

EMERGENCY MANAGEMENT OTAGO

# Group Welfare Plan

2018



Emergency  
Management Otago  
Te Rākau Whakamarumarū Ōtākou



# Acknowledgements

This plan was developed in consultation with Local Authority Emergency Management Officers and welfare services staff as well as key welfare services stakeholders in Otago. Many thanks for your time, valued input and expertise. Your wisdom and insights have helped shape this document into something that is collectively 'ours'. We acknowledge the assistance of Group Welfare Managers throughout the country and thank them for making their welfare plans available for consideration in writing this plan.

Approved for adoption by the Joint Committee on 15 November 2018

Note: The Emergency Management Otago Group Welfare Plan should be read in conjunction with the Otago Civil Defence Emergency Management Group Plan 2019

This plan was prepared and distributed by:  
**Emergency Management Otago**  
**Group Emergency Management Office**

[www.otagocdem.govt.nz](http://www.otagocdem.govt.nz)

**“Civil Defence Emergency Management Welfare is the organised and coordinated approach to prepare for, respond to, and then recover from emergency welfare needs for individuals, families, whānau, communities and animals.”**

**Team Otago - Working together to build resilient communities.**

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Emergency Management Otago is the brand name and public face responsible for the operational delivery of Civil Defence Emergency Management (CDEM) within Otago on behalf of the Otago Civil Defence and Emergency Management Group. The Joint Committee of the 'Group' provides the legislated 'Governance' set up under s12 of the Civil Defence and Emergency Management Act 2002). The Joint Committee comprises the five District and City Mayors, and the Chairperson of the Otago Regional Council (or persons acting on their behalf). The functions of the Group are detailed in s17 of the CDEM Act 2002, and include developing, approving, implementing and monitoring a CDEM Plan.



# Otago Group Welfare Plan

“He aha te mea nui o te ao? He tāngata, he tāngata, he tāngata.” What is the most important thing in the world? It is the people, it is the people, it is the people.

This Māori proverb is the best way for us to define what the Otago Group Welfare Plan is about as “our people” are the reason we do what we do. “Our people” include not just our resident population, but also temporary residents, visitors to our region from both New Zealand and overseas.

The welfare services needs of individuals, families/whānau, communities and animals during and following a disaster, whatever the size, are complex and at times difficult as there are many agencies tasked with providing their important part to the overall response and recovery.

We also understand the importance animals play in the quality of our lives, whether they are companion animals, stock on our farms, or wild creatures who have been affected by an adverse event.

We acknowledge that robust and effective arrangements need to be in place before an event occurs. This plan, and the ongoing work keeping this plan alive and functional, are designed to provide a clear statement of Emergency Management Otago’s priorities, and the direction for our activities in support of a prepared and resilient Otago.



15 November 2018

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**Stephen Woodhead**

Chairman Otago Emergency Management Group

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**Date**

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# introduction

## Purpose of this plan

**As part of its mandate, Emergency Management Otago (EM Otago) is responsible for leading the development of regional welfare services planning and supporting the development of local welfare services arrangements to ensure a consistent approach to welfare services across the Otago region.**

The purpose of this plan is to provide direction and clarity for the coordination of welfare services planning for emergency management in Otago. The Otago Civil

Defence Emergency Management Group Plan 2019 is a supporting document to the Emergency Management Otago Group Welfare Plan 2018. It aligns national, regional and local arrangements so that together welfare services agencies can work collaboratively to achieve the best outcomes for communities across the Otago area during and after an emergency.

The National Civil Defence Emergency Management Plan 2015 raises the bar for welfare services both in expectation and commitment, for not only EM Otago but also for other welfare services and agencies. EM Otago will take the lead in ensuring that roles and responsibilities are understood, plans are in place, and good working relationships are fostered.

## Emergency Management Otago (EM Otago)

Emergency Management Otago was established in November 2016 under the Civil Defence Emergency Management Act 2002. The Act requires every regional council and every territorial authority within Otago to unite to establish a Civil Defence Emergency Management Group.

### Members of the Otago Group are:

- Central Otago District Council
- Clutha District Council
- Dunedin City Council
- Otago Regional Council
- Queenstown Lakes District Council
- Waitaki District Council.

All EM Otago staff are employed by the Otago Regional Council. The Group structure embeds Emergency Management Officers within each of the five territorial authorities to support the local management of emergencies. Regional coordination is carried out by the Group Office and national support is available through the Ministry of Civil Defence & Emergency Management.

Emergency Management Otago's guiding principles are collaboration, coordination, integration, professionalism, risk driven and accountability.

### Based on these principles, the Group supports communities to:

- Identify and understand their risks and take steps to eliminate or reduce those risks where possible.
- Develop capabilities and operational systems before an emergency occurs so that communities are prepared.
- Take action immediately before, during and directly after an event to save lives and protect property.
- Put in place coordinated efforts and processes to assist with immediate, medium-term and long-term recovery following an emergency.



## Welfare Services in an Emergency

The objective of welfare in the Civil Defence Emergency Management (CDEM) context is to respond to the emergency welfare needs of individuals, families, whānau, communities, and animals. A successful welfare response will ensure that people get timely information and easy access to the range of welfare services they need during and after an emergency. This can only happen if welfare services arrangements are well planned, coordinated and integrated at all levels before and after phases of an emergency.



### CORE GUIDING PRINCIPLES OF THE

## Group Welfare Plan

- Recognise the diverse and dynamic nature of communities
- Strengthen self-reliance as the foundation for individual, family, whānau and community resilience
- Ensure that emergency welfare services address the specific welfare needs of individuals, families, whānau, communities, and animals
- Ensure flexibility in the services provided and how they are best delivered
- Integrate and align with local arrangements and existing welfare services networks
- When the limits of welfare services capacity and capability have been reached at a local level, support and coordination will be available from the regional level and if necessary from the national level.

The following factors will need to be considered:

#### RESPONSIBILITY

Welfare services agencies are responsible for delivering welfare services to individuals, families/whānau, communities, and animals affected by an emergency. Welfare services agencies are identified in the National CDEM Plan 2015.

They are described in more detail in Responsible and Support welfare services agencies section Pg36

#### TIMEFRAME

Welfare services are planned and prepared as part of readiness activities, and coordinated and delivered throughout response and recovery. In response, immediate welfare services needs must be met as soon as possible. Ongoing needs may also be identified and met.

#### FLEXIBLE AND SCALABLE DELIVERY

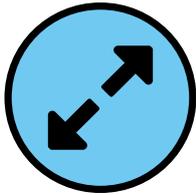
Welfare services may be accessed by or delivered to the public in a variety of ways. One of the aims of welfare services is to support people in the safest location possible. This may be in their home, workplace, holiday accommodation, emergency shelter, or emergency or temporary accommodation.

A flexible approach is required and may be achieved by some or all of the following:

- Via outreach (mobile services or teams' door to door, or set up of a mobile facility) that covers urban and rural dwellers who's communication links are potentially cut-off
- Via community-based organisations and facilities
- At a Civil Defence Centre (CDC) – established during response
- Via existing agency offices, service centres, or call centres
- By telephone, or
- Online via internet services.

# Influences

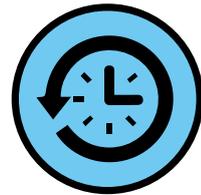
The mode of delivery will depend on a variety of influencing factors, including:



**SIZE AND SCOPE**  
of the emergency



**LOCATION**  
for example, rural or urban  
communities, easily accessible  
or isolated places



**TIMEFRAME**  
from immediate needs,  
to needs that occur later  
on or are ongoing

## Emergency Management and the 4 Rs

It is vital that both regional and local level CDEM take a leadership role in coordinating welfare services efforts across the 4Rs – reduction, readiness, response and recovery.

**In the welfare services context the 4R's are described as:**

### REDUCTION

Reduction means all measures undertaken that have the potential to reduce welfare services needs and requirements before, during, and after emergencies.

### READINESS

Readiness involves preparation (including risk management), relationship building, planning, capability development, capacity building, and exercising. A clear understanding of welfare services roles and responsibilities and strong governance arrangements are required.

### RESPONSE

Response involves actions taken immediately before, during or directly after an emergency to support, coordinate, and manage the delivery of welfare services to affected communities.

### RECOVERY

Recovery involves the continued delivery of welfare services to affected communities following an emergency to bring about the immediate, medium-term and long-term holistic regeneration of a community following an emergency.

## COLLABORATION & PARTNERSHIP WITH Māori in Otago

We acknowledge Ngāi Tahu as tāngata whenua and our planning and consultation will take into account the principles of the Treaty of Waitangi. Ngāi Tahu is actively planning for emergency response and welfare services planning will engage with Ngāi Tahu to ensure a collaborative and effective response. EM Otago is committed to a close and mutually supportive relationship with iwi across numerous areas of shared interest and responsibility.



**The Guide to the National Civil Defence and Emergency Management Plan 2015 states the role and clarifies the responsibility of Te Puni Kōkiri in CDEM planning:**

Te Puni Kōkiri (national and regional offices), provide independent advice and support to iwi, hapū, whānau, and other Māori communities and to work with central and local government authorities to reconnect tamariki and rangatahi who have become separated from their usual carers during an emergency. This will also include providing links to iwi and Māori providers (which can give psychosocial support and work with government agencies, local authorities, CDEM Groups to ensure that Māori and others are supported) and advice on the most appropriate cultural responses to support Māori affected by an emergency.

**In addition, Te Puni Kōkiri provides important links with a number of agencies:**

- Advice and assistance to CDEM Otago to link with marae that can assist with shelter and emergency accommodation and manaakitanga (care and support)
- Advice to the Ministry of Social Development so that appropriate assessments of needs are undertaken for temporary accommodation for displaced Māori
- Advice and assistance to the Ministry of Business, Innovation, and Employment so that appropriate matching and placement case management for temporary accommodation for displaced Māori are undertaken
- Advice and assistance to the Ministry of Business, Innovation, and Employment to link with marae and appropriate marae trustees for advice, information, and access to marae temporary accommodation options (buildings and landholdings).

# Welfare Services Coordination

## Local Welfare Services Coordination

The territorial authorities within Otago will liaise with local welfare services and welfare services agencies. Together these agencies will:

- Identify the potential emergency welfare services needs of the community
- Put in place plans and arrangements to coordinate and deliver community support using local agencies (a local welfare services plan and Community Response Plans )
- Train and exercise together to practice local emergency welfare services arrangements and build relationships
- Work together in respect to risk identification, reduction and readiness activities measured through regular monitoring, evaluation and reporting against targets and project based outcomes.

During a response the Local Welfare Manager will coordinate the emergency welfare services response under the direction of the local Controller. Members of the local emergency welfare services committee will work together to ensure a timely, consistent and coordinated response to the people affected. The Local Welfare Manager will liaise closely with the Group Welfare Manager to reach a shared understanding of the local situation and support likely to be required.

Local Welfare Managers with the support of the Group Welfare Manager are responsible for developing, reviewing and implementing a Local Welfare Plan with Standard Operating Procedures.

## Group Emergency Welfare Services Coordination

During risk identification, reduction and readiness the EM Otago Group office will liaise and coordinate when appropriate with the regional welfare services agencies. Together the Group Welfare Manager and members of the Welfare Coordination Group (WCG) will:

- Identify potential welfare services coordination needs within the Group
- Review the Group Welfare Plan to provide direction and clarity for the coordination of welfare services planning, response and recovery for application in any significant emergency context

See also Sections – Activation of a Welfare Response Pg16 & Rural Advisory Group (RAG) Pg20

- Conduct and participate in WCG meetings
- Assist Local Welfare Managers
- Participate in Group level exercises and training.

The WCG meets three times per year and is chaired by the Group Welfare Manager or their representative. During response the Group Welfare Manager will coordinate welfare services support to local welfare services responses, in conjunction with the WCG, under the direction of the Group Controller. WCG members will be notified when the Group Emergency Coordination Centre (GECC) is activated. Agencies are acknowledged as key stakeholders and will be kept fully engaged and briefed during any activation requiring a welfare services response.

As recovery progresses the coordination of community support will transition to business as usual. This may revert to coordination by the WCG with support from the Group Welfare Manager or others. The Group Recovery Manager will liaise closely with all agencies involved in the response to ensure that the levels of service in impacted communities are maintained at agreed levels.

See website – Emergency Management Otago Group Plan – Strategic Planning for Recovery 2019

## National Emergency Welfare Coordination

At the national level the National Welfare Coordination Group (NWCG) has been established to facilitate and coordinate national level strategic planning and coordination of welfare services during response and recovery. Further detail on the role of the NWCG is contained in the National Civil Defence Emergency Management Plan and the Welfare Services in an Emergency Director's Guideline [DGL 11/15].

NWCG convenes regularly (every two months currently) in readiness, and as frequently as required during response and recovery. Member agencies and their roles and functions are specified in the National Civil Defence Emergency Management Plan. Information from the NWCG is communicated through national agency reporting lines and through MCDEM for CDEM Groups.

# Companion Plans, National Guidelines & Legislation

The following documents are relevant and provide additional information about CDEM plans and arrangements.

**Emergency Management Officers, Group and Local Welfare Managers and all welfare services Responsible and Support Agencies should be familiar with these documents:**

- Emergency Management Otago Group Plan
- National Civil Defence Emergency Management Plan 2015
- Welfare Services in an Emergency [DGL 11/15]
- Mass Evacuation Planning [DGL 07/08]
- Donated Goods Management Planning [BPG 02/06]
- Volunteer Coordination in CDEM [DGL 15/13]
- Including People with Disabilities [IS 13/13]
- Including Culturally and Linguistically Diverse (CALD) Communities [IS 12/13]

Welfare services are described in clauses 62-75 of the National Civil Defence Emergency Management Plan 2015 and identifies key objectives and actions to guide welfare services planning. In addition, the Welfare Services in an Emergency Director's Guideline provides

detailed guidance and information to Group and Local CDEM, Responsible and Support Agencies, and other stakeholders in the welfare services function.

**The Civil Defence Emergency Management Act (CDEM Act 2002) provides the legislative framework for CDEM in New Zealand.**

### THE ACT

- Promotes sustainable management of hazards
- Encourages communities to achieve acceptable levels of risk;
- Provides for planning and preparation for (civil defence) emergencies, and for response and recovery
- Requires local authorities to coordinate reduction, readiness, response and recovery activities through regional groups;
- Provide a basis for the integration of national and local CDEM; and
- Encourages co-ordination across a wide range of agencies, recognising that (civil defence) emergencies are multi-agencies events.

# Intended Audiences

The intended audiences of this Plan are:

- Otago Joint Committee (JC) members
- Otago Coordinating Executive Group (CEG) members
- Welfare Co-ordinating Group (WCG) members
- Rural Advisory Group (RAG) members
- Local Authority senior managers
- Local Authority Emergency Management Officers (EMO's)
- Group and Local Welfare Managers
- Agencies that have welfare services responsibilities under the National Civil Defence Emergency Management Plan 2015
- Other regional and local stakeholders.

## Duration of plan and review

The Plan is effective following approval by the Emergency Management Otago CEG. This Plan is in place for 10 years and will be reviewed on a 3 yearly basis. However, amendments may be made following an exercise or emergency at any time on the recommendation of the WCG or CEG.



# Otago in context

## Profile of the Otago Region

With a population of nearly 220,000 and the second-largest by land area, Otago is one of New Zealand's more sparsely populated regions. Just over half of the population reside in the Dunedin urban area, and smaller main centres such as Alexandra, Wanaka, Oamaru and Queenstown have populations between 5000 and 20,000 people. The geographic diversity of the Otago district is high, with long stretches of state highway winding between steep mountainous terrain, over high tussock-land passes and along flood-prone rivers connecting the smaller centres. It has a 480 Km-long coastline with many of the smaller towns based around river mouths, from Papatowai and Owaka in the Catlins to Waitaki Bridge settlement on the river it shares with Canterbury as a border. Inland, flood and slip-prone communities of Makarora and Glenorchy which border Mount Aspiring National Park, strike a stark contrast to the dry and isolated settlements in Ida Valley, Ranfurly and Middlemarch. This challenging diversity in natural landscapes and therefore natural disasters makes Otago unique as a region.

Many geographically isolated small settlements are regularly cut off by natural events such as deep snowfall or slips and flooding caused by heavy rainfall. Much of the sparsely populated rural areas in Otago are generally well equipped to deal with this type of event, having long-standing community networks to fall back on. However, the Queenstown Lakes District presents a particular challenge from a CDEM welfare services standpoint, with a rapidly expanding population of immigrants and internal migrants from different backgrounds who are making this area their home and a high day visitor population with significant seasonal peaks.



There are four district councils and one city council in Otago: Queenstown Lakes, Central Otago, Clutha, Waitaki and Dunedin City. The next census is due to be held in 2018 with an estimated population of 229,200 in June 2017.

Otago is also an increasingly diverse region with greater numbers of people from different ethnic backgrounds. In recent years Otago has experienced high levels of immigration, particularly to fill skills shortages in the construction, dairying and tourist industries. As a consequence communities are changing and becoming more multi-cultural. From a CDEM welfare services perspective this change brings a range of advantages and new challenges.

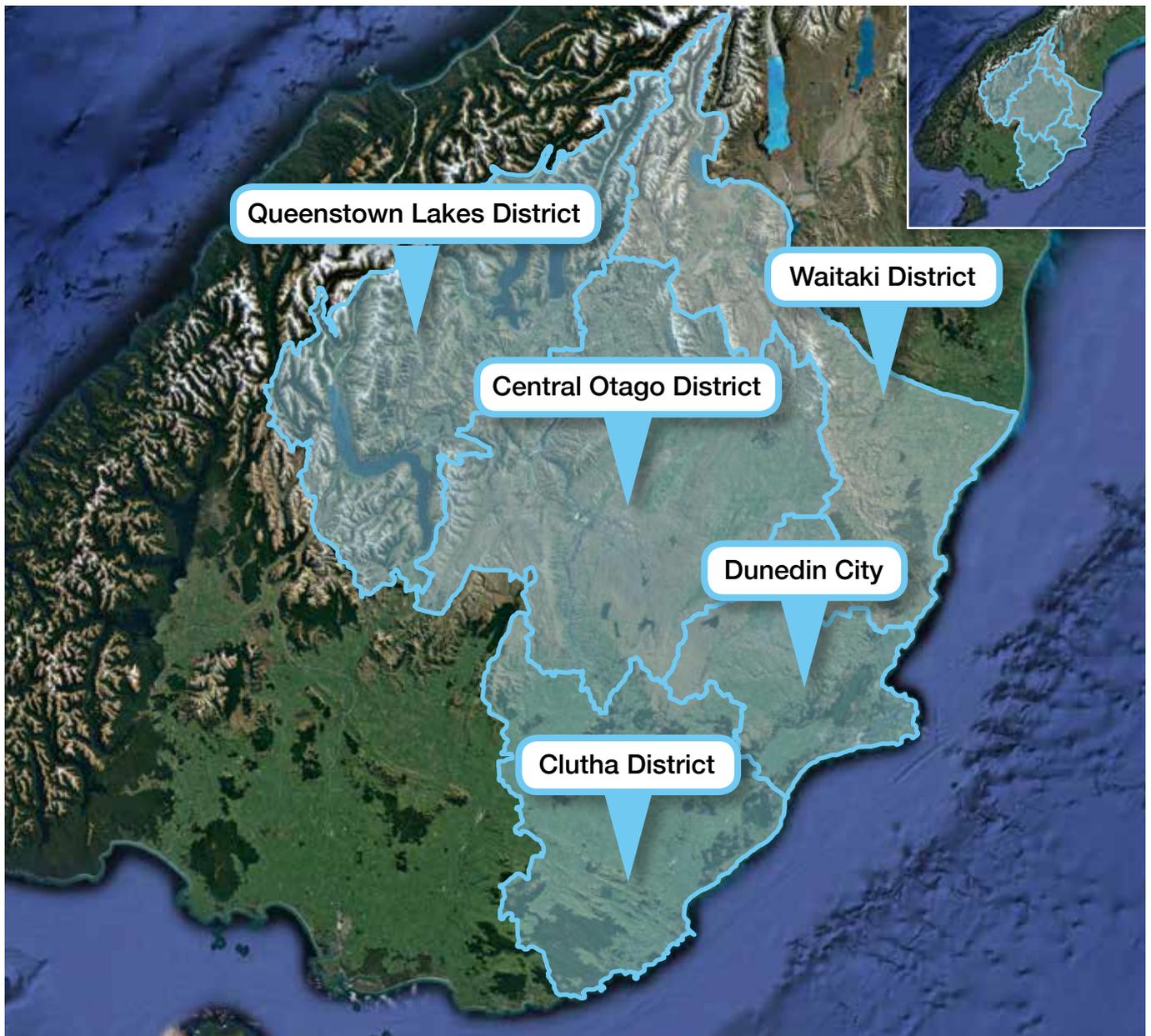
**In Otago, and Dunedin in particular, there are significant groups of younger people in education, employed in the tourist industry, or visiting the region. In the Queenstown Lakes District Council area visitor numbers can peak at 65,000 on any one day which creates challenges for emergency management especially if evacuation is required from remote and isolated places. This may create areas of vulnerability with young people aged between 15–39 years, as they may have less awareness, understanding or acceptance of disaster risks and ready access to survival items.**

# Otago CDEM Group Area

In Otago there are areas with higher than average number of people aged 65+, including an increasing number of people aged 85+ living in their own homes thus 'ageing in place'. In terms of welfare services planning this requires planning for a higher level of community support services for this age group.

In the Otago area there are many communities which could become geographically isolated during an

emergency including inland towns – for example Queenstown, Makarora, Roxburgh and Luggate - or coastal communities – for example Kakanui, and Aramoana. In addition welfare services planning needs to consider those travelling on the roads that may be trapped and isolated.



## Consequence Based Welfare Services Planning

Successful delivery of welfare services requires a prior understanding of hazards, risks and community vulnerabilities in order to adequately reduce the risk, prepare for, respond to, and recover from an emergency. Emergency Management Otago's Group Plan 2018 provides clear information on the existing hazards and challenges for the Otago area and those responsible for the delivery of welfare services

at the local level should become familiar with the risks in their geographic area.

In addition to understanding the risk profile for Otago, understanding the social context is important to establish realistic expectations of the needs in the community during an emergency. This begins with understanding the social context in which we are operating.

### UNDERSTANDING VULNERABILITIES IN

## Otago's Communities

An emergency can be a stressful and emotional experience which may impact or compound any existing difficulties or issues that people are facing. At the local and regional levels, consideration needs to be given to provision for vulnerable and hard to reach communities with limited social support networks, acknowledging they may have specific challenges to address. Understanding hazards and risks, being aware of vulnerable communities, and building relationships helps successful delivery of welfare services in an emergency.

**Communities in Otago that are particularly vulnerable in CDEM emergencies include (but not limited to):**

- low-income households (including beneficiaries)
- people with disabilities and/or medical conditions causing dependency
- children in schools and care centres
- sole parents
- tertiary students
- older people (individuals and communal living)
- people living in overcrowded houses
- culturally and linguistically diverse communities (CALD) e.g. refugee communities, people who do not speak English as their primary language or raised in a different culture, international residents/ students/tourist or seasonal workers etc.
- people in isolated rural communities including isolated coastal communities and the many families living on farms including in highly rural remote areas like hill and high-country farming areas
- tourists and visitors to the region especially those tramping or skiing in wilderness areas: Visitor, Tourists, Foreign Nationals (VTFNs). Where appropriate Regional Tourism Organisations (RTOs) and Visitor Sector Emergency Advisory Group (VSEAG) should be engaged in planning at the local level
- homeless people
- inner city dwellers (with limited food stocks)
- people in prisons or those being detained on home detention.

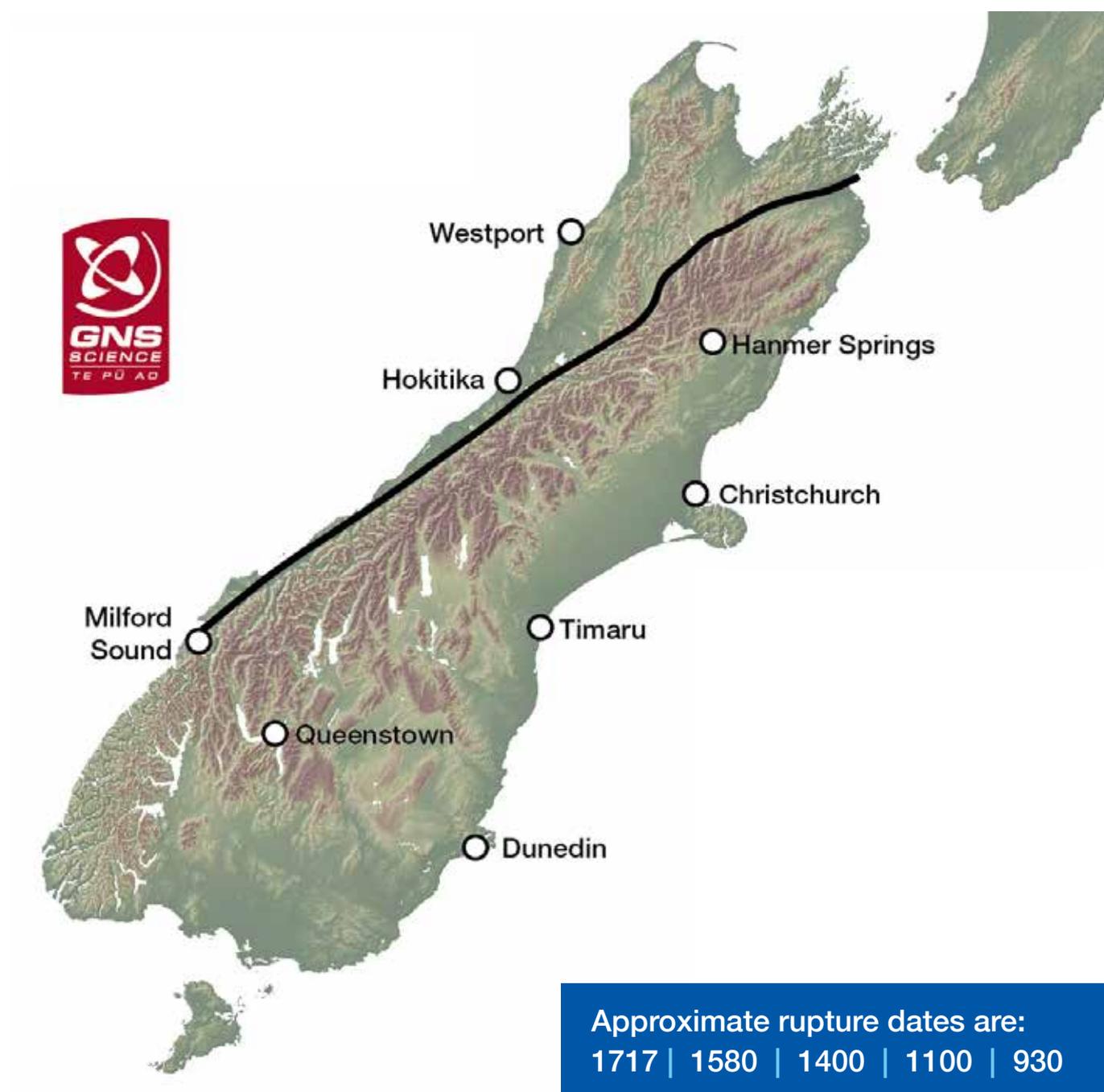
## Planning for Otago's High Risk Hazards

The Otago risk profile in the Emergency Management Otago Group Plan identifies the Alpine Fault, major weather events, and tsunamis over 1m high as being the highest risk hazards to the region. These events will also result in the need for a significant welfare services response which is likely to exceed the capacity of the Group and local resources. Otago will require external assistance to deliver a welfare services response in these events. Local welfare services plans should identify local welfare services resources and where additional external support may be needed and sourced.

# Alpine Fault

The Alpine Fault has ruptured five times in the past 1100 years.

Each rupture has produced an earthquake of about magnitude 8.



# welfare services

## Role of EM Otago in support of the Group Welfare Manager

The role of EM Otago, in support of the Group Welfare Manager, is ensuring welfare services are planned, coordinated and delivered effectively to people affected by emergencies anywhere in Otago. EM Otago will:

- provide leadership in the planning and delivery of welfare services in an emergency in Otago
- appoint a Group Welfare Manager and alternates
- ensure GECC welfare services staff are identified and adequately trained
- lead welfare services readiness activities including planning and relationship building with welfare service agencies
- ensure adequate plans are in place for response and recovery welfare services activities at the Group and Local level
- support capability development by providing and supporting welfare services focused training and exercising
- support Local Welfare Managers with advice, tools and resources to meet their responsibilities
- provide leadership around the development of the nine welfare services sub-function plans
- ensure plans and strong relationships are in place with Responsible Agencies for the delivery of the welfare services sub-functions in each of the Local Authorities in Otago
- ensure support agencies are included in the planning of welfare services sub-functions
- ensure information sharing between local authorities and welfare service delivery agencies
- facilitate the Welfare Coordination Group and Rural Advisory Group, formulate agendas, ensure accurate minutes are taken and actions followed up
- report to CEG and the JC regularly on welfare services activity
- develop a Group Welfare Plan and Implementation Plan, carry out activities designated to group welfare



services identified in those plans, and monitor and evaluate the Group Welfare Plan and Implementation Plan

- develop and maintain close working relationship with other Group Welfare Managers and with the National Welfare Manager
- plan for social recovery which is the responsibility of Otago CDEM Group Recovery Manager, with support and advice from the Group Welfare Manager. This includes providing strategic advice and guidance on social recovery to Local Recovery Managers and ensuring social recovery functions are understood and planned for. Recovery starts at the local level - and generally this is where the focus remains - and seeks to minimise the consequences of an emergency, restore essential community services and functions, reduce future exposure to hazards and their risks, and regenerate and enhance community well-being.

See Otago Civil Defence Emergency Management Group Plan – Strategic Planning for Recovery 2018

# EM Otago Structure, Management & Governance

## Joint Committee (JC)

The JC provides governance and strategic direction to the Group. The JC comprises the Otago Mayors (or their delegated representative), and the Chair of the Otago Regional Council.

## Coordinating Executive Group (CEG)

The CEG is responsible for providing advice to the JC and any sub-groups or sub-committees, implementing the decisions of the Group, and overseeing the development, implementation, maintenance, monitoring and evaluation of EM Otago. The Otago CEG comprises the Chief Executive Officers of the Regional, District and City Councils, a senior manager from the Southern District Health Board, St John, NZ Police, Fire Emergency New Zealand, Regional Emergency Management Advisor (REMA) from the Ministry of Civil Defence and Emergency Management (MCDEM), and EM Otago Group Controller. The CEG provides advice to the JC and implements its decisions.

## Group Emergency Management Office (GEMO)

The GEMO is the regional office where civil defence emergency management functions are carried out on behalf of the Group. The GEMO consults with the WCG to develop and then action the requirements set out in the Otago Group Welfare Plan. Staff in the GEMO provide support and direction to locally based emergency management staff.

## Group Emergency Coordination Centre (GECC)

The GECC is a coordination centre that operates at the Group level to coordinate and support one or more activated Emergency Operations Centre (EOC) at the local level. The Group Welfare Manager will operate out of the GECC during a response.

## Emergency Operations Centre (EOC)

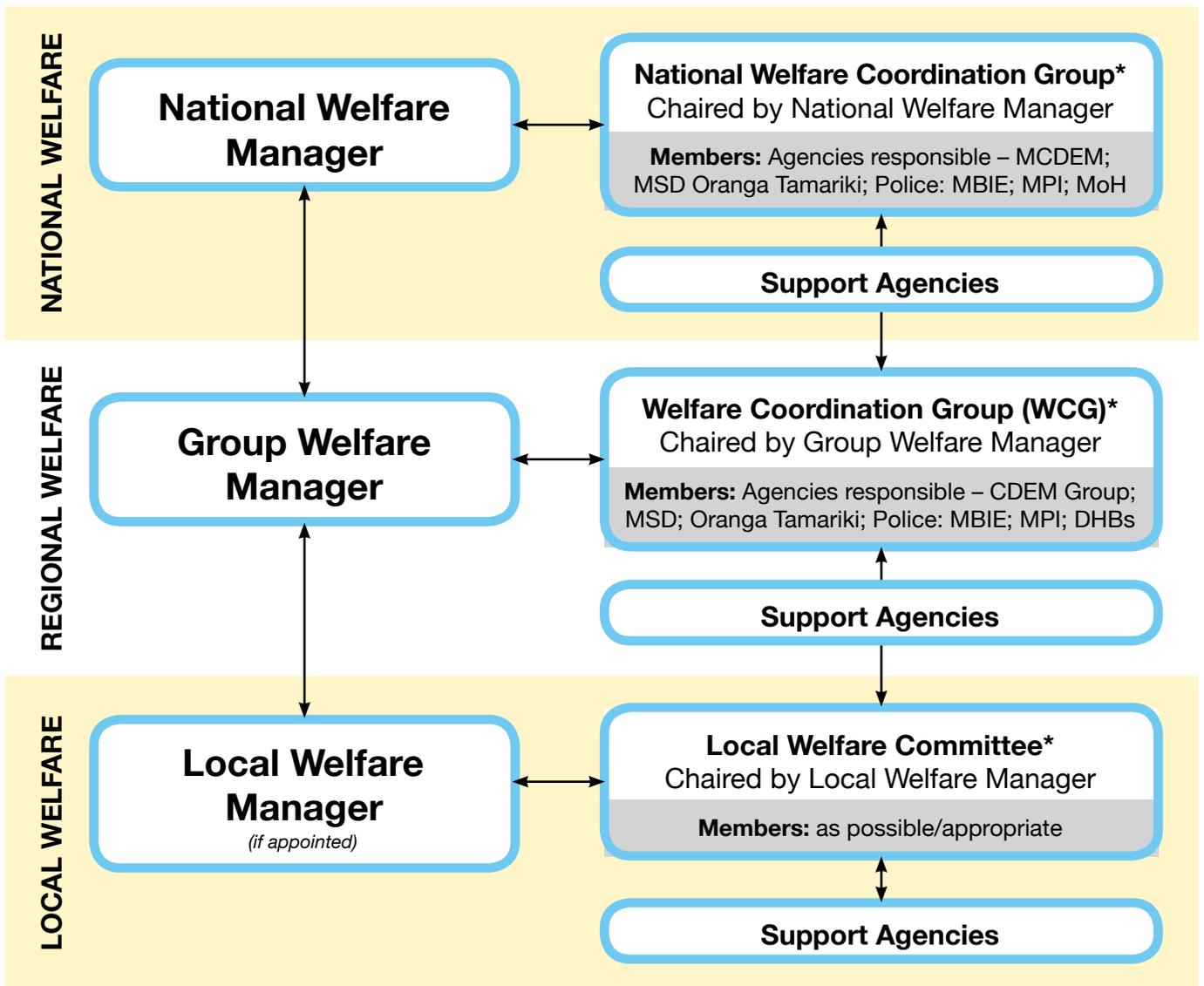
An EOC operates at the district level to coordinate and manage the local response. The Local Welfare Manager operates out of the EOC in the districts during a response.

# Brief Overview of Civil Defence Emergency Management Welfare Services Structure

Central and local government have a responsibility to support people affected by an emergency and work in partnership with non-government agencies, plus community-based and volunteer organisations to achieve this. There are many organisations, agencies, and individuals that provide vital welfare services before, during and after an emergency and it is essential that these welfare services are coordinated at both the strategic and operational level. To achieve this, a planned and structured approach to emergency

welfare services planning and delivery is essential across National, Group and Local levels. **At the Local level welfare services delivers welfare services to communities affected by an emergency.** At the Group and National level, the Welfare Function supports and coordinates the local delivery of welfare services. The diagram below shows the governance and management mechanisms for these three levels.

See Appendix 4 for a detailed diagram CDEM Welfare Structure: strategic, national, regional and local



\* Committee membership isn't restricted to the responsible agencies listed.

## National Welfare Services Coordination

MCDEM is responsible at the national level for the co-ordination of welfare services and it appoints a National Welfare Manager to fulfil this function. The National Welfare Manager is responsible for planning and coordinating at the national level the delivery of welfare services across the nine welfare services sub-functions. The National Welfare Manager chairs the National Welfare Co-ordination Group as a mechanism for co-ordination across

national level agencies with welfare services responsibilities under the National Plan. National level welfare services structures supports group and local level welfare services structures to deliver services to affected communities. During an emergency event with national significance the National Crisis Management Centre (NCMC) will be activated where it will support and coordinate the welfare services response.

## Group Welfare Services Coordination, Leadership and Direction

**Emergency Management Otago support for local CDEM welfare services is provided by the Group Welfare Manager through the GECC during a response event when:**

- The emergency affects more than one local authority/CDEM organisation or
- The circumstances of the emergency are such that the delivery of welfare services requires regional co-ordination and support (e.g. the scale or severity of the emergency exceeds the resources or ability of the local authority).

**During risk identification, reduction and readiness, the Group Welfare Manager and members of the WCG will liaise and coordinate with the regional welfare services agencies to:**

- Identify potential welfare services coordination needs within the Group
- Maintain the Group Welfare Plan to provide direction and clarity for the coordination of welfare services planning response and recovery in any significant emergency context.
- Conduct and participate in WCG meetings
- Assist Local Welfare Managers
- Participate in Group level exercises and training.

The WCG meets three times per year and is chaired by the Group Welfare Manager.

During response the Group Welfare Manager will coordinate welfare support to local welfare responses. The WCG will assist the Group Welfare Manager and will convene as required. WCG members will be notified when the GECC is activated. The Group welfare services office will maintain close liaison with agencies involved in the response.

As recovery progresses the coordination of community support will transition to business as usual. This may revert to coordination by the Group Welfare Manager. Close liaison with the Group Recovery Manager will be required to ensure that all parties are comfortable with the services being coordinated and the manner in which these are being managed.



## Local welfare services coordination

The territorial authority members of EM Otago with support from the Group Welfare Manager will liaise with local welfare services and welfare services agencies where they operate. Together these agencies will:

- Identify the potential emergency welfare services needs of the community
- Ensure a local emergency welfare services plan is in place to coordinate and deliver community support using local agencies
- Train and exercise together to practice local emergency welfare services arrangements and build relationships
- Work together in respect to risk identification, reduction and readiness activities.

During response the Local Welfare Manager will coordinate the emergency welfare services

response under the direction of the Local Controller. Members of the local emergency welfare services committee will work together to ensure a timely, consistent, and coordinated response to the people affected. The Local Welfare Manager will liaise closely with the Group Welfare Manager to ensure a common understanding of the local situation and potential support required.

The Local Welfare Manager is responsible for developing, reviewing and implementing a Local Welfare Plan and Standard Operating Procedures based on the Group Welfare Plan.

During the transition and into recovery, close liaison between the Local Recovery Manager, Local Welfare Manager, and local agencies will be important to ensure community needs continue to be met.

### ACTIVATION OF A

# Welfare Services Response

Activation of emergency welfare services response is determined by the local controller and the Emergency Operations Centre (EOC) in responding to a local community need, or at the request of the Group Controller to support a Group response. The following table is a guide to the activation of an EOC. Circumstances on the day may dictate different levels of activation and coordination.

The arrangements for the provision of welfare services in an emergency (in the National Civil Defence Emergency Management Plan 2015/ Otago CDEM Group Plan) should be utilised whether a state of local emergency has been declared or not. Consistency of approach and delivery of support is essential for those impacted by emergency events. Central Government has the provision to reimburse support costs for both declared and non-declared events and the early involvement of EM Otago is encouraged to ensure a seamless delivery of welfare services to those affected.



EVENT TYPE	EVENT STATUS/ PROCEDURES	GECC/EOC RULES	CONTROLLERS' ROLES
<p><b>LOCAL INCIDENT:</b> Can be dealt with by Emergency Services and/ or Local Authority resources alone. Specialists may be required for specific circumstances.</p>	<p><b>MONITOR MODE</b> No CIMS structures and principles used to manage incident. Lead agency depends on incident type.</p>	<p>EOCs may be alerted or be partially operative in support of the Lead Agency.</p>	<p>Local controller notified if EOC involved.</p>
<p><b>LOCAL MULTI AGENCY INCIDENT:</b> Can be dealt with by Emergency Services and/ or Local Authority resources though remote support (ICP) likely to be required. Specialists may be required for specific circumstances.</p>	<p><b>MONITOR MODE</b> No Declaration. CIMS structures and principles used to manage incident. Local authority may assume coordinating role for functions agreed on the day.</p>	<p>EOC in Key Support Agency role. Local Authority EOC partially or fully activated and coordinating agreed functions. Possibility of GECC partially activated in monitoring role.</p>	<p>Local Controller coordinating the agreed functions. Group Controller notified.</p>
<p><b>IMMINENT OR STATE OF LOCAL EMERGENCY INVOLVING A SINGLE TLA:</b> The event may not or cannot be able to be managed without the adoption of emergency powers.</p>	<p><b>ENGAGE MODE</b> Local emergency in a single TLA is being considered, or has been deemed necessary. Declaration can be for an entire district or one or more wards.</p>	<p>EOC fully activated and is coordinating response and management of the emergency. GECC and adjacent EOCs alerted or partially activated to monitor the situation and ready to respond if the situation deteriorates.</p>	<p>Local Controller exercising statutory powers. Group Controller supporting the Local Controller, and giving consideration to further escalation. Adjacent CDEM Groups and National Controller notified.</p>
<p><b>IMMINENT OR STATE OF LOCAL EMERGENCY THAT IS REGIONALLY SIGNIFICANT:</b> The event impacts on one TLA but requires response and resources from outside that TLA, <b>OR</b> The event impacts on two or more TLAs within Otago, <b>OR</b> Co-ordinated assistance is required to support an adjoining CDEM Group.</p>	<p><b>ASSIST MODE</b> Local emergency in Otago is being considered, or has been deemed necessary, that involves the entire EM Otago area or one or more districts, OR an adjacent CDEM Group requires assistance.</p>	<p>GECC and all EOCs fully activated. NCMC and adjacent GECCs may be alerted or partially activated to monitor the situation and be ready to respond if the situation deteriorates.</p>	<p>Group Controller exercising statutory powers. National Control giving consideration to further escalation. Local Controllers responding to priorities set by the Group Controller.</p>
<p><b>IMMINENT OR STATE OF NATIONAL EMERGENCY</b></p>	<p><b>DIRECT MODE</b> National emergency is being considered, or has been deemed necessary.</p>	<p>NCMC, GECCs and all EOCs fully activated.</p>	<p>National Controller exercising statutory powers. Group Controller responding to priorities set by the National Controller. Local Controller responding to priorities set by the Group Controller.</p>

## LINKAGE BETWEEN PUBLIC INFORMATION MANAGEMENT (PIM)

# Alerting & Welfare Response

It is expected that Local Welfare Plans and Community Response Plans will include information on what a community should do when it receives an emergency alert. In most events, the Public Information Management (PIM) team will publicise information and advice, but it may not always be possible to give locally specific details. For this reason, evacuation routes, assembly points and possible locations of CDCs will be pre-identified and publicised.

## THE ROLE OF THE

# Group Welfare Manager

EM Otago is responsible for ensuring welfare services are coordinated and delivered throughout Otago. The Group Welfare Manager fulfils this function on behalf of the Group Controller. The Group Welfare Manager provides leadership in planning for effective welfare services delivery by ensuring that local arrangements are in place and regional plans adequately take into account the local context for delivering welfare services. The Group Welfare Manager does this by:

### **Working regionally:**

- Working closely with the Training and Education Coordinator to ensure staff are trained for their welfare services role in the GECC
- The GECC welfare services function operates efficiently
- The Group Welfare Plan is up to date
- CEG is fully briefed on welfare services arrangements and issues
- An engaged and effective Welfare Co-ordination Group meeting regularly
- An engaged and effective Rural Advisory Group meeting regularly.

### **Working with Responsible and Support Agencies to:**

- Develop key relationships and lines of communication
- Develop a consistent approach to sub-function planning
- Clarify roles and expectations with Responsible and Support Agencies
- Collaboratively develop sub-function plans to ensure their services can be delivered in any part of Otago.

### **Working with Local Welfare Managers and Emergency Management Officers to:**

- Develop their Local Welfare Plan
- Working closely with the Training and Education Coordinator to ensure welfare services staff are trained
- Ensure the Local Welfare Committee meets regularly
- Ensure Local Welfare Plans are in place for the sub-functions
- Establish where necessary support of other relevant welfare services Responsible and Support Agencies.

### **The role of the Group Welfare Manager during response is to:**

- Effectively lead the GECC welfare services function
- Ensure that welfare services are integrated and aligned to meet community needs
- Liaise and support Local Welfare Managers
- Coordinate and integrate the Group welfare services activities with other GECC functions
- Communicate and report on the provision of welfare services and provide advice to the Group Controller.

# Welfare Co-ordination Group (WCG)

The WCG coordinates and supports the delivery of welfare services by local authorities and agencies prior to, and during an emergency. The WCG, which is chaired by the Group Welfare Manager, ensures that welfare service delivery is planned, organised, integrated, coordinated and supported. Membership in the WCG enables welfare services agencies to understand their roles and responsibilities across the 4Rs under the National Civil Defence Emergency Management Plan 2015, the Emergency Management Otago Plan, and the Group Welfare Plan.

## The following objectives will guide the WCG's planning and decision making:

- Support community-led welfare services responses as a mechanism to meet their emergency welfare services needs
- Adhere to the ten response objectives established by principles of the New Zealand CIMS 2nd edition
- Recognise that an integrated approach to the coordinated delivery of welfare services across the 4Rs will lead to optimal outcomes for individuals, families, whānau and communities
- Ensure a people-centric approach at all times, recognising the diverse and dynamic nature of communities within the region
- Recognise that regular communication of information to the public is essential during response and recovery
- Support the delivery of welfare services in peoples' own homes where this is desirable, safe and feasible.
- Acknowledge that Civil Defence Centres provide a useful mechanism to deliver welfare services and support
- Support the concept of mobile welfare services where appropriate and especially consider welfare provision for travellers on the roads and rural dwellers who may be trapped and isolated

## Include in planning and coordination of welfare services:

- A list of support agencies as identified in the National Civil Defence Emergency Management Plan 2015
- A list of other relevant agencies or community-based organisations and networks.

The WCG is a committee of the CEG, and is governed by the CEG. The WCG Chair (Group Welfare Manager) gives reports to the CEG and may attend CEG meetings.



# Rural Advisory Group (RAG)

The Otago Rural Advisory Group (RAG) assists EM Otago with the coordination of agencies in the rural community to prepare for and respond to emergencies within the Otago region. The scope includes human welfare, animal welfare, agriculture, horticulture, viticulture including the wine industry, and primary industry business resilience and recovery.

Members take responsibility for understanding the arrangements and roles in emergency management across the Otago region. To support leadership and coordination, which will provide synergies and increase the effectiveness of emergency management for the rural community and speed up the rate of recovery.

The RAG will enable EM Otago to deliver effective and efficient response activities to primary producers and the wider rural community and to expedite recovery from civil defence emergencies. The RAG achieves this by actively living the mantra 'We are all civil defence' through enhancing the coordination and integration of activities across the Otago region to implement the National Civil Defence Emergency Management Plan.

**The RAG may deliver specified projects to improve emergency management planning. The RAG will assist the chair with developing Standard Operating Procedures (SOPs) for rural emergencies. The SOPs will enable the RAG to know:**

- Roles and responsibilities
- How to activate and who to contact
- How the RAG will enhance coordination of activities across primary industries
- How the RAG will integrate with EM Otago operations
- What resources are available from within the RAG and across the EM Otago
- Will work with EM Otago on public education campaigns in rural communities.



For example, the SOPs will advise on how the RAG and EM Otago can best coordinate assessments of farmers' needs in the response and recovery phases of a civil defence emergency.

The RAG is open to all agencies involved in Otago rural communities and primary industries and providing rural support. The intention is to ensure all rural sectors are included: community, government, dairy, beef, sheep, deer, horticulture, rural professionals, horticulture, viticulture including the wine industry, lifestyle and support agencies such as the Otago Rural Support Trust.

The RAG will be led by a Core Group involving EM Otago (with Group Welfare Manager as Chair), Ministry for Primary Industries, Otago Rural Support Trust, and 1-2 members of each sector sub-set. The Core Group is a working group that will lead the development of the RAG in readiness and coordinate its activities in response.

The Core Group will be elected at the RAG meeting each calendar year. There are no minimum or maximum numbers of years of appointments, but it is expected to rotate on a regular basis.

The Core Group will liaise closely with the GECC in response and recovery.

# Local Authorities' Responsibility

Local Authorities have overall responsibility for planning and delivery of welfare services to people in their community affected by an emergency. Responsible and Support Agencies are responsible for coordination and delivery of the welfare services sub-function(s). They are required to work with the support agencies present in the community, and Local Authorities, to plan for and coordinate the delivery of welfare services.

Local Authorities are responsible for managing the coordinated delivery of welfare services to local communities affected by emergencies and will fulfill this responsibility by:

- Appointing a Local Welfare Manager and alternates
- Developing a Local Welfare Plan which includes maximum credible event planning

The maximum credible event for Otago is an alpine fault rupture. A significant amount of work has been done on this with the AF8 Project and South Island Alpine Fault Emergency Response Framework (SAFER Framework). The Local Welfare Manager should identify and develop local welfare services planning issues.

- Appointing and chairing an active Local Welfare Committee that has wide representation and Terms of Reference
- Actively participating in the Welfare Coordination Group and the Rural Advisory Group
- Developing relationships with key stakeholders at the local level for the delivery of welfare services
- Ensuring welfare services staff are trained and take part in regular exercises
- Having a clear understanding of local welfare services capacity and capability and communicate with the Group Welfare Manager during readiness regarding any anticipated shortfalls or needs
- Contributing to the development of group welfare arrangements
- Working with other Local Authority areas in readiness to plan for a collaborative approach to Otago
- Working within other Local Authority areas during an emergency if required.

# Local Welfare Managers

The role of the Local Welfare Manager is to plan for and manage the delivery of welfare services to affected people in their area during an emergency.

## When an earthquake or other disaster impacts an area the Local Welfare Manager:

- Activates local welfare services arrangements
- Manages the Welfare services function in the EOC
- Liaises with and integrates activities with other functions in the EOC
- Provides advice to the Local Controller on welfare services matters
- If required, provides advice to the Local Recovery Manager on welfare services matters, and
- Liaises closely with the Group Welfare Manager providing Status Reports when requested, and seeks guidance and assistance if needed.

## During readiness, the Local Welfare Manager:

- Ensures that plans and arrangements for welfare service delivery are in place
- Builds relationships with local welfare services agencies and stakeholders, working closely with community leaders and community-led organisations
- Works with the Group Welfare Manager on welfare services planning and activities in their local area
- Chairs the Local Welfare Committee.

During a response the Local Welfare Manager is responsible to the Local Controller. They will also work closely with the Group Welfare Manager and any other activated Local Welfare Managers as appropriate.

## Local Welfare Committee

Each Local Authority should have a Local CDEM Welfare Committee. This committee may be for an individual Local Authority or one formed to cover a 'cluster' of Local Authorities. A Local Welfare Committee is a collective of agencies working to prepare for and manage the coordinated delivery of welfare services to affected people in their area during an emergency.

Membership should include those local agencies that are integral to a successful welfare services response. This may include Responsible and Support Agencies, volunteer and other community-based organisations. The Local Welfare Committee is chaired by the Local Welfare Manager.

# Welfare Planning at the Local Level

Communities in Otago are diverse and have unique characteristics and therefore the public may access welfare services in a number of ways. For example this may be the provision of support for people sheltering in place (usually in their own homes) who require specific types of support, establishing Civil Defence Centres (CDC's) or support for displaced people outside Otago. Local planning and delivery – often included in the Community Response Plans facilitated by the local Emergency Management Officer - will ensure flexibility and most importantly the services delivered are relevant to the affected community. It is essential that the Local Welfare Manager takes a leadership role in planning welfare services in an emergency. To ensure welfare services are delivered effectively they should collaborate with Responsible and other agencies and the Local Welfare Committee to identify potential needs and determine an appropriate response. The resulting plans should clearly identify who is responsible and how the required welfare services will be provided as needed.

A good knowledge of existing welfare services support and structures in communities is necessary to ensure an integrated and professional welfare services response is provided; these will be mentioned in the community response plans. Community knowledge and networks established by other units within Local Councils may be useful for welfare services planning as they are likely to have existing and trusted relationships with providers of community services and programmes which will be critical for effective welfare services delivery.

Agencies responsible for the co-ordination of the nine sub-functions should develop local arrangements in agreement with local level welfare services (the nine sub-functions are registration, needs assessment, inquiry, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance, and animal welfare services). It is noted the Responsible Agency may not always be the delivery agency of the welfare service. Rather they may have arrangements with another agency with the expertise and capacity to deliver the welfare service to the affected community. When required the Local Welfare Manager should link with the Group Welfare Manager to fill welfare services provision gaps from regional resources.

**When an emergency occurs, a priority task for the Local Welfare Manager is an analysis of community welfare services needs so that an appropriate and timely response can be established. This is done through the needs assessment sub-function. Identified community needs should indicate which agencies and organisations should be activated to provide the required welfare services.**

It should be expected that some people will present with complex welfare services needs – existing conditions are often exacerbated during and after an emergency and the Local Welfare Manager and the Local Welfare Committee should determine whether a case management approach is necessary and refer to appropriately qualified personnel to do this.

# Civil Defence Centres (CDC) and Community Led Centres (CLC)

A Civil Defence Centre (CDC) is a facility that is established and managed by CDEM in the affected districts during an emergency to support individuals, families/whānau, and the community. CDCs are open to members of the public, and may be used for any purpose, including the delivery of welfare services to the affected community. The purpose and capability of each CDC – which will range from a person sitting at an information desk to a large, complex, and multiagency centre - must be clearly identified and

understood by the EOC Welfare services team.

The decision to activate a CDC is generally the responsibility of the Local Welfare Manager, in consultation with the Local Controller or Local Recovery Manager, unless local arrangements state otherwise. A decision to activate a CDC, and the welfare services offered, should be based on sound action planning and informed by a good understanding of local needs and the ability to effectively resource.

## Key considerations for welfare services delivery via a CDC are:

- Is the facility appropriate and suitably located?
- Meeting immediate needs, focussing on why people are at the centre and what support they need, including service to people with disabilities and from Culturally and Linguistically Diverse (CALD) communities
- Delivering welfare services with appropriate health and safety, and security practices
- Providing referral to other agencies as required
- Information on accommodation arrangements (refer to guidelines on CDCs specifically for accommodation in welfare services in an Emergency: Director's Guideline for CDEM

Groups [DGL 11/10], page 64-65, 211)

- Ensuring that appropriate professional support is provided to address potential psychosocial issues that may arise
- Ensuring strong leadership via CDC Supervisor and welfare services sub-function leaders, and using the CIMS framework
- Communicating with people, providing timely, accurate and relevant information (working with the PIM team), and briefing/debriefing personnel
- Having clear arrangements for closure of the CDC and transition to business as usual.
- Provision of Otago CDEM approved CDC Resource Kit including signage – funded locally.

Community led centre (CLC) is a generic term used when community members or community-based organisations establish and operate centres/facilities or organised activities that offer support to the community e.g. Community Emergency Hub of Wellington Region Emergency Management Office (WREMO). The actual name of the facility/activity will be determined by members of the community, and will vary depending on its location, unique identity, and purpose. Community Emergency Hubs are a type of a CLC and are pre-identified places for the community to coordinate their efforts to help each other during and after an emergency.

Community Emergency Hubs will be opened by people in the community, not official staff, when there is need for the community to help itself, such as when there has been widespread infrastructural damage, damage to buildings and roads, or communication networks are down for extended periods.

After helping their household and neighbours, members of the public should head to their local Community Emergency Hub to offer what support they can.

Community Emergency Hubs should be equipped with an operating guide to help describe the most efficient way to run the Hub, a map, a small amount of stationery to assist in coordinating whatever the community feels should be done. It may have a radio so the community can communicate with the official Emergency Operations Centre. There may not be caches of emergency supplies at Community Emergency Hubs.

Community Emergency Hubs are not Civil Defence Centres where official government support can be accessed directly but there will be procedures in place for referring on to official support.

**The role of Emergency Management Otago and Local Authorities is to enable communication with and provide advice (if needed) and support (if resources allow) to community-led centres, ensuring consistency of information and accessibility. The welfare services function works with other EOC functions to support community-led response.**

#### **THIS MAY INCLUDE**

- Recognising and acknowledging community-led centres as quickly as possible
- Providing resources as able, for example, food and water
- Establishing communication between the community-led centres and the EOC, either by regular reporting or by establishing a presence in the centre
- Maintaining an oversight of community-led centres, and providing advice and information on basic issues such as security and volunteer management, and service provision to people with disabilities or people from CALD communities
- Working alongside community leaders to manage community-led centres
- Providing support and advice about continued support to the community, or about closing.

There is a strong link between the effectiveness of community-led response and community response planning during readiness.

## **Group Welfare Manager, Local Welfare Manager, & Emergency Management Otago Working with Community Based Organisations**

Community-based organisations play an important role in welfare services. Community networks and connections can assist and enable the delivery of coordinated welfare services in an emergency. Opportunities should be taken wherever possible to build links with existing community networks and utilise these networks to reach people requiring support in an emergency. Any resulting arrangements should be formalised in local plans.

Engaging and including community leaders in welfare services readiness activities assists in developing an effective response to an emergency. Community leaders possess valuable knowledge about effective community engagement and communication. The Local Welfare Manager should seek opportunities to involve community leaders in welfare services activities, to build and maintain relationships and to work in partnership with them.

## Donated Goods Management Planning

Donated money is preferred to unsolicited goods and services. Money can be directed to areas of greatest need and does not introduce a complicated logistics challenge to the emergency. A CDEM Best Practice Guide on Donated Goods Management Planning is available (see Appendix).

The Guide covers the following principles:

- Encourage monetary donations
- Encourage volunteers to affiliate with existing organisations
- Discourage unsolicited donated goods and services
- Establish a donations management system including financial plans (transparent financial management and dispersal plan) with consideration of establishing and using a mayoral fund
- Protect the local supply of goods and services which is important for long-term recovery.



Consistent and proactive public information messages based on these principles needs to be given to the community at the earliest opportunity in an emergency.

## Response Costs & Financial Tracking

Section 14.13 and 33 of the Guide to the National Civil Defence Emergency Management Plan outlines the provisions for government financial support.

Broadly speaking, the costs associated with emergency response expense claims to MCDEM can be divided into three categories:

- Caring for the displaced
- Other response costs
- Essential infrastructure recovery repairs (not described here in detail)

Other forms of financial support from government are provided directly to individuals and organisations in the form of:

- Income support and assistance to evacuees
- Assistance to households and individuals
- Housing assistance
- Road and bridge repair subsidies
- On-farm recovery assistance
- Taskforce Green and Enhanced Taskforce Green through Work and Income
- Assistance to rünunga, iwi and other Māori organisations and community service organisations
- Assistance to businesses
- Special policies
- Inland Revenue assistance.



The territorial authority coordinating the emergency response carries the initial response costs associated with the emergency and makes a claim for reimbursement to MCDEM; and therefore a need for specific emergency financial arrangement plan. Costs associated with caring for the displaced are fully reimbursed to the council. Eligible costs include the full direct costs of accommodating, transporting, feeding and clothing people who cannot continue to live in their usual place of residence as a result of an emergency. This applies while displaced people are en route to or in emergency accommodation such as motels, halls or marae. Helicopter drops to people isolated in their homes that cannot be evacuated and are lacking supplies of essential items such as food, fuel and medicines may be reimbursed.

Costs that are not eligible for reimbursement include (Guide to the National Civil Defence Emergency Management Plan 2015 section 33.4.1):

- Territorial authority overheads
- Indirect costs such as territorial authority staff time, EOC activation costs, office space and the use of vehicles
- The costs of supporting people in longer term temporary accommodation which is the responsibility of Ministry of Business Employment and Innovation.

The Government may partially reimburse other eligible response costs.



# Volunteer Coordination

Volunteering in the CDEM context refers to a combination of CDEM-trained volunteers, spontaneous volunteers, and trained volunteers who are aligned to established organisations or agencies other than CDEM. Volunteers play a key role in all aspects of CDEM, including welfare services. The coordination and tasking of volunteers during a response is managed by the Operations function. CDEM-trained volunteers working in the CDEM welfare services setting (e.g. a CDC) should be Police vetted. Where volunteers have oversight or responsibility for vulnerable people (e.g. children and young people), they must come from agencies where Police vetting has already occurred as part of their business as usual roles. There are also specific statutory requirements for any person working with children and young people. See Welfare Services in an Emergency Director's Guideline [DGL 11/15] section 5.2.5 Privacy, information sharing, and vetting on page 74 for more information on the Police Vetting Service, safety checking for the children's workforce and screening CDEM-trained volunteers, along with information about relevant legislation.



Several Director's Guidelines provide guidance on working with communities and with volunteers, all of which are available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) Hyperlink. For information about engaging communities refer to:

**MCDEM publication Community Engagement in the CDEM context CDEM Best Practice Guide [BPG 4/10].**

**For information about working with and including people with disabilities and their wider networks, and culturally and linguistically diverse (CALD) communities, refer to the MCDEM publications:**

- Including people with disabilities: Information for the CDEM Sector [IS 13/13]
- Including culturally and linguistically diverse (CALD) communities: Information for the CDEM Sector [IS12/13].

For information about working with and coordinating volunteers refer to the Volunteer Coordination in CDEM Director's Guideline for CDEM Groups [DGL 15/13].

## EMERGENCY WELFARE SERVICES SUPPORT DURING A

# Significant Human Epidemic

In a significant epidemic or a pandemic situation, the response period differs from other emergency situations. Unlike the response period normally associated with an emergency, an epidemic or pandemic response may last for an extended period and may occur in a series of waves. The response period for an epidemic or pandemic is normally of a long duration, characterised by uncertainty and changing risk. Community welfare services needs may be concentrated in specific locations while leaving other areas relatively unaffected. It is also possible during a epidemic or pandemic that another emergency situation may occur simultaneously. If this occurs, the uncertainty and changing risk, and welfare services

needs will again vary and require reassessment.

Health is the designated lead agency for epidemic and pandemic. In addition to the usual ways that welfare services issues are identified during an emergency response, vulnerable groups and individuals will be identified by trained staff in Community Based Assessment Centres (CBACS) and/or via information received through the Primary Health Organisations (PHO's) from General Practices. EM Otago liaises with the DHB/regional-level Health Emergency Operations Centres to enhance communication and assist in the identification of community welfare services requirements.

**Locally EM Otago will coordinate emergency welfare services support by government and non-government organisations in communities as and when required during an epidemic or pandemic. Emergency welfare services provision will follow the same guidelines as for any other emergency response and involve, where required, supporting people with:**

- Food and shelter
- Support to those unable to care for themselves
- Care for those who have influenza and no support network
- Care for those whose usual caregiver is sick and so is unable to care for them
- Care for those who depend on external help
- Financial assistance
- Psychosocial support to promote recovery.

### **The following basic principles apply to welfare services support generally but particularly in a pandemic:**

- Individuals, families, and communities are expected to undertake appropriate planning and provisioning in order to support themselves during an epidemic/ pandemic
- When agencies with welfare services responsibilities are unable to cope with their core business, due to increased demand during an epidemic or pandemic, then that agency should activate business continuity plans to ensure the continuation of essential services
- When all other means of providing emergency welfare services assistance have been exhausted at local and regional level, then national assistance may be sought
- Agencies responsible for social service support in 'business as usual' and in any emergency, including an epidemic or pandemic, do not change.

Consolidated pandemic influenza emergency welfare services material was produced by the Ministry of Health and published as 'New Zealand Influenza Pandemic Plan' published in 2017.

# Mass Evacuation Planning

Many emergencies experienced in New Zealand lead to evacuations of communities and small-scale evacuations are relatively common. However the scale of some hazards, such as tsunamis, flooding and chemical spills, could call for the evacuation of large numbers of people.

Clause 138-143 of the National Civil Defence

Emergency Management Plan 2015 details some of the guiding principles, objectives and decision requirements regarding evacuations. These are further supported by Section 30 – Mass Evacuation in The Guide to the National Civil Defence Emergency Management Plan and the Mass Evacuation Planning Guideline DGL 07/08.

**The Mass Evacuation Planning Guideline has been prepared in to assist CDEM Groups, Local Authorities and other emergency management agencies with designing, implementing and promoting plans for the evacuation of areas likely to be affected by hazardous events. Local Controllers, incident management Logistics, Operations and Welfare Managers should be conversant with the guideline. Local evacuation plans will need to be developed.**

The focus of the guideline is towards planning for large-scale evacuations; however the principles can be also applied to planning evacuations of any magnitude. The guideline is designed to guide Local Authorities, CDEM Groups and their members through the evacuation planning process, and highlights issues to be addressed during this planning. This will result in a region having a workable evacuation plan aimed at executing an

effective evacuation should the need arise. Planning will need to include effective public information management communication using where appropriate Emergency Mobile Alert (EMA).

Community Response Plans and local welfare services planning Standing Operating Procedures will, where appropriate, include pre-identified evacuation locations and evacuation planning arrangements made with the Police (refer to website for detailed advice).

## Human Rights

The provision of welfare services to people affected by an emergency must contribute to ensuring New Zealand meets its national and international human rights commitments. Consideration must be given to providing information about, and access to welfare services to people of any age, people with disabilities, and people from cultural and linguistically diverse (CALD) communities.

The best people to consult with about ensuring CDEM facilities, services and information are accessible are those agencies responsible for people who have difficulty accessing places or interpreting information by the usual means, or through the usual channels.

### THESE MAY INCLUDE

- Blind or vision impaired
- Deaf or hearing impaired
- People with physical, mental, intellectual, neurological or sensory impairments
- People who speak English as a second language, or not at all
- People whose social circumstances, culture or faith restricts their access to media such as radio, television, newspapers or the internet.

## Transition from Response to Recovery

Following an emergency, a community will continue to have ongoing welfare services needs well beyond the state of emergency or activation and even beyond the period of interest by the media. It is important that during the development of the Welfare Action Plan, thought is given to the strategic withdrawal of emergency welfare services support and coordination. The ongoing needs of a community should be met by the business as usual practices of welfare services agencies and the communities themselves. In providing welfare services the emphasis should always be community focused. The provision of a community centre is one option.

### CONSIDER WHETHER

- The service is still in demand
- The service can be moved, scaled back or stopped all together
- The centre's hours of operation can be limited
- The amalgamation of centres can still service the communities in need.

Where emergency welfare services are still required, is the lead agency for that service in a position to continue without the involvement of the CDEM Group?

Are recovery centres or 'one-stop-shops' continuing to operate?

**We acknowledge that withdrawal of emergency welfare services can be a sensitive topic, particularly if recovery is going to take a long time. It is important that agencies are in agreement about the transition from emergency welfare services response to business as usual with recovery measures. The Local Controller and Recovery Manager must also be in agreement about the approach being taken for emergency welfare services and ongoing community well-being support. The needs of the recovering community always being the paramount consideration.**

The EOC through the Local Welfare Manager will regularly review the emergency Welfare Action Plan and consider emergency welfare services responses and EOC activities.

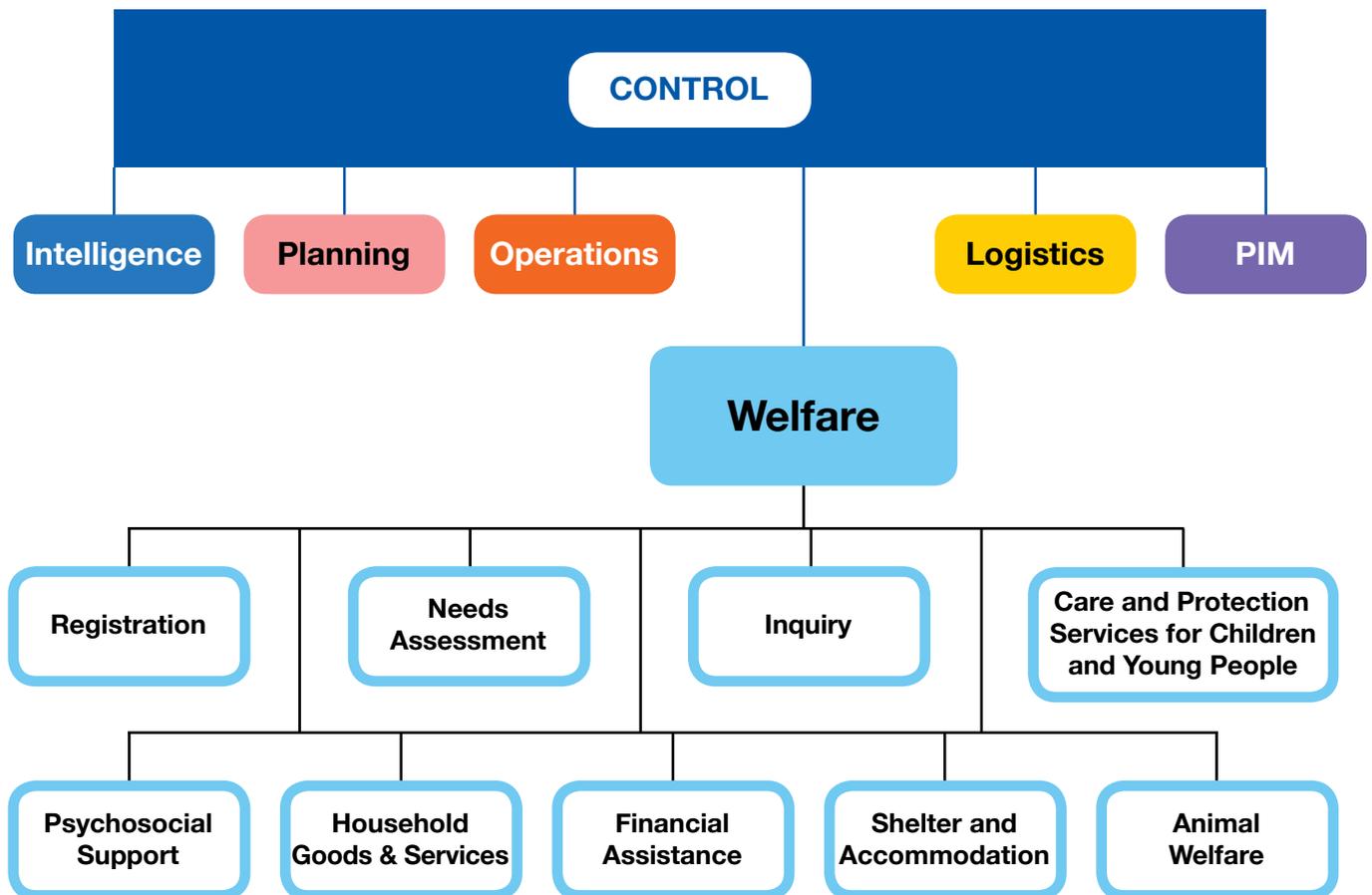
### CONSIDER

- Are services strategically located?
- Are Welfare function activities still required by the affected community?
- Is coordinated reporting essential to decision making or just for information?
- The views of welfare services agencies
- The completion of tasks and the possibility of new tasks being requested by agencies or the Local Controller
- The support required by the Local Recovery Manager to coordinate welfare services in recovery.



# delivery & sub-functions

## Coordinated Incident Management System (CIMS) & Welfare Services



In a significant incident or a declared emergency welfare services described above are activated. Welfare services is responsible for managing the consequences of an incident on individuals, families/whānau, and communities. The Welfare Manager also advises on welfare services resources, organisational structure, and facilities.

The consequence of an incident informs the extent of emergency welfare services required. At incident level these services relate to meeting the immediate needs of the affected people. For incidents affecting only a few people, emergency welfare services requirements may only include providing shelter in a safe place and information about the response. In such smaller scale responses welfare services may be a sub-function of Operations. In a small incident

which is not CDEM related normal business as usual applies by relevant agencies.

If the incident requires significant welfare services management the welfare services sub-functions must be activated by the Controller. The Controller may utilise emergency welfare services (and/or welfare services coordination) provided by any CDEM agency for these purposes. CDEM Welfare services arrangements are detailed in local, regional, and national plans.

**The welfare services function is responsible for coordinating and delivering emergency welfare services and resources, through nine identified sub-functions, to affected individuals, families/whānau, and communities.**

**The other CIMS functions are:**

- Control – responsible for the overall direction and management of an emergency or an element of it
  - Intelligence – responsible for the collection and analysis of response information, especially relating to the status, hazards and context of the emergency
  - Planning - responsible for developing and updating Action Plans, and other plans such as long-term and/or Contingency Plans. The welfare services function provides an Appendix to the Action Plan which is constantly updated by the Welfare Manager
  - Operations - responsible for the day-to-day co-ordination of the response, detailed task planning and the implementation of the Action Plan. It is also responsible for volunteer co-ordination, lifeline utility co-ordination, and liaising with other agencies
  - Logistics - responsible for providing and tracking resources to support the response and the affected communities, and providing logistics advice and support to others CIMS functions
  - Public Information Management (PIM) - responsible for informing the public about the emergency and the response (including actions they need to take), media liaison and monitoring, and community liaison.
- Detailed information, tools and guidance are

included in the welfare services in an Emergency Director’s Guideline [DGL 11/15] about the considerations, tasks and delivery mechanisms associated with each sub-function. Local Welfare Managers and Local Welfare Committees should become familiar with the sub-function objectives prior to an emergency so they have an understanding of what Responsible Agencies are accountable for comprehensive sub-function plans which detail local arrangements.

Registration and Needs Assessment provide the fundamental information and understanding about people affected by an emergency and their associated welfare services needs and will be used by Local Welfare Managers to activate remaining sub-functions. Responsible Agencies must communicate with Local Welfare Managers to enable coordination of the overall welfare services response and to allow ongoing monitoring and reporting of welfare services at the local level.

**Details on the sub-functions and the Tasks, Principles, and Delivery key points are listed in the table below. Further detail about the sub-functions can be found in the “Welfare Services in an Emergency” Directors Guideline from MCDEM**

## Registration

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Involves collecting information from people who have been directly affected by an emergency and require emergency welfare services.	Only register people who are affected by an emergency and who have a need for welfare services. The registration process must be efficient, positive and be people-focused not process-focused, registrars must be empathetic.	Carried out either face to face, via telephone, in a community setting, or crowd-sourcing either on mobile devices, laptops or a paper based equivalent. Gather as much useful information as possible, with a view to only asking individuals for this information once. Trained staff and approved volunteers should use the Otago CDEM welfare services registration system – paper based and GIS data collection and data management - complete all compulsory fields, and understand privacy legislation.

## Needs Assessment

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Used to identify the needs of people affected by an emergency to inform what welfare services are needed.	<p>Ensure you have skilled and trained people leading this work – keep needs assessments streamlined and efficient.</p> <p>Encourage community-led needs assessments, and use all available community networks to identify what welfare services are required.</p> <p>Ensure efforts are coordinated and mapped with efficient systems and processes to manage needs identified.</p> <p>Ensure the privacy of personal information is safeguarded in accordance with privacy legislation.</p>	<p>Undertake welfare services needs assessment using one or more of the following methods:</p> <ul style="list-style-type: none"> <li>• CDEM or community led door-to-door</li> <li>• Civil Defence Centre's (CDC's)</li> <li>• Community-led centres</li> <li>• Mobile assessment teams</li> <li>• Outbound calling.</li> </ul> <p>Gather as much useful information as possible, with a view to only asking individuals for this information once.</p> <p>Trained staff and approved volunteers should use the Otago CDEM welfare needs assessment system – paper based and GIS data collection and data management - complete all compulsory fields, and understand privacy legislation.</p> <p>Analyse information, identify welfare services needs and activate welfare services, if required.</p> <p>Local Welfare Manager to actively manage the welfare services function to ensure an integrated/coordinated approach including monitoring and reporting.</p> <p>Co-ordination of ongoing needs assessment, if necessary.</p>

## Inquiry

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Identifying people who have been affected by an emergency and assisting family, whānau and significant others to make contact.	An inquiry team will be established and will use established investigation and file management processes to resolve inquiries.	Police Communications call centres will manage any additional surge demands.

## Care and Protection Services for Children and Young People

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Statutory care and protection services to children and young people separated from their parent, legal guardian or usual caregiver during an emergency.	<p>Children are kept safe and cared for.</p> <p>Children should be reunited with their parent, legal guardian or usual caregiver as soon as possible.</p>	Planning pre-event should ensure plans are developed, relationships are established, capacity and capability is built, and a pool of approved people or organisations is identified.

## Psychosocial Support

TASK	PRINCIPLES	DELIVERY – KEY POINTS
<p>Psychosocial support following an emergency involves focusing on psychological and social interventions that will ease the physical, psychological and social difficulties for individuals, families/whānau and communities.</p>	<p>Most people will recover from an emergency with time and basic support from their family, whānau and community. People and communities at high risk following an emergency should be identified and offered services provided by trained and approved community-level providers. Outreach, screening and intervention programmes for trauma or related problems should conform to current professional practice and ethical standards.</p>	<p>Some of the services that are offered following an emergency have been proven to increase distress and delay recovery. It is therefore important professional guidance and support is sought from the DHB about training, messaging, and approach. The focus should be on providing for, and meeting basic needs (food, water, safety and shelter), normalising the response/recovery process and promoting the importance of wellbeing strategies, rather than providing intensive forms of psychosocial assistance particularly immediately following an emergency.</p>

## Household Goods and Services

TASK	PRINCIPLES	DELIVERY – KEY POINTS
<p>Basic household goods and services are provided to people who have been displaced or who are sheltering in their usual place of residence as a result of an emergency if normal providers are unavailable, unsuitable or unable to meet demand.</p>	<p>Basic goods and services include food, water, clothing, bedding and other items or services necessary for warmth, cleaning, preparing food, or general health and hygiene. Basic goods and services may be required by people who are:</p> <ul style="list-style-type: none"> <li>• Geographically isolated from normal goods or service providers as a result of the emergency, or</li> <li>• Unable to make purchases themselves because of financial restraints.</li> </ul>	<p>The following considerations will be taken into account with planning and providing household goods and services.</p> <ul style="list-style-type: none"> <li>• Needs assessment</li> <li>• Business continuity</li> <li>• Community arrangements.</li> </ul>

## Financial Assistance

TASK	PRINCIPLES	DELIVERY – KEY POINTS
<p>Information about, and access to, the range of financial assistance available to people affected by an emergency.</p>	<p>People affected by emergencies have easy access to information on the range of financial assistance available through a variety of formats e.g. on-line, paper-based, 0800 Government helpline, media.</p>	<p>MSD – Work and Income to ensure systems are in place to effectively deliver and monitor financial assistance needed by those affected by an emergency. Work collaboratively with other sub-function Responsible Agencies to ensure services are linked and duplication is avoided.</p>

## Emergency Shelter

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Shelter is provided, usually in a communal facility for a few hours to only a few days.	Pre-emergency planning to evaluate community sheltering needs (including diverse needs), facilities and resources, as well as capacity development. Consider the needs of displaced people beyond shelter, referrals to support agencies should be expected. Consider the varying degrees of vulnerability of displaced people.	Identifying possible shelter and accommodation facilities including identifying suitable facilities, other agencies facilities, and environmental health issues. Develop Standard Operating Procedures and train staff and volunteers.

## Emergency Accommodation

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Provided to displaced people who cannot return to their homes for short periods, generally a few days and no more than two weeks.	Pre-emergency planning to evaluate community sheltering needs (including diverse needs), facilities and resources, as well as capacity development. Consider the needs of displaced people beyond shelter, referrals to support agencies should be expected. Consider the varying degrees of vulnerability of displaced people.	Identifying possible shelter and accommodation facilities including identifying suitable facilities, other agencies facilities, and environmental health issues. Develop Standard Operating Procedures and train staff and volunteers. Integrated welfare services provision with other welfare services if required. Consider companion animals.

## Temporary Accommodation

TASK	PRINCIPLES	DELIVERY – KEY POINTS
Temporary accommodation for displaced people who cannot return to their homes for a prolonged period (generally several weeks, months or possibly years).	Planning in advance for service delivery and technical support systems. Prompting information gathering and analysis to ascertain the likely temporary accommodation demand and the most appropriate supply options for the affected populations, and encouraging operational partnerships at both national and CDEM Group level for successful implementation of temporary accommodation plans.	May not be needed until the later part of response and may continue into recovery.

## Animal Welfare

TASK	PRINCIPLES	DELIVERY – KEY POINTS
The provision of animal rescue, animal shelter, food, water, husbandry and veterinary care and other essentials for all animals.	All animal owners, or persons in charge of animals, should develop their own plans to care for their animals during emergencies. The animal welfare services emergency management framework provides a co-ordination structure to manage animal welfare services at the National, Group and local levels.	An animal welfare services emergency management plan will be developed at the regional and local levels to take into account all animal types and the particular needs of each animal type. Wherever possible utilise people in animal welfare services emergency management whose daily job involves working with animals.

## Responsible & Support Welfare Services Agencies

It is important to note the legislative requirements of government agencies and organisations in supporting EM Otago across the 4Rs.

Government departments, local government agencies, emergency services and lifeline utilities all have key roles in planning and preparing for emergencies and for response and recovery in the event of an emergency. The Act defines these functions and responsibilities.

Amongst other things, government agencies must:

- Ensure they can continue to function, albeit potentially at a reduced level, during and after an emergency
- Perform key functions under the Act and the National Civil Defence Emergency Management Plan.

The National Civil Defence Emergency Management Plan 2015 lists government agencies with responsibility for the co-ordination of the nine welfare services sub-functions and agencies that will support them. Responsible Agencies must lead and co-ordinate the planning for their welfare services sub-function at the national, regional and local levels.

The role of the WCG is to work with the Sub-functions to have plans in place, coordinated by responsible agencies. The Local Welfare Manager should liaise with the Group Welfare Manager if sub-function activation is required.

The consequences of an emergency dictate the extent of emergency welfare services required. The Local Welfare Manager will decide which, if any, of the nine welfare services sub-functions should be activated to meet their community's welfare services need in collaboration with the Local Welfare Committee, Responsible Agencies and with support from the Group Welfare Manager.

Details on the sub-functions and the Responsible and Supporting Agencies are listed in the table below. Further detail about the sub-functions can be found in the "Welfare Services in an Emergency" Directors Guideline from MCDEM.

	RESPONSIBLE AGENCY			SUPPORT AGENCIES
	NATIONAL LEVEL	REGIONAL LEVEL	LOCAL LEVEL	
<b>Registration</b>	Ministry of Civil Defence & Emergency Management	Civil Defence Emergency Management Group	Civil Defence Emergency Management Local	Support maybe provided by other government agency or non-government organisation that can provide relevant advice, information or trained staff.
<b>Inquiry</b>	Police	Police	Police	Civil Defence Emergency Management Group, Local Authority, Ministry of Education, Ministry of Foreign Affairs and Trade, Ministry of Health/District Health Board's/Primary Care/Ambulance Services, New Zealand Red Cross.
<b>Care and Protection of Children and Young People</b>	Oranga Tamariki, Ministry for Children	Oranga Tamariki, Ministry for Children	Oranga Tamariki, Ministry for Children	Ministry of Education, Police, New Zealand Red Cross, Te Puni Kōkiri.

	RESPONSIBLE AGENCY			SUPPORT AGENCIES
	NATIONAL LEVEL	REGIONAL LEVEL	LOCAL LEVEL	
<b>Needs Assessment</b>	Ministry of Civil Defence & Emergency Management	Civil Defence Emergency Management Group	Civil Defence Emergency Management Local	Ministry of Foreign Affairs and Trade, District Health Board's, St John, Ministry for Primary Industries Ministry of Social Development, Police, The Office for Disability Issues, Te Puni Kōkiri, New Zealand Red Cross, Salvation Army, Victim Support, Ministry for Pacific Peoples, Office of Ethnic Communities.
<b>Psychosocial Support</b>	Ministry of Health	District Health Board	District Health Board	District Health Board's Primary Health Organisations, Ministry of Education, Ministry for Primary Industries, Ministry of Social Development, Te Puni Kōkiri, New Zealand Red Cross, Salvation Army, Victim Support, Community based organisations and networks, Agencies and organisations that provide employee assistance programmes.
<b>Household Goods and Services</b>	Civil Defence Emergency Management	Civil Defence Emergency Management Group	Civil Defence Emergency Management Local	District Health Boards, Public Health Units, Local Authorities, Ministry for Primary Industries, New Zealand Defence Force, New Zealand Food and Grocery Council Incorporated, New Zealand Red Cross, Salvation Army, local community organisations and local businesses.
<b>Financial Assistance</b>	Ministry of Social Development – Work and Income	Ministry of Social Development – Work and Income	Ministry of Social Development – Work and Income	ACC, earthquake Commission, Inland Revenue, Insurance Council of New Zealand, Ministry of Business, Innovation and Employment, Ministry for Primary Industries, New Zealand Red Cross, Salvation Army, community based organisations, local authorities.
<b>Shelter and Emergency Accommodation</b>	Ministry of Civil Defence & Emergency Management: shelter and emergency accommodation	Civil Defence Emergency Management Group: shelter and emergency accommodation	Civil Defence Emergency Management Local: shelter and emergency accommodation	Civil Defence Emergency Management Groups, Housing New Zealand Corporation, Ministry of Education, Ministry of Health, Ministry of Social Development, New Zealand Defence Force, Te Puni Kōkiri, The Salvation Army, Community based organisations and networks, local authorities.
	Ministry of Business, Innovation and Employment: temporary accommodation	Ministry of Business, Innovation and Employment: temporary accommodation	Ministry of Business, Innovation and Employment: temporary accommodation	Housing New Zealand Corporation, Ministry of Education, Ministry of Health, Ministry of Social Development, New Zealand Defence Force, Te Puni Kōkiri, Salvation Army
<b>Animal Welfare</b>	Ministry for Primary Industries	Ministry for Primary Industries – Regional Animal Welfare Coordinator (RAWC)	Ministry for Primary Industries – Local Animal Welfare Coordinator (LAWC)	Federated Farmers of New Zealand, New Zealand Companion Animal Council, New Zealand Veterinary Association, The Royal New Zealand Society for the Prevention of Cruelty of Animals, Territorial authorities, through animal control or animal services, World Animal Protection, Medical officers of health and health protection officers.

The Government Agencies responsible for the co-ordination of the welfare services sub-functions may not have a presence in a Territorial Authority area. Where agencies are not represented at a regional or local level, the Responsible Agency, Group Welfare Manager and the Local Welfare Manager will work together to identify alternative agencies or organisations to fulfil the sub-function, or arrange local delivery on a temporary basis.

## Responsibilities of Welfare Services Agencies

### **During reduction and readiness, the Responsible Agency for coordinating each welfare services sub-function is to:**

- Plan cooperatively with all Support Agencies with a role in delivering the relevant welfare services sub-function to ensure that arrangements are aligned
- Provide leadership to Support Agencies to develop arrangements
- Develop, maintain and exercise arrangements for the co-ordination or delivery of relevant welfare services sub-functions
- Regularly test and exercise its response and recovery arrangements and participate in the EM Otago exercise programme
- Participate as an active member on the WCG.

### **During response and recovery the Responsible Agency for coordinating each welfare services sub-function is to:**

- Work with Local Welfare Managers and other relevant support agencies to ensure that community needs are being met and that services and information (for both operational and public information purposes) are integrated
- Collaborate with other agencies that are responsible for other welfare services sub-functions to ensure that services and information are coordinated, integrated, and aligned to meet community needs
- Report on the co-ordination and performance of the welfare services sub-function for which it is responsible to the Local Welfare Manager in the EOC during response and the Local Authority Office during recovery, and the Group Welfare Manager in the GECC during response or the EM Otago Recovery Office during recovery, if relevant.

### **Responsibilities of all welfare services agencies (support agencies as well as responsible agencies):**

- Develop and review plans to ensure continuity of its essential services and contribution to a wider welfare services provision
- Plan collaboratively with agencies responsible for coordinating relevant welfare services sub-functions to ensure that arrangements are aligned
- Develop capacity and capability relevant to its role in an emergency
- Establish regular communication and reporting lines within its local, regional and national offices and establish and maintain inter agency communications
- Provide timely services and information on those services to affected communities to the Local Welfare Manager
- Support the welfare services function with additional personnel at national, regional and local levels where a need is identified and it is practicable to do so.

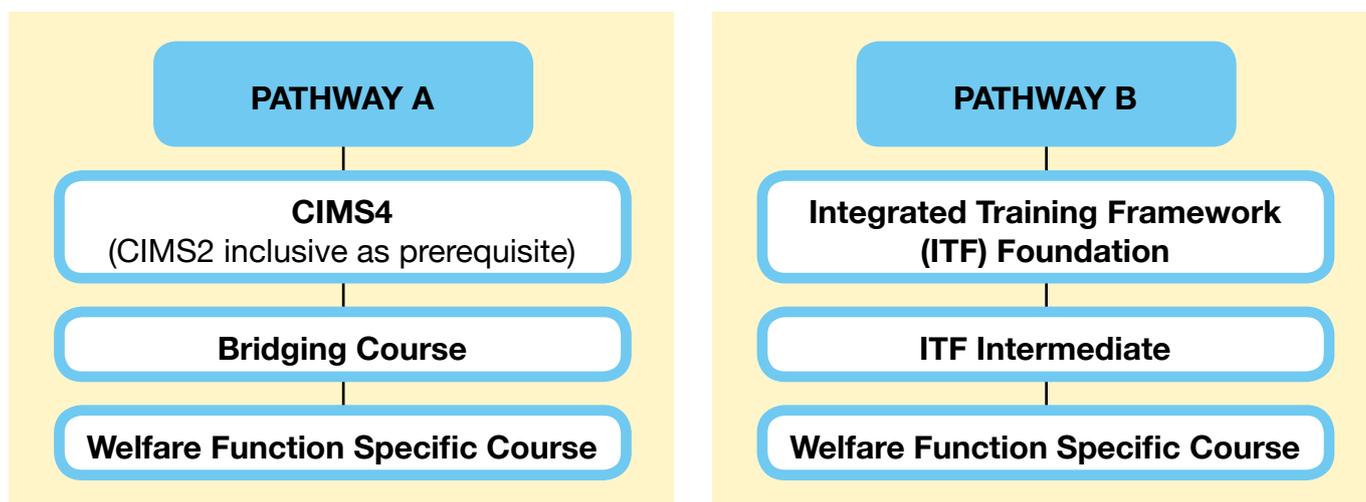
# EM Otago Expectations of all Welfare Services Agencies

- That a sub-function plan is written for Otago, detailing agreed arrangements for each of the Local Authorities
- That the Responsible Agency will lead workshops and discussions with Support Agencies and Local Authorities to develop the sub-function plan
- That the Responsible Agency will provide professional guidance and advice to Emergency Management Officer and Local Welfare Manager to support best practice local planning and delivery, if relevant
- That the Responsible Agency appoint a single point of contact for the purposes of welfare services
- That a representative from the Responsible Agency attends every WCG meeting and provides an update on sub-function plans and activity
- That the Responsible Agency will participate in regional level training exercises annually
- That the Group Welfare Manager and the applicable Local Welfare Manager is informed of all plans and actions taken during an emergency so that they can coordinate and integrate planning.



# training & exercises

All key staff involved in welfare services including Welfare Managers, Alternate Welfare Managers, Sub-function Leads, Coordination Centre Second in Command, CDC Supervisors should complete the training and capability courses for welfare function. Capability development is important in this function due to decision and tasks that directly relate to human and animal needs and welfare services in an emergency, and at the recovery stage. In Otago, the requirements are for people operating in welfare services function to take series of knowledge-based education courses to develop the required knowledge for carrying out the basic duties and responsibilities according to CIMS framework. Knowledge-based education required for Welfare Managers, Alternate Welfare Managers and Sub-function Leads, may take either capability development 'Pathway A or B'.



All staff involved in CDCs should complete CDC, and where appropriate, CDC Supervisor training and be police vetted.

To enhance knowledge learned through either pathway, different skills-based training such as workshops, modular sessions etc. may be organised periodically to help individuals, and function leads develop and improve skills required for operating effectively in the welfare services role.

An essential skills-based training is the Geographic Information System (GIS) data collection and data management specifically for welfare services registration and needs assessment which will prioritise appropriate staff attendance. Similarly, Psychological First Aid course for those involved in CDCs and CLCs will be offered.

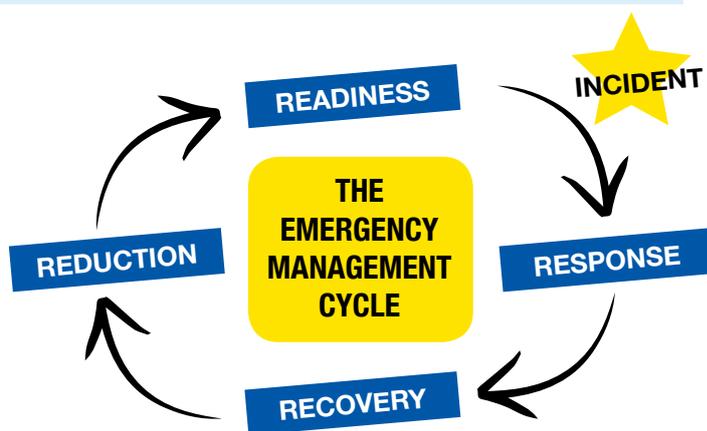
Training and advice may be given to CLC staff where deemed appropriate.

Each TLA will hold regular exercises - ranging in size and scope - and it is expected that all welfare services staff will participate with the welfare services function capability and capacity being specifically tested. It will be particularly important to test the registration and needs assessment data collection and data management sub-functions, assigning tasks to appropriate agencies, who then onward refer for delivery of a welfare services response. Similarly, group and national exercises will test welfare services function and capacity.

The Monitoring & Evaluation section of this plan includes specific information on training outcomes, activity, performance measures, targets, leadership and these should be noted when developing a local welfare services staff training schedule that must be aligned with the Otago CDEM training plan. It is the responsibility of the Local Welfare Manager and Emergency Management Officer, working closely with the Group Welfare Manager and the Training and Education Coordinator, to develop the annual training and exercise plan.

# monitoring & evaluation

Ongoing monitoring and evaluation of welfare services arrangements and activities will provide assurance to Emergency Management Otago, key stakeholders and Otago communities that the EM Otago is complying with its legislative obligations, achieving its objectives and making progress towards its goals and those of the National CDEM Strategy.



The Group Welfare Plan will be monitored in the following ways:

- Regular contact of the Group Welfare Manager with Local Welfare Managers and Emergency Management Officers to assist with capability and capacity development at the local level and to ensure compliance with the Group Welfare Plan
- Regular reports provided to the CEG will determine progress against the Group's Welfare Plan and Implementation Plan
- Group welfare services work programmes progress, outputs and outcomes will be reported to the Group Joint Committee
- The Group Welfare Manager will conduct an annual check to ensure the Group Welfare Plan is still accurate and legislatively compliant
- The EM Otago office will monitor compliance between the Otago Group Welfare Plan and the CDEM Act and with other relevant legislation and amendments.



# group welfare services

## Implementation Plan 2018–21

The following implementation plan details how the EM Otago will work towards meeting its responsibilities in line with the National Plan 2015 and captures and prioritises work programmes outlined in this plan.

### REDUCTION

Identification of risks and hazards and strategies for managing and mitigating those risks.

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
Agencies and organisations in the Otago area are aware of the welfare services impacts from hazards and risks that communities they service are exposed to.	Work with Local Authorities and the Welfare Co-ordination Group to increase understanding of hazards and risks and what that means for welfare services in Otago.	New research on Otago hazards and risks presented at least annually to EMO's, Welfare Managers and WCG.	Presentation annually	Group Welfare Manager
An awareness of policies and plans at National, Regional and Local levels that will impact upon welfare services delivery.	Welfare Coordination Group members share any updates of policy and plans that will impact upon welfare services delivery.	Agenda item at Welfare Coordination Group. Follow-up and discussion by Welfare Coordination Group.	Ongoing	Welfare Coordination Group Chair

#### Link to National CDEM Strategy Goals:

Increasing community awareness, preparedness and participation in civil defence emergency management.

#### Link to Group Plan:

Identifying and analysing long-term risk to human life and property from hazards, taking steps to eliminate, (avoid) if practicable and if not reduce (mitigate) the

magnitude of their impact and the likelihood that they would occur.

#### Link to Local Authority:

Working with the community to raise awareness, preparedness and participation in civil defence emergency management.

### READINESS

Welfare services delivery is planned and coordinated through integrated planning, training and exercising and by building and strengthening relationships with and between agencies.

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
Ensure agencies have capability and capacity to deliver on welfare services expectations.	Work with relevant Otago WCG partners to ensure Business Continuity Plans (BCP's) are in place to deliver on.	Ensure agencies have BCP's in place.	Ongoing	WCG Chair
An effective working relationship with the Local Welfare Managers to exchange information and support local welfare services needs.	Meet regularly with Local Welfare Managers to discuss protocols and processes during an emergency.	Meet with Local Welfare Managers quarterly.	Ongoing	Group Welfare Manager

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
Arrangements for support and co-ordination of welfare services at the regional level are clear and well developed before an emergency.	Group Welfare Plan with key deliverables in Reduction, Readiness, Response and Recovery is developed.	Plan developed and disseminated to key stakeholders and partners.	Completed by September 2019	Group Welfare Manager
	Group Welfare Implementation Plan detailing key deliverables, outcomes, activities, performance measures, targets and leads will be developed to define works streams to further develop welfare services arrangements.	Plan developed and disseminated to key stakeholders and partners.	Completed by September 2019	Group Welfare Manager
	Group welfare services structures, roles, responsibilities and tasks are updated to reflect the developing welfare services arrangements.	Emergency Management Otago GECC Welfare SOPs updated.	Completed by December 2018	Group Welfare Manager
		Updating the group welfare services desk file to include key information.	Ongoing	Group Welfare Manager
Capable staff are identified and trained for welfare services roles at the Emergency Management Otago Group level.	Group Welfare Managers identified and trained to understand the GECC Welfare Function (CIMS).	2 x Alternate Group Welfare Managers identified and meeting regularly.	Ongoing	Group Welfare Manager
Induction for WCG members and Agencies.	Induction process and information package developed for WCG members and Agencies.	Induction process and information package in place.	30 June 2018	WCG Chair
Provide training to support capacity building of Local CDEM welfare services staff and volunteers.	Training Plan delivered for CDEM welfare services staff at the local level including: <ul style="list-style-type: none"> <li>Local Welfare Managers</li> <li>Local CDEM EOC welfare services staff</li> <li>CDC supervisors</li> <li>CDC staff.</li> </ul>	Welfare services training is identified in the Group Training Strategy.	31 March 2018	Group Training and Education
Effective Group co-ordination and support of local welfare services efforts across Otago.	Group Welfare Manager to meet with Local Authority EMO's and Local Welfare Managers annually (or more often if required) to assist with ensuring the following are in place. <ul style="list-style-type: none"> <li>Local Welfare Plan</li> <li>Trained welfare services staff.</li> </ul>	Local Authorities have in place effective welfare services arrangements.	Ongoing	Group Welfare Manager

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
CEG members are informed of welfare services arrangements and issues.	CEG are fully briefed on group welfare services arrangements and close links are maintained to exchange information.	Regular welfare services updates to CEG to outline Group welfare services arrangements and issues.	Ongoing	Group Welfare Manager
An engaged and effective Welfare Coordination Group is in place.	Review Welfare Coordination Group membership and revise TOR to align with developing welfare services arrangements.	Review current structure and Terms of Reference annually.	March 2018 Ongoing	Group Welfare Manager
	Review stakeholder engagement and meeting arrangements.	Consult with welfare services partners on possible engagement mechanisms and meeting arrangements to ensure effective and efficient communication channels.	Ongoing	Group Welfare Manager
	Where appropriate establish MOU's with WCG members to clearly understand their role in reduction, readiness. Welfare Coordination Group members participate in Group exercises.	Annual Exercise planned and advertised.	Ongoing	Group Welfare Manager WCG
Greater understanding of vulnerable people and their needs and how this impacts on CDEM welfare services delivery.	Write a position paper/ presentation that defines vulnerability, assumptions about vulnerability, and how Welfare Managers can understand vulnerability in their own communities.	Position paper/presentation developed and disseminated to WCG and Local Authority EMO's and Local Welfare Managers.	June 2019	Southern DHB and MSD member on WCG; see NZ Geographic, 149, Jan–Feb, 2018
	In partnership with WCG and Local CDEM Welfare Committees (LWC) identify next steps to continue to build knowledge in this area including building key strategic relationships – where to go and who to talk to.	Work with key WCG and LWC's to develop plans and agreements to support vulnerable people in an emergency.	October 2019	Southern DHB and MSD member on WCG
Group to facilitate discussion with WCG to provide clarity about consistent approach and content of welfare services sub-function plans to provide guidance to Responsible and Support Agencies and further their understanding of their responsibilities under the 2015 National Plan.	Responsible and Support Agencies to understand their roles in CDEM.	Documented understanding of roles and responsibilities, communication channels and expectations.	Ongoing	WCG Chair and Group Director

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
An effective relationship with Responsible and Support Agencies to exchange information and detail working relationships in an emergency.	Meet regularly with Responsible Agency senior managers to discuss protocols and processes during an emergency.	Protocols and processes developed.	Ongoing	Group Welfare Manager
Planning for delivery of CDEM-led sub-functions for Otago	Workshop to identify sub-function responsibilities and expectations.	November 2018	Ongoing	Group Welfare Manager
	Analyse workshop and support planning process.	Plan outlines developed	Ongoing	Group Welfare Manager
	Sub-function plans developed.	Plans developed for CDEM led sub-functions	Ongoing	Sub-function leads

**Link to National CDEM Strategy Goals:**

Increasing community awareness, understanding, preparedness and participation in Civil Defence Emergency Management.

**Link to Group Plan:**

Otago is aware and prepared for an emergency.

**Link to Local Authority:**

Communities are aware and prepared for an emergency.

**RESPONSE**

Delivery of appropriate welfare services to respond to community needs following an emergency.

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
Activate the WCG to develop a coordinated and integrated response effort.	Agenda templates in place, protocols and processes in place and understood.	WCG discuss and understand protocols and processes in an emergency.	Ongoing	Group Welfare Manager
Integration of welfare services with other CDEM functions in the Group ECC.	Group Welfare Manager is an active member of the GECC Emergency Management Team, and provides welfare services status report to Group Controller.	Ongoing collaboration and co-ordination with GECC.	As required	Group Welfare Manager
Reports to Group Controller on welfare services situation and issues.	Provides regular reports to Group Controller including welfare services information for the Group SitReps.	Reports provided	As required	Group Welfare Manager
Provides situational updates to National Welfare Manager.	Provides situational updates to National Welfare Manager as required.	Updates provided	As needed	Group Welfare Manager

**Link to National CDEM Strategy Goals:**

Enhancing New Zealand’s capability to manage Civil Defence Emergencies

**Link to Group Plan:**

Resources are managed as effectively as possible in response to an emergency Otago

**Link to Local Authority:**

Local CDEM responds effectively and efficiently to communities needs

**RECOVERY**

Provision of ongoing community wellbeing needs of the affected community and coordinate an appropriate recovery.

OUTCOMES	ACTIVITY	PERFORMANCE MEASURES	TARGETS	LEAD
Provide strategic advice and guidance on social recovery.	Support a pre-event Strategic Group Recovery Plan to be coordinated and integrated with other recovery function e.g. Physical Economic, Environmental, Social and external stakeholders e.g. Community, Government Agencies, NGO’s.	Group Strategic Recovery Plan developed.	April 2018	Group Welfare Manager
Support and provide guidance to affected district CDEMs on the establishment and management of Recovery Assistance Centres (RAC).	Provide support and guidance to Local Authorities on establishing a Recovery Assistance Centre.	As needed	As needed	Group Welfare Manager
Liaise with and provide advice to Emergency Management Otago Group Recovery Manager.	Develop ongoing relationship with Group Recovery Manger to provide welfare services overview, issues and challenges.	Meet Recovery Manager twice yearly.	Ongoing	Group Welfare Manager
Build awareness of Social Recovery within the WCG and with Local Welfare Managers and EMO’s.	Ensure social recovery functions are understood and planned for.	Discuss at WCG and LWM meetings.	Ongoing	Group Welfare Manager

**Link to National CDEM Strategy Goals:**

Enhancing New Zealand’s capability to recover from civil defence emergencies.

**Link to Group Plan:**

Enable Otago’s communities to sustainably rebuild and regenerate after emergencies.

**Link to Local Authority:**

Support and enable community recovery.

# appendices

## Appendix 1

# Companion Plans, National Guidelines, and Legislation

**The Group Welfare Plan 2018 should be read in conjunction with:**

- 1 Civil Defence Emergency Management Act 2002.
- 2 Emergency Management Otago Group Plan 2019
- 3 Local Welfare Plans
- 4 Guide to the National Civil Defence Emergency Management Plan, Section 14 Welfare
- 5 Welfare services in an Emergency [DGL 11/15]
- 6 Mass Evacuation Planning [DGL 07/08]
- 7 Recovery Management [DGL 04/05]
- 8 Strategic Planning for Recovery [DGL 20/17]
- 9 Donated Goods Management Planning [BPG 02/06]
- 10 Volunteer Coordination in CDEM [DGL 15/13]
- 11 Including People with Disabilities [IS 13/13]
- 12 Including Culturally and Linguistically Diverse (CALD) Communities [IS 12/13]

# Planning for the Maximum Credible Event

Using the maximum credible event scenario provides estimates of welfare services needs on which to base local welfare services planning. These scenarios are based on the hazard analysis provided in the Emergency Management Otago Group Plan 2018, Alpine Fault Magnitude 8 (AF8) documentation especially the South Island Alpine Fault Emergency Response Framework (SAFER Framework), supplemented by analysis contained in the respective local arrangements or other supporting material.

The welfare services needs planned for will be based on a proportion of those affected requiring emergency welfare services assistance as a consequence of the maximum credible events.

In general terms up to 20% of an affected community may require initial welfare services assistance during an emergency, but that will vary considerably, depending on the riskscape and nature of each community.

## **The scenarios will include sufficiently credible estimated numbers of individuals likely to need to be:**

- 1 Evacuated – short term – up to 14 days
- 2 Evacuated – longer terms – weeks to months
- 3 Evacuated out of area – tourists and visitors
- 4 Accommodated – emergency shelter and emergency accommodation – up to 14 days
- 5 Accommodated – temporary accommodation – weeks to months
- 6 Fed - short term – up to 14 days
- 7 Clothed – short term – up to 14 days
- 8 Supported financially, due to loss of source of income – medium to longer term
- 9 Counselling – short to long term.

Consequence-based planning will estimate the services required to meet welfare services needs, assess whether existing resources are able to meet the need and indicate what external assistance is likely to be required. Planning should include areas controlled

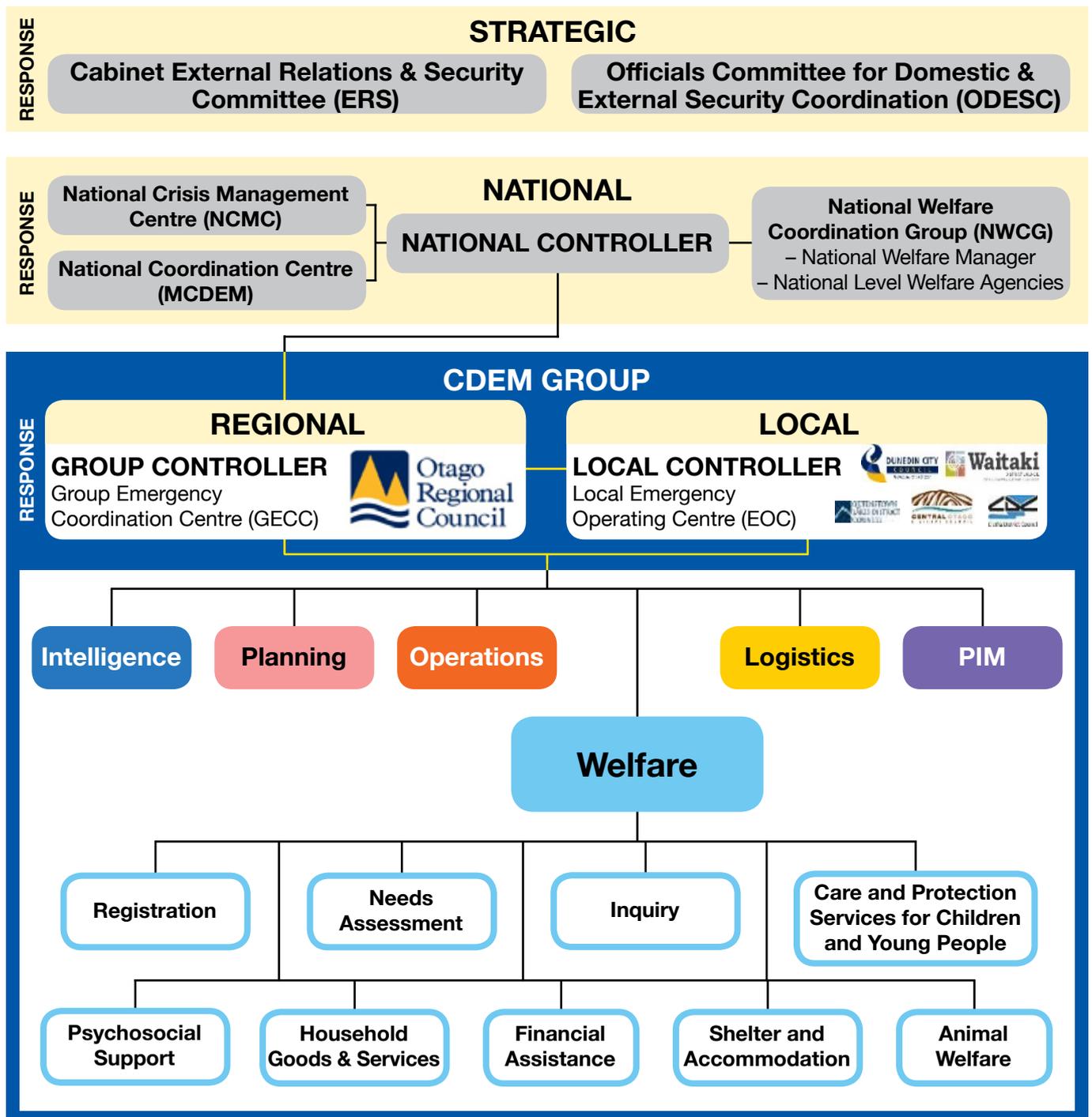
by the Department of Conservation and especially around visitors trapped and isolated on roads and in wilderness areas. The scope and magnitude of any identified shortfalls should be advised to the Group Welfare Manager in the readiness phase.

# Framework for the Terms of Reference for a Local CDEM Welfare Committee

**The following is a simple framework that can serve as a guide for producing the Terms of Reference for a Local Welfare Committee (LWC):**

- 1 Introduction, Purpose, Chairperson, Membership
- 2 Frequency of Meetings, Venue, Agenda, and Decision Making
- 3 Reporting and Accountability
- 4 Roles and Responsibilities (Clearly articulate LWC role in each of the following)
- 5 Reduction
- 6 Readiness
- 7 Response
- 8 Recovery
- 9 Relationships and key community stakeholders.

# CDEM Welfare Structure: Strategic, National, Regional and Local



# Glossary of Terms

TERM	ABBREVIATION	DEFINITION
4Rs		Reduction, readiness, response and recovery.
CDEM		Civil Defence Emergency Management.
CDEM Group Plan		Each CDEM Group is required under the CDEM Act 2002 to have a CDEM Group Plan, which is regularly reviewed. The CDEM Group Plan sets the strategic direction for the CDEM Group. It describes and prioritises the hazards and risks particular to the CDEM Group's area, and provides objectives and a framework for activities across the 4Rs.
District Health Board	DHB	District health boards (DHBs) are responsible for providing or funding the provision of health services in their district. In Otago the District Health Board is Southern District Health Board.
Coordinated Incident Management System	CIMS	The primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of hazard, size and complexity.
Group Emergency Co-ordination Centre	GECC	A co-ordination centre that operates at the CDEM Group level to coordinate and support one or more activated emergency operations centres.
Emergency Management Office	EMO	The office(s) where CDEM functions are carried out at a local level before an emergency occurs.
Emergency Management Officer	EM Officer	The person who manages the Emergency Management Office (EMO).
Emergency Operations Centre	EOC	A co-ordination centre that operates at a local level to manage a response.
Group Emergency Management Office	GEMO	The regional office where CDEM functions are carried out on behalf of the CDEM Group before an incident occurs.
Local Authority		A territorial local authority, regional council, or unitary authority.
Local Welfare Committee	LWC	A collection of welfare services agencies that plan for the delivery of local welfare services to communities affected by a disaster.
Maximum Credible Event	MCE	Hypothetical planning process based on identifying the likely consequences of a known hazard scenario.

TERM	ABBREVIATION	DEFINITION
Ministry of Civil Defence and Emergency Management	MCDEM	The central government agency responsible for providing leadership, strategic guidance, national co-ordination, and the facilitation and promotion of various key activities across the 4Rs. It is the lead agency at a national level responsible for coordinating the management of the emergencies listed in the National CDEM Plan 2015.
National Welfare Co-ordination Group	NWCG	Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides co-ordination at the national level, and support to CDEM Groups at the regional level. Membership comprises of the agencies responsible for each of the welfare services sub-functions, as listed in the National Civil Defence Emergency Management Plan 2015.
Readiness		Developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies.
Recovery		The coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following an emergency.
Reduction		Identifying and analysing long-term risks to human life and property from natural or non-natural hazards, taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring. In the welfare services context, reduction involves activities that contribute to reduced individual and community vulnerability to the consequences of hazards and subsequently reduced consequences and loss in communities.
Response		Actions taken immediately before, during, or directly after an incident to save lives and property, and to help communities recover. In the welfare services context this means actions to support, coordinate and manage the delivery of welfare services series to affected communities.
Responsible Agency		Agency tasked with planning for and coordinating a welfare services sub-function.
Support Agency		Any agency that assists the responsible agency by providing services, resources, information, or otherwise contributing to the response.
Territorial Authority	TA	A city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances, and environmental health.
Welfare Co-ordination Group	WCG	A collective of welfare services series agencies that are active at the CDEM Group level. The WCG provides a mechanism for collaboration and co-ordination between agencies who work together to establish arrangements for the effective delivery of welfare services and develop welfare services work programmes. The WCG provides planning input and co-ordination at the CDEM Group level, and support to local level CDEM welfare services.
Welfare Sub-function		A component of the welfare services function under CIMS, the incident management system used in New Zealand. There are nine identified welfare services sub-functions.





# Emergency Management Otago

Te Rākau Whakamarumarū Ōtākou