations - Ngā Tūtohunga

- A) That the Strategy and Recovery Committee receive the report titled Remaining Recovery Priorities: Work programmes for 2025 dated 11 March 2025.
- B) That the Committee note the following changes that have been made to Cyclone Gabrielle Reporting:
- i. Ongoing project and programme activity and financial reporting now goes to the Performance and Monitoring Committee.
 - ii. Tactical and strategic responses for delivery on the remaining Council Recovery Programme will remain areas of focus for the Strategy and Recovery Committee.

Attachments:

There are no attachments for this report.

HASTINGS DISTRICT COUNCIL

STRATEGY AND RECOVERY COMMITTEE MEETING

TUESDAY, 11 MARCH 2025

Item 9

RECOMMENDATION TO EXCLUDE THE PUBLIC

SECTION 48, LOCAL GOVERNMENT OFFICIAL INFORMATION AND MEETINGS ACT 1987

THAT the public now be excluded from the following part of the meeting, namely:

10 Commercial Transaction

11 Hastings City Development

The general subject of the matter to be considered while the public is excluded, the reason for passing this Resolution in relation to the matter and the specific grounds under Section 48 (1) of the Local Government Official Information and Meetings Act 1987 for the passing of this Resolution is as follows:

<i>GENERAL SUBJECT OF EACH MATTER TO BE CONSIDERED</i>	<i>REASON FOR PASSING THIS RESOLUTION IN RELATION TO EACH MATTER, AND PARTICULAR INTERESTS PROTECTED</i>	<i>GROUND(S) UNDER SECTION 48(1) FOR THE PASSING OF EACH RESOLUTION</i>
10 Commercial Transaction	Section 7 (2) (i) The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations). To enable, without prejudice, commercial negotiations.	Section 48(1)(a)(i) Where the Local Authority is named or specified in the First Schedule to this Act under Section 6 or 7 (except Section 7(2)(f)(i)) of this Act.
11 Hastings City Development	Section 7 (2) (h) The withholding of the information is necessary to enable the local authority to carry out, without prejudice or disadvantage, commercial activities. Section 7 (2) (i) The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations). Protect Councils position in commercial negotiations and those commercial interests of a third party.	Section 48(1)(a)(i) Where the Local Authority is named or specified in the First Schedule to this Act under Section 6 or 7 (except Section 7(2)(f)(i)) of this Act.