

Part I

Sections 1-4

Welfare Services in an Emergency Director's Guideline [DGL 11/15]



**Resilient New Zealand
Aotearoa Manahau**

New Zealand Government

Welfare Services in an Emergency

Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency [DGL 11/15]

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Authority

This guideline has been issued by the Director of the Ministry of Civil Defence & Emergency Management pursuant to s9(3) of the Civil Defence Emergency Management (CDEM) Act 2002. It provides assistance to CDEM Groups and agencies with responsibilities for welfare services in an emergency to understand and work towards the welfare roles, structures, and responsibilities described in the National Civil Defence Emergency Management Plan 2015.

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Ministry of Civil Defence & Emergency Management
PO Box 5010
Wellington 6145
New Zealand
Tel: +64 4 817 8555
Fax: +64 4 817 8554
Email: emergency.management@dpmc.govt.nz
Website: www.civildefence.govt.nz

Foreword

Even with the best planning and preparation possible, there will inevitably be individuals, families, whānau, and communities who need support from welfare services when there is an emergency.

This guideline is aimed at improving the way agencies work together, enabling better coordination and ensuring that welfare services are available and delivered when and where they are needed. Having robust arrangements in place for the provision of welfare service delivery means communities will have timely access to the services they need.

The review of welfare arrangements following the 2010-2011 Canterbury earthquake sequence identified the need to:

- elevate and strengthen the arrangements for welfare services in an emergency,
- achieve greater integration of roles, responsibilities and processes encompassing the whole system and all stakeholders, and
- build capacity and capability.

The Welfare function is now one of the seven main functions of the Coordinated Incident Management System (CIMS), which means that provisions for welfare must be considered by all lead agencies in an emergency. Further, the National Civil Defence Emergency Management Plan 2015 (the National CDEM Plan 2015) clearly articulates roles and responsibilities related to welfare services at both the national and regional levels.

This guideline supports and expands on the new welfare arrangements in the National CDEM Plan 2015 and in CIMS, and is intended for use by all agencies with responsibilities for the coordinated provision of welfare services across the 4Rs. A number of templates, checklists, and example procedures are also included.

This guideline represents a collaborative effort between the Ministry of Civil Defence & Emergency Management, Civil Defence Emergency Management (CDEM) Groups (including local authorities), and the agencies that are responsible for, and in support of, the coordination of welfare services sub-functions.

It is recognised that CDEM Groups and other agencies are different sizes, and have different structures and resources. As such they may need to adjust their arrangements to these new or expanded responsibilities.

While the outcomes of welfare reviews and surveys drove the development of this guideline, it is also vital to acknowledge that an understanding of people and their communities, and a focus on their resilience and wellbeing, are fundamental to effective emergency management.



Sarah Stuart-Black

Director of Civil Defence Emergency Management



Contents

Section 1 Introduction	1
1.1 About this guideline.....	1
1.2 Key terms.....	3
1.3 About CDEM	9
Section 2 About welfare services in an emergency	14
2.1 Introduction	14
2.2 Welfare services in an emergency	14
2.3 Framework.....	15
2.4 Welfare services sub-functions	18
2.5 Welfare services agencies	20
2.6 National level responsibilities.....	23
2.6.1 National Welfare Manager.....	24
2.6.2 National Welfare Coordination Group (NWCG).....	25
2.7 CDEM Group level responsibilities	26
2.7.1 CDEM Group Welfare Manager	27
2.7.2 Welfare Coordination Group (WCG)	30
2.7.3 CEG.....	31
2.7.4 CDEM Group Controller	32
2.8 Local level responsibilities	32
2.8.1 Local Welfare Manager	32
2.8.2 Local welfare committees.....	34
2.8.3 Local Controller	35
2.9 Unitary authority structure/shared service arrangements	35
2.10 Community.....	35
2.10.1 Community-based organisations.....	35
2.10.2 Community leaders	36
2.10.3 Volunteers	36
2.10.4 More information	37
Section 3 Reduction and readiness	38
3.1 Reduction.....	38
3.1.2 Linking with policies and programmes of welfare agencies	40
3.2 Readiness.....	41
3.2.1 Clarifying governance arrangements	42
3.2.2 Relationship building and management	43
3.2.3 Welfare planning	44
3.2.4 Welfare capability development	49
3.2.5 Linking with community-based planning and community resilience	52
3.2.6 Local welfare service delivery capacity	53
3.2.7 Monitoring and evaluation	54
Section 4 Response and recovery	55
4.1 Introduction	55

4.2 The Welfare function in response and recovery facilities	55
4.2.1 Overview	55
4.2.2 Core welfare activities.....	56
4.2.3 ECCs and CDEM Group Recovery Offices	57
4.2.4 EOCs and Local Recovery Offices	57
4.2.5 The response process	58
4.3 Types of welfare service delivery	61
4.3.1 Principles for delivery of welfare services	61
4.3.2 Supporting people sheltering in place.....	62
4.3.3 Civil Defence Centres	63
4.3.4 Providing support for people evacuated from outside the CDEM Group area..	65
Appendices	66
Appendix A CDEM Group Welfare Manager Position Description	67
Appendix B Terms of Reference for a Welfare Coordination Group	72
Appendix C Example Welfare Coordination Group work plan.....	82
Appendix D Welfare Plan guide	84
Appendix E Welfare response checklist	89
Appendix F Welfare Appendix to the Action Plan – template	92
Appendix G Civil Defence Centre toolkit	95
Appendix H Accessibility	109
Appendix I Glossary	121

Section 1 Introduction

This section provides an introduction to this guideline, including a clarification of key terms.

1.1 About this guideline

The **purpose** of this guideline is to describe the function of welfare in a civil defence emergency management (CDEM) context, and to provide guidance that supports the coordination and delivery of welfare services in an emergency.

The **objectives** of this guideline are to:

- create a common understanding across all stakeholders of welfare in a CDEM context
- streamline welfare activities between and across agencies
- provide operational detail to support the arrangements in the *National Civil Defence Emergency Management Plan 2015 (the National CDEM Plan 2015)*, and
- provide a basis for welfare capability development.

The **intended audience** of this guideline is all agencies with responsibilities for welfare services in an emergency under the *National CDEM Plan 2015* and *the Guide to the National CDEM Plan 2015*, including:

- local authorities
- CDEM Groups
- central and local government agencies and organisations
- non-government organisations, and
- community-based organisations.

Related documentation

This guideline is subordinate to the *National CDEM Plan 2015*, and sits alongside the *Coordinated Incident Management System (CIMS) Manual, 2nd Edition*. It is intended to expand on the information provided in the welfare (services) sections of those documents.

Balancing variation with responsibility

The *National CDEM Plan 2015* raises the bar for welfare services both in expectation and commitment, for not only CDEM Groups but also for other welfare services agencies.

CDEM Groups and welfare services agencies are expected to work towards the structures and responsibilities described in this guideline according to their size, structure, resources, and specific timeframes. This guideline acknowledges that, while the responsibilities stated in the *National CDEM Plan 2015* are the benchmarks, the methods and timeframes involved in reaching them will vary, and will likely be an iterative process.

Structure

This guideline is divided into two parts.

PART I WELFARE IN THE CDEM CONTEXT introduces and describes welfare in the CDEM context. It outlines the CDEM Welfare framework, and describes welfare activities across the 4Rs of reduction, readiness, response, and recovery.

PART II WELFARE SERVICES introduces the nine welfare services sub-functions listed in the *National CDEM Plan 2015*. It provides information for all agencies on roles and responsibilities, and the coordination and delivery of welfare services in an emergency.



Part II is available to download by section at www.civildefence.govt.nz (search for 'welfare services in an emergency').

Sections in Part I

Part I includes the following sections:

- Section 2 [*About welfare services in an emergency*](#)
- Section 3 [*Reduction and readiness*](#)
- Section 4 [*Response and recovery*](#)

Part I also includes [*Appendices*](#), with additional information useful for welfare in general.

Sections in Part II

Part II includes the following sections:

- Section 5 *Welfare services sub-functions*
- Section 6 *Registration*
- Section 7 *Needs assessment*
- Section 8 *Inquiry*
- Section 9 *Care and protection services for children and young people*
- Section 10 *Psychosocial support*
- Section 11 *Household goods and services*
- Section 12 *Shelter and accommodation*
- Section 13 *Financial assistance*
- Section 14 *Animal welfare*



These sections are available at www.civildefence.govt.nz (search for 'welfare services in an emergency'). The whole guideline (Parts I and II) is also available to download as a single document.

Use of icons

The following icons are used in this guideline:



Indicates a template is provided in the appendices



Indicates more information is available in another document or website

1.2 Key terms

CDEM

In this guideline, **Civil Defence Emergency Management (CDEM)** has the same meaning as in the *CDEM Act 2002*:

4 Interpretation...

civil defence emergency management—

- (a) means the application of knowledge, measures, and practices that—
 - (i) are necessary or desirable for the safety of the public or property; and
 - (ii) are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and
 - (iii) includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices.



A full description of CDEM (including a full glossary of terms and abbreviations) is provided in the *Guide to the National CDEM Plan 2015*, available at www.civildefence.govt.nz (search for 'Guide to the National Civil Defence Emergency Management Plan').

Emergency

In this guideline, **emergency** has the same meaning as in the *CDEM Act 2002*:

4 Interpretation...

emergency means a situation that—

- (a) is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and
- (b) causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and
- (c) cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act.

Note: This definition is different from the one used in the Coordinated Incident Management System (CIMS). CIMS is not based on *the CDEM Act 2002*, and a modified definition is required for other agencies using CIMS, particularly emergency services.

Welfare and the 4Rs

The 4Rs are reduction, readiness, response, and recovery.

Welfare has no direct responsibilities in **reduction**. However, wider CDEM Group reduction programmes and activities:

- have the potential to lower the individual and community needs for welfare and thereby lowering the demands placed on welfare agencies during emergencies, and
- help empower individuals and communities to make better choices ahead of and during emergencies, that in turn can improve their coping abilities and resilience overall.

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

Response in the welfare context 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 in the welfare context 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.

Welfare Manager

The **Welfare Manager** is the person who supports and coordinates (national and CDEM Group levels) or manages (local level) the delivery of welfare services across the 4Rs.

- the National Welfare Manager is based at the Ministry of Civil Defence Emergency Management (MCDEM) during business as usual, and the National Crisis Management Centre (NCMC) during an emergency
- the CDEM Group Welfare Manager is based at the Group Emergency Management Office (GEMO) during business as usual, or Emergency Coordination Centre (ECC) during an emergency, and
- the Local Welfare Manager (where one is required) is based at the local Emergency Management Office (EMO) during business as usual, or Emergency Operations Centre (EOC) during an emergency.

Agencies

Agencies are government agencies (including public service departments, non-public service departments, Crown entities, and Offices of Parliament), non-governmental organisations, local government bodies, emergency services, and lifeline utilities.

Lead agency

The **lead agency** is the agency that manages the response to or recovery from a particular emergency. Some agencies are required by law to lead particular types of emergencies; other types of emergencies will have the lead agency determined by expertise.

Support agency A **support agency** is any agency that assists the lead agency by providing services, resources, information, or otherwise contributing to the response or recovery.

Welfare services agencies **Welfare services agencies** are agencies that have responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the *National CDEM Plan 2015*.

Terms used in local government

Territorial authority A **territorial authority (TA)** is a city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances, and environmental health.

Regional council A **regional council** is a region-based council, primarily responsible for natural resource management, including in the coastal marine area. It regulates land use for specific purposes (for example, soil conservation, water quality, and the management of natural hazards). It also regulates for and undertakes pest control and harbour navigation and safety, and provides (in some cases) public transport services.

Unitary authority A **unitary authority** is a territorial authority with regional council functions and powers.

Local authority A **local authority** is any of the above.

Business as usual CDEM facilities

GEMO The **GEMO (Group Emergency Management Office)** is the regional office where CDEM functions are carried out on behalf of the CDEM Group before an emergency occurs. It is managed by the GEMO Manager.

EMO The **EMO (Emergency Management Office)** is the office(s) where CDEM functions are carried out at a local level before an emergency occurs. The person who carries out the CDEM functions is the EM Officer.

In some CDEM Groups, EM Officers may be called Advisors or Coordinators.

The Coordinated Incident Management System (CIMS)

The **Coordinated Incident Management System (CIMS)** is 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 incidents regardless of hazard, size, and complexity.

Incident

An **incident** is an occurrence that needs a response from one or more agencies. It may or may not be an emergency.

CIMS functions

Welfare is one of the seven CIMS functions. Welfare is responsible for coordinating and delivering emergency welfare services and resources to affected individuals, families/whānau, and communities.

The other six CIMS functions are:

- **Control** is responsible for the overall direction and management of an emergency or an element of it.
- **Intelligence** is responsible for the collection and analysis of response information, especially relating to the status, hazards and context of the emergency.
- **Planning** is responsible for developing and updating Action Plans, and other plans such as long-term or contingency plans.
- **Operations** is responsible for the day-to-day coordination of the response, detailed task planning, and the implementation of the Action Plan. It is also responsible for volunteer coordination, lifeline utility coordination, and liaising with other agencies.
- **Logistics** is responsible for providing and tracking resources to support the response and the affected communities, and providing logistics advice to other CIMS functions.
- **Public Information Management (PIM)** is responsible for informing the public about the incident and the response (including actions they need to take), media liaison and monitoring, and community liaison. On the Controller's direction PIM also issue warnings and advisories.

Incident Management Team (IMT)

The **Incident Management Team (IMT)** consists of the key appointments within a response coordination centre - the Controller and Response Manager; the functional managers (Operations, Planning, Logistics, Intelligence, PIM, and Welfare); technical experts such as scientific advisors; and key support agency representatives such as the Fire Service, Police, or representatives of health and disability services. The exact composition at any time is determined by the Controller.



More information about CIMS is provided in the *Coordinated Incident Management System (CIMS) 2nd edition* manual, available at www.civildefence.govt.nz (search for 'CIMS').

CDEM response facilities

Coordination centre

A **coordination centre** is the location from which a Controller and Incident Management Team (IMT) manages a response. There are four types of coordination centre:

- Incident Control Points (ICPs) operate at an incident level
- Emergency Operations Centres (EOCs) operate at a local level
- Emergency Coordination Centres (ECCs) operate at a CDEM Group level, and
- National Coordination Centres (NCCs) operate at the national level.

NCMC

The **NCMC (National Crisis Management Centre)** is a secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level.

It is an example of a National Coordination Centre (NCC).

MCDEM is responsible for maintaining the NCMC in a state of readiness, and will act as the lead agency for CDEM-led responses.

ECC

An **ECC (Emergency Coordination Centre)** is a coordination centre that operates at the CDEM Group level to coordinate and support one or more activated EOCs.

EOC

An **EOC (Emergency Operations Centre)** is a coordination centre that operates at a local level to manage a response.

CDC

A **Civil Defence Centre (CDC)** is a facility that is established and managed by CDEM 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 public information, evacuation, welfare, or recovery, depending on the needs of the community.

CDCs are operated by CDEM-led teams (including CDEM-trained volunteers), or by other agencies as defined in CDEM Group Plans or local level arrangements.

Community-led centres

Community members and/or community-based organisations may establish and operate other centres that offer support to the community.

These centres do not fall under the direction of CDEM, although they may coordinate with and operate alongside CDEM-led facilities.

CDEM roles

Director of CDEM (the Director)	<p>The Director of CDEM (the Director) is the head of MCDEM, who reports to the Minister of Civil Defence. The Director has the role of National Controller during an emergency led by CDEM, unless they choose to delegate this role.</p> <p>The functions and powers of the Director are described in Sections 8 and 9 of the <i>CDEM Act 2002</i>.</p>
GEMO Manager	<p>The Group Emergency Management Office Manager (GEMO Manager) is the person who manages the GEMO.</p>
EM Officer	<p>The Emergency Management Officer (EM Officer) is the person who manages the EMO.</p> <p>In some CDEM Groups, EM Officers may be called Advisors or Coordinators.</p>
REMA s	<p>Regional Emergency Management Advisors (REMA s) are MCDEM personnel, based at MCDEM's regional offices in Auckland, Wellington, and Christchurch. They are responsible for providing advice and support to the CDEM Groups in their geographic area.</p>
Controller	<p>The Controller is the person in charge of an emergency, or an aspect of it. The level of their control is given by the name – National Controller (usually based at the NCMC), Group Controller (usually based at an ECC), and Local Controller (usually based at an EOC).</p> <p>The functions and powers of the National Controller are described in Sections 10 and 11 of the <i>CDEM Act 2002</i>.</p> <p>The appointment and functions of Group and Local Controllers are described in Sections 26 to 28 of the <i>CDEM Act 2002</i>.</p>
Recovery Manager	<p>The Recovery Manager is the person responsible for leading or coordinating recovery activities. When emergencies will have significant recovery activities, the Controller hands over to the Recovery Manager once most response tasks have been completed, and the Recovery Manager is ready to take over.</p>

The CDEM Emergency Management Information System (CDEM EMIS)

The **CDEM Emergency Management Information System (CDEM EMIS)** is used by CDEM Groups and local authorities to record information and maintain situational awareness during emergency response.

CDEM EMIS and the Welfare function

CDEM EMIS contains a system for recording welfare registrations, including a search and matching capability for these records. For information on the use of the *CDEM EMIS Welfare Registration System*, see Part II Section 6 *Registration of the Welfare Services in an Emergency Director's Guideline [DGL 11/15]* (available at www.civildefence.govt.nz).

Main features of CDEM EMIS

The main features of *CDEM EMIS* are that it:

- provides a common emergency information management tool for CDEM
- is web-based, so users can access the system anywhere the web is available
- provides the ability for MCDEM, CDEM Groups, and local authorities to manage and maintain base data, and assign user rights as required
- provides for the recording and tracking of data, and
- allows for the creation of standardised reports such as Action Plans, Situation Reports, resource status information, resource requests, maps, and emergency welfare information.

1.3 About CDEM



This is a brief overview intended for people who have not been involved in CDEM before.

More information is available in the *Guide to the National CDEM Plan*, available at www.civildefence.govt.nz (search for 'Guide to the National Civil Defence Emergency Management Plan').

MCDEM

Ministry of Civil Defence & Emergency Management (MCDEM) is the central government agency responsible for providing leadership, strategic guidance, national coordination, 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 Appendix 1 of the *National CDEM Plan 2015*.

MCDEM may act as a support agency by coordinating the CDEM response to any given emergency managed by another lead agency. MCDEM is responsible for maintaining the NCMC, and the National Warning System.

CDEM Group

In this guideline, **CDEM Group** refers to the collective of local authorities, emergency services, and other agencies that work together to implement CDEM in their area. CDEM Groups are required under the *CDEM Act 2002*; every local authority is required to be a member of a CDEM Group.

There are 16 CDEM Groups in New Zealand. Each is responsible for CDEM in its area, including:

- identifying and managing hazards and risks
- providing the organisational structure and resources necessary (including suitably trained personnel) for the effective delivery of CDEM
- undertaking CDEM readiness activities, including raising public awareness about CDEM and preparing a CDEM Group Plan
- coordinating or undertaking CDEM response and recovery activities, and
- providing support and assistance to other CDEM Groups, if required.



More information on CDEM Groups is available at www.civildefence.govt.nz.

Note: Outside the context of this guideline, CDEM Group may also refer to the committee of elected officials that are accountable for CDEM in their area.

Business as usual CDEM structure

The general structure of a CDEM Group is shown in Figure 1 below. Variations to this structure are discussed on the next page.

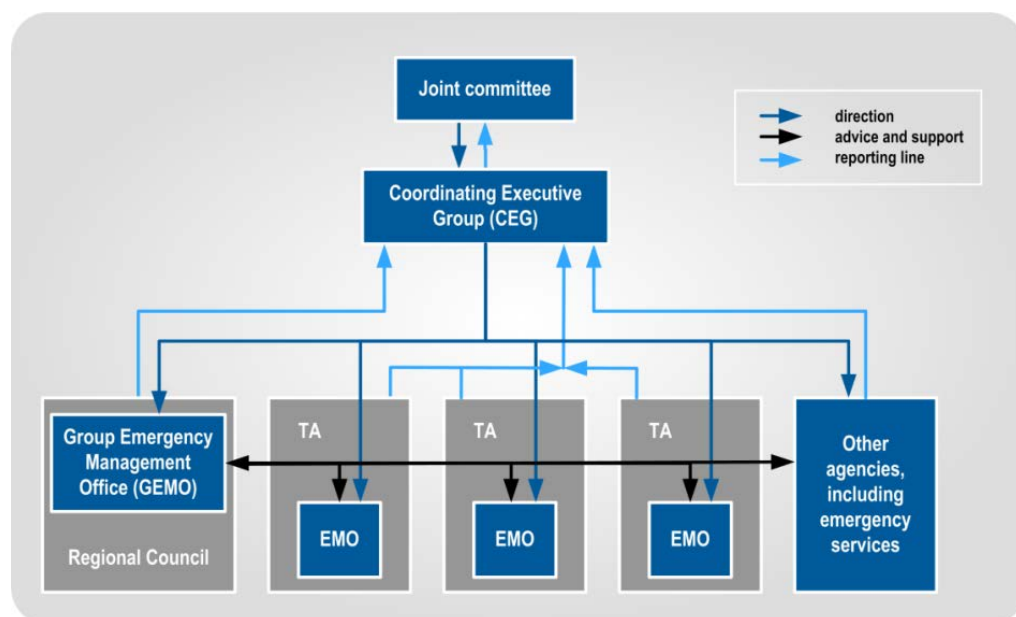


Figure 1 CDEM structure for business as usual

Joint committee

The **Joint Committee** is part of a CDEM Group's structure. It is made up of elected representatives of member authorities, such as mayors, chairpersons, or their delegates. In CDEM Groups with a unitary authority structure, the Joint Committee is a committee of council, or a council functioning as a CDEM Group.

Note: In some CDEM Groups, the Joint Committee may be referred to as the CDEM Group.

CEG

The **Coordinating Executive Group (CEG)** is part of a CDEM Group's structure. It is made up of chief executives (or their delegates) of the local authorities, representatives of emergency services, and others.

Variations in CDEM Group structure

CDEM structures vary significantly in the different Groups. The CDEM Group Plan will show their particular structure. The main variations in structures are:

- GEMO with no local EMO(s) (includes unitary authorities)
- all or some of the EMOs reporting through the GEMO, rather than through the territorial authorities
- pooling territorial resources to jointly provide all CDEM functions in the CDEM Group's region
- grouping EMOs under area offices over several local councils, and
- the CDEM Group contracting out provision of CDEM to a third party, who report directly to the CEG.

CDEM response structure

The structure of a national emergency response is shown in Figure 2 below:

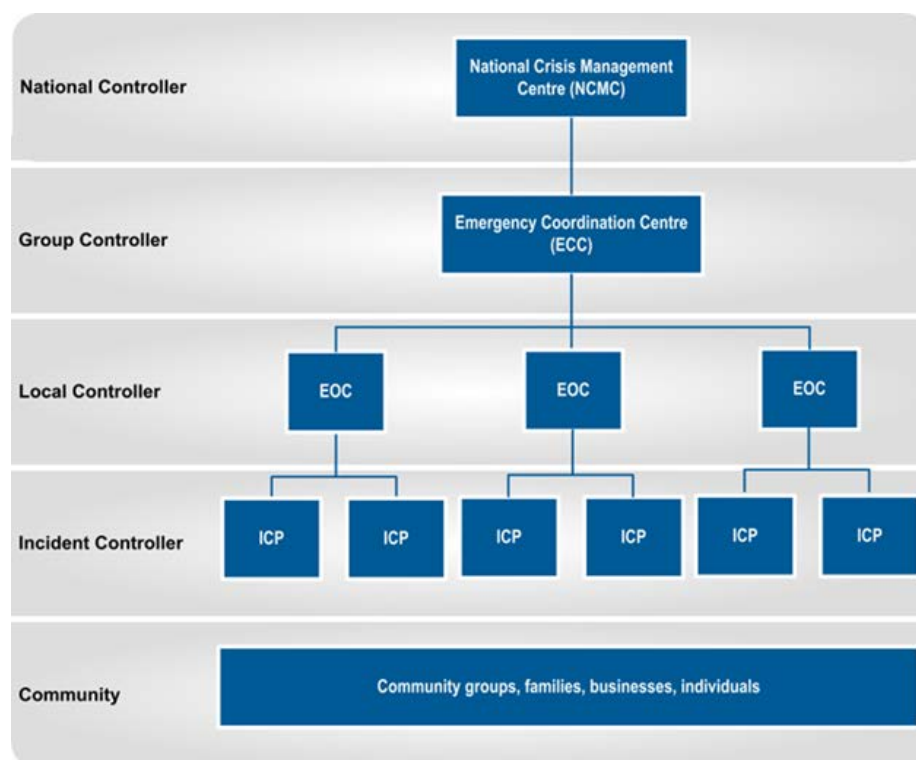


Figure 2 CDEM structure during response

A **Controller** is the person in charge of the response (or part of the response) at each coordination centre, and at each level of response coordination.

Key CDEM documents

CDEM Act 2002

The **Civil Defence Emergency Management Act 2002 (CDEM Act 2002)** provides the legislative framework for CDEM in New Zealand across the 4Rs. It describes the functions and responsibilities of the Director of CDEM, as well as those of government departments, local authorities, emergency services, and lifeline utilities.

The *CDEM Act 2002* sets the requirement for CDEM Groups, and defines their statutory functions, duties, and responsibilities. It also provides for local authority elected representatives, mayors, or the Minister of Civil Defence to declare a state of local emergency (the Minister may also declare a state of national emergency), and defines the powers that CDEM Groups and Controllers may exercise during a state of emergency.

The *CDEM Act 2002* requires there to be a *National CDEM Strategy* and a *National CDEM Plan*, and enables the Director of CDEM to issue Director's Guidelines.

National CDEM Strategy

The **National CDEM Strategy** describes the intentions of the Crown regarding CDEM provisions. It outlines the vision, values, principles, and goals for CDEM, and is reviewed every ten years.

National CDEM Plan 2015

The **National CDEM Plan 2015** is a regulation that sets out the roles and responsibilities of all agencies involved in reducing risks from hazards, and preparing for, responding to, and recovering from emergencies.

Welfare services are described in clauses 62-75 of the Plan.

Guide to the National CDEM Plan

The **Guide to the National CDEM Plan** explains the *National CDEM Plan 2015* in detail.

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.

Director's Guidelines

Director's Guidelines are documents developed by MCDEM to provide guidance to CDEM Groups and other agencies regarding CDEM. They are issued by the Director of CDEM under the *CDEM Act 2002*.

CIMS Manual

The *Coordinated Incident Management System (CIMS) Manual 2nd Edition* describes the arrangements used to coordinate incident management responses between agencies, regardless of the hazard, size and complexity.

It is not a CDEM document, but contains important detail on how CDEM responses are structured and coordinated.

Section 2 About welfare services in an emergency

This section provides a description of welfare, including:

- welfare services
- the welfare framework
- agencies responsible for welfare, and
- welfare responsibilities at national, CDEM Group, and local levels.

2.1 Introduction

The objective of welfare in the CDEM context is to carry out activities across the 4Rs to:

- provide for the needs of people affected by an emergency, and
- minimise the consequences of emergencies for individuals, families and whānau, and communities.

Principles

The guiding principles for welfare are defined in clause 64 of the *National CDEM Plan 2015*.

64 Principles

The principles applying to welfare services are to—

- (a) recognise the diverse and dynamic nature of communities; and
- (b) strengthen self-reliance as the foundation for individual and family and whānau and community resilience; and
- (c) ensure that emergency welfare services address the specific welfare needs of individuals and families and whānau and communities; and
- (d) ensure flexibility in the services provided and how they are best delivered; and
- (e) integrate and align with local arrangements and existing welfare networks.

2.2 Welfare services in an emergency

Communities can be affected by emergencies in different ways, and may need different types of welfare services, including (but not limited to):

- shelter or accommodation
- food, water, or clothing
- assistance with contacting family/whānau or significant others
- psychosocial support
- financial assistance
- medication, medical assistance, and assistance with other health needs, or
- veterinary assistance, food, and/or shelter for their pets.

Responsibility	<p>Welfare services agencies are responsible for delivering welfare services to individuals, families/whānau, and communities affected by an emergency.</p> <p>Welfare services agencies are identified in the <i>National CDEM Plan 2015</i>. They are described in more detail in section 2.5 Welfare services agencies on page 20.</p>
Timeframe	<p>Welfare services are planned and prepared for during readiness, and coordinated and delivered throughout response and recovery.</p> <p>In response, immediate welfare needs must be met as soon as possible. Ongoing needs may also be identified and met.</p> <p>An emergency may not result in immediate consequences; some people may experience these sometime later, perhaps even during recovery. Welfare services agencies must also be able to identify and meet these ongoing needs over time.</p>
Flexible delivery	<p>Welfare services may be accessed by or delivered to the public in a number of ways. A flexible approach is required and may be achieved by some or all of the following:</p> <ul style="list-style-type: none"> • via outreach (mobile services or teams door to door, or set up of a mobile facility) • 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. <p>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.</p>
Influencing factors	<p>The mode of delivery will depend on a variety of influencing factors, including:</p> <ul style="list-style-type: none"> • size and scope of the emergency • location (for example, rural or urban communities, easily accessible or isolated places), and • timeframe (from immediate needs, to needs that occur later on or are ongoing).

2.3 Framework

The framework for the delivery of welfare services in an emergency should be applied by all lead agencies during emergencies.

Where CDEM is the lead agency

At the national level, MCDEM is the lead agency responsible for coordinating the management of emergencies resulting from the hazards listed in Appendix 1 of the *National CDEM Plan 2015*. MCDEM uses the arrangements in the *National CDEM Plan 2015* and the functions and powers of the Director and the National Controller under the *CDEM Act 2002*.

At the regional level, the corresponding lead agency is a CDEM Group.

Figure 3 shows the government's crisis management arrangements where CDEM is the lead agency. It shows how welfare fits within this structure during or following an emergency. The welfare framework comprises strategic, national, regional, and local levels. The associated roles and entities at each level are shown.

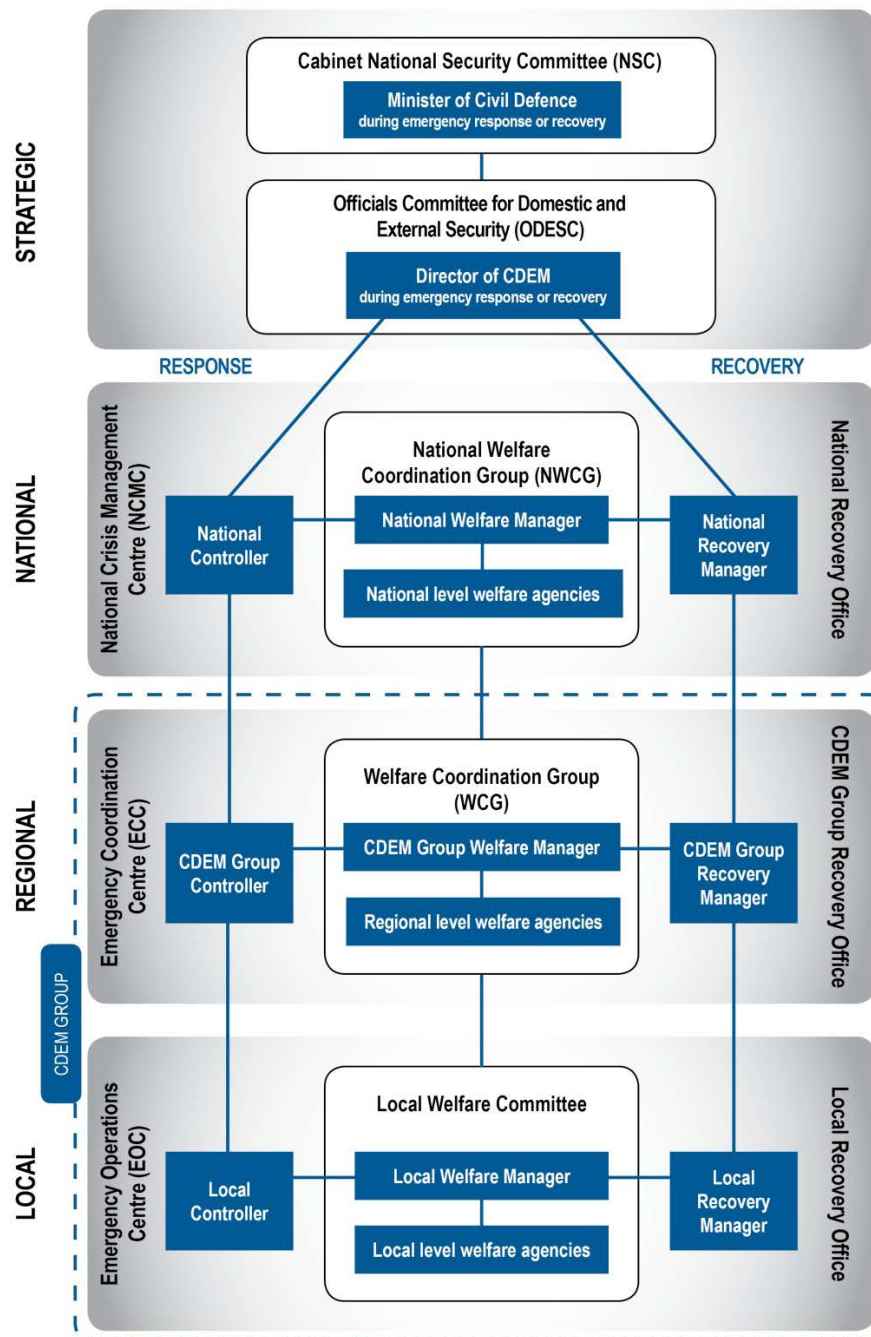


Figure 3 The welfare framework for emergencies where CDEM is the lead agency

The strategic level

The **Cabinet National Security Committee (NSC)** is the key decision-making body of executive government. It is used for all issues involving security intelligence and crisis management, and is chaired by the Prime Minister.

The Minister of Civil Defence attends the NSC during emergency response or recovery, when CDEM is the lead agency.

The **Officials Committee for Domestic and External Security Coordination (ODESC)** is the strategic mechanism for coordinating an all-of-government response to events or emergencies. ODESC is a group of senior officials, which is chaired by the Chief Executive of the Department of the Prime Minister and Cabinet.

The Director of CDEM is a member of ODESC during emergency response or recovery, when CDEM is the lead agency. The Director of CDEM is also a member of ODESC's Hazards and Risks Board during business as usual.

At national, CDEM Group, and local levels

Central and local government have a responsibility to support people affected by an emergency, and work in partnership with non-government, community-based, and volunteer organisations to achieve this. See the following sections for more detail:

- 2.6 [National level responsibilities](#) on page 23
- 2.7 [CDEM Group level responsibilities](#) on page 26
- 2.8 [Local level responsibilities](#) on page 32.

Welfare support to a lead agency other than CDEM

Welfare services may be required in an emergency response that is led by an agency other than CDEM.

Other lead agencies are listed in Appendix 1 of the *National CDEM Plan 2015*. Examples are listed in Table 1.

Table 1 Examples of other lead agencies according to emergency

Emergency	Lead agency
Terrorism	Police
Biosecurity	Ministry for Primary Industries
Infectious disease	Ministry of Health
Marine oil spill	Maritime New Zealand

CDEM's roles and responsibilities for welfare

CDEM's roles and responsibilities for welfare remain the same whether CDEM is the lead agency or a support agency.

Reporting lines will apply as described in local and *CDEM Group Plans* and the *National CDEM Plan 2015*.

Examples of CDEM support to other lead agencies

CDEM has provided support to other lead agencies by way of the coordination and provision of welfare services during emergencies listed in Table 2.

Table 2 Examples of CDEM welfare support to other lead agencies

Emergency	Lead agency
Threat to contaminate infant and other formula with 1080 toxin, 2014	Police
Pike River Mine disaster, 2010	Police
H1N1 pandemic, 2009	Ministry of Health

2.4 Welfare services sub-functions

Welfare is one of the seven functions of the Coordinated Incident Management System (CIMS). The *National CDEM Plan 2015* defines the nine welfare services sub-functions, which are also listed in CIMS.

These sub-functions are shown in Figure 4 below, and are described on the next page.

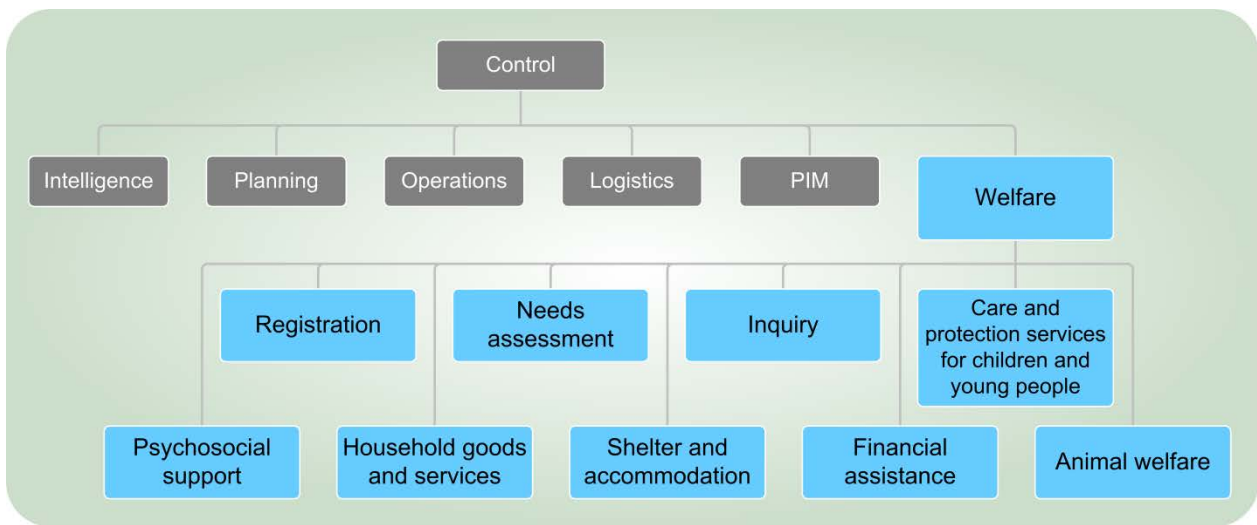


Figure 4 Welfare services sub-functions

Description of the welfare services sub-functions

The nine welfare services sub-functions are:

- **Registration** – the collation of affected people’s details and identification of immediate needs.
- **Needs assessment** – the detailed collation of affected people’s short term or ongoing needs.
- **Inquiry** – a cross-agency process of reconnecting people who are out of contact with family or significant others (beyond usual means of contact).
- **Care and protection services to children and young people** – providing statutory care and protection services to children and young people separated from their parent, legal guardian, or usual caregiver during an emergency.
- **Psychosocial support** – providing psychological and social interventions that support community recovery.
- **Household goods and services** – providing essential goods and services when access to these has been disrupted.
- **Shelter and accommodation** – providing:
 - emergency shelter (generally lasting for hours to only a few days),
 - emergency accommodation (generally lasting for a few days and not more than about two weeks), or
 - temporary accommodation (for people who cannot return to their homes for a prolonged period – several weeks to possibly years).
- **Financial assistance** – providing essential immediate or longer term financial assistance (including tax relief and ACC payments) from the government, and emergency grants from government and non-government agencies and organisations.
- **Animal welfare** – providing assistance to all animals affected by an emergency, including the temporary shelter and care of companion animals and their reunification with owners.



Each of the welfare services sub-functions is described in more detail in *Part II Welfare services*, which includes guidance for the coordination and delivery of each sub-function. Part II is available to download by section at www.civildefence.govt.nz.

2.5 Welfare services agencies

The *National CDEM Plan 2015* lists the seven government agencies with responsibility for the coordination of welfare services sub-functions.

The business as usual activities of these agencies aligns most closely with the welfare services required in an emergency.

Those agencies, and the welfare services sub-functions they are responsible for, are shown in Table 3.

Table 3 Agencies responsible for welfare services

Welfare service	Agency – national level	Agency – regional level
Registration	MCDEM	CDEM Group
Needs assessment	MCDEM	CDEM Group
Inquiry	Police	Police
Care and protection services for children and young people	Child, Youth and Family	Child, Youth and Family
Psychosocial support	Ministry of Health	District Health Board
Household goods and services	MCDEM	CDEM Group
Shelter and accommodation	MCDEM: shelter and emergency accommodation	CDEM Group: shelter and emergency accommodation
	Ministry of Business, Innovation and Employment: temporary accommodation	Ministry of Business, Innovation and Employment: temporary accommodation
Financial assistance	Ministry of Social Development	Ministry of Social Development
Animal welfare	Ministry for Primary Industries	Ministry for Primary Industries

Support agencies

The *National CDEM Plan 2015* identifies support agencies for each welfare services sub-function. These agencies work with and support the agencies responsible for each sub-function.



Part II Welfare services provides details of the support agencies for each of the welfare services sub-functions. Part II is available to download by section at www.civildefence.govt.nz.

Responsibilities in reduction and readiness

The *National CDEM Plan 2015* includes the following requirements for welfare services agencies in reduction and readiness.

All agencies

65 Role of welfare services agencies during reduction and readiness

- (1) Each agency involved with welfare services responsibilities is to—
 - (a) develop and review plans to ensure continuity of its essential services and contribution to wider welfare provision; and
 - (b) plan collaboratively with agencies responsible for co-ordinating relevant welfare services sub-functions to ensure that arrangements are aligned; and
 - (c) develop capacity and capability relevant to its role in an emergency; and
 - (d) establish regular communication and reporting lines within its local, regional, and national offices; and
 - (e) establish and maintain inter-agency communications.

Agencies responsible for coordinating a sub-function

- (2) Each agency responsible for co-ordinating welfare services sub-functions is to—
 - (a) provide leadership to support agencies to develop arrangements; and
 - (b) develop, maintain, and exercise arrangements for the co-ordination or delivery of relevant welfare services sub-functions; and
 - (c) plan co-operatively with all support agencies with a role in delivering the relevant welfare services sub-function to ensure that arrangements are aligned; and
 - (d) regularly test and exercise its response and recovery arrangements and participate in the National CDEM Exercise Programme; and
 - (e) participate as an active member on—
 - (i) the NWCG at the national level; and
 - (ii) all Welfare Coordination Groups at the CDEM Group level.

Responsibilities in response and recovery

The *National CDEM Plan 2015* includes the following requirements for welfare services agencies in response and recovery.

All agencies

66 Role of welfare services agencies during response and recovery

- (1) Each agency with welfare services responsibilities is to—
 - (a) provide timely services and information on those services to affected communities; and
 - (b) identify strategies and actions to support effective co-ordination of services, and monitor and report to the agency that is responsible for the relevant welfare services sub-functions on welfare issues and activities; and
 - (c) establish regular communication and reporting lines within its local, regional, and national offices; and
 - (d) support the welfare services function with additional personnel at national, CDEM Group, and local levels where a need is identified and it is practicable to do so.

Agencies responsible for coordinating a sub-function

- (2) Each agency responsible for co-ordinating welfare services sub-functions is to,—
 - (a) at the national level,—
 - (i) work with the relevant support agencies to ensure community needs are being met and that services and information (for operational and public information purposes) are integrated; and
 - (ii) collaborate with other agencies with responsibility for the co-ordination of other welfare services sub-functions; and
 - (iii) report on the relevant welfare services sub-function for which it is responsible to the National Welfare Manager in the NCMC during response or the National Recovery Office during recovery; and
 - (b) at the CDEM Group level,—
 - (i) work with 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; and
 - (ii) collaborate with other agencies that are responsible for other welfare services sub-functions to ensure that services and information are co-ordinated, integrated, and aligned to meet community needs; and
 - (iii) report on the co-ordination and performance of the welfare services sub-function for which it is responsible to the CDEM Group Welfare Manager in the ECC during response or the CDEM Group Recovery Office during recovery.

Privacy and information sharing



All agencies involved in welfare service delivery should coordinate the sharing of information. This is to avoid different agencies collecting the same information from people multiple times.

Privacy legislation must be adhered to at all times. *Part II Section 5 Welfare services sub-functions* (available at www.civildefence.govt.nz) provides more information on privacy, information sharing, and vetting (including relevant legislation).

2.6 National level responsibilities

MCDEM is the responsible agency at the national level for the coordination of welfare services, as stated in the *National CDEM Plan 2015*.

62 Introduction

- (4) The MCDEM is the agency responsible at the national level for the co-ordination across welfare services sub-functions, and it appoints a National Welfare Manager to fulfil this function.
- (5) The MCDEM is responsible for the appointment of suitable and experienced personnel to be alternative National Welfare Managers and for ensuring that training is provided to enable them to co-ordinate the welfare services function during response and recovery.

The key welfare role at this level is the National Welfare Manager, who chairs the National Welfare Coordination Group (NWCG).

Reduction and readiness

MCDEM is responsible for providing reduction and readiness advice and support regarding welfare to:

- CDEM Groups
- national welfare services agencies (see section 2.6.2 [National Welfare Coordination Group \(NWCG\)](#) on page 25), and
- other national stakeholders.

Response and recovery

National level support for the Welfare function is activated where an emergency that requires national coordination and support occurs, for example:

- when more than one CDEM Group area (region) is impacted by an emergency, or
- the complexity of the emergency warrants national welfare coordination and support.

National support and coordination of CDEM Group Welfare functions is carried out via the National Crisis Management Centre (NCMC) during response, and the National Recovery Office during recovery.

2.6.1 National Welfare Manager

The National Welfare Manager provides direction and support to CDEM Group level welfare planning, and leads the coordination of welfare services at the national level. The National Welfare Manager is appointed by MCDEM; alternate National Welfare Managers with suitable experience are also appointed.

The National Welfare Manager has the following responsibilities, as listed in the *National CDEM Plan 2015*.

Role during reduction and readiness

65 Role of welfare services agencies during reduction and readiness

- (3) The National Welfare Manager is to—
- (a) co-ordinate the welfare services function during reduction and readiness; and
 - (b) chair the NWCG, whose members are the agencies responsible for each of the welfare services sub-functions (the NWCG provides strategic oversight of planning and development of integrated welfare services); and
 - (c) in consultation with the NWCG, plan and co-ordinate at the national level the delivery of welfare services across welfare services sub-functions during response and recovery; and
 - (d) communicate and report on the progress of readiness activities for the welfare services function to NWCG members, CDEM Groups, and the Director.

During readiness, the National Welfare Manager is responsible to the Director of CDEM.

Role during response and recovery

66 Role of welfare services agencies during response and recovery

- (5) The National Welfare Manager is to—
- (a) be responsible to the National Controller during response or to the National Recovery Manager during recovery for co-ordination of the delivery of welfare services; and
 - (b) co-ordinate the agencies responsible for welfare services sub-functions during response and recovery to ensure that the delivery of services and information is integrated and aligned to meet community needs; and
 - (c) co-ordinate with CDEM Group Welfare Managers at ECCs during response or the CDEM Group recovery office during recovery; and
 - (d) co-ordinate and integrate national welfare activities with other functions and activities in support of the National Controller during response and the National Recovery Manager during recovery; and
 - (e) communicate and report on the provision of welfare services and provide advice to the National Controller.

The National Welfare Manager is responsible to:

- the National Controller during response, and
- the National Recovery Manager during recovery.

2.6.2 National Welfare Coordination Group (NWCG)

The National Welfare Coordination Group (NWCG) provides strategic oversight of planning and development of integrated welfare services.

The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level.

Responsibility and reporting line

The NWCG is responsible for planning and coordinating the provision of welfare services under the direction of the National Controller or National Recovery Manager.

Chair

The NWCG is chaired by the National Welfare Manager.

Core membership

NWCG membership comprises the agencies responsible for each of the welfare services sub-functions.

This includes:

- MCDEM
- Police
- Ministry of Social Development
 - Child, Youth and Family
 - Work and Income
- Ministry of Health
- Ministry of Business, Innovation and Employment, and
- Ministry for Primary Industries.

Wider membership

Wider NWCG membership may include any of the agencies who support the welfare services sub-functions.

Member requirements

All representatives of member agencies (core or wider) must be able to actively represent and make decisions on behalf of their agency, provide information and expertise, and participate fully in NWCG meetings and activities. Where possible, representatives should be from the senior management level of the agency.

During readiness

The NWCG convenes regularly to plan for and ensure a coordinated national welfare response. It brings associated support agencies together to plan for and coordinate each welfare service sub-function.

The NWCG participates in national level training and exercising, and integrates national welfare planning and activities with all-of-government readiness activities.

NWCG members are responsible for:

- ensuring appropriate representation of their agencies on Welfare Coordination Groups (see section 2.7.2 [Welfare Coordination Group \(WCG\)](#) on page 30)
- establishing and maintaining regular communications with their regional representatives during planning, and during response and recovery, and
- ensuring WCG representatives are resourced and supported to fulfil their WCG roles.

During response and recovery

The NWCG convenes as required during response and recovery, to:

- gain a comprehensive overview of the impact of the emergency, and
- make resources available (through the National Controller) to CDEM Groups and local authorities as requested.

It may also develop welfare strategies, and identify the support its collective members can provide to the National Welfare Manager and National Controller. Depending on the scale of the emergency, the NWCG may be tasked to develop the welfare component of a National Action Plan.

The NWCG liaises closely with the NCMC during response, via the National Welfare Manager.

The NWCG will contribute to a national recovery effort by continuing to coordinate national welfare activities as required.

2.7 CDEM Group level responsibilities

CDEM Groups are responsible at the CDEM Group level for the coordination and delivery of welfare services, as stated in the *National CDEM Plan 2015*.

62 Introduction

- (6) Each CDEM Group is responsible for—
- (a) the co-ordination of and arrangements for local delivery of welfare services; and
 - (b) the appointment of a suitably senior and experienced CDEM Group Welfare Manager to fulfil that function; and
 - (c) the appointment of suitable and experienced personnel to be alternative CDEM Group Welfare Managers and to ensure that training is provided to enable them to co-ordinate the welfare services function during response and recovery.

The key welfare role at this level is the CDEM Group Welfare Manager, who chairs the WCG.

Reduction and readiness

Each CDEM Group is responsible for ensuring that welfare services are planned for, coordinated, and delivered effectively to people affected by emergencies in its area.

To achieve this, the Coordinating Executive Group (CEG) appoints a CDEM Group Welfare Manager (and alternates), who leads welfare readiness activities, including planning and relationship building with welfare services agencies.

Through the CDEM Group Welfare Manager, the CDEM Group ensures that welfare-related reduction and readiness advice and support is provided to all CDEM Group members and welfare stakeholders.

Stakeholders include:

- CEG members
- local authority senior managers
- Local Welfare Managers
- local authority Emergency Management Officers
- Controllers and other coordination centre function managers
- the WCG, and
- other regional stakeholders.

Response and recovery

In response and recovery, the CDEM Group supports and coordinates local welfare service delivery when:

- the emergency affects more than one local authority or emergency operating area, or
- the scale or severity of the emergency exceeds the resources or capability of local level CDEM.

CDEM Group level support and coordination is led by the CDEM Group Welfare Manager, and carried out from:

- the Emergency Coordination Centre (ECC) during response, or
- the CDEM Group Recovery Office during recovery.

2.7.1 CDEM Group Welfare Manager

The CDEM Group Welfare Manager prepares for, coordinates, and supports the delivery of welfare services in an emergency to communities within the CDEM Group's area. The CDEM Group Welfare Manager has the following responsibilities, as listed in the *National CDEM Plan 2015*.

65 Role of welfare services agencies during reduction and readiness

- (4) The CDEM Group welfare manager is to—
- (a) co-ordinate the CDEM Group welfare services function during reduction and readiness; and
 - (b) chair the CDEM Group's Welfare Co-ordination Group, whose members are the agencies responsible for each of the welfare services sub-functions in the CDEM Group area; and
 - (c) oversee the establishment and maintenance of arrangements and plans for—
 - (i) delivery of welfare services at the local level during response and recovery; and
 - (ii) co-ordination across welfare services sub-functions during response and recovery; and
 - (d) communicate and report on the progress of the readiness activities for the welfare services function to the Co-ordinating Executive Group, Welfare Co-ordination Group members, and the National Welfare Manager.

During readiness, the CDEM Group Welfare Manager is responsible to a manager within the Group Emergency Management Office (for example, the GEMO Manager), or in the local authority. Note that business as usual structures and roles will be different in each CDEM Group.

The CDEM Group Welfare Manager provides regular updates to the CEG and the National Welfare Manager on the status of welfare services arrangements, and capability and capacity for their CDEM Group.

66 Role of welfare services agencies during response and recovery

- (7) The CDEM Group Welfare Manager is to—
- (a) be responsible to the Group Controller in response or the CDEM Group Recovery Manager during recovery for co-ordination of the delivery of services; and
 - (b) co-ordinate the agencies responsible for welfare services sub-functions during response and recovery to ensure that the delivery of services and information are integrated and aligned to meet community needs; and
 - (c) co-ordinate with local welfare managers (where these arrangements exist) at local EOCs during response or the local recovery office during recovery; and
 - (d) co-ordinate and integrate their CDEM Group welfare activities with other ECC functions and activities in support of the Group Controller; and
 - (e) communicate and report on the provision of welfare services and provide advice to the Group Controller; and
 - (f) co-ordinate with the National Welfare Manager and other CDEM Group Welfare Managers to ensure consistent and co-ordinated delivery of welfare services and information to affected communities; and
 - (g) be capable of assisting in welfare services co-ordination at any ECC or, if requested, the NCMC.

During response, the CDEM Group Welfare Manager is responsible to the Group Controller.

During recovery, the CDEM Group Welfare Manager will work closely with the CDEM Group Recovery Manager, and report regularly to the CEG and the National Welfare Manager.

More information



Appendix A [CDEM Group Welfare Manager Position Description](#) on page 67 is a template that CDEM Groups can use to prepare a position description for the role of CDEM Group Welfare Manager.

CDEM Groups may consider their size, capacity, and capability when customising this template.

2.7.2 Welfare Coordination Group (WCG)

Welfare Coordination Groups (WCGs) are collectives of welfare services agencies that are active at the CDEM Group level and/or the local level.

The WCG provides a mechanism for collaboration and coordination between agencies, who work together to:

- plan for and establish arrangements for the effective delivery of welfare services, and
- develop welfare work programmes.

The WCG provides planning input and coordination at the CDEM Group level, and support to local level CDEM welfare.

Responsibility and reporting line

The WCG operates under the direction of the CEG in readiness, and the CDEM Group Controller during response.

In recovery, the WCG will coordinate its activities with those of the CDEM Group Recovery Manager, and the work of any related recovery groups or teams.

Chair

The WCG is chaired by the CDEM Group Welfare Manager, or alternate.

Core membership

Core WCG membership comprises the agencies responsible for each of the welfare services sub-functions in the CDEM Group area. This includes (but is not limited to):

- CDEM Group
- Police
- Ministry of Social Development
 - Child, Youth and Family
 - Work and Income
- Ministry of Health/District Health Boards (DHBs)
- Ministry of Business, Innovation and Employment, and
- Ministry for Primary Industries.

Wider membership

Wider WCG membership may include any of the agencies who support the welfare services sub-functions. It may also include representatives of community-based or volunteer organisations who are active at the regional or local level.

Member requirements

All representatives of member agencies (core or wider) must be able to actively represent and make decisions on behalf of their agency, provide information and expertise, and participate fully in WCG meetings and activities. Where possible, representatives should be from the senior management level of the agency.

Readiness role

During readiness, the WCG engages in collaborative planning and relationship building. The WCG may support the development of welfare arrangements at the local level, and develop and oversee the implementation of welfare-related work programmes.

Meetings will be held periodically; CDEM Groups and CDEM Group Welfare Managers will determine the meeting frequency.

The CDEM Group Welfare Manager chairs each meeting (and ensures the appropriate administrative support).

Response and recovery role

During response, the WCG convenes as frequently as necessary and practicable (determined by the CDEM Group Welfare Manager, in consultation with the Group Controller). Its role is to ensure that each member agency operates as part of a coordinated collective, rather than as an individual agency.

Agencies responsible for a welfare services sub-function:

- report on their progress in coordinating the delivery of that sub-function
- receive information on other agencies' activities, and
- receive information (via the CDEM Group Welfare Manager) on the wider response and the objectives of the Group Controller, so they can set targets and direct their ongoing activities accordingly.

During recovery, the WCG continues to convene as frequently as necessary, coordinating and aligning their activities with other welfare services agencies, wider recovery activities, and the objectives of the CDEM Group Recovery Manager.

More information



Appendix B [Terms of Reference for a Welfare Coordination Group](#) on page 72 includes a template that CDEM Groups can use to prepare Terms of Reference for a WCG.

2.7.3 CEG

The CEG is ultimately accountable for ensuring that arrangements are in place to meet the welfare requirements of people affected by an emergency within their CDEM Group area. The CEG needs to have oversight of all welfare activities across the 4Rs, especially readiness deliverables such as the CDEM Group Welfare Plan and other supporting plans.

The CDEM Group Welfare Manager must communicate and report on the progress of welfare readiness activities to the CEG.

2.7.4 CDEM Group Controller

A CDEM Group Controller should be aware of CDEM Group level plans and arrangements for welfare. Controllers should seek assurance that sufficient welfare arrangements are in place.

The Group Emergency Management Office (GEMO) Manager, along with Welfare Managers at both CDEM Group and local levels, can keep CDEM Group Controllers updated on Welfare function activities and deliverables.

2.8 Local level responsibilities

Local level CDEM (where this arrangement exists in the CDEM Group structure) manages the coordinated delivery of welfare services to the community.

The key welfare role at the local level is the Local Welfare Manager, who chairs the local welfare committee.

Flexibility at the local level

The roles and responsibilities described in this section are a guide only. It is acknowledged that some CDEM Groups will need to adapt this guidance to suit their size, structure, and resources.

Note: In a unitary authority structure or shared services arrangement, the responsibilities at the CDEM Group and local levels may be combined.

2.8.1 Local Welfare Manager

Depending on a CDEM Group's structure and resources, a Local Welfare Manager may be appointed. Their role is to plan for and manage the delivery of welfare services to affected people in their local area during an emergency.

Where possible, alternate Local Welfare Managers with suitable experience should also be appointed.

Role during readiness

During readiness, the Local Welfare Manager:

- ensures that arrangements for welfare service delivery are in place with local level welfare agencies
- builds relationships with local level welfare agencies and stakeholders, working closely with community leaders and community-led organisations
- provides information to the CDEM Group Welfare Manager on welfare planning and activities in their local area, and
- chairs the local welfare committee.

During readiness, the Local Welfare Manager reports regularly to the CDEM Group Welfare Manager on the status of welfare services arrangements, and capability/capacity at the local level.

Role during response and recovery

During response and recovery, the Local Welfare Manager:

- activates local welfare arrangements
- manages the Welfare function in the Emergency Operations Centre (EOC)
- liaises with and integrates activities with other functions in the EOC
- provides advice to the Local Controller on welfare matters
- manages the continued delivery of welfare services to affected communities during recovery
- provides advice to the Local Recovery Manager on welfare matters, and
- coordinates with the CDEM Group Welfare Manager.

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

During recovery, the Local Welfare Manager will work closely with the Local Recovery Manager, and report regularly to the CDEM Group Welfare Manager.

More information



Appendix A [CDEM Group Welfare Manager Position Description](#) on page 67 can also be used to prepare a position description for the role of Local Welfare Manager.

CDEM Groups may consider their size, capacity, and capability when customising this template.

2.8.2 Local welfare committees

Depending on a CDEM Group's structure, a local welfare committee may be established.

A local welfare committee is a collective of agencies working together at the local level to prepare for and manage the coordinated delivery of welfare services to affected people in their local area during an emergency.

Local welfare committees present an opportunity for local level welfare agencies to strengthen networks, and draw on existing networks within communities.

Chair

The local welfare committee is chaired by the Local Welfare Manager.

A Local Welfare Manager may also appoint a chair, where this suits local arrangements.

Membership and representation

Any agency represented on the local welfare committee needs to have:

- a good knowledge of the community, and
- a role in meeting the needs of the community in an emergency.

Community-based, volunteer, and other local organisations may be represented on a local welfare committee.

As resourcing allows, the local welfare committee may include representation from:

- local authority CDEM
- Police
- Ministry of Social Development
 - Child Youth and Family
 - Work and Income
- Ministry of Health/DHB/primary health organisation
- Ministry of Business, Innovation and Employment, and
- Ministry for Primary Industries.

Member requirements

All representatives of member agencies must be able to actively represent and make decisions on behalf of their agency, provide information and expertise, and participate fully in local welfare committee meetings and activities. Where possible, representatives should be from the senior management level of the agency.

More information

Appendix B [Terms of Reference for a Welfare Coordination Group](#) on page 72 can also be used to prepare Terms of Reference for a local welfare committee.



2.8.3 Local Controller

Local Controllers should be aware of local arrangements for welfare in their districts. Controllers should seek assurance that sufficient welfare arrangements are in place.

Emergency Management (EM) Officers, along with Welfare Managers at both CDEM Group and local levels, must keep Local Controllers updated on Welfare function activities and deliverables.

2.9 Unitary authority structure/shared service arrangements

In CDEM Groups with a shared services or unitary authority structure, responsibilities at CDEM Group and local levels may be combined.

For example, in CDEM Groups with no local tier:

- the CDEM Group Welfare Manager is responsible for developing arrangements at the local level, as well as at CDEM Group level, and
- Welfare Coordination Groups include regional and/or local representatives from agencies responsible for welfare services sub-functions (and will include community-based organisations).



See also the *CDEM Group Planning Director's Guideline [DGL 09/15]* for more information on shared services arrangements, available at www.civildefence.govt.nz (search for 'CDEM Group Planning DGL').

2.10 Community

New Zealand's communities are diverse and have unique characteristics. Partnering with communities enables an understanding of both requirements and strengths. This informs effective coordination and targeted provision of welfare services.

2.10.1 Community-based organisations

Community-based organisations play an important role in welfare. Community networks and connections can assist and enable the delivery of coordinated welfare services in an emergency.

CDEM Groups and local authorities work closely with community-based organisations, especially at the local level. Community preparedness is underpinned by an understanding of communities, and their involvement in CDEM planning.

This guideline includes more information about working with community-based organisations in:

- Section 3 [Reduction and readiness](#) on page 38, and
- Section 4 [Response and recovery](#) on page 55.

2.10.2 Community leaders

Engaging and including community leaders in welfare readiness activities assists in developing arrangements that are vital for an effective response.

Community leaders hold valuable knowledge about effective community engagement and communication.

CDEM Groups, local authorities, and welfare services agencies should seek opportunities to involve community leaders in welfare activities, to build and maintain relationships with community leaders and to work in partnership with them.

2.10.3 Volunteers

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.

CDEM-trained volunteers working in the CDEM welfare 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 should 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.



Part II Section 5 Welfare services sub-functions (available at www.civildefence.govt.nz) provides 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.

2.10.4 More information



A number of Director's Guidelines provide guidance on working with communities, and with volunteers, all of which are available at www.civildefence.govt.nz (search for the document name).

For information about engaging communities, refer to the 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]*.

Section 3 Reduction and readiness

This section provides a description of reduction and readiness activities in the CDEM welfare context.

3.1 Reduction

Definition

Reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

Reduction in the welfare context

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

CDEM contributes to reduction in the welfare context in two primary ways:

1. Understanding communities and their risks and vulnerabilities: a part of *identifying and analysing long-term risks to human life*.
2. Linking with welfare agencies policies and programmes: a part of *reducing the magnitude of the impacts of risks*.

This section provides guidance on CDEM's contribution to understanding communities, and linking with welfare agencies during reduction.

Responsibility

The CDEM Group Welfare Manager is responsible for working with the CDEM Group to ensure that welfare activities during reduction are in place. They are supported by the WCG.

Contributing to welfare-related activities should be a key component of broader CDEM reduction programmes.

3.1.1 Understanding communities and their risks and vulnerabilities

Understanding communities is critical to welfare planning. By identifying and analysing community vulnerability and risk, measures can be taken to reduce vulnerability, and better support communities during an emergency.

Reduced vulnerability can translate into reduced consequences on people, and therefore less demand for welfare services.

Understanding communities

Every community is unique. Building an understanding of a community involves considering:

- the community's social profile
- the welfare capability and capacity of local people and community groups, and
- community dynamics.

Social profile

The social profile of a community may include the age, mobility, health, and socio-economic background of its different members. Changes that take place over time (such as cultural and linguistic diversification) must also be considered.

Welfare capability and capacity

Understanding the welfare capability and capacity of a community will take into account both people and resources. It is important to recognise that every community has a wealth of skills, experience, and resources that they can use to support themselves during an emergency.

Community dynamics

Community dynamics, or 'how communities work', includes local leadership, existing networks, and active community groups. Understanding community dynamics involves identifying any underlying issues, community strengths, and vulnerabilities that may impact the community's capability to respond in an emergency.

Communities of place and interest

There are two distinct types of community:

- communities of place, and
- communities of interest.

Communities of place

A community of place is defined by location, or place of residence.

A person's place of residence is where they spend most of their time. It is also where many people have strong emotional and financial attachments.

As location determines the types of hazards people and their property are exposed to, communities of place play an important part in developing people's resilience.

Communities of interest

A community of interest forms around religious and ethnic groups, sports clubs, hobbies, and online networks. The workplace can also form a community of interest.

Each community of interest has characteristics that makes it distinct from the wider community. There may also be vulnerabilities or resilience issues associated with a community of interest. These characteristics will influence the way a community can be engaged.



See *Community Engagement in the CDEM context: CDEM Best Practice Guide [BPG 4/10]* for more information on community engagement, available at www.civildefence.govt.nz (search for 'community engagement best practice guide').

Understanding hazards, risks, and vulnerabilities

Effective welfare service delivery will address community-specific vulnerabilities, hazards, and risks. This involves:

- assessing the local hazardscape
- determining the risk level for the community
- based on the risk, identifying the vulnerabilities of the community, and
- developing scenarios and management strategies for risks to people.

CDEM Group level

The high-level identification of risks, vulnerabilities, and reduction strategies should be undertaken at the CDEM Group level. This is a crucial part of CDEM Group planning, and will require the involvement and support of the WCG.

Local level

Detailed risk identification and planning should occur at the local authority level, with the involvement of local welfare committees (where these exist) and all participating agencies.

3.1.2 Linking with policies and programmes of welfare agencies

Welfare services agencies, collectively and individually, provide policies and programmes that improve social outcomes for individuals and communities.

These outcomes may directly or indirectly help to reduce the vulnerability of individuals or communities, and therefore their risk from hazards.

Building links

Building links between wider CDEM Group/local authority reduction programmes and activities, and the work of welfare services agencies involves:

- utilising existing local authority and partner agencies' information about the social aspects of communities, to help improve understanding of those communities
- aligning complementary activities, such as local authority community development programmes, community-based organisations' programmes and activities, and CDEM Group/local authority public education and awareness activities
- including reduction in the welfare context as a part of the CDEM Group/local authority reduction work programme, and
- ensuring that links to the business continuity plans of welfare agencies are made.

Business risks

All welfare services agencies (at the local, regional, and national levels) should work to identify and reduce potential business risks to the successful delivery of welfare services.

3.2 Readiness

Definition

Readiness involves developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities, and other agencies, and developing self-help and response programmes for the general public.

Readiness activities in the welfare context

Readiness activities are fundamental to improving the effectiveness of welfare services delivery in response and recovery. Readiness activities in the welfare context include:

- clarifying governance arrangements
- relationship management
- planning
- welfare capability development (including training and exercising)
- linking with community-based planning
- confirming local welfare delivery capability and capacity, and
- monitoring and evaluation.

- At national, CDEM Group, and local levels**

All levels (national, CDEM Group, and local) require well developed relationships and a clear understanding of welfare roles and responsibilities.

Welfare services agencies should plan, resource, train, and exercise the welfare response for emergencies resulting from hazards of varying types and scales.
- At the community level**

At the community level, communities should be encouraged to:

 - understand their hazards and risks, and
 - develop community plans that enable self-sufficiency.

3.2.1 Clarifying governance arrangements

All welfare agencies and stakeholders must understand their roles, and overall welfare governance arrangements as they apply in CDEM Group or local contexts.

- Functional and effective WCGs and local welfare committees**

Clarifying governance arrangements will involve ensuring that WCGs and (if applicable) local welfare committees are functional and effective, meaning:

 - they have appropriate representation and resourcing
 - members regularly attend meetings and play an active role
 - members understand their communities
 - the committee is clear on its roles and responsibilities, strategic direction, and work programmes
 - work programmes are aligned to the CDEM Group Plan
 - there is clear accountability for outcomes and deliverables, and
 - time is made available to participate in training and exercising.

- Robust links**

Robust links must exist between welfare roles and committees and other key CDEM entities; for example, between:

 - the WCG and:
 - the CEG
 - local welfare committees
 - the National Welfare Coordination Group/National Welfare Manager
 - CDEM Group Welfare Managers and Local Welfare Managers
 - welfare committees and local authority leadership, and
 - welfare roles and committees and emergency management offices (CDEM Group or local level).

Other requirements

Clarifying governance arrangements will also involve ensuring that:

- alternates for welfare manager roles (CDEM Group or local) are identified, and
- effective reporting, monitoring, and evaluation processes are in place.

More information



See the *CDEM Group Planning Director's Guideline [DGL 09/15]* for more information on CDEM Group governance arrangements, available at www.civildefence.govt.nz (search for 'CDEM Group Planning DGL').

3.2.2 Relationship building and management

Relationship building and management underpins all aspects of welfare readiness. Developing effective working relationships prior to emergencies can significantly enhance the effectiveness of welfare response and recovery.

Relationship building and management is an *ongoing requirement* of welfare management, and is most effective when it occurs at all levels. Effective relationship management:

- builds an understanding of roles and responsibilities, and welfare capability and capacity
- increases the confidence of stakeholders over time, and
- builds trust and credibility.

Strong governance arrangements are important to set clear leadership and direction at each level of welfare management (see section 3.2.1 on the previous page).

Responsibility

CDEM Group Welfare Managers and Local Welfare Managers have the primary responsibility for ensuring that effective relationship management is encouraged in all aspects of welfare.

Relationship management activities

Relationship management, regardless of the level at which it occurs, requires active engagement from Welfare Managers and stakeholders.

At the local level, relationship management activities may be via day-to-day interactions during business as usual.

At all levels, relationship management will involve attending meetings, training, and exercises. The welfare planning process can also assist relationship building.

Table 4 on the next page describes the relationships and activities that are of particular importance to welfare.

Table 4 Description of key welfare relationships and activities

Relationship between	Description
Coordination groups/committees	<p>NWCG members are familiar with their associated regional representatives, liaise with them, and have a broad understanding of CDEM Group delivery capability and work programmes.</p> <p>WCG members regularly liaise with:</p> <ul style="list-style-type: none"> • NWCG representatives and keep them informed about their respective work programmes • local welfare committees by seeking to understand local welfare issues and keep the local welfare committee informed about CDEM Group work programmes. <p>Local welfare committee members liaise with the WCG as required, and keep WCG members informed about local work programmes.</p>
The WCG and the CEG	<p>WCG members and the CDEM Group Welfare Manager provide regular reports to the CEG about the importance of welfare and CDEM Group requirements.</p> <p>The CEG recognise, support, and resource welfare services.</p>
Welfare Managers and their committees	<p>CDEM Group Welfare Managers ensure that regular ongoing communication and liaison occurs within the WCG, normally via attendance at regular meetings.</p> <p>Local Welfare Managers ensure similar liaison with local welfare committees, either by day-to-day interaction and/or attendance at regular meetings.</p>
Local Welfare Managers and their communities	<p>Local Welfare Managers maintain close working relationships with community leaders, community-based organisations, and local volunteers.</p> <p>The use of existing community groups, networks, and community leaders is an effective way of building relationships and resources.</p>
Local Welfare Managers and territorial authorities	<p>Regular liaison and awareness-raising with territorial authority leadership will help to ensure local buy-in and ownership of welfare.</p>
Welfare Managers, Controllers, and coordination centre personnel	<p>Regular liaison via meeting attendance, training and/or exercises will help to promote an understanding of the importance of welfare as a part of emergency management.</p>
Neighbouring CDEM Groups	<p>CDEM Group Welfare Managers should maintain relationships with neighbouring CDEM Groups in order to prepare for potential cross-boundary welfare support requirements.</p>

3.2.3 Welfare planning

Planning for the coordination and delivery of welfare services is a fundamental part of readiness. Effective welfare planning extends across the 4Rs and is based on a sound understanding of community strengths, vulnerabilities, and associated risks.

Welfare planning occurs at all levels, including national, regional (or CDEM Group), local (normally local authority), and individual agency levels.

Responsibility	CDEM Group Welfare Managers and Local Welfare Managers are responsible for developing and maintaining plans for the coordination and/or delivery of welfare services.
At CDEM Group and local levels	<p>Welfare planning at the CDEM Group and local levels takes direction from the CDEM Group Plan.</p> <p>Welfare planning at CDEM Group and local levels should follow the goals and objectives of the CDEM Group Plan, address any welfare issues identified, and deliver on CDEM Group work programmes.</p> <p>Note: It is important that welfare input is provided each time the CDEM Group Plan is revised.</p>
Agency planning	<p>All agencies are required to develop and review plans to ensure continuity of their essential services (business continuity planning), contribution to welfare service provision, and collaborative planning to ensure alignment of welfare arrangements.</p> <p>Agencies responsible for welfare services sub-functions are required to develop arrangements, and to plan cooperatively with support agencies.</p>

Welfare planning principles

Welfare planning should:

- be based on the consequences of hazards, and community vulnerability to those hazards
- extend across the 4Rs
- be undertaken in collaboration with welfare delivery and support agencies to ensure arrangements are aligned
- be driven from the delivery end (i.e. take a 'bottom-up' approach)
- address the specific needs of communities
- support community self-reliance and community-led response
- incorporate a human rights approach to meeting community need
- allow for flexibility in delivery
- be integrated with other Coordinated Incident Management System (CIMS) functions, and
- allow for regional variance in welfare arrangements and planning approaches.

Welfare planning requirements

The requirements for welfare planning within each CDEM Group/local authority are to:

- provide an overview of the purpose, structure, and roles and responsibilities for welfare coordination and delivery at regional or local level
- outline welfare governance and management arrangements
- confirm welfare activities across the 4Rs, including:
 - reduction: understanding hazards, risks and community capability, capacity and vulnerability
 - readiness: maintaining effective governance and management arrangements, relationship management, planning, and capability development
 - response and recovery: overview of activation, coordination and delivery of welfare services, arrangements for the Welfare function in coordination centres (ECC and EOCs) and CDCs, transition/exit strategies for welfare response and recovery, and
- provide an overview of monitoring and reporting arrangements.



Detailed requirements for welfare planning are provided in Appendix D [Welfare Plan guide](#) on page 84. These requirements are to be met via the combination of CDEM Group and local welfare planning.

CDEM Group welfare plans

At the CDEM Group level, the overall requirements for welfare coordination and delivery within a CDEM Group are provided in a Group Welfare Plan.

Group Welfare Plans ensure that the coordination and delivery of welfare services fulfil the objectives and actions of CDEM Group Plans, and provide guidance and direction for local welfare arrangements.

Every CDEM Group must develop and maintain a Group Welfare Plan, which:

- reflects the welfare requirements and arrangements at the national level
- provides the framework for coordination and delivery of all regional welfare services, including confirming governance and management arrangements, and arrangements for the WCG
- summarises the community profile and community risk/vulnerability analysis from the Group Plan for welfare implications
- defines coordinating arrangements that inform and guide local plans/arrangements
- develops goals and objectives that set direction and inform work planning/programmes across the 4Rs, ensuring these objectives address welfare management issues as identified within the CDEM Group Plan, and
- sets requirements for monitoring and evaluation of welfare activities.

Local welfare planning and arrangements

The purpose of local welfare planning is to detail the arrangements for local delivery of welfare services. Local planning will have an emphasis on:

- understanding the strengths, needs, and vulnerabilities of individual communities
- confirmation of welfare delivery arrangements (how and where services will be provided)
- links to local communities and available resources
- links to community-based planning
- confirmation of the position of Local Welfare Manager, and other management roles within the area (such as CDC supervisors and staff)
- the operation of local welfare committees
- identification of actual or potential CDC locations and understanding of their capacity.

Local welfare planning is specific to the local area, usually the district of a territorial authority.

A flexible planning approach

Across New Zealand, considerable variation exists in both CDEM Group structure and welfare planning approaches. For this reason, a flexible approach to welfare planning is preferred over a prescriptive approach.

Possible approaches

The following planning approaches may be used, depending upon the specific nature and arrangements within the CDEM Group/local authority:

- development of a Group Welfare Plan as a detailed, standalone document, which incorporates all planning requirements – including local delivery arrangements. This approach may be preferred by unitary authorities or CDEM Groups that have combined for the purposes of CDEM
- development of a Group Welfare Plan that provides a strategic framework, and development of multiple Local Welfare Plans that address local delivery at the local level, or
- development of a Group Welfare Plan supported by local arrangements or Standard Operating Procedures (SOPs) that detail local delivery arrangements.

More information



The planning requirements outlined in Appendix D [Welfare Plan guide](#) on page 84 should be used by each CDEM Group using the combination of Group Welfare Plans and local welfare plans or arrangements.

Note: Regardless of the combination of planning arrangements used, the CDEM Group must prepare a Group Welfare Plan.

Business Continuity Management

Business Continuity Management (BCM) is a core requirement of all welfare agencies to ensure their ability to fulfil their obligations in welfare response and recovery.

It is recommended that the WCG takes an active role in promoting and encouraging the development and exercising of welfare agency business continuity plans as they affect the delivery of welfare services.

3.2.4 Welfare capability development

Welfare capability development refers to the advancement and maintenance of skills, knowledge, and attributes to enable effective delivery of welfare services. It includes all formal and informal learning experiences that can improve an individual's performance, including training and exercising.

The aim of capability development is to ensure that staff involved in welfare can perform their roles effectively.

Welfare capability development needs to occur at all levels of welfare planning, coordination, and service delivery to be effective. Training and exercising helps to build relationships among agencies, and can assist efforts to improve community awareness and resilience.

CDEM Group Welfare Managers

CDEM Group Welfare Managers have overall responsibility for ensuring that welfare capability development is coordinated across the CDEM Group, and for training alternate CDEM Group Welfare Managers.

Local Welfare Managers

Local Welfare Managers have overall responsibility for ensuring that local welfare services delivery capability and capacity is maintained and enhanced.

Training and exercising

Both CDEM Group Welfare Managers and Local Welfare Managers, in conjunction with Emergency Management Officers, facilitate local training and exercises for welfare stakeholders. Training and exercise topics of particular relevance to welfare include:

- CDEM fundamentals
- coordination centre and CDC operations
- *CDEM EMIS*
- CIMS
- agency roles and expectations, and
- training on the nine welfare services sub-functions.

Exercise programmes

Welfare exercise programmes should:

- be led by development needs
- ensure regular training opportunities, and
- be welfare-specific.

Welfare agencies should regularly test and exercise their response and recovery arrangements. Opportunities for welfare personnel to participate in other exercise opportunities should also be considered.

National Exercise Programme Each agency responsible for coordinating a welfare services sub-function must participate in local, CDEM Group or national CDEM exercises as required.

Capability development for Welfare Managers

The following capability development is recommended for Welfare Managers, (Group, Local, and their alternates).

Core understanding

It is essential that all Welfare Managers have a core understanding of:

- local communities and their capabilities, risks, and vulnerabilities
- CDEM Group welfare roles and responsibilities
- principles of CDEM, including CIMS, and
- CDEM Group welfare arrangements.

Competency Framework

The Welfare Manager Competency Framework Role Map defines the essential and desirable attributes of Welfare Managers across eight key skill and knowledge areas:

- relationship management
- information management
- risk management
- planning
- implementation
- communication
- capability development, and
- leadership.



Additional topics

The Welfare Manager Competency Framework Role Map is available at www.civildefence.govt.nz (search for 'competency framework').

In addition, Welfare Manager training should also focus on the strategic aspects of welfare management, such as:

- facilitation
- conflict resolution
- community resilience, and
- managing psychosocial issues.

This is due to the complexity of the Welfare Manager role, its interaction with multiple stakeholders, and management requirements.

Leadership

A Welfare Manager needs to be able to develop and articulate a vision, and create an environment that empowers others to act and succeed. Welfare Manager leadership is demonstrated through strategic decision-making, professional conduct and effective self-management.

CDC supervisors and CDEM-trained volunteers

Capability development for CDC Supervisors and CDEM-trained volunteers should focus on developing an understanding of the:

- purpose of welfare management
- CDEM welfare response and recovery structure
- challenges of the local area, such as working with large urban populations
- respective roles and responsibilities of supervisors, team members, and volunteers
- operational tasks required to run CDCs – including the nine welfare services sub-functions
- working with diverse populations
- psychosocial first aid concepts
- dealing with the media
- basic human rights approach to working with affected communities including people with disabilities, and culturally and linguistically diverse (CALD) communities
- managing difficult behaviour in CDCs
- participation in Integrated Training Framework foundational, intermediate and advanced courses (when available), and
- strategic aspects of Welfare function management as required, such as team management and volunteer management (particularly CDC supervisors).

CDC Supervisors need to demonstrate empathetic and collaborative but firm operational leadership, and be able to effectively manage teams across numerous functions. In addition, CDC Supervisors need the ability to work with multi-disciplinary agencies and deal with interpersonal difficulties.

WCG members

WCG members should be provided with an induction when joining the coordinating group, and given opportunities to attend training and exercises.

WCG members should have delegated authority to make decisions within their agencies, and be able to understand and integrate their functions within and across welfare activities. In addition, WCG members should be able to think strategically, and provide support for CDEM Group Welfare Managers in all aspects of welfare management.

Controllers and coordination centre personnel

Controllers and coordination centre personnel should develop an understanding of the role and importance of the Welfare function via an induction or targeted training.

Welfare capability development methods for all personnel can include:

- development of local training programmes
- cross-CDEM Group collaboration
- attendance at annual welfare forums
- formation of Welfare Manager networks and professional connections, and use of technology or social media platforms to facilitate interaction
- brief exercises at regular meetings
- including welfare roles and responsibilities in job descriptions
- succession planning, and
- participation in Integrated Training Framework courses (when available).

Coordination centre personnel should work to anticipate welfare needs, raise awareness of welfare and emerging issues, and keep Welfare Managers informed.

3.2.5 Linking with community-based planning and community resilience

Linking welfare to work that supports communities in planning and preparing for emergencies is fundamental to readiness.

This is underpinned by the welfare principles listed in the *National CDEM Plan 2015*, clause 67(b) and (c):

- (b) strengthen self-reliance as the foundation for individual and family and whānau and community resilience; and
- (c) ensure that emergency welfare services address the specific welfare needs of individuals and families and whānau and communities

Linking with community response planning

Where possible, the approach to community readiness should be focused on facilitating communities towards self-reliance in an emergency.

Community response planning can be used as a basis for engaging communities during readiness. Community response planning is usually facilitated by CDEM, but plans are developed by local community groups.

CDEM Group Welfare Managers and Local Welfare Managers should be aware of community response planning, and work with their local authority. This may result in being directly involved in the development of plans.

Community response planning:

- raises community interest and awareness of hazards and risks
- encourages buy-in and ownership of arrangements by communities
- helps develop a greater understanding of community capability and capacity to respond
- helps to build relationships between communities, CDEM, and welfare agencies, and
- helps build community resilience and empowerment for a self-led response.

3.2.6 Local welfare service delivery capacity

Across New Zealand, there is considerable variation in the capacity of agencies to deliver local welfare services.

In many smaller local authorities, national agencies with welfare delivery responsibilities may have limited or no local representation or capacity.

Successful delivery

The successful delivery of local welfare services depends on:

- an understanding of the local requirements for welfare service delivery (informed by reduction and readiness activities)
- a clear understanding of the actual local capacity of responsible agencies
- identification of the service delivery gaps
- getting agreement among agencies on:
 - who will deliver the required welfare services
 - how the need for welfare services will be activated, and
 - how the welfare services will be delivered.

Responsibility

The Local Welfare Manager (where appointed) is responsible for confirming local delivery capacity, with the support of the local welfare committee, the CDEM Group Welfare Manager, and the WCG.

Note: In CDEM Groups with no local tier, confirming local delivery capacity is the responsibility of the CDEM Group Welfare Manager.

3.2.7 Monitoring and evaluation

The objectives of CDEM Group/local authority welfare plans and arrangements should be regularly evaluated and monitored to ensure that:

- objectives are being met, and
- they are current and relevant.

Welfare capability and capacity need to be continually monitored and evaluated to ensure that CDEM Groups, local authorities, and agencies have the ability to contribute to the 4Rs.

CDEM Group Welfare Managers and Local Welfare Managers are responsible for monitoring and evaluating CDEM Group and local welfare plans and work programmes.



More information about monitoring and evaluation (including CDEM Monitoring and Evaluation Programme) is available on the MCDEM website www.civildefence.govt.nz.

Section 4 Response and recovery

This section provides a description of response and recovery activities in a CDEM welfare context.

4.1 Introduction

While welfare management takes place across the 4Rs, the actual provision of welfare services begins in response, and continues into recovery.

While the demand for welfare services changes from response to recovery, the provision of welfare services is best viewed as a continuum. Many of the same agencies will participate during both phases; however, the scope and extent of their involvement may change.

From a community delivery perspective, welfare services do not suddenly stop and re-start during the transition from response to recovery. It is therefore helpful to think of response and recovery as phases of welfare, and plan for the transition accordingly.

4.2 The Welfare function in response and recovery facilities

Response and recovery facilities discussed in this section are:

- coordination centres (ECCs and EOCs), and
- recovery offices (CDEM Group and Local).

CDCs are covered in section 4.3.3 [Civil Defence Centres](#) on page 63.

4.2.1 Overview

Coordination and delivery of welfare services lies at the heart of emergency management. The Welfare function is therefore an integral part of coordination centres and recovery offices, and can be the largest function in a significant emergency. While it is a key function within the CIMS framework, welfare is closely connected to the other CIMS functions.

Role of Welfare Managers

Within coordination centres and recovery offices, the role of Welfare Managers is to:

- ensure that welfare is fully integrated into the response or recovery
- report directly to Controllers or Recovery Managers
- form part of the Incident Management Team
- lead Welfare teams
- ensure linkages are made to other CIMS functions, and
- liaise with external welfare service providers, such as Red Cross and Salvation Army.

4.2.2 Core welfare activities

The core welfare activities within coordination centres and recovery offices are:

- activation of welfare response, and leadership of or liaison with local welfare committees or WCGs
- continuous monitoring and identification of current and emerging welfare needs, including the coordination of information gathered through the needs assessment process
- liaison with and coordination of welfare service delivery with other Welfare Managers and support agencies, at the local, CDEM Group or national level as required
- identification and confirmation of welfare priorities, and provision of strategic and operational advice to Controllers or Recovery Managers
- participation in action planning, including development of the welfare appendix to the Action Plan as required.
- at the local level, ensuring delivery of welfare services to the community by supporting and working with community volunteers and organisations to meet local welfare needs
- working alongside the Public Information Manager to ensure continuous communication flows to and from communities, and that appropriate communication to stakeholders occurs
- integration of the Welfare function into planning, analysis, priority development, decision-making, and monitoring and evaluation functions, and
- ensuring timely and accurate reporting to and from communities, CDCs, and welfare services agencies.

CDEM Group and local levels

The Welfare function differs between the CDEM Group and local levels.

At CDEM Group level (ECCs and CDEM Group Recovery Offices), the focus is on **coordination and support**. This is a responsibility of the CDEM Group Welfare Manager (see section 4.2.3 on the next page).

At a local level (EOCs and Local Recovery Offices), the focus is on the **delivery** of welfare services. This is the responsibility of the Local Welfare Manager (see section 4.2.4 on the next page).

The role of the Welfare function at both CDEM Group and local levels has strong links to readiness, particularly relationship building and management and capability development.

4.2.3 ECCs and CDEM Group Recovery Offices

In addition to core welfare activities described in section 4.2.2, the CDEM Group Welfare Manager is responsible for the following activities in the ECC or CDEM Group Recovery Office:

- coordinate receipt of (and consolidate reports from) Local Welfare Managers and regional agency representatives for feedback to the Intelligence function, and inclusion in reports by the Group Controller or Recovery Manager to the CDEM Group or central government
- coordinate the development of emergency welfare programmes and tasks in ECC Action Plans and/or Recovery Action Plans.
- help resolve issues related to:
 - coordination between Local Welfare Managers
 - coordination between other agencies delivering welfare services (when these cannot be resolved at the local level)
 - resourcing or logistics for local authorities and other welfare agencies (when these cannot be resolved at the local level)
- in consultation with the Group Controller or Recovery Manager, liaise with regional welfare delivery agencies on the development, coordination, and implementation of welfare programmes for affected communities in the region.

4.2.4 EOCs and Local Recovery Offices

In addition to core welfare activities described in section 4.2.2, the Local Welfare Manager is responsible for the following activities in the EOC or Local Recovery Office:

- coordinate local welfare response, and the delivery of welfare services
- ensure implementation of local welfare action planning, and consistency across the local area
- coordinate welfare support for isolated communities, people sheltering in place, and CDCs
- manage and coordinate local welfare services sub-functions such as needs assessment, registration, household goods and services, and shelter and emergency accommodation
- work with the Logistics function (Finance sub-function) to ensure maintenance of a record of welfare expenditure, and
- provide reports to the ECC or CDEM Group Recovery Office.

4.2.5 The response process

The response process for welfare includes:

- activation and set-up of the Welfare function
- assessment of welfare needs
- action planning and implementation, and
- transition to recovery.

CDEM Group Welfare Managers and Local Welfare Managers are responsible for leading operational response and recovery within ECCs and EOCs respectively.

Activation and set-up of a welfare response and initial assessment of immediate needs are primarily response activities, while ongoing needs assessment, welfare action planning and implementation apply throughout both response and recovery.

The following appendices contain information and/or templates that may be prepared for use during response:



- Appendix E [Welfare response checklist](#) on page 89
- Appendix F [Welfare Appendix to the Action Plan – template](#) on page 92
- Appendix G [Civil Defence Centre toolkit](#) on page 95.

Activation and set-up of the Welfare function

If a coordination centre is activated in response to an emergency, the requirement for welfare services coordination should be considered.

Upon notification of an emergency, the CDEM Group Welfare Manager or Local Welfare Manager works with other coordination centre functions to produce a coordinated response, including:

- notification of Welfare function personnel, and preparation of resources with other coordination centre personnel
- working with welfare services agency representatives to conduct an initial assessment (see next page) of welfare-related impacts and immediate priorities, and to develop initial planning for the welfare response
- setting up initial shift rosters and welfare reporting and briefing schedules within the Welfare function, as a part of the wider coordination centre response, and
- communicating with and/or convening the wider WCG or local welfare committee as soon as practicable, and establishing meeting requirements and arrangements based on the type and extent of the emergency.

Initial assessment of welfare impacts and needs

The CDEM Group Welfare Manager or Local Welfare Manager will oversee an initial assessment of welfare impacts and needs. This involves:

- collecting information – determining how best to collect information, working with welfare services agencies and coordination centre functions and resources – e.g. Intelligence and Public Information Management (PIM) – to collect welfare-related information
- developing a welfare situation report for the coordination centre, focusing on impacts to people – communities affected, displaced or injured people, and initial welfare actions. The welfare situation report informs the overall coordination centre situation report (SITREP), and helps to establish the scope and extent of impact to people for action planning
- considering any special circumstances that increase risk to people, such as deteriorating weather conditions
- identifying potential welfare resourcing requirements, and
- confirming initial welfare priorities.



Note: It is important to consider impacts on animals as well as people. Refer to Part II Section 14 *Animal welfare* (available to download at www.civildefence.govt.nz) for more information.

Welfare action planning

The purpose of welfare action planning is to provide a coordinated and integrated plan for the CDEM Group Welfare Manager or Local Welfare Manager, welfare services agencies, the Controller or Recovery Manager, and welfare personnel.

Welfare must be integrated into the Response Planning Process, along with all other functions. This will ensure that welfare actions, needs and information inform the coordination centre Action Plan and subsequent response.

See the *Response Planning Director's Guideline [DGL 19/15]* for more information (available at www.civildefence.govt.nz).



Welfare appendix to the Action Plan

Welfare activities may be described in an appendix which will be added to the overall coordination centre or recovery office Action Plan.

An appendix is used where welfare arrangements are complex, and would clog the main body of the Action Plan. Attaching an appendix allows welfare arrangements to be summarised in the body of the Action Plan, but with the necessary detail still attached.

Requirements of the Welfare appendix

It is important that the Welfare function is pro-active, and closely aligns with wider reporting or SITREP processes. Welfare action plans are strategic, and may include:

- goals and objectives, and a summary of welfare needs and emerging issues
- agencies involved, and location and timeframe of service delivery
- operational details such as assigned resources and ongoing requirements in CDCs
- evaluation of welfare effectiveness, including feedback from communities and personnel, and
- reporting, briefing and review timeframes.



See Appendix F [Welfare Appendix to the Action Plan – template](#) on page 92.

Implementation of welfare action plans

Welfare action planning should follow an 'implementation cycle' such as:

- collect/update information
- update SITREP
- re-work action plan based on updated SITREP
- brief and task welfare personnel and agencies for the operational period
- brief Controller/Recovery Manager and other coordination centre personnel, and
- communicate to welfare services agencies and communities.

Tying welfare planning to overall planning

CDEM Group Welfare Managers and Local Welfare Managers will need to establish planning cycles that align with and support the overall coordination centre or Recovery Office planning cycle, such as:

- overnight: along with the other coordination centre functions, develop the welfare component of the Action Plan
- incoming morning/day shift – brief Welfare function personnel on the Action Plan, priorities and tasks for the day
- day shift – work to the Action Plan priorities, with flexibility to include response to incoming tasks, and
- outgoing shift – debrief Welfare function personnel.

Transition to recovery

CDEM Group Welfare Managers and Local Welfare Managers are responsible for managing the welfare component of the transition to recovery. Welfare Managers will continue to coordinate the welfare services function into recovery, with a shift in focus to addressing medium and long-term needs.

Transition arrangements for all coordination centre functions, including welfare, should be provided in CDEM Group Recovery Plans.

4.3 Types of welfare service delivery

Welfare services may be delivered via:

- the provision of support for people sheltering in place (usually in their own homes) who require welfare services
- establishing CDCs
- supporting community-led centres, and
- providing support to people who have been evacuated from another area due to emergencies.

Responsibility

Delivery of welfare services occurs at the local level, and is the responsibility of the Local Welfare Manager.

The Local Welfare Manager coordinates delivery of services from within the EOC or local Recovery Office, supported by the Local Controller or Recovery Manager, and (if activated) the ECC or CDEM Group Recovery Office.

Note: Where no local tier exists in the CDEM Group structure, the CDEM Group Welfare Manager coordinates delivery of services from within the ECC or Group Recovery Office.

4.3.1 Principles for delivery of welfare services

The following principles apply to the delivery of all welfare services:

- assessment
- flexibility
- community engagement
- minimal disruption, and
- communication.

Assessment	The consequences of an emergency and community needs must be quickly established, as a pre-cursor to welfare service delivery. Monitoring and analysing impacts and community needs are ongoing tasks throughout response and recovery, as they help to identify needs, and inform decision-making around the method of welfare services delivery.
Flexibility	<p>Service delivery should be flexible and adaptable. Establish and deliver services based on the specific requirements of the emergency and the community, considering the differences in capability and capacity of the communities affected.</p> <p>Consider the use of mobile teams, community outreach, and door-knocking to support service delivery.</p>
Community engagement	Adopt a community-led approach by aligning with community response planning work prior to emergencies. This can empower communities to self-respond, and may significantly improve community resilience during response and recovery.
Minimal disruption	Where possible, seek to provide support that enables people to stay within their communities first. This may involve opening CDCs, if required. The provision of accommodation within CDCs should only be considered as a last resort option.
Communication	<p>Continually communicate with communities about welfare services by whatever means are available, and tailor communications to individual communities, including to people with disabilities and culturally and linguistically diverse (CALD) communities.</p> <p>Work with the PIM function to manage community expectations, and ensure that communications are accessible by everyone and are understood.</p>

4.3.2 Supporting people sheltering in place

The focus of support for people sheltering in place is:

- the ongoing identification of welfare needs
- provision of basic household goods and services to allow people to stay within their communities, and
- provision of access to other welfare services.

Welfare needs assessment

Ongoing welfare needs assessment for people sheltering in place can be achieved by regular door-knocking. Needs assessment via door-knocking is best delivered by personnel who have been trained in identifying and assessing welfare needs (such as the New Zealand Red Cross or council-trained staff and volunteers).

Support for people sheltering in place may require establishing a CDC (see section 4.3.3 below), with a focus on providing information and coordinating the delivery of household goods and services.

Local kiosks, information boards, or the use of a call centre approach may also be effective options.



Refer to the following sections in Part II *Welfare services* (available to download at www.civildefence.govt.nz):

- Section 7 *Needs assessment*
- Section 11 *Household goods and services*.

PIM and Logistics support

Support for sheltering in place requires considerable PIM and Logistics support from the coordination centre.

4.3.3 Civil Defence Centres

A Civil Defence Centre (CDC) is a facility that is established and managed by CDEM 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 must be clearly identified and understood by the Welfare team.

Activating CDCs

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 made based on sound action planning and informed by a good understanding of local needs.



Detailed information on establishing and managing a CDC is provided in Appendix G [Civil Defence Centre toolkit](#) on page 95.

Considerations for welfare in CDCs

Key considerations for welfare service delivery via a CDC are:

- meeting immediate needs, focussing on why people are at the centre and what support they need, including service provision to people with disabilities and CALD communities
- delivering welfare services with appropriate health and safety, and security practices
- delivering information and providing referral to other agencies as required
- ensuring that the appropriate professional support is provided to address potential psychosocial issues that may arise
- ensuring strong leadership via CDC Supervisors and welfare services sub-function leaders, and using the CIMS framework
- communicating with people, providing public information (working with the PIM team), and briefing/debriefing personnel, and
- having clear arrangements for closure of the CDC and transition to business as usual.

Community-led centres

Community members and/or community-based organisations may establish and operate other centres that offer support to the community.

Role of CDEM

The role of CDEM Groups/local authorities is to enable communication with, and provide advice (if needed) and support (if resources allow) to community-led centres. The Welfare function works with other coordination centre functions to support community-led response. This may include:

- recognising and acknowledging community-led centres as quickly as possible
- establishing communication between the community-led centres and the coordination centre, 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, and
- providing support and advice about provided 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.

4.3.4 Providing support for people evacuated from outside the CDEM Group area

Providing support for people evacuated from outside the CDEM Group area as a result of an emergency initially involves:

- the identification of people in need of this support, and
- welfare registration.

An assessment of immediate needs may require the provision of financial assistance, and emergency accommodation. A CDC focussing on registering affected people and information provision may be established by CDEM and other partner agencies.

Key considerations

A range of welfare services may also be required over time. Consider:

- potential separation from family/whānau, friends, support networks and community due to evacuation
- loss or separation from companion or production animals
- loss or lack of access to basic household goods and services
- loss of access to usual health service providers
- loss of home and/or assets, and
- potential short or longer term loss of income.

Public Information Management

Identifying people who self-evacuate from an area impacted by an emergency to another CDEM Group area, and who are in need of welfare services, can be challenging. Accessible, targeted communications via PIM channels may assist with reaching affected people.

Planning

Planning for the coordination and delivery of welfare services during large scale emergencies occurring in neighbouring CDEM Group areas is required. This is due to the potentially overwhelming consequences of emergencies such as volcanic eruptions or tsunamis which are likely to cross CDEM Group boundaries.

Appendices

Appendix A CDEM Group Welfare Manager Position Description.....	67
Appendix B Terms of Reference for a Welfare Coordination Group.....	72
Appendix C Example Welfare Coordination Group work plan	82
Appendix D Welfare Plan guide	84
D.1 Introduction.....	84
D.2 Governance and management.....	85
D.3 Reduction and readiness.....	86
D.4 Response and recovery	87
D.5 Monitoring, reporting, and review	88
Appendix E Welfare response checklist	89
Appendix F Welfare Appendix to the Action Plan – template	92
Appendix G Civil Defence Centre toolkit.....	95
G.1 Assessing potential facilities	95
G.2 Procedures.....	103
G.3 Checklists.....	106
Appendix H Accessibility.....	109
H.1 Obligations and legal requirements.....	109
H.2 How to make information accessible.....	110
H.3 Key accessibility resources	112
H.4 Key accessibility terms	117
Appendix I Glossary.....	121

Appendix A CDEM Group Welfare Manager Position Description

This template is available to download at www.civildefence.govt.nz

This template is intended as a prompt only. It includes elements that all CDEM Groups must consider, but may be customised according to CDEM Group size, structure, and resources. [Grey text] is replaced with required information. Brown text can be deleted.

This template may also be used to prepare a position description for a **Local Welfare Manager**.

Position description: CDEM Group Welfare Manager	
Unit/directorate	[Insert]
Appointed by	CEG
Responsible to	[Example only: GEMO Manager (BAU), Group Controller (Response)]
Reports regularly to	CEG, National Welfare Manager, WCG (BAU) Group Controller, WCG (Response) CDEM Group Recovery Manager, WCG (Recovery)

Purpose and context of the role

Purpose

The role of CDEM Group Welfare Manager supports the [Region/CDEM Group area] to build resilience by coordinating and supporting the delivery of welfare services by local authorities to communities within the [Region/CDEM Group area].

The key purpose of the CDEM Group Welfare Manager role is to:

- lead welfare coordination for the CDEM Group
- provide direction and support in welfare planning
- manage the Welfare function in the ECC during response to an emergency
- continue leading and coordinating the delivery of welfare services in recovery.

The role of the CDEM Group Welfare Manager is integral to achieving the objectives of the CDEM Group Plan, which are [insert brief description of CDEM Group's objectives, and how activities of CDEM Group Welfare Manager will help achieve them].

Context

Welfare services support individuals, families and whānau, and communities in preparing for, responding to, and recovering from emergencies. Welfare services are delivered at the local level and coordinated and supported at the CDEM Group and national levels.

Welfare services are provided by the CDEM sector and their welfare partner agencies to individuals, families and whānau, and communities affected by an emergency. The consequences of an emergency will dictate the services required and how these are best delivered in a community-centered way.

Welfare arrangements are set out in the following documents:

- National CDEM Plan 2015
- The Guide to the National CDEM Plan 2015
- Welfare Services in an Emergency Director's Guideline
- [Region/CDEM Group area] Plan
- [Region/CDEM Group area] Welfare Plan
- Local Authority CDEM Welfare Plan (where applicable).

Relationships

Key internal relationships

- members of the Joint Committee
- members of the CEG
- members of the [Region/CDEM Group area] WCG
- GEMO Manager
- CDEM Group Controller
- CDEM Group Recovery Manager
- ECC team members
- relevant council departments
- local authority EMOs
- local welfare committees
- welfare personnel from other CDEM Groups

Key external relationships

- Ministry of Civil Defence & Emergency Management – National Welfare Manager, Emergency Management Advisor (Welfare portfolio), and Regional Emergency Management Advisor
- [Region/CDEM Group area] partners: Police, Fire Service, District Health Boards
- government agencies with a responsibility for welfare services sub-functions under the *National CDEM Plan 2015*
- iwi
- government and non-government agencies/organisations with a support role for welfare services sub-functions under the *National CDEM Plan 2015*
- community based and volunteer organisations
- organisations who work with people with disabilities or CALD communities

Readiness role

Welfare leadership

- Provide leadership to the CDEM Group and local authorities on the development of the Welfare function, and the welfare services sub-functions.
- Act as an advocate for welfare to the CEG.
- Support the efforts of CDEM Group personnel who are engaged in welfare-related initiatives, for example community resiliency development.
- Lead liaison with other CDEM Groups, representatives of welfare services agencies, and the National Welfare Manager and NWCG.
- Offer support, advice, and guidance to local level welfare personnel as required.

Planning

- Contribute to the review of the CDEM Group Plan (specifically the welfare section).
- Lead the development or review of the Group Welfare Plan.
- Ensure that planning for the welfare sub-functions for which CDEM is responsible is developed, along with supporting agencies.
- Support the development or review of local welfare plans or arrangements.
- Provide support or advice (if required) to other welfare services agencies as they develop their own plans and/or SOPs.

Relationship building

Establish and maintain a close working relationship with:

- the GEMO Manager, and/or the Group Controller (may be the same person)
 - emergency management officers or advisors at both CDEM Group and local level
 - local welfare personnel
 - representatives of welfare services agencies active at the CDEM Group or local level
 - community-based organisations stakeholders
 - welfare personnel from other CDEM Groups, particularly adjoining ones.
- Organise or support welfare forums or workshops within the CDEM Group (e.g. involving CDEM Group and local welfare personnel, as well as representatives of welfare services agencies).
 - Participate actively in national welfare leadership forums or workshops.

Welfare capability development

- Contribute to the planning and delivery of any CDEM Group exercises (ensure that opportunities for exercising the Welfare function are maximized).
- Ensure that CDEM welfare personnel, as well as welfare services agencies, participate in exercises where appropriate.
- Facilitate the training of welfare personnel (including personnel welfare services agencies, as appropriate), focusing on topics or skills relevant to welfare.
- Participate actively in training and exercises.

Developing operational systems and processes

- Lead the development of welfare templates, procedures, and other tools that can be used in response by Welfare (CIMS) function personnel.
- Establish and maintain a high level of operational engagement with welfare stakeholders.
- Lead the negotiation and recognition of any operational or resource-based MOUs between welfare services agencies.

Acting as Chair of the WCG

- Maintain optimal membership of the WCG, and develop relationships with WCG member organisations.
- Provide for the administrative support of the WCG (including recognising, facilitating, and recording all WCG meetings).
- Develop and maintain current Terms of Reference.
- Lead the development of the WCG work programme (and monitor its progress).
- Attend CEG meetings and report on the WCG work programme; report back to the WCG on CEG directives or outcomes.
- Attend local welfare committee meetings (where possible).
- Maintaining a working relationship with the NWCG Chair, and other CDEM Group Welfare Managers.
- Facilitate training for WCG members (individuals and organisations) in areas relevant to welfare.
- Provide the WCG with relevant information, reviews, and reports from the CDEM Group (or local authority CDEM), as well as from the national level.

Response role

Managing the Welfare function in the ECC

- Coordinate the activity of welfare services agencies.
- Ensure that activities under the sub-functions for which CDEM is the lead (ie registration, needs assessment, household goods and services) are implemented effectively, along with supporting agencies.
- Receive and disseminate information about the progress of welfare service delivery (from WCG members) to affected communities, including which CDCs have been activated.
- Attend the Group Controller's briefings.
- Provide support, guidance and advice to the Group Controller on welfare matters.
- Produce a welfare situation report that will be included in the overall CDEM Group/ECC situation report.
- Produce welfare action plans as required.
- Meet with welfare services agency representatives (as Chair of the WCG).
- Liaise with the Welfare function in the National Crisis Management Centre.

Supporting Local Welfare Managers in EOCs

- Liaising with and support Local Welfare Managers in the delivery of welfare services.
- Ensuring local welfare information is made available to other ECC functions and the Controller, and is addressed in any relevant reports or plans.

Liaising with other CIMS functions in the ECC

- Manage the interface with the managers of the other functions in the ECC.
- Ensure that welfare needs are correctly forecast, and incorporated into action plans.
- Provide accurate information for welfare-related public information messaging (the PIM team will draft and issue these messages).

Acting as Chair of the WCG

- Convene the WCG as frequently as necessary or practicable (this includes securing a suitable venue and ensuring administrative support).
- Follow a meeting procedure as documented in the WCG Terms of Reference.
- Ensure that decisions are recorded.
- Gather information on the delivery of welfare services from WCG members.
- Provide the WCG with up to date information on the wider response.

Recovery role

- Continue leading and coordinating the delivery of welfare services, as in response.
- Report regularly to the CDEM Group Recovery Manager, providing welfare-related information and advice.
- Gather information on the delivery of welfare services (from WCG members), and provide this information to relevant recovery personnel, groups, or teams.
- Be an active member of any recovery groups or teams related specifically to welfare, or the social environment.
- Convene the WCG as frequently as necessary or practicable.

Key result areas

- Up-to-date Group Welfare Plans and arrangements that reflect the requirements of the *National CDEM Plan 2015* (as well as local level plans and arrangements, where appropriate).
- Inclusion of welfare provisions in all other relevant CDEM Group and local level plans and arrangements.
- A robust organisational structure and resources (including suitably trained personnel) for the effective coordination and delivery of welfare services in an emergency.
- Elevation of status of welfare in CDEM Group planning and activities, and also in the planning and activities of welfare services agencies and other stakeholders.
- High level of operational engagement between CDEM Group, local level CDEM, and welfare services agencies.
- High level of collaboration between welfare personnel and other CDEM or local authority personnel; also, between CDEM Groups (especially neighbouring ones).
- Positive relationships with community-based organisations.

Person specification

This section is designed to capture the expertise required for the role at the 100% fully effective level (this does not necessarily reflect what the current jobholder has).

This may be a combination of knowledge/experience, qualifications or equivalent level of learning through experience or key skills, attributes, or job-specific competencies.

Qualifications

- Tertiary qualification in relevant discipline e.g. emergency management, development, planning, or community development (or equivalent experience or qualifications).
- Current New Zealand Drivers' License.
- Any related post-graduate qualification.
- Police vetted.

Knowledge and experience

- Experience in emergency management, community development, or a related field.
- Community engagement, welfare, or recovery experience particularly at the strategic or leadership level.
- Experience in developing and maintaining strategic relationships with a diverse range of stakeholders and communities.
- Ability to communicate information in a way that increases and builds positive relationships with key partners and communities.
- Ability to translate and communicate complex information to a range of stakeholder groups including political leaders.
- Ability to engender credibility, confidence, and display compassion.
- Ability to work effectively and influentially within the local government political environment.
- Demonstrated planning, coordination and project management skills.
- Demonstrated competent decision making skills in emergency situations.
- Good understanding of the CDEM sector and all its functions.
- An understanding of CDEM-related legislation and supporting documents.
- An understanding of community issues, challenges and opportunities.
- An understanding of vulnerabilities and at risk groups within communities particularly related to hazards and risks.

Attributes

- Demonstrates strategic thinking, strong analytical skills and ability to see the 'big picture'.
- Adaptable and pragmatic within a rapidly changing environment.
- Solutions-focused.
- Demonstrates leadership, and ability to motivate others.
- Has ability to prioritise actions in an emergency.
- Has ability to create an environment that empowers others to act and succeed.
- Self-motivated.
- Demonstrates ability to manage own wellbeing in a pressured environment.
- Fosters supportive team environment, and shared ownership of activities and outcomes.
- Demonstrates empathy and willingness to understand and respect others' needs.
- Demonstrates commitment to ongoing personal and professional development.
- Demonstrates ability to reflect on own performance, recognizing own abilities and limitations.

Appendix B Terms of Reference for a Welfare Coordination Group

This template is available to download at www.civildefence.govt.nz

This template is intended as a prompt only. It includes elements that all CDEM Groups must consider, but may be customised according to CDEM Group size, structure, and resources.

[Grey text] is replaced with required information. Brown text can be deleted.

This template may also be used to prepare Terms of Reference for a **local welfare committee**.

[Region] Welfare Coordination Group

Terms of Reference

[Date]

Introduction

This document provides a framework for the convening, operation, administration, and evaluation of the *[Region]* Civil Defence Emergency Management Group's Welfare Coordination Group (WCG) for the delivery of welfare services.

Definition of welfare services

Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare services are managed and delivered at the local level and coordinated and supported at the regional and national levels.

The objective of the welfare services function is to carry out activities across the 4Rs to provide for the needs of people affected by an emergency and to minimise the consequences of the emergency for individuals, families and whānau, and communities.

Communities can be affected by emergencies in different ways, and may need different types of welfare services, including (but not limited to):

- shelter or accommodation
- food, water, or clothing
- assistance with contacting family/whānau or significant others
- psychosocial support
- financial assistance
- medication, medical assistance, and assistance with other health needs, or
- veterinary assistance, food, and/or shelter for their pets.

Purpose of the 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 CDEM Group Welfare Manager**, ensures that welfare service delivery is planned, organised, integrated, coordinated and supported. Membership in the WCG enables welfare agencies to understand their roles and responsibilities across the 4Rs under the *National CDEM Plan 2015*, the CDEM Group Plan, and the Group Welfare Plan.

The mandate for an establishment of a WCG is set out in the *National CDEM Plan 2015* (section 65).

Objectives

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

1. Support community-led welfare responses as a mechanism to meet their emergency welfare needs.
2. Adhere to the ten response objectives established by the New Zealand CIMS 2nd edition.
3. 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.
4. Ensure a people-centric approach at all times, recognising the diverse and dynamic nature of communities within the region.
5. Recognise that regular communication of welfare information to the public is essential during response and recovery.
6. Support the delivery of welfare services in peoples' own homes where this is desirable, safe and feasible.
7. Acknowledge that Civil Defence Centres provide a useful mechanism to deliver welfare services and support.
8. Support the concept of mobile welfare services where appropriate.
9. Include in planning and coordination of welfare services:
 - a. A list of support agencies as identified in the *National CDEM Plan 2015*
 - b. A list of other relevant agencies or community-based organisations and networks.

Accountability

The WCG is a formal committee of the Coordinating Executive Group (CEG), and is governed by the CEG.

The WCG Chair (CDEM Group Welfare Manager) gives reports to the CEG, and attends CEG meetings.

Responsibilities of the Welfare Coordination Group across the 4Rs

Reduction

Contribute to reduction in the welfare context by:

- Working together to build an understanding of communities and their risks and vulnerabilities.
- Building links between individual welfare services agencies' policies and programmes.
- Ensuring public resilience education is integrated into CDEM reduction activities.

Readiness

[The following are recommended activities that help maintain an effective WCG. Details will depend on local requirements, as set by the CEG.]

- Develop, complete, and review an annual WCG work plan and associated programmes of work.
- Contribute to the review of the CDEM Group Welfare plan.
- Contribute to the review and update of the CDEM Group Plan (as requested).
- Ensure that district/local welfare plans are held by each local authority (where appropriate) and are relevant and up to date.
- Meet periodically (e.g. four times a year for core members, and an additional two times a year including wider WGG members).
- Maintain a current Terms of Reference: review at least annually, and amend as required.
- Ensure that welfare services agencies understand their roles.
- Encourage business continuity planning for agencies with responsibilities for welfare services (to ensure they are able to contribute in an emergency).
- Identify welfare vulnerabilities and gaps across the region and work with Emergency Management Officers and Local Welfare Managers (where appropriate) to mitigate their consequences.
- Participate in CDEM Group exercises as required.
- Members attend all relevant training opportunities.
- Plan and deliver an annual welfare forum.

Response

- Convene as directed by the WCG Chair/CDEM Group Welfare Manager.
- Maintain an overview of the overall welfare situation and response.
- Analyse incoming information to produce intelligence and a common operating picture.
- Undertake tasks assigned by the Controller/ECC and respond to requests for assistance.
- Maintain a record of decisions made.
- Contribute relevant local and regional information and intelligence.
- Anticipate and identify any gaps or oversights in welfare service delivery at the local level.
- Identify developing trends.
- Plan for and coordinate the deployment of any regional resources into the affected local area(s).
- Request any further support/resources required via the ECC.
- Anticipate welfare services requirements that may arise over the next 2-3 days. Ensure that resources will be available to meet these needs.
- Anticipate welfare services requirements that may arise over the next 1-2 weeks. Ensure that resources will be available to meet these needs.
- Identify and address potential welfare impacts or implications for adjoining local authorities.
- Contribute to any key welfare communications messages to the public.
- Produce a welfare services situation report to inform the CDEM Group/ECC situation report.
- WCG Chair/CDEM Group Welfare Manager to regularly liaise with the National Crisis Management Centre – Welfare function, and National Welfare Coordination Group as required.
- If requested by the ECC, develop short- and medium-term welfare services contributions to an Action Plan.

Recovery

- Continue to provide welfare services as required, working with the CDEM Group Recovery Manager.
- Review WCG's response and recovery performance and identify opportunities for improvement.

WCG membership

The WCG is comprised of regional representatives from central and local government agencies, non-government organisations, and other community organisations with a responsibility for delivering welfare services under the *National CDEM Plan 2015*, in the *[Region/CDEM Group area]*.

The WCG is chaired by the CDEM Group Welfare Manager.

Core membership

Core membership comprises those government agencies with responsibility for coordinating each of the nine welfare services sub-functions.

Wider membership

Wider membership includes (but is not limited to) any agencies listed as support agencies for the nine welfare services sub-functions.

Table 5 shows the membership of the *[Region/CDEM Group area]* WCG.

The tables provided show the agencies listed under welfare services in *the National CDEM Plan 2015*. CDEM Groups may amend, delete, or add entries according to the specific make up of their WCG.

Table 5 Core WCG membership

Agency	Responsibility for welfare services sub-function
<i>[Region]</i> CDEM Group	Registration Needs assessment Household goods & services Shelter & accommodation (shelter & emergency accommodation)
New Zealand Police <i>[Regional representative]</i>	Inquiry
Child, Youth and Family <i>[Regional representative]</i>	Care & protection services for children & young people
DHB	Psychosocial support
Ministry of Business, Innovation & Employment	Shelter & accommodation (temporary accommodation)
Ministry for Primary Industries <i>[Regional representative]</i>	Animal welfare

Table 6 Wider WCG membership

Agency	Support for welfare services sub-function
Accident Compensation Corporation	Financial assistance
Federated Farmers	Animal welfare
Housing NZ Corporation	Shelter & accommodation
Inland Revenue	Financial assistance
Ministry of Business, Innovation & Employment	Financial assistance
<i>[Region]</i> CDEM Group Ministry of Civil Defence &	Inquiry

Agency	Support for welfare services sub-function
Emergency Management	
Ministry of Education	Inquiry Care & protection services for children & young people Psychosocial support Shelter & accommodation
DHB Public Health Units Ministry of Health	Inquiry Needs assessment Household goods & services Shelter & accommodation
Ministry for Pacific Island Affairs	Needs assessment
Ministry for Primary Industries	Needs assessment Psychosocial support Financial assistance
Ministry of Social Development	Needs assessment Psychosocial support Household goods & services Shelter & accommodation
New Zealand Companion Animal Council	Animal welfare
New Zealand Defence Force	Household goods & services
New Zealand Institute of Animal Control Officers	Animal welfare
New Zealand Police	Needs assessment Care & protection for children and young people
New Zealand Red Cross	Needs assessment Inquiry Care & protection services for children & young people Psychosocial support Household goods & services Financial assistance
New Zealand Veterinary Association	Animal welfare
Office of Ethnic Communities	Needs assessment
Society for the Prevention of Cruelty to Animals	Animal welfare
St John	Needs assessment Inquiry
Te Puni Kōkiri	Needs assessment Care & protection services for children & young people Psychosocial support Shelter & accommodation
The Salvation Army	Needs assessment

Agency	Support for welfare services sub-function
	Psychosocial support Household goods & services Financial assistance Shelter & accommodation
Victim Support	Needs assessment Psychosocial support

Table 7 Agencies who may not have regional representation

Agency	Support for welfare services sub-function
Ministry of Business, Innovation & Employment	Shelter & accommodation (temporary accommodation)
Earthquake Commission	Financial assistance
Insurance Council of New Zealand	Financial assistance
Ministry for Foreign Affairs & Trade	Inquiry Needs assessment
Office for Disability Issues	Needs assessment
New Zealand Food & Grocery Council	Household goods & services
World Animal Protection	Animal welfare

Structure of the [Region] WCG

Chair

The CDEM Group Welfare Manager is the Chair of the WCG. A Deputy Chair may also be appointed. The role and responsibilities of the WCG Chair (CDEM Group Welfare Manager) are set out in *[refer to document name/location of the CDEM Group Welfare Manager Job Description]*.

The Deputy Chair shall fulfil the role and responsibilities of the Chair in the Chair's absence.

If both the Chair and Deputy are absent from a meeting without proxy, the WCG shall elect a Chair to lead the meeting.

Secretariat support

Administration and secretariat support to the WCG Chair is provided by the *[CDEM Group Emergency Management Office/other WCG member agency]*.

Sub committees

The WCG may establish sub-committees that are responsible for completing programmes of work that have been included in the annual WCG work plan. These work programmes are reported back to WCG via the agencies responsible for each welfare services sub-function.

[Insert a list or diagram showing any sub-committees formed by WCG, if required].

[Region/CDEM Group area] WCG meetings (during business as usual)

The purpose of WCG meetings during business as usual is to maintain relationships, share information, and plan and review an annual WCG programme of work.

Meeting frequency will be decided by the Chair (CDEM Group Welfare Manager). Dates for these meetings will be set at the beginning of each year.

Core WCG membership

The meeting frequency for the core members of the *[Region/CDEM Group area]* WCG is *[insert frequency; for example, 4/6/8 times a year]*.

All core members are expected to attend scheduled meetings, or to send a representative who has the equivalent decision-making authority.

Wider WCG membership

The meeting frequency for the wider members of the *[Region/CDEM Group area]* WCG is *[insert frequency; for example, 2 times a year]*.

All wider members are expected to attend scheduled meetings, or to send a representative who has the equivalent decision-making authority.

Decision making

As far as practicable, decisions will be made by consensus. If it is not possible to achieve agreement then a vote shall be held.

- The decision outcome will be based on the majority of votes.
- Each member is entitled to vote once on an issue.
- A quorum of *[insert appropriate number]* attendees is required.

Agenda items

At least 10 working days before the WCG meeting, members will be invited to submit agenda items. Any documents that need to be discussed at the meetings will also be circulated 10 working days before the meeting.

Administration tasks will be managed by staff from the *[CDEM Group Emergency Management Office/or insert alternative arrangements]*.

Meeting follow up

All members will be updated following all meetings with distribution of papers and minutes.

Business as usual meeting procedure

Table 8 (on the next page) shows the procedure for WCG meetings held during business as usual.

The Chair (CDEM Group Welfare Manager) is supported in their role by a minute taker.

Table 8 WCG business as usual meeting procedure

Step	Action
1	Chair welcomes members, additional attendees are introduced and acknowledged.
2	Minutes from last meeting are confirmed.
3	Action points from last meeting are updated.
4	Chair (CDEM Group Welfare Manager) provides <i>[Region/CDEM Group area]</i> welfare update.
5	MCDEM representative provides national welfare and general MCDEM update.
6	Core WCG members report and update on the work programmes of established sub-committees/subgroups.
7	(If wider membership is present) Support agencies provide an update of relevant information.
8	Discussion on key risks, interdependencies and desired outcomes.
9	General business.
10	Meeting closes.

[Region/CDEM Group area] WCG meetings (during response)

During an emergency or an anticipated emergency, the decision to convene the WCG will be made after a discussion between the WCG chair (CDEM Group Welfare Manager) and the Group Controller.

Note: For some responses, it may be necessary to convene the WCG before meeting with the Group Controller.

Meeting purpose The purpose of the WCG meeting during response is to enact tasks as assigned by the Group Controller, via the Chair (CDEM Group Welfare Manager).

Meeting frequency During an emergency the WCG may meet as often as required, according to the scale, scope, and consequences of the emergency.

Example: Initially once a day during response, but may reduce or increase in frequency as the consequences of the emergency become apparent.

Regular reporting Outside of meetings, core members of the WCG (agencies responsible for coordinating each of the nine welfare services sub-functions) must give regular reports to the Chair (CDEM Group Welfare Manager) on the performance of its sub-function.

Response meeting procedure

Table 9 shows the procedure for WCG meetings held during response. The WCG Chair is supported in their role by a minute taker.

Note: A similar meeting frequency and process may be applied during recovery.

Table 9 WCG response meeting procedure

Step	Action
1	Chair (CDEM Group Welfare Manager) welcomes members and explains content and length of meeting. Any additional attendees introduced and welcomed, including the CDEM Group Recovery Manager.
2	Chair (CDEM Group Welfare Manager) provides an updated (overall) common operating picture of the emergency, its consequences, and the priorities of the Controller/ECC.
3	Chair (CDEM Group Welfare Manager) provides more detailed update on consequences of the emergency on communities. The local welfare response is detailed including activities of any local welfare committee(s).
4	WCG members add any relevant information to this picture. The focus is on the consequences of the emergency on communities, and other intelligence (not on their agency's business as usual operation). WCG members report on progress of any previously assigned tasks.
5	Chair (CDEM Group Welfare Manager) leads discussion to ensure that local welfare needs are correctly identified and prioritised, and to identify how agencies can contribute any extra resources to respond to priority areas.
6	WCG members are to anticipate and predict the main welfare related needs of affected communities in the medium term (24-72 hours). Define whether local welfare resources will meet future needs/demand for welfare services (including people with disabilities and CALD communities).
7	Any resource gaps (capability and capacity issues) are identified and noted for escalation to the Group Controller and National Welfare Coordination Group.
8	New tasks are identified, and assigned to the appropriate agency.
9	CDEM Group Recovery Manager (if attending) leads a discussion on arrangements for transition to recovery as appropriate.
10	Next meeting time/date agreed.
11	Meeting closes.
12	Welfare function status update for CDEM Group/ECC Situation Report completed and submitted.
13	Minutes are distributed.

Appendix C Example Welfare Coordination Group work plan

This template is available to download at www.civildefence.govt.nz

This template is intended as a prompt only. It may be customised according to WCG size, structure, and resources. *[Grey text]* is replaced with required information. Brown text can be deleted.

This template may also be used to prepare work plans for a **local welfare committee**.

[Region] Welfare Coordination Group

Work plan

[Month/year to month/year]

Last updated: *[Date]*

Topic	Action	Lead (role/team/agency)	Timeframe
Meeting schedules	The core WCG members meet <i>[four]</i> times a year. The wider WCG (including core members) meets <i>[two]</i> times per year. Meetings take place prior to CEG meetings, so that welfare updates can be presented to CEG, and any follow up back to WCG via Chair (CDEM Group Welfare Manager).		
	Local welfare committees within each territorial authority meet at least twice a year. Meetings take place prior to WCG meetings, so that local welfare committee activities can be fed back.		
Local welfare committees	Ensure that local welfare committees are established in each territorial authority. Representation will include key welfare services agencies, along with community-based organisation as appropriate for each area. This ensures coverage of all welfare services sub-functions.		

Topic	Action	Lead (role/team/agency)	Timeframe
Capacity review	Consider region-wide capacity, especially the agencies responsible for welfare services sub-functions. Review welfare services agency workplans or operational plans to ensure consistency, and an integrated approach to welfare in the region.		
Welfare function activation schedule	Formally update contact list at each WCG meeting.		
	Develop an activation schedule that describes the size and scope of possible emergencies, and the appropriate level of welfare activation. This will include guidelines about how often WCG and local welfare committees should be convened.		
Training and participation in exercises	Develop a training matrix that identifies the type and nature of training required, and indicate which individuals or teams have completed each item.		
	Ensure (as appropriate) that WCG members have completed <i>CDEM EMIS</i> and welfare registration training.		
	Ensure that welfare services planning, activation and delivery is included in annual CDEM Group-wide exercises. Local welfare committees may have more frequent exercises (full or desk top).		
Roles and responsibilities	Develop Terms of Reference for the WCG.		
	Develop Terms of Reference for local welfare committees.		
Review and update of key documents	Review and update the CDEM Group Welfare Plan.		
	Review and update local welfare arrangements.		
Activity calendar	Develop an annual key activity calendar that includes meetings, training, exercises, and reviews.		

Appendix D Welfare Plan guide

This Appendix is available to download at www.civildefence.govt.nz

The following tables identify the requirements to be considered by CDEM Groups/local authorities when planning for welfare service delivery.

Note that while all requirements need to be considered, it is up to individual CDEM Groups/local authorities and welfare agencies to decide whether the details of the requirements are addressed within the CDEM Group Welfare Plan or Local Welfare Plans/arrangements.

D.1 Introduction

The following table describes the recommended content for the *Introduction* section of a Group or Local Welfare Plan.

Table 10 Recommended content for *Introduction* section

Sub-section or heading	Content
Purpose	Define the plan's level (CDEM Group, local plan, or combined). Confirm coverage. State the plan's authority.
Principles	Based on direction from <i>National CDEM Plan 2015</i> and <i>CDEM Group Plan</i> . Tailor to CDEM Group or local context.
Context	Provide summary of social environment at CDEM Group/local level. Provide an overview of communities at local level.
Links to the <i>CDEM Group Plan</i>	Describe how welfare planning picks up and includes relevant goals, objectives, and actions from the <i>CDEM Group Plan</i> .
Links to the <i>National CDEM Plan 2015</i> (and Guide)	Brief summary from these documents of requirements and roles and responsibilities for welfare services.
CDEM Group/local welfare roles and responsibilities	Provide brief overview of roles and responsibilities at CDEM Group level, and detailed overview at local level.
Welfare structure	Describe the CDEM Group or local level arrangements for welfare (these should reflect national arrangements, and show how welfare roles relate to and engage with wider CDEM Group and local structure).
Welfare services agencies	List all welfare services agencies active at the CDEM Group or local level. Include all agencies responsible for welfare services sub-functions, as well as support agencies (these are listed in the <i>National CDEM Plan 2015</i>). Where agencies aren't represented at the regional or local level, list alternative agencies/organisations that will be responsible for or support that sub-function (must be agreed with the agency responsible).

Sub-section or heading	Content
Relationship to other plans	<p>Describe links to other CDEM plans and arrangements, including:</p> <ul style="list-style-type: none"> • community response planning • welfare agency emergency management plans (including BCPs), • recovery • mass evacuation • public information management • volunteer management • donated goods management, and • other relevant plans. <p>Also describe links or make reference to key local authority plans, such as the Regional Policy Statement, Long Term Plan (LTP) (10 year), Annual Plan, Community Development Plan, and any other relevant plans.</p>

D.2 Governance and management

The following table describes the recommended content for the *Governance and management* section of a Group or Local Welfare Plan.

Table 11 Recommended content for *Governance and management* section

Sub-section or heading	Content
Joint Committee and Coordinating Executive Group (CEG)	Briefly describe responsibilities with respect to welfare. Reference back to the <i>National CDEM Plan 2015</i> and the <i>CDEM Group Plan</i> .
CDEM Group Welfare Manager	Briefly describe role of the CDEM Group Welfare Manager (including their function as Chair of the WCG).
Local Welfare Managers (if applicable)	Briefly describe role of the Local Welfare Managers.
WCG	Describe membership, roles, and responsibilities. Provide overview of meeting frequency and links to relevant material (such as MOUs). Insert the WCG Terms of Reference (as an appendix).
Local welfare committees (if applicable)	Define roles and responsibilities. Confirm leadership. Provide overview of meeting frequency and links to relevant material (such as MOUs). Insert the Terms of Reference (as an appendix).
Other welfare-related management roles and arrangements (as required)	Controllers and Recovery Managers. Public Information Managers. Identified CDC Supervisors.

D.3 Reduction and readiness

The following table describes the recommended content for the *Reduction and readiness* section of a Group or Local Welfare Plan.

Table 12 Recommended content for *Reduction and readiness* section

Sub-section or heading	Content
Communities	Describe the communities in the CDEM Group or local area (refer to <i>Community Engagement in the CDEM Context [BPG 4/10]</i>). Define capability and capacity of communities (including strengths and weaknesses). Identify existing community groups and local community leaders.
Hazards, risks, and community vulnerability	List hazards and risks at all relevant levels, using existing information. Identify likely emergency scenarios. Define community vulnerabilities based on hazards and risks, (e.g. physical or social isolation of communities).
Links to related reduction activities and responsibilities	Briefly describe (and include links or references to) wider plans or programmes to reduce community vulnerability. These may be CDEM plans, local authority plans, or the plans of other agencies. Make reference to business continuity plans of welfare services agencies and (if relevant) lifeline utilities.
Welfare governance and management arrangements	Describe how welfare governance and management arrangements will be monitored and evaluated.
Relationship building and management	Identify the core welfare relationships (between roles, between agencies, and between national, CDEM Group, and local levels). Describe how these relationships will be managed and enhanced.
Planning	Describe welfare plan linkages across the CDEM Group (for example, between the Group Welfare Plan and Local Welfare Plans). Define how often the Group or Local Welfare Plan will be reviewed. Describe the review process (including a process for consultation).
Community-based planning	Describe how communities are currently engaged in welfare preparedness. Include references to any community response or recovery plans.
Capability development	Identify capability development needs. Identify capability development methods. Describe how training will be developed and implemented across the CDEM Group. List any upcoming exercises, especially those that include a welfare component.
Local welfare services delivery capacity	Describe local delivery capability and capacity. Identify delivery issues and gaps. Confirm how delivery gaps will be addressed, and the CDEM Group will monitor effectiveness.

D.4 Response and recovery

The following table describes the recommended content for the *Response and recovery* section of a Group or Local Welfare Plan.

Table 13 Recommended content for *Response and recovery* section

Sub-section or heading	Content
Role of the Welfare function in response	<p>Describe welfare role as it applies to the CDEM Group or local area. Include a list of:</p> <ul style="list-style-type: none"> • basic structure of the Welfare team in an ECC • basic structure of the Welfare team in EOCs (if applicable) • possible locations for CDCs, and a description of the relationships between the Welfare function and CDC staff. <p>Outline key response relationships and linkages, such as with the Controller, WCG or local welfare committee, and the other CIMS functions in coordination centres.</p>
Activation	<p>Describe procedures for activation of the Welfare function in response, including:</p> <ul style="list-style-type: none"> • roles of CDEM Group Welfare Manager and Local Welfare Managers • activating Welfare in ECCs/EOCs • activating CDCs • convening the WCG and local welfare committees.
Links to other CIMS functions	<p>Describe how the activities of the other coordination centre functions will interact with welfare:</p> <ul style="list-style-type: none"> • Volunteer Coordination (under direction of Operations) • Logistics (for example, some Logistics sub-functions, such as Supply, Transport, Facilities, Catering, and ICT, may be involved in the set up and management of CDCs) • PIM (is responsible for drafting and issuing public messaging related to welfare services sub-functions).
Management of welfare services delivery	<p>Describe the roles of the agencies responsible for the welfare services sub-functions:</p> <ul style="list-style-type: none"> • registration • needs assessment • inquiry • care and protection services for children and young people • psychosocial support • household goods and services • financial assistance • shelter and accommodation • animal welfare. <p>Describe the roles of the support agencies for each sub-function. Include relevant plans, Standard Operating Procedures (SOPs), Memoranda Of Understanding (MOU), or operational arrangements between these agencies (or refer or link to them if inclusion is impractical).</p> <p>Describe the possible roles of any community-based organisations.</p>
Transition from response to recovery	<p>Describe welfare transition arrangements alongside response and recovery plans.</p>

D.5 Monitoring, reporting, and review

The following table describes the recommended content for the *Monitoring, reporting, and review* section of a Group or Local Welfare Plan.

Table 14 Recommended content for Monitoring, reporting, and review section

Sub-section or heading	Content
Monitoring activities	Describe the monitoring activities that will be undertaken (include timeframes and responsibilities).
Reporting	Describe reporting requirements, including: <ul style="list-style-type: none">• how often CDEM Group Welfare Managers will report to the CEG on welfare activities and progress• any documented reports that will be developed and issued periodically (for example, progress reports on welfare-related work programmes).
Review of the Welfare Plan	State the Welfare Plan expiry and review arrangements (this should be no more than five years, in line with <i>CDEM Group Plan</i> reviews).

Appendix E Welfare response checklist

This template is available to download at www.civildefence.govt.nz

This checklist is optional, and is intended to:

- be adapted for use at an activated coordination centre
- be amended to reflect actual processes used by the Welfare team.

[Grey text] is replaced with required information. Brown text can be deleted.

Ensuring tasks are carried out is the responsibility of the CDEM Group or Local Welfare Manager. The tasks may be assigned to welfare personnel, unless stated otherwise.

Activation

	Done (tick)	Assigned to	Started (date/time)	Finished (date/time)
<i>[Group or Local]</i> Welfare Manager is informed of the emergency		CDEM Duty Officer		
<i>[Group or Local]</i> Welfare Manager is briefed by the Controller about current situation and the response		<i>[Group or Local]</i> Welfare Manager		
<i>[Group or Local]</i> Welfare Manager sets up Welfare team:				
Determine how many Welfare personnel are needed initially		<i>[Group or Local]</i> Welfare Manager		
Recruit personnel for Welfare team from pool using agreed process and set up a short term roster		<i>[Group or Local]</i> Welfare Manager		
Set up the Welfare workspace:				
Determine initial location of Welfare team workspace		<i>[Group or Local]</i> Welfare Manager		
Set up Welfare workspace with resources and personnel as available		<i>[Group or Local]</i> Welfare Manager		
<i>[Group or Local]</i> Welfare Manager attends Incident Management Team (IMT) briefing		<i>[Group or Local]</i> Welfare Manager		
<i>[Group or Local]</i> Welfare Manager convenes the WCG as soon as practicable/appropriate		<i>[Group or Local]</i> Welfare Manager		
<i>[Group or Local]</i> Welfare Manager activates/liaises with CDC supervisors (where necessary)		<i>[Group or Local]</i> Welfare Manager		

Ongoing response work

[Group or Local] Manager's ongoing tasks	Assigned to
Lead the identification of and planning for the welfare needs of the affected communities	[Group or Local] Welfare Manager, and team
Lead the delivery of CDEM-led welfare services sub-functions	[Group or Local] Welfare Manager, and team
Support the work of agencies responsible for the other welfare sub-functions as per agreed arrangements	[Group or Local] Welfare Manager, and team
Activate CDCs as required (in conjunction with Controller and CDC Supervisor)	[Group or Local] Welfare Manager, and team
Support CDC Supervisors as required	[Group or Local] Welfare Manager, and team
Provide welfare-related input to the Action Plan	[Group or Local] Welfare Manager, and team
Develop a Welfare appendix to the Action Plan (if required)	[Group or Local] Welfare Manager, and team
Liaise with other function managers (Operations, Logistics, PIM, etc)	[Group or Local] Welfare Manager
Liaise with welfare services support agencies (individual members of WCG, or local welfare committee)	[Group or Local] Welfare Manager
Convene WCG or local welfare committee as often as necessary/practicable	[Group or Local] Welfare Manager
Liaise with Welfare function personnel at other coordination centres, and at any activated CDCs	[Group or Local] Welfare Manager, and team
Carry out daily tasks as listed in following section	[Group or Local] Welfare Manager, and team

Indicate with a tick

Daily checklist	Date:							
[Group or Local] Welfare Manager daily tasks								
Attend CDEM/IMT briefings at coordination centre, present progress and any welfare-related issues or concerns								
Review Welfare team requirements (personnel, resources, spaces)								
Review CDC requirements (if activated) with CDC Supervisor, in conjunction with the Logistics function								
Ensure welfare-related tasks are assigned and completed in good time								
Ensure that welfare-related resources are identified for subsequent approval and supply by Operations and Logistics (respectively)								
Ensure that accurate welfare-related public messaging information is passed on to the PIM team								
Liaise with National Welfare Manager								
Liaise with Group or Local Welfare Managers in other coordination centres								
Liaise with welfare services support agencies								

Daily checklist	Date:							
Daily checks – [Group or Local] Welfare Manager to carry out remedial actions if not occurring								
Information provided to all welfare personnel and welfare services agencies is current and accurate								
Information collected from all welfare services agencies (and passed on to the Controller and other functions) is current and accurate								
All documented processes and procedures related to welfare are being followed								
Welfare personnel working in the coordination centre and CDCs are having regular breaks during their shifts								
Sufficient Welfare personnel are available to be rostered, ensuring: <ul style="list-style-type: none"> • the required skills • Welfare personnel have days off for rest and recuperation as appropriate 								
Staff briefings at the shift handover are completed with new information and outstanding tasks communicated								
Welfare personnel are managing stress, and getting enough nourishment and refreshment								

Transition to recovery

	Done (tick)	Assigned to	Started (date/time)	Finished (date/time)
Ensure all unused resources are stored for use during recovery (or BAU), returned, or disposed of				
Return any facilities used to their BAU state				
Debrief Welfare personnel before they return to their BAU roles, as teams and/or individuals				
Provide Welfare issues and learnings to CDEM debriefing sessions				
Ensure new resources are ordered to replace used stock				
Ensure plans and procedures are updated to reflect debriefing lessons				
Ensure all records are archived, following the requirements of the <i>Public Records Act 2005</i>				

Appendix F Welfare Appendix to the Action Plan – template

This template is available to download at www.civildefence.govt.nz

This template is intended as a prompt only. It includes elements that all CDEM Groups must consider, but may be customised according to Welfare team size, structure, and resources.

[Grey text] is replaced with required information. Brown text can be deleted.

Welfare Appendix for the:	[Action Plan 00x]	Date	[yyy-mm-dd]
Coordination Centre	[CC name here]	Emergency	
Prepared by	[name and role]	Approved by	Controller [name]

<p>Welfare hazard and situation</p> <p><i>Insert a brief description of the situation and hazard impacts, as they apply to the Welfare function. Do not just repeat the coordination centre situation report.</i></p>
<p>Higher response level welfare plan</p> <p><i>If there is a higher response level activated, include a brief description of how they will support the Welfare function in this coordination centre. Are they procuring any resources, assisting with the provision of care, etc, and if so, how. Summarise this, don't copy and paste their whole plan.</i></p>
<p>Welfare plan of action</p> <p>Welfare objectives <i>[list the objectives that the Welfare function is working to. These do not have to be the overall response objectives, but rather ones developed by Welfare that should support the Action Plan]</i></p> <p>Concept of welfare support <i>[insert a description of how welfare will meet those objectives. Which sub-functions will be actively managed? Will support be centralised at the coordination centre, or distributed to CDCs and/or welfare agency offices?]</i></p> <p>Tasks <i>[list specific tasks for welfare agencies and teams]</i></p>
<p>Sub function arrangements</p> <p><i>List specific arrangements for each activated sub-function</i></p> <p>Registration</p>

Needs assessment

Inquiry

Care and protection services for children and young people

Psychosocial support

Household goods and services

Shelter and accommodation

Financial assistance

Animal welfare

Coordinating instructions

Key timings:

Locations:

The **Welfare Team roster** is available in *[insert name of document and where to find it, or who to contact]*

Welfare control arrangements

Welfare Team structure

[Insert structure diagram]

Welfare Manager *[dedicated phone number]*

Welfare Team Manager 2IC *[dedicated phone number]*

[Insert other roles as appropriate]

The **Welfare Team role descriptions** are listed *[insert name of document and where to find it, or who to contact]*

Welfare meetings are scheduled for *[insert where, when, topic (if applicable), and attendees]*

Attachments

Include any maps, tables and supporting information that is too long to contain in the body of this appendix.

Appendix G Civil Defence Centre toolkit

This Appendix is available to download at www.civildefence.govt.nz

This appendix provides useful information related to the activation, management, and deactivation of Civil Defence Centres (CDCs).

The checklists included in this appendix are intended as prompts only. They include elements that all CDEM Groups must consider, but may be customised according to CDEM Group size, structure, and resources.

Shelter and accommodation facilities

The checklists and considerations in this appendix also apply to potential shelter and accommodation facilities for use during or after an emergency.

G.1 Assessing potential facilities

When undertaking an assessment of identified facilities to determine suitability for use as a CDC, consider the basic criteria in Table 15.

Note: These criteria should be checked during:

- readiness (to identify and assess potential sites)
- response (to ensure that pre-identified facilities are safe and suitable for use).

Table 15 Basic criteria to consider when assessing facilities

Consideration	Criteria
Building Code compliance	Must comply with the New Zealand Building Code.
Accessibility	Ease of access, including for: <ul style="list-style-type: none"> • people with disabilities • vehicles (including buses) • foot traffic • parking
Exits	Any building has two exits providing an alternate exit route Exits are clearly marked
Signage	Clear and appropriate signs Ease of navigation (e.g. some schools are very big and not easy to navigate)
Catering	A good sized kitchen (depending on expected capacity) Serving area Ample plates, cups, cutlery etc. available (often these are locked away)
Furniture/ furnishings	Tables and chairs (for dining or locating welfare services and support) Seating (comfortable chairs, couches, pews etc.) Notice boards Television Space dividers, screens for privacy

Consideration	Criteria
Ablutions/ sanitation	Ample and serviceable toilets, showers, and hand basins that are: <ul style="list-style-type: none"> • gender separated • well lit
Ventilation	Suitable ventilation and/or access to fresh air
Fire safety	Fire safety equipment and facilities in good working order <ul style="list-style-type: none"> • smoke alarms • fire extinguishers • fire hoses
Security	Suitability for providing and maintaining security and protection
Animals	Temporary animal shelter facilities including (in addition to above considerations): <ul style="list-style-type: none"> • located close to but separate from the main facility • secure indoor or covered outdoor space • water supply • sanitation and waste disposal/storage area • adequate lighting • space to exercise animals. <p>For more information, refer to the MPI <i>Animal Welfare Emergency Management technical reference document [to be published]</i>, available at www.mpi.govt.nz.</p>

Considerations for shelter and emergency accommodation

For facilities that may be used to provide shelter or emergency accommodation, also consider sleeping facilities, including:

- dormitories/bunk rooms (e.g. boarding school, camp, barracks)
- communal sleeping area (e.g. marae)
- equipment (mattresses, stretchers, bedding), and
- private spaces/suitability to screen areas off for privacy.

Post emergency building management

After an emergency, a rapid building assessment must be performed by qualified assessors under the direction of the Ministry of Business, Innovation, and Employment (MBIE).

Building assessors provide an informed view on risks on the basis of observed damage, and the circumstances of the emergency such as earthquake, flooding, landslip, or other hazard. They then determine whether a building is safe for continued use.



Detailed resources and information related to the Building Code and 'post disaster building management' is available on the MBIE website www.building.govt.nz.

Safety and security

Ensuring the safety and security of people using a CDC is paramount. Appropriate security arrangements should be made during readiness by the CDEM Group/local authority.

Security arrangements

Engaging the services of a security company is recommended. Detailed security arrangements may involve:

- advising the security provider of the CDC arrangements including the fire safety plan
- including a security representative in CDC team meetings/briefings
- securing CDC entry and exits but not so that security presence is threatening or unwelcoming, e.g. one security person to be close by at each entrance and exit at all times (providing reassurance for personnel and CDC users)
- roving patrols of reception and waiting areas, and all other communal indoor areas
- roving patrols of all outdoor areas including car parks and perimeters
- identify security hot spots e.g. sanitation areas, areas of poor lighting, areas where personal belongings and equipment are stored
- develop security procedures to allow visitors access to the CDC
- encourage security to keep their presence discreet when the CDC is running smoothly, and to be more visible during the evening and at night for peace of mind (if the CDC remains open at these times), and
- implement arrangements for any necessary after-hours (for example, overnight) access.

Police may also provide support with security.

Personnel



All trained personnel working in a CDC setting should be Police vetted.

Part II Section 5 *Welfare services sub-functions* (available to download at www.civildefence.govt.nz) provides more information on the Police Vetting System.

See also the *Volunteer Coordination in CDEM* Director's Guideline for information about screening for CDEM-trained volunteers. This is available at www.civildefence.govt.nz (search for 'volunteer coordination DGL').

Ensure all CDC personnel wear identification at all times, and that safety messages are conveyed to all personnel at briefings.

CDC layout

Ensure all walkways, toilets and showers are well signed, lit and monitored regularly.

Convey safety messages to people using the CDC via information boards and other methods.

Allow for a designated isolation area to be utilised on advice from Public Health Units (to prevent the spread of communicable diseases).

Incidents

Due to the consequences of an emergency, the dynamics of an evacuation and/or the diversity of people using a CDC, it is probable that some incidents may occur in and around the CDC.

Personnel should not put themselves in a position of harm when dealing with incidents.

All decisions and actions related to accidents or incidents should be clearly recorded in shift documentation and a Health and Safety incident form completed.

The CDC Supervisor should keep the coordination centre informed of specific safety concerns about the CDC. Maintain contact with the Police also.

A CDC is not obliged to grant access to persons who present a threat to the safety and wellbeing of other CDC users, or themselves.

Fire safety

Document the following preparedness actions:

- develop an emergency evacuation plan based on the facility's plan
- develop procedures for evacuating people with limited mobility
- clearly mark locations of fire extinguishers, blankets and other fire equipment
- ensure clearly marked emergency exits are not blocked at any time
- identify a pre-designated emergency assembly point
- ensure fire alarms are functional, and
- restrict smoking to designated areas outside the facility.



Much of this safety and security information is based on the *Australian Red Cross Evacuation Centre Fieldguide*. The field guide is available for purchase at www.redcross.org.au.

Children and young people

Particular consideration must be given when children and young people are present in a CDC, whether in the care of parents, legal guardians, or usual caregivers, or if they are separated from them.

Separated children and young people in a CDC

In a CDC setting, separated children and young people must be cared for and kept safe and the following actions taken:

- an unaccompanied child/young person must be registered in the *CDEM EMIS Welfare Registration System*. Record as much useful information about the child/young person and their parents, legal guardian or usual caregiver to support timely and safe reunification
- care for and keep the child/young person safe. Police vetted personnel with appropriate experience should be identified and available for this activity
- use the *CDEM EMIS Welfare Registration System* (using the inquiry and matching processes) to help locate the child/young person's parent, legal guardian, or usual caregiver
- other attempts to locate the child/young person's parent, legal guardian or usual caregiver should be made if resources allow, and
- liaise with Police and Child, Youth and Family as soon as possible to agree next steps for the care and protection of the child/young person.



Part II Section 9 *Care and protection services for children and young people* (available to download at www.civildefence.govt.nz) provides more information.

Personnel safety checks

CDEM Groups/local authorities must ensure that CDEM personnel (including CDEM-trained volunteers) who work with children and young people are trained and screened as safe to do so.

Standard safety checks for working with children and young people are outlined in the *Vulnerable Children Act 2014*.

Safety checking involves:

- identity verification – proof people are who they say they are, including former identities
- information requirement:
 - reliable data about history and behaviour, and
 - Police vetting
- risk assessment – judgement-based assessment
- periodic re-assessment – information should be updated and reassessed every three years.



The *Vulnerable Children Act 2014* is available at the New Zealand Legislation website: www.legislation.govt.nz. For more information, refer to the *Children's Action Plan* website: www.childrensactionplan.govt.nz.

Trained personnel

A pool of trained and pre-approved personnel is required to work with children and young people in an emergency.

People working with children and young people in a CDC need to be:

- pre-screened and Police vetted to work with children
- specifically trained in working with children
- trained in scheduling age appropriate activities and in providing sensitive information, and
- able to advocate for children's needs and services.

Save the Children New Zealand and New Zealand Red Cross may be able to assist with trained staff to work with children in an emergency.

Child Friendly Spaces

Child Friendly Spaces is a Save the Children emergency response programme that helps ensure children are safe and protected in shelters and other locations where families congregate during emergencies.

Child Friendly Spaces may be established in a CDC. This will:

- provide children with a safe, designated area where they can play and socialise under the supervision of trained and background checked adults
- enable parents to have time to rest, or register for emergency assistance
- give children a sense of normalcy and community when their lives are disrupted
- help children interact with peers, build self-esteem, and begin the recovery process, and
- provide a setting for sharing valuable child safety and recovery information with families.

Save the Children can provide facilitators, as well as all the resources, to run a Child Friendly Space in a CDC.

Child Friendly Spaces is a **national resource**. Any request for this service is to be made to the National Controller.

For more information about *Child Friendly Spaces* refer to the Save the Children NZ website at www.savethechildren.org.nz (search for 'child friendly spaces programme').

Shelter and accommodation

The provision of appropriate shelter and accommodation for children and young people must give consideration to:

- physical layout of the centre/house
- separate space for children/young people
- access to water, bathrooms with separate toilet and bathroom facilities, and
- age appropriate bedding, food, and care arrangements (prioritise young children).

Resources and considerations

Consider the following when planning for children and young people in a CDC:

- identity badges for all personnel
- identification for children e.g. wrist bands including the child's name and any other identifying information
- systems for recording information, including the *CDEM EMIS Welfare Registration System*.
- preventing unnecessary sibling separation
- systems for attending to children's physical needs e.g. food, clothing, toiletries
- age appropriate supplies to attend to children's physical needs e.g. food (including infant food, feeding equipment, and supplies), water, clothing, sanitation (including nappies and nappy changing facilities)
- age appropriate games and activities, and
- access to psychosocial support for children who exhibit signs of emotional stress.

Health management

The requirement for a health response at a CDC will be dependent on the emergency. Likely health requirements are as follows:

- public health issues (water, sanitation, emerging infectious diseases, outbreaks etc.)
- aged care
- mental health care
- disability support
- minor trauma or medical issues
- management of pre-existing conditions
- the replacement of lost medication and medical appliances, and
- support for infant feeding.

Responsibility

Responsibility for a health response at a CDC will be with the local DHB.

Public Health Units, in conjunction with Environmental Health Officers, will coordinate and manage communicable disease and environmental health issues, and advise and promote public health messages (to CDEM, and within CDCs). Public Health Units will be able to provide expert advice on matters such as disease outbreak control, safe drinking water, hygiene, and sewage disposal.

Ambulance services will continue to be responsible for emergency transport of patients.

A number of health service providers may also provide services at a CDC. Health services, where possible, will continue to operate from their existing facilities.

CDC Health Coordinator

The appointment of a Health Coordinator may be necessary to manage the health care response in a CDC.

The role of the Health Coordinator will depend on the emergency. The Health Coordinator will liaise with other agencies represented in the CDC, and manage any health-focused roles within the CDC.

Cleaning

A cleaning procedure and schedule should be developed. Specific advice can be provided by Public Health Units or Environmental Health Officers.

More information



Part II Section 5 *Welfare services sub-functions* (available to download at www.civildefence.govt.nz) provides more information regarding *Water And Sanitation, Hygiene (W.A.S.H)*.

Accessibility

National and international standards for accessible shelters and accommodation should be followed. Consider the following when planning for CDCs:

- ensure cultural appropriateness
- age and mobility friendly layout (allows older people and people with disabilities to enter and exit easily)
- non-slip floors and handrails
- access to raised beds.

See Appendix H [Accessibility](#) on page 109 for more detail.

G.2 Procedures

Activating a CDC

The decision to activate one or more CDCs will be made by the Controller in conjunction with the Welfare Manager. The Welfare Manager initiates the CDC activation procedure as per the coordination centre Welfare Action Plan.

Resourcing

The decision to activate a CDC should be made according to the resources available. Controllers and Welfare Managers must work closely with the Logistics function to ensure that the opening of each CDC is logistically supportable, and is able to be maintained.

Activation tasks

The following procedure provides guidance on the activation of a CDC.

Note that CDEM Groups may make changes to these procedures to suit their size, structure, or capacity.

Table 16 CDC activation procedure

Step	Action
1	Welfare Manager notifies (as required): <ul style="list-style-type: none"> • CDC Supervisor/personnel • Responsible/key agency members of WCG/local welfare committee.
2	Welfare Manager ensures Welfare team is briefed on: (as information is available): <ul style="list-style-type: none"> • Description of emergency • Location/area of emergency • Estimated duration of activation • Expected number of affected/displaced people • Welfare services required • Other services/additional resources/personnel required • Contact details of coordination centre.
3	Welfare Manager: <ul style="list-style-type: none"> • Ensures building and safety checks have taken place. • Arranges establishment of welfare services at CDC with responsible agencies and supporting agencies as required. • Works with coordination centre Logistics function to address CDC requirements. • Ensures Controller is informed of Welfare activities.
4	CDC Supervisor: <ul style="list-style-type: none"> • Notifies CDC personnel • Estimates timing that CDC will be operational • Supervises set-up of CDC • Liaises with Welfare Manager and notifies coordination centre when CDC operational (ready to receive affected people).
5	Welfare Manager works with PIM in coordination centre to develop public information.
6	Coordination centre PIM to communicate location of CDC, services available and hours of operation.
7	CDC Supervisor begins reporting cycle to coordination centre as per SOP. See the <i>Welfare Centre Report</i> in the <i>CDEM EMIS Welfare Registration System</i> .

The following ongoing tasks are required during the operation of a CDC:

Table 17 Ongoing CDC tasks

Step	Action
1	CDC Supervisor continues with the reporting cycle to coordination centre as per SOP. See the <i>Welfare Centre Report</i> in the <i>CDEM EMIS Welfare Registration System</i> .
2	Welfare Manager supports CDC.
3	Resource provision is coordinated via coordination centre Logistics function.
4	Welfare Manager reviews and updates PIM messages related to each CDC regularly, as per the coordination centre Welfare Action Plan.
5	Welfare Manager and CDC Supervisor regularly review requirements of people at CDC; welfare service provision, personnel, resources, hours of operation.
6	Regular inspections of CDCs are undertaken by Public Health Units or Environmental Health Officers, and recommendations implemented.
7	CDC Supervisor develops a cleaning procedure and schedule for the CDC (with advice from Public Health Units or Environmental Health Officers, as required). Welfare Manager/CDC Supervisor ensures schedule is followed.
8	Welfare Manager and CDC Supervisor develop a strategy for closing the CDC, in conjunction with the facility owner/manager and key welfare services agencies.

Closing a CDC

The closure of a CDC can be a challenging aspect of CDC management. There may be a small number of people who have developed a level of dependency on the welfare services offered at a CDC. It is important to identify people who may require further assistance in the community once the CDC is closed, to work towards an early solution.

An announcement of intended closure of a CDC will change the focus of both personnel and people using the CDC. CDC closure may disrupt the routine and predictability that people have come to expect, and may cause a downturn in mood or increase in stress in people who may be tired following a long and complex process. There may be uncertainty about the future as attention turns to recovery services.

As much as possible, closing the CDC should involve WCG member agencies.

Focus of a closing strategy

A closing strategy should ensure:

- limited disruption to social networks in the transition
- basic social services such as access to health and education are available
- restoring livelihood assistance is available
- family units are kept together and arrangements are made for possessions
- people with particular requirements are identified and supported, and
- people using the CDC are actively involved in the decision to return home or to temporary accommodation.

Deactivation procedure

Having a deactivation procedure for a CDC will allow a smoother process and transition for people back to their homes (or temporary accommodation) and communities.

CDC Supervisors/coordination centre Welfare function may follow the deactivation procedure on the next page, or use it to prepare their own procedure.

Table 18 CDC deactivation procedure

Step	Action
1	Identify and coordinate CDC closure based on demand and other CDCs operating in the community/adjacent communities.
2	Once identified for closure, work with the CDC Supervisor and management team to develop a plan to close the CDC, including internal communication and logistical support plans.
3	Determine if people using the CDC have specific requirements that need to be addressed to enable them to support themselves in the community, or require ongoing support.
4	Ensure that clear recovery information is available e.g. regarding temporary accommodation, financial or legal assistance.
5	Handover information for any ongoing support cases to the relevant agencies.
6	Communicate the confirmed CDC closing date and time to people using the CDC, and CDC personnel e.g. via announcements and information boards.
7	Clearly communicate information about the areas/districts that are safe to return to and areas which remain unsafe/cordoned/out of bounds.
8	Request assistance with transport from the coordination centre Logistics function if required.
9	Update Welfare registrations: record residential/temporary addresses and update other contact information for people with an ongoing requirement for welfare services in recovery.
10	Facilitate a debrief for all onsite personnel including agencies providing welfare services.
11	Ensure all personnel sign off at the end of their final shift.
12	Ensure all hard copy documentation is collated, and electronic information is updated and transferred to the coordination centre Welfare function.

Step	Action
13	Have a procedure for dealing with lost property/items left behind, refuse and recycling; clear, pack away, transport and dispose of items as appropriate.
14	Pack and transport equipment as required.
15	Complete a final CDC report for the coordination centre Welfare function..

- Final CDC report** A final CDC report on CDC operations should consider information on:
- activation
 - deployment
 - work undertaken
 - staff who worked in the CDC (to enable recognition at a later stage)
 - adequacy of the facility
 - communication
 - issues
 - with welfare service provision
 - with people using the facility/services, and
 - recommendations for future activations.



This information on CDC closure is based on the *Australian Red Cross Evacuation Centre Fieldguide*. The field guide is available for purchase at www.redcross.org.au.

G.3 Checklists

These checklists are available to download at www.civildefence.govt.nz

CDC resource kit checklists

A resource kit containing basic portable materials for operation should be available for each potential CDC. Suggested contents of this kit are shown in the checklist below.

Portable resources	✓
CDC signage	
Signage for all areas, desks, or teams within the CDC (include adhesive or mounting materials such as tape, glue, staples, twine etc)	
ID badges and vests for CDC staff	
Laptops, printers, and equipment for enabling remote internet access	
Printed versions of procedures, checklists, and relevant forms	
Electronic versions of procedures, checklists, and relevant forms	
Stationery items (pens, clipboards, folders, printer paper)	

Portable resources	✓
First aid kit	
Civil defence or survival kit items, such as torches, portable radios, and batteries	

Note that rows may be added to include more detail, such as quantity and specific item type.

A range of resources related to the facility also need to be identified, located, and (if possible) stockpiled for use in each CDC.

If these resources are centralised (rather than stored at each potential facility), a transport and distribution plan may need to be developed.

Facility resources	✓
Desks and chairs	
Stored water	
Catering items (hot water urns, kitchen utensils, gas cookers, supplies of non-perishable food)	
Other household goods (toilet paper, cleaning products)	

Add or delete rows/items as necessary

CDC Supervisor's checklist

These tasks are performed by the CDC Supervisor, who activates, manages, and closes a CDC in consultation with coordination centre personnel, including the Group or Local Welfare Manager.

For large responses, or at larger CDCs, the role of CDC Supervisor may be performed by more than one person. Alternatively, a CDC Supervisor may appoint Assistant CDC Supervisors, and delegate specific tasks to them.

Activation tasks	✓
Liaise with the owner/operator of the facility to ensure that the building is safe, and that all utilities are switched on and operational.	
Activate CDC staff, providing them with an initial situation overview and relevant access information for the CDC facility.	
Activate and/or brief security personnel, as required.	
Brief staff as they arrive, including any health and safety procedures.	
Provide staff with initial resources, including ID badges or vests.	
Establish the CDC layout according to plans and available resources.	

Activation tasks	✓
<p>Allocate staff to set up designated areas according to plans and the directions of the Controller, which may include:</p> <ul style="list-style-type: none"> • a meet-and-greet area (attended by CDC staff who can direct people to the right areas) • public information area (set up and managed under the direction of the PIM team) • volunteer coordination (set up and managed under the direction of the Volunteer Coordination or Operations team) • catering areas (set up and managed by the Logistics team, or a team from another agency or organisation) • the welfare services sub-functions (set up under the direction of the Group or Local Welfare Manager, and representatives of the agencies responsible for each sub-function) 	
Ensure that each area has appropriate and accessible signage.	
Ensure that communications systems and equipment are set up and operational.	
Advise the Group or Local Welfare Manager that the CDC is operational, and provide an initial situation report.	
Advise the Local Welfare Manager of any resourcing or staffing shortfalls.	
Liaise with additional CDC staff as they arrive, as well as representatives of other welfare services agencies.	

Ongoing tasks	✓
Maintain regular contact with the Group or Local Welfare Manager.	
<p>Liaise regularly with all function and sub-function representatives that are active in the CDC. May include:</p> <ul style="list-style-type: none"> • representatives of welfare services agencies • Volunteer Coordination personnel • Members of other CIMS function teams, including PIM, Operations, or Logistics • Representatives of NGOs or community-based organisations. 	
Liaise with other activated CDC supervisors.	
Oversee rostering, breaks, and appropriate record-keeping for CDC staff.	
Ensure that CDC staff are fed (liaise with Logistics personnel).	
Brief or debrief CDC staff as appropriate.	

Final tasks	✓
Ensure all CDC staff have been debriefed and stood down.	
Ensure all documentation and records have been collected and stored appropriately.	
Ensure that resources have been returned to their original locations, or to their original owners.	
Ensure the facility is left clean, tidy, and secure.	

Appendix H Accessibility

The best people to consult with about ensuring CDEM facilities, services, and information are accessible are those who have difficulty accessing places or interpreting information by the usual means, or through the usual channels. They 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, and
- people whose social circumstances, culture, or faith restricts their access to media such as radio, television, newspapers, or the internet.

Further resources Many organisations, especially those with a focus on culturally and linguistically diverse (CALD) communities or people with disabilities, provide clear guidance on what is required to make information accessible.

H.1 Obligations and legal requirements

All people must be treated without discrimination. This means that that everyone, including disabled people, and people from culturally and linguistically diverse (CALD) communities, must have access to information and services on the same basis as others.

The key documents regarding inclusion in communities are:

- The Treaty of Waitangi
- New Zealand legislation:
 - *Human Rights Act 1993*
 - *New Zealand Bill of Rights Act 1990*
 - *New Zealand Sign Language Act 2006*
 - *New Zealand Public Health and Disability Act 2000*
 - *Building Act 2004*
- New Zealand policies and standards:
 - *New Zealand Disability Strategy 2001*
 - *NZS 4121:2001 – Design for Access and Mobility – Buildings and Associated Facilities.*

International treaties and agreements

International treaties and agreements include:

- United Nations Universal Declaration of Human Rights
- United Nations Convention on the Rights of Persons with Disabilities
- United Nations International Covenant on Civil and Political Rights, and
- United Nations International Covenant on Economic, Social and Cultural Rights.

H.2 How to make information accessible

This section outlines the main considerations for providing **accessible information**. Detailed information is available through the key resources listed in section H.3 [Key accessibility resources](#) on page 112.

Signage

Signage for the public during an emergency must be accessible. Information on accessible signage is available from the Royal New Zealand Foundation of the Blind (see section H.3 [Key accessibility resources](#) on page 112).

Consider providing written signs in languages used in the local community.

Using translators and interpreters

Professionals must be used for interpreting and translating whenever practicable. This ensures that:

- the messages' integrity is maintained by avoiding any issues arising from family, community, or cultural considerations, and
- members of the public (especially younger members) are not potentially placed in the position of conveying difficult information during traumatic circumstances.

New Zealand Sign Language (NZSL) interpreters can be accessed remotely, including for TV broadcasts. The main providers of translation and interpretation services are Language Line, The Translation Service, iSign, and Interpreting New Zealand. Consider organising CDEM personnel who are outside the area/region affected by the emergency to manage the process of getting translations prepared.

Spoken information

Alternatives to spoken/audible information need to be provided for:

- Deaf and hearing impaired. Examples of alternatives include:
 - New Zealand Sign Language
 - hearing loops
 - closed captioning or subtitles
 - SMS (text messaging) services, and
- speakers of other languages or people who sign. Examples of alternatives include interpreters, and written summaries that have been translated.

Written information

Written information needs to be in:

- Plain English
- a large font, and
- black writing on white background.

Also consider:

- using images to convey instructions or information in a simple way, for people who may find reading difficult (to support written text, or as an alternative), and
- using easy-read formatting (see section H.4 [Key accessibility terms](#) on page 117 for the definition).

Electronic information

Electronic information needs to follow the relevant requirements for written, spoken, and printed information (above). Documents need to be provided in file formats that work for screen readers and magnification technology, including:

- Word documents
- tagged PDFs (not automatically tagged), and
- HTML (must be designed to allow for changeable font size, and volume control).

Electronic information should provide text alternatives for any images.

Additional information for technical support personnel is available from the New Zealand Government Web Toolkit, available at www.webtoolkit.govt.nz.

Printed information

Printed information needs to:

- follow the requirements for written information above, and
- be translated into languages relevant to the community, including braille when practicable.

Cultural considerations

Additional considerations to ensure information is accessible by CALD communities include:

- understanding the importance of initiating engagement and maintaining it during readiness
- providing information in hard copy
- being aware that some CALD communities will have limited or no internet access
- providing information in English alongside translated information
- distributing information through existing CALD community networks and hubs, and
- making use of existing specialist media such as CALD communities' publications, and student and community radio.

H.3 Key accessibility resources

This section includes resources that provide information on at least one of the following:

- information accessibility
- physical accessibility
- contacts for CALD communities
- disabled people's organisations, and
- CDEM information related to people with disabilities or CALD communities.

Age Concern

Age Concern promotes healthy, active ageing to people of all ages, and works in cooperation with other organisations. Age Concern works for the rights and wellbeing of older people and towards an inclusive society, where older people are respected, valued, supported and empowered. More information is available on their website www.ageconcern.org.nz.

Association of Blind Citizens of New Zealand

The Association of Blind Citizens of New Zealand (Blind Citizens NZ) is a national organisation of, and for, blind citizens of New Zealand. Blind Citizens NZ advocates on blindness-related issues and assists government and health agencies, local authorities, utilities, and other organisations in improving services to blind people. Blind Citizens NZ provides opportunities for blind people to meet, socialise, and support each other by sharing information and experiences. Their website is at www.blindcitizens.org.nz.

Barrier Free Trust

The Barrier Free Trust provides advice, support, and training in ensuring built environments are able to be accessed by everyone. Their website is at www.barrierfree.nz.

CALD community advisory groups

Some local authorities may work with CALD community advisory panels/groups that provide advice on a range of issues related to CALD communities.

Community Investment (Ministry of Social Development)

The Ministry of Social Development – Community Investment website www.familyservices.govt.nz lists organisations which engage with some refugee and migrant communities. Search for 'Refugee and migrant networks' on the home page.

Deaf Aotearoa New Zealand

Deaf Aotearoa is a nationwide provider of services to Deaf people. Deaf Aotearoa is Deaf-led and works with government agencies, businesses and other organisations to provide information and resources on life for Deaf New Zealanders, Deaf culture, and New Zealand Sign Language. This includes making sign language videos.

Information available at their website www.deaf.org.nz includes NZSL, and the Get Ready Get Thru – DVD in NZSL.

Deafblind (NZ)	Deafblind (NZ) Incorporated represents, raises the needs, and promotes the interests of people who are deafblind i.e. people with the unique dual sensory condition of vision and hearing impairment. It advocates for improved services through government and recognised agencies providing services to people who are deafblind.
Disability reference groups	Some local authorities work with disability reference groups that provide advice on a range of issues related to disability.
Disabled Person's Assembly (DPA)	<p>Disabled Person's Assembly (New Zealand) Inc. (DPA) is an umbrella organisation representing people with impairments, their families, disability advocacy organisations, and disability service providers.</p> <p>The DPA provides advice and information about matters relevant to New Zealanders who have disabilities, and includes a national network of regional assemblies which advocate on local issues.</p>
District health boards	District health boards (DHBs) fund and provide health services in their areas. Some DHBs have disability community liaison/advisory committees. DHBs are listed on the Ministry of Health website at www.health.govt.nz .
Education New Zealand	Education New Zealand markets New Zealand as an education destination to international students, recruits students and collaborates with international education partners, including education agents who are part of the New Zealand Specialist Agent programme. Their website is www.educationnz.govt.nz .
Get Ready Get Thru	<p>The Get Ready Get Thru website www.getthru.govt.nz provides information on the natural disasters that can happen in New Zealand and advice on how to be better prepared.</p> <p>Resources include:</p> <ul style="list-style-type: none"> • Blind and vision impaired resources. Access through the 'Downloads' tab, and • Deaf and hearing impaired resources. Access through the 'Downloads' tab. <p>The website is translated into <i>Simplified Chinese, Traditional Chinese, Hindi, Korean, Te Reo Māori, Gagana Sāmoa, Lea Faka-Tonga, and Arabic</i> (access through links at bottom of home page).</p>
Hearing Association New Zealand	The Hearing Association New Zealand aims to improve the quality of life and ensure the rights of all persons with a hearing loss, their family/whānau and all who support them. It supports 32 separate associations to raise the profile of hearing issues, provide information including advances in technology, and to ensure facilities and services are available for all people with a hearing loss. The website is www.hearing.org.nz .

IHC New Zealand, IDEA Services	<p>IHC works for all people with an intellectual disability. They provide services, advocacy, support and information. IHC will advocate for the rights, inclusion and welfare of all people with an intellectual disability and support them to live satisfying lives in the community.</p> <p>IDEA Services is a subsidiary of IHC and provide services for people with an intellectual disability that include accommodation, supported living, day services, supported employment, and family/whānau services.</p> <p>The IHC website at www.ihc.org.nz includes a library on its resources page.</p>
International offices – tertiary education providers	<p>Most formal tertiary education providers have an international office which can provide information about their international students. The Ministry of Education website www.minedu.govt.nz includes a directory of tertiary institutions.</p>
Interpreting New Zealand	<p>Interpreting New Zealand offers professional face-to-face and telephone interpreting in 70 languages and provides information on their website www.interpret.org.nz.</p>
iSign	<p>iSign is the nationwide booking service for New Zealand Sign Language interpreters. Their website is at www.isign.co.nz.</p>
Language Line	<p><i>Language Line</i> is a professional telephone-only interpreting service provided in 44 languages listed by the country in which they are spoken. Access is through the website www.languageline.govt.nz.</p>
Making information accessible	<p>The Office for Disability Issues document <i>Make your communications accessible: A quick tips resource for writers, communicators, designers and production houses</i> is available at http://www.odi.govt.nz/resources/guides-and-toolkits/make-your-communications-more-accessible/index.html.</p>
MCDEM	<p>The MCDEM publication <i>Working from the same page: consistent messages for CDEM</i> has action messages for people with disabilities under the tab <i>Household Emergency Plan</i>. The publication is available on the MCDEM website www.civildefence.govt.nz on the publications page.</p>
Mental Health Foundation of New Zealand	<p>The Mental Health Foundation of New Zealand is a charitable trust that provides free information and training, and advocates for policies and services that support people with experience of mental illness, their families/whānau, and friends. Their website is www.mentalhealth.org.nz.</p>
Ministry of Education	<p>Migrant and Refugee Education Coordinators are based in Ministry of Education regional offices in Auckland, Hamilton, Wellington and Christchurch to provide support for students from refugee and migrant backgrounds and liaise with families and communities. Regional Pasifika Education Coordinators are based in Auckland, Rotorua and Christchurch regional offices. More information is available on their website www.minedu.govt.nz.</p>

Ministry of Pacific Island Affairs	The Ministry of Pacific Island Affairs promotes the social, economic and cultural development on Pacific peoples in New Zealand. Information about local Pacific communities is available through their regional offices, and on their website at www.mpia.govt.nz .
National Foundation for the Deaf	The National Foundation for the Deaf works as a consortium with their eight member organisations to help break down barriers for people with hearing loss, encourage hearing preservation, and promote good sound. Their website is at www.nfd.org.nz .
New Zealand Disability Support Network	<p>The New Zealand Disability Support Network is an association of disability support service provider organisations who provide services through government contracts.</p> <p>They are an umbrella organisation and their website www.nzdsn.org.nz provides information on a number of disability support service providers across New Zealand.</p>
New Zealand Federation of Disability Information Centres	The New Zealand Federation of Disability Information Centres aims to provide an impartial information and referral service to associated organisations, through a national network of mainly local, independent community centres. Some centres function as local disability resource centres. More information is available on their website www.nzfdic.org.nz .
New Zealand Federation of Multicultural Councils	The New Zealand Federation of Multicultural Councils (NZFMC) acts as an umbrella organisation for ethnic and migrant communities of New Zealand, providing advocacy and support. The NZFMC has a Youth Council and an Ethnic Women’s Council. Their website www.nzfmc.org.nz provides information and contacts for regional multicultural/ethnic councils.
New Zealand Human Rights Commission	<p>The New Zealand Human Rights Commission (HRC) website www.hrc.co.nz provides information on ensuring people are treated fairly and equally.</p> <p>Key documents available on their site are the <i>Disabled People’s Rights Reports (2012)</i> which describe the New Zealand context, international best practice, and recommendations for the future under the topics of the built environment, information, and political processes. Access the reports through the ‘Disabled people’ tab on the HRC website home page.</p>
New Zealand Police	<p>New Zealand Police Ethnic/Asian Liaison Officers work with CALD communities in Auckland, Wellington and Christchurch. To find out if there is an Ethnic/Asian Liaison Officer working in a particular area, make contact with the local Police Station.</p> <p>Information about the <i>Emergency 111 Deaf TXT service</i> is available on the home page of the Police website www.police.govt.nz/deaf-txt.</p>

New Zealand Red Cross Refugee Services	New Zealand Red Cross Refugee Services (formerly Refugee Services Aotearoa) runs the New Zealand resettlement programme for quota refugees. The programme supports refugees for one year after their arrival in New Zealand to settle in Auckland, Hamilton, Wellington, Nelson and Palmerston North. More information is available on their website www.redcross.org.nz/refugee-services .
Ngāti Kāpo o Aotearoa	Ngāti Kāpo o Aotearoa Inc. (Ngāti Kāpo) is a national kaupapa Māori disability consumer driven organisation founded by kāpo (blind, vision impaired and deafblind) Māori and their whānau. Ngāti Kāpo is a national Māori health and disability service provider. Practices are founded upon Māori values, principles and practices with membership open to any person who supports the society's purpose and aims. Their website is www.kapomaori.com .
Office for Disability Issues	The Office for Disability Issues (ODI) is part of the Ministry of Social Development and is the focal point in government on disability issues. Their website www.odi.govt.nz is a significant resource. <i>Emergency preparedness and responsiveness</i> (including information on the 2012 Disability Symposium) can be found under 'Resources', 'Guides and Toolkits'. Information on the <i>New Zealand Disability Strategy</i> and the <i>United Nations Convention on the Rights of Persons with Disabilities</i> is available on the home page.
Office of Ethnic Communities (formerly Office of Ethnic Affairs)	Information available on the website of the Office of Ethnic Communities, www.ethniccommunities.govt.nz , provides information including: <i>Community Directory</i> – a list of some community associations and organisations from specific ethnicities and nationalities. Access through the tab on the home page. <i>Language Line</i> is a professional telephone-only interpreting service provided in 44 languages listed by the country in which they are spoken. Their website is www.languageline.govt.nz .
Blind Foundation (formerly Royal New Zealand Foundation of the Blind)	The Blind Foundation is the main provider of vision-related services to the blind and those with vision impairments. Their website www.blindfoundation.org.nz has information on accessible signage, Braille, digital books (including DAISY standards), E-text, and large print. The website also has a link to <i>Get ready now so you can get through</i> – available in a range of formats, including e-text, DAISY digital books, audio CDs and cassettes, and Braille.
Settlement Support New Zealand	There are Settlement Support New Zealand offices in 18 locations around the country with some based at local councils. Free information is provided and migrant settlement support advisors help new migrants with local settlement requirements. Their website is www.ssnz.govt.nz/regional-information/index.asp .

Statistics New Zealand	Statistics New Zealand provides population estimates and projections containing statistics about the size and composition of New Zealand's population. This includes ethnic, regional, and household populations, tourist accommodation surveys by region, as well as past, present, and future populations. Their website is www.stats.govt.nz .
Te Puni Kōkiri	Te Puni Kōkiri, the Ministry for Māori development, works within the public sector and with Māori communities, to support Māori. Information about hapū and iwi Māori is available from their regional offices, and on their website, at www.tpk.govt.nz .
Technical information for web developers	Technical information for web developers on making websites accessible so they comply with <i>New Zealand Government Web Standards 2.0</i> is available on the 'standards' tab at www.webtoolkit.govt.nz . Central government agencies are required to comply with these standards, and local government is recommended to comply.
The Translation Service	The Translation Service provides professional translation services to businesses, central and local government, education providers and private individuals, and is an accredited agency for the New Zealand Immigration Service, New Zealand Qualifications Authority, the NZ Transport Agency, and the Citizenship Section at the Department of Internal Affairs. It operates within the Department of Internal Affairs (DIA) as a stand-alone business, and details are available at www.dia.govt.nz (search for 'translation services').

H.4 Key accessibility terms

Accessibility	'Accessibility' refers to characteristics of the built environment, and of information and communication systems, that enable their use by all members of the community, regardless of people's cultural or ethnic identity, or their age, and including people who have physical, sensory, neurological, mental, or intellectual impairment.
CALD communities	<p>Members of culturally and linguistically diverse (CALD) communities are people who do not speak English or Te Reo (Māori language) as their primary language, or who have been (or are being) raised in a different culture from the predominant one where they live.</p> <p>Differences in culture may arise from their country of birth, their circumstances, the ethnic group they identify with (including beliefs, customs, values, and traditions), the language they choose to use, or their faith.</p> <p>CALD communities include people from refugee and migrant backgrounds, international students, tourists, and international visitors. Members of CALD communities may be New Zealand-born, and some CALD communities have been established for a long time. CALD communities in New Zealand consist of Pacific peoples, Asian, Middle Eastern, Latin American, African and Continental European groups.</p>

Cultural competency	Cultural competency refers to an ability to interact effectively with people of different cultures and socio-economic backgrounds.
DAISY	DAISY is a technical standard for digital audio books that provide easy access by blind- and print-disabled people.
Deaf	<p>‘Deaf’ (with a capital D) refers to people who identify themselves as being part of the Deaf community, in contrast with ‘deaf’ that indicates someone with a hearing impairment. Deaf people see being Deaf as a difference, not a disability.</p> <p>The Deaf community has its own language, values, rules for behaviour, and traditions. Deaf people see themselves as a distinct group and their first language is New Zealand Sign Language (NZSL).</p>
Disability	Disability is a consequence of someone with impairment (physical, sensory, neurological, intellectual, physical, and/or mental) being disadvantaged by barriers to their lives in ordinary society.
Disabled people’s organisation (DPO)	Disabled people’s organisation (DPO) is the term for an organisation that represents people with disabilities.
Easy-read	Easy-read information is information that is easy to read and understand. It has more requirements than Plain English (see definition below). The Office for Disability Issues website has a guide to easy-read that is available at www.odi.govt.nz (search for ‘easy-read’).
Hearing loops	A hearing loop is a loop of cable permanently installed in a room or building, which enables the intended sound source to be picked up by someone wearing hearing aids without any distracting sounds.
Human Rights Commission (HRC)	The Human Rights Commission is the New Zealand institution that applies and enforces the <i>Human Rights Act 1993</i> . It operates independently of the government.
Human Rights Act 1993	The <i>Human Rights Act 1993</i> is New Zealand legislation that outlaws discrimination on a number of grounds, including disability, ethnic or national origins, colour, race, and religious beliefs. It also governs the work of the New Zealand Human Rights Commission.
Interpret	To interpret is to change spoken or signed communication into another spoken or signed language.

New Zealand Bill of Rights Act 1990	<p>The <i>New Zealand Bill of Rights Act 1990</i> is New Zealand legislation that sets out to affirm, protect and promote human rights and fundamental freedoms in New Zealand.</p> <p>It requires the government and anyone carrying out a public function to observe these rights, and to justify any limits placed on them.</p>
New Zealand Disability Strategy	<p>The New Zealand Disability Strategy was developed in 2001 under the <i>New Zealand Public Health and Disability Act 2000</i> in partnership with people with disabilities and their representative organisations.</p> <p>It provides an enduring framework to ensure that government departments and agencies consider people with disabilities before making decisions, and is available at www.odi.govt.nz/nzds/.</p>
New Zealand Sign Language (NZSL)	<p>New Zealand Sign Language (NZSL) is unique to New Zealand and is one of our three official languages (as defined and mandated by the <i>New Zealand Sign Language Act 2006</i>).</p> <p>Sign language is a combination of hand shapes, facial expressions, and body movements.</p>
NZS 4121:2001	<p>The New Zealand Standard <i>NZS 4121:2001 Design for Access and Mobility – Buildings and Associated Facilities</i> describes the requirements for making public buildings accessible to people with disabilities.</p>
Plain English	<p>Communication in English that is clear, brief, and avoids jargon.</p>
Translate	<p>To translate is to change writing in one language into another language.</p>
United Nations Convention on the Rights of Persons with Disabilities	<p>The <i>United Nations Convention on the Rights of Persons with Disabilities</i> (UNCRPD) (the Convention) is an international law, ratified by the New Zealand Government in 2008. It is available at http://www.un.org/disabilities/default.asp?id=259.</p> <p>The government is responsible for implementing the Convention and obliged to report progress to the United Nations. Local government has a key role in ensuring mainstream services are inclusive of people with disabilities and delivered in non-discriminatory ways.</p>
United Nations International Covenant on Civil and Political Rights	<p>The <i>United Nations International Covenant on Civil and Political Rights</i> (ICCPR) (1966) is considered to be part of the <i>International Bill of Human Rights</i> along with the <i>International Covenant on Economic, Social and Cultural Rights</i> and the <i>Universal Declaration of Human Rights</i>. It commits states to respect the civil and political rights of citizens including the right to life, freedom of religion, speech, assembly, and the right to a fair trial. New Zealand ratified the ICCPR in 1978.</p> <p>The ICCPR is overseen by the Human Rights Committee.</p>

United Nations
International
Covenant on
Economic, Social
and Cultural
Rights

The *United Nations International Covenant on Economic, Social and Cultural Rights* (UNICESCR) (1966) requires parties to work toward the granting of economic, social and cultural rights to individuals, including labour rights and the right to health, the right to education, and the right to an adequate standard of living. New Zealand ratified the UNICESCR in 1978.

The ICESCR is part of the *International Bill of Human Rights*, along with the *United Nations Universal Declaration of Human Rights* and the *United Nations International Covenant on Civil and Political Rights*.

United Nations
Universal
Declaration of
Human Rights

The *United Nations Universal Declaration of Human Rights* (UNUDHR) (1948) sets out fundamental human rights to be universally protected. It was drafted by representatives from around the world (New Zealand played a key role in this), and is considered part of the *International Bill of Human Rights*.

Appendix I Glossary

4Rs	Reduction, readiness, response, and recovery (see individual entries).
Action Plan (AP)	<p>A document that describes how a response will be managed, and how response agencies will integrate their activities to achieve the response objectives. It is owned by the Controller and developed by the Planning function, with participation of all the functions and agencies activated.</p> <p>Action Plans are also used in recovery.</p>
agencies	Government agencies (including public service departments, non-public service departments, Crown entities, and Offices of Parliament), non-governmental organisations, local government bodies, emergency services, and lifeline utilities.
business as usual	Refers to structures, practices, and procedures that apply when there is no emergency response; i.e. during normal conditions.
Business Continuity Management (BCM)	A holistic process that identifies potential threats to an organisation and the impacts to the organisation's operations those threats, if realised, might cause.
Cabinet National Security Committee (NSC)	The key decision-making body of executive government in respect of all issues involving security intelligence and crisis management. It is chaired by the Prime Minister.
CDEM Group Plan	<p>Each CDEM Group is required under the <i>CDEM Act 2002</i> to have a CDEM Group Plan, which is regularly reviewed.</p> <p>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.</p>
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.
Controller	The person in charge of an emergency, or an aspect of it. The level of their control is given by the name – National Controller (usually based at the NCMC), Group Controller (usually based at an ECC), and Local Controller (usually based at an EOC).
Culturally and linguistically diverse (CALD) community	A community that includes people who do not speak English or Te Reo Māori as their primary language, or who have been (or are being) raised in a different culture from the predominant one where they live.

Director of CDEM	The head of MCDEM who reports to the Minister of Civil Defence. The Director has the role of National Controller during an emergency led by CDEM, unless they choose to delegate this role.
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 services	Include the New Zealand Police, the New Zealand Fire Service, the National Rural Fire Authority, the rural fire authorities and health and disability services. Emergency services have duties under section 63 of the <i>CDEM Act 2002</i> .
fast moving consumer goods (FMCG)	Formerly referred to as the grocery sector; incorporates a diverse range of food producers, processors, manufacturers and retailers.
Group Emergency Management Manager	The person who manages the Group Emergency Management Office (GEMO).
Group Emergency Management Office (GEMO)	The regional office where CDEM functions are carried out on behalf of the CDEM Group before an emergency occurs.
Guide to the National CDEM Plan 2015	Explains the <i>National CDEM Plan 2015</i> in detail, including the roles and responsibilities of all agencies involved in reducing risks from hazards, and preparing for, responding to, and recovering from emergencies.
hazard	Something that may cause an emergency, or contribute substantially to the cause of an emergency.
incident	An occurrence that needs a response from one or more agencies. It may or may not be an emergency.
lead agency	The agency that manages the response to or recovery from a particular emergency. Some agencies are required by law to lead particular types of emergencies; other types of emergencies will have the lead agency determined by expertise.
local authority	A territorial authority, regional council, or unitary authority.
manaakitanga	Care and support

Ministry of Civil Defence & Emergency Management (MCDEM)	The central government agency responsible for providing leadership, strategic guidance, national coordination, 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 Appendix 1 of the <i>National CDEM Plan 2015</i> .
National CDEM Strategy	Describes the intentions of the Crown regarding CDEM provisions. It outlines the vision, values, principles, and goals for CDEM, and is reviewed every ten years.
National Crisis Management Centre (NCCM)	A secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level.
National Health Index (NHI)	The NHI is an index of people who use health and disability support services in New Zealand. The National Health Index number (NHI number) is a unique number that is assigned to each person using these support services; details of that person's specific support services are attached to their NHI number.
National Welfare Coordination Group (NWCG)	Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level. Membership comprises the agencies responsible for each of the welfare services sub-functions, as listed in the <i>National CDEM Plan 2015</i> .
(Committee of) Officials for Domestic and External Security Coordination (ODESC)	The strategic mechanism for coordinating an all-of-government response to events. ODESC is a group of senior officials, which is chaired by the Chief Executive of the Department of the Prime Minister and Cabinet.
outreach	Outreach is the activity of providing services to people who might not otherwise have access to those services. In the welfare context, outreach might involve the deployment of a mobile team to conduct needs assessment in a geographically isolated area, or by contacting people on the phone or online.
pandemic	An epidemic that spreads to the point that it affects a whole region, a continent, or the world.
personal information	Information about identifiable, living people.
primary health organisations	Primary health organisations are groupings of primary health care providers. These are local structures through which DHBs implement the Primary Health Care Strategy.

Public Health Units	Public Health Units (PHUs) provide health services to populations rather than individuals. There are 12 PHUs providing environmental health, communicable disease control, and health promotion programmes. PHUs are led by a manager and staffed by medical officers of health, public health nurses, communicable disease nurses, health protection officers, health promoters, and others.
rangatahi	Younger generation, youth
readiness	Involves developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities, and other agencies, and developing self-help and response programmes for the general public.
recovery	Involves the coordinated efforts and processes used to bring about the short-, medium-, and long-term holistic regeneration and enhancement of a community after an emergency.
reduction	<p>Involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.</p> <p>In the welfare 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.</p>
regional council	A region-based council, primarily responsible for natural resource management, including in the coastal marine area. It regulates land use for specific purposes (for example, soil conservation, water quality, and the management of natural hazards). It also regulates for and undertakes pest control and harbour navigation and safety, and provides (in some cases) public transport services.
registrant	An individual that has been affected by an emergency, and is registered as part of the welfare registration process
registrar	Person registering an individual or group that have been affected by an emergency, as part of the welfare registration process
response	Involves actions taken immediately before, during, or directly after an emergency to save lives and property and to help communities begin to recover.
risk	The likelihood and consequences of a hazard.
support agency	Any agency that assists the lead agency by providing services, resources, information, or otherwise contributing to the response or recovery.

tamariki	children
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.
unitary authority	A territorial authority with regional council functions and powers.
Welfare Coordination Group (WCG)	<p>A collective of welfare services agencies that are active at CDEM Group and local levels.</p> <p>The WCG provides a mechanism for collaboration and coordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services, and develop welfare work programmes.</p> <p>It provides planning input and coordination at the CDEM Group level, and support to local level CDEM welfare.</p>
Welfare Manager	The Welfare Manager is the person who supports and coordinates (national and CDEM Group levels) or manages (local level) the delivery of welfare services across the 4Rs.
welfare services	Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare includes the following welfare services sub-functions: 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.
welfare services agencies	Agencies who have responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the <i>National CDEM Plan 2015</i> .