

# CANTERBURY

## Civil Defence Emergency Management GROUP WELFARE PLAN

May 2016



**Emergency  
Management**  
Canterbury

A Resilient Canterbury - Waitaha Tukaha

**Acknowledgements:**

This plan was developed in consultation with Local Authority Emergency Management Officers and welfare staff as well as key welfare stakeholders in the Canterbury Civil Defence Emergency Management Group area. Many thanks for your time, valued input and expertise – your wisdom and insights have helped shape this document into something that is collectively 'ours'.

Approved by CEG on 15 February 2016

Note: The Canterbury CDEM Group Welfare Plan should be read in conjunction with the Canterbury CDEM Group Plan 2014

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Civil Defence Emergency Management Welfare is the organised and co-ordinated approach to prepare for and then respond to the Emergency Welfare needs for individuals, families, whanau and communities.

# **WAITAHA TUKAHA – A RESILIENT CANTERBURY**

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# 1. INTRODUCTION

## 1.1 Canterbury Civil Defence Emergency Management Welfare in context

The Canterbury Civil Defence Emergency Management (CDEM) Group is responsible for leading the development of regional welfare planning and supporting the development of local welfare arrangements to ensure a consistent approach to welfare across the Canterbury CDEM Group area\*.

Canterbury CDEM Group recognises and acknowledges that there will be variation in the resources available, including staffing, between the Local Authorities capacity to deliver upon the National CDEM expectations. More than ever it will be important to have a collaborative approach to Emergency Management to enable our communities to be better prepared and to share resources to the best effect so that an effective and efficient welfare response to an emergency can be delivered throughout the Canterbury CDEM Group area.

Responsible Agencies are required to provide leadership in the planning and delivery of relevant welfare sub-functions and the Canterbury CDEM Group will work closely with them, and their supporting agencies to ensure that strong relationships are built and clear plans and arrangements are in place for the region as a whole and

each of the Local Authority areas within the region.

Responsible Agencies, including CDEM, have more responsibilities at all levels under the new National CDEM framework and the Canterbury CDEM Group expects that adequate resourcing will be given to ensure welfare planning and coordinating tasks can be met.

## 1.2 Purpose of this plan

The purpose of this Civil Defence Emergency Management (CDEM) Group Welfare Plan is to provide strategic direction and clarity for the delivery of welfare in an emergency management context for the Canterbury area. It clarifies CDEM welfare arrangements and structures and outlines agreed and statutory roles of Responsible and Support Agencies for welfare delivery and how this will translate into arrangements for the communities that make up the Canterbury CDEM Group area. It also includes an Implementation Plan that will ensure that tasks are progressed and targets are met.

The National CDEM Plan 2015 raises the bar for welfare services both in expectation and commitment, for not only the Canterbury CDEM Group but also for other welfare

services agencies. The Canterbury CDEM Group will take the lead in ensuring that new roles and responsibilities are understood, plans are in place and good working relationships are fostered.

This plan is a supporting document to the Canterbury CDEM Group Plan 2014. That document indicated that the Canterbury CDEM Group Welfare Plan would need to be updated to align with the new National CDEM arrangements and expectations. Further, this document will align national, regional and local arrangements so that together all relevant welfare agencies can work towards implementing the new structures and responsibilities in a collaborative way to achieve the best outcomes for communities across the Canterbury CDEM Group area during and after an emergency. The new National CDEM arrangements took effect from 1 December 2015.

## 1.3 What is Welfare in an Emergency?

The objective of welfare in a CDEM context is to respond to emergency welfare needs for individuals, families, whanau and communities. A successful welfare response will ensure that people get timely information and easy access to the range

of welfare services needed by them, during and after an emergency. This can only happen if welfare arrangements are well planned, coordinated and integrated at all levels before and during all phases of an emergency.

To best consider emergency welfare needs and appropriate emergency welfare services the 4Rs model is used to:

- Identify risks/hazards and identify strategies for managing and mitigating those risks
- Ensure welfare delivery is planned and coordinated through integrated planning, training and exercising and by building and strengthening relationships with and between agencies with a role in welfare delivery
- Support the delivery of appropriate welfare services to individual, family, whanau and community needs following an emergency
- Respond to the ongoing wellbeing needs of the affected community and coordinate appropriate Social Recovery services

*\*See Appendix 1 for a list of city, district and regional Councils that comprise the Canterbury CDEM region*



Welfare is delivered to communities by local level CDEM and with support from the regional and national levels. It is important to note that CDEM is not an Emergency Service rather it takes the lead in coordinating welfare services and resources for the purposes of Civil Defence Emergency Management.

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:

- 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

One of the aims of the 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.

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

- size and scope of the emergency
- location (for example, rural or urban communities, easily accessible or isolated places), and
- time frame (from immediate needs, to needs that occur later or are ongoing).

## WELFARE AND THE 4R'S

It is vital that both Group and Local level CDEM take a leadership role in coordinating welfare efforts across the 4Rs – reduction, readiness, response and recovery. The 4R's are described in the Canterbury CDEM Group Plan as:

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.

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 following an emergency.



## 1.4 Principles of CDEM Welfare

The key principles applicable to the delivery of welfare services and resources are:

- a. recognising the diverse and dynamic nature of communities; including the disability community and culturally and linguistically diverse communities;
- b. strengthening self-reliance as the foundation for individual, family, whanau and community resilience;
- c. ensuring that emergency welfare services address the specific welfare needs of individuals, families, whanau and communities;
- d. ensuring flexibility in the services provided and how they are best delivered; and
- e. integrating and aligning with local arrangements and existing welfare networks

## 1.5 Structure of the plan

This plan has been divided into sections that will assist those with a role in planning for and delivering welfare services to understand the CDEM Welfare structures and arrangements. Intentional co-ordination and planning will maximise our efforts and



ultimately deliver the best possible welfare response to our communities.

The following sections give further understanding of CDEM structures, key considerations in welfare planning and monitoring and evaluation of welfare activities. This document also includes an Implementation Plan to make the Canterbury CDEM Group Welfare Plan a working document that works towards a set of agreed priorities.

- Section Two of this plan focuses on describing the Canterbury context, including providing an overview of Canterbury communities, and understanding vulnerability in the Canterbury context.
- Section Three of this plan will detail the CDEM Welfare Structures and arrangements at the National, Group and Local levels to provide clarity about roles and responsibilities – both governance and management.
- Section Four introduces the welfare sub-functions, and responsibilities of government and non-government agencies under the new welfare structure.
- Section Five outlines about monitoring and evaluation arrangements for this plan.

- The Implementation Plan is attached at the end of this document to ensure that it is a living document and identified priorities are progressed and monitored.

## 1.6 Relevant Key Documents

The following documents are relevant and provide additional information about CDEM plans and arrangements. Emergency Management Officers, Group and Local Welfare Managers and all welfare Responsible and Support Agencies should be familiar with these documents.

- Canterbury CDEM Group Plan
- National CDEM Plan 2015
- Welfare Services in an Emergency Director's Guideline 2015

Other relevant documents are listed in the Appendix two and these should be referred to as needed.

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

- Promotes sustainable management of hazards
- Encourages communities to achieve acceptable levels of risk;

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

Welfare services are described in clauses 62-75 of the National CDEM Plan 2015 and the Canterbury CDEM Group Plan identifies key objectives and actions to guide welfare planning. In addition, the Welfare Services in an Emergency Director's Guideline provides detailed guidance and information to Group and Local CDEM, Responsible and Support Agencies and other stakeholders on the Welfare function.

## 1.7 Intended Audience

The intended audience of this Plan are:

- Joint Committee
- Coordinating Executive Group (CEG) members

- Welfare Co-ordinating Group (WCG) members
- Local Authority Senior Managers
- Local Authority Emergency Management Officers (EMO's)
- Group and Local Welfare Managers
- Agencies that have welfare responsibilities under the National CDEM Plan 2015
- Other regional and local stakeholders

## 1.8 Duration of plan and review

The Plan is effective from 30 January 2016 following approval by the Canterbury CDEM Coordinating Executive Group (CEG). This Plan is subject to review within three years from the effective date. However amendments may be made following an exercise or emergency at any time during the fore mentioned period.

## 2. CANTERBURY IN CONTEXT

### 2.1 Consequence Based Welfare Planning

Successful delivery of welfare requires a prior understanding of hazards, risks and community vulnerabilities in order to adequately reduce the risk, prepare for, respond to and recover from an emergency. The Canterbury CDEM Group Plan provides clear guidance on the existing hazards and challenges for the Canterbury area and those responsible for the delivery of welfare at the local level should become familiar with the risks in their geographic area.

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

### 2.2 Planning for the Maximum credible event\*

The Canterbury risk profile in the Canterbury Group Plan identifies the alpine fault and tsunami as being high risk hazards to the region. These events will also result in the need for a significant welfare response which is likely to exceed the capacity of

the Group and local resources. Canterbury will require external assistance to deliver a welfare response in these events. Local CDEM welfare plans should identify local welfare resources and capability/capacity needs to establish where additional, external support may be needed

### 2.3 Social Profile for the Canterbury Region

The Canterbury CDEM Group area extends from the Waimate District in the south to the Kaikoura District in the north – a total of 40,937 square kilometres and approximately 30% of the South Island land mass. This area is home to 539,433 people with Christchurch being the largest urban area with a population of 341,469. Other significant urban centres in the region including Timaru (25,938), Rangiora (15,021) and Ashburton (18,471). There are many smaller towns and settlements in the Canterbury area – while many of these areas are self-sufficient and pride themselves on ‘looking after each other’ it is often reported that living in geographically isolated areas brings challenges, especially for those who have lower socio-economic status.

In recent years there has been considerable population movement and significant growth in the Canterbury area, with five

of the ten fastest growing districts in New Zealand located in Canterbury. Selwyn District is the fastest growing district in the country with 44,595 more people, an increase of one third since the 2006 census and the Waimakariri District’s population has increased by 16.7% in the same timeframe. Elsewhere in Canterbury populations have also grown and changed.

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

Whilst Canterbury residents have a higher level of preparedness than other New Zealanders there are still vulnerabilities with young people aged between 15–39 years old being less committed to have survival items and/or having less understanding or awareness of disaster risks.

The Canterbury CDEM Group area has a higher than average number of people aged 65+, including an increasing number of people aged 85+ living in their own homes

thus ‘ageing in place’. This can mean that a higher level of community support services for this age group need to be in place.

In the Canterbury CDEM Group area there are many communities which could become geographically isolated during an emergency. Kaikoura, Mt Cook, Hamner Springs and Hakataramea are examples of communities that might become isolated by earthquakes, landslips, avalanches and floods.

### 2.4 Understanding Vulnerabilities in Canterbury’s Communities

An emergency can be a stressful and emotional experience which may impact or compound any existing difficulties or issues that people are facing.

At the local and regional levels, consideration needs to be given to provision for vulnerable and hard to reach communities, acknowledging they may have specific challenges to address.

*\*See Appendix 3 for more detail*

When planning, the following should always be considered:

- Age
- Gender
- Children and young people
- People living alone
- Elderly
- Health and disability issues
- Mental health and general health issues
- Drug or alcohol dependency
- Cultural requirements
- Ethnicity and language
- Socio-economic status
- People with companion animals
- Isolation, and
- People with unreliable or no internet access

## 2.5 CDEM Risk Implications

Risk implications for the CDEM welfare sector in Canterbury include:

- Citizens who have been affected by a previous significant emergency may have ongoing psycho-social needs that may be impacted by future events

- Growing cultural and linguistic diversity raises important issues for the CDEM sector around how to ensure effective engagement and inclusion of all Canterbury residents
- Lower levels of preparedness increase risk, particularly in the younger age groups
- Some people who have moved to a new area may experience social isolation and lack of connection to the community, at least initially
- An ageing community-based population may need special consideration in CDEM planning
- Geographic isolation may mean some remote areas in Canterbury may be cut off from existing service routes and relevant local arrangements should be made for initial welfare services and resources

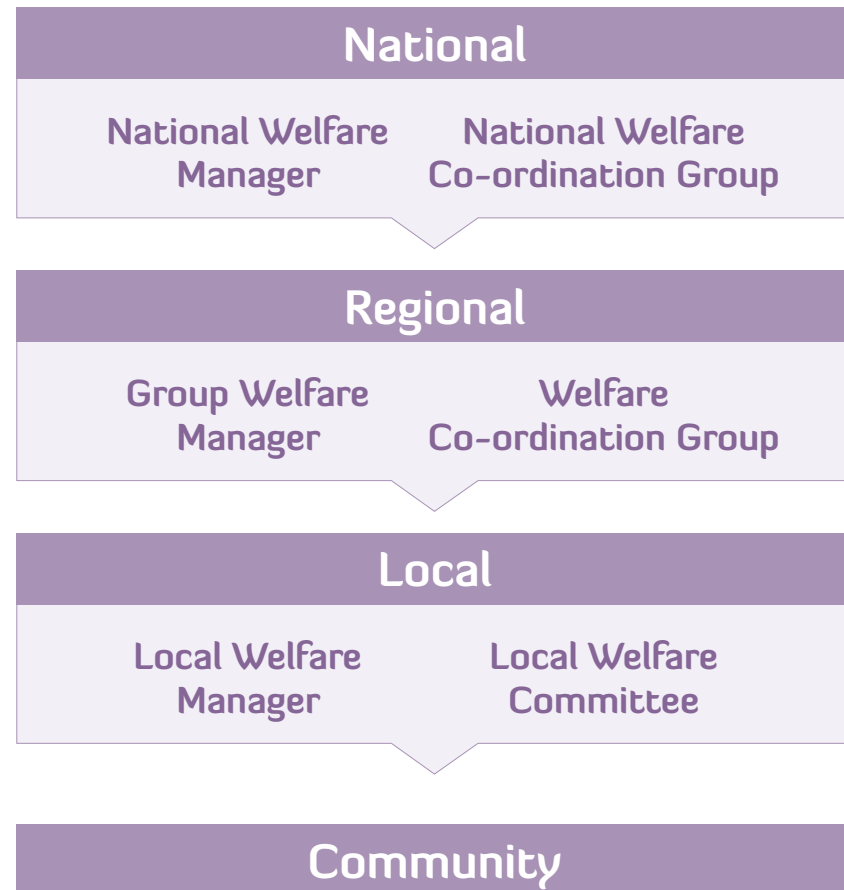
Local Welfare Committees and Responsible Agencies should consider who their vulnerable groups may be in an emergency and factor this into their planning.



### 3. CDEM WELFARE GOVERNANCE AND STRUCTURE

CDEM comprises three levels of co-ordination - national, regional and local. Local level welfare delivers welfare services to communities affected by an emergency. CDEM Group and National level welfare support and coordinate the delivery at the local level. The diagram below shows the governance and management mechanisms for these three levels.

DIAGRAM SHOWING NATIONAL, GROUP AND LOCAL CO-ORDINATION



Central and local government have a responsibility to support people affected by an emergency and work in partnership with non-government agencies, plus community-based and volunteer organisations to achieve this.

There are many organisations, agencies, and individuals that provide vital welfare services before, during and after an emergency and it is essential that these welfare services are coordinated at both the strategic and operational level. To achieve this, a planned and structured approach to emergency welfare planning and delivery is essential across National, Group and Local levels.

### 3.1 National CDEM Structure

The Ministry of Civil Defence and Emergency Management (MCDEM) is the responsible agency at the national level for the co-ordination of welfare services and it appoints a National Welfare Manager

to fulfil this function. The National Welfare Manager is responsible for planning and coordinating at the national level the delivery of welfare services across the nine welfare services sub-functions. The National Welfare Manager chairs the National Welfare Co-ordination Group as a mechanism for co-ordination across national level agencies with welfare responsibilities under the National Plan. National level welfare structures supports group and local level welfare structures to deliver services to affected communities.

### 3.2 Canterbury CDEM Group Governance and Structure

In response the delivery of welfare services is supported by the Canterbury CDEM Group via regional co-ordination when:

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

Canterbury CDEM Group support for local CDEM welfare is provided by the Canterbury CDEM Group Welfare staff during reduction and readiness, the Emergency Co-ordination Centre (ECC) during response and the CDEM Group Recovery Office during recovery.

#### 3.2.1 The role of the Canterbury CDEM Group Welfare Manager

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

- a. Working regionally to:
    - ensure staff are trained for their welfare role in the ECC
    - the ECC welfare function is planned for
    - the Group Welfare Plan is up to date
    - CEG is fully briefed on welfare arrangements and issues
- b. Working with Local Welfare Managers and Emergency Management Officers to:
    - an engaged and effective Welfare Co-ordination Group meets regularly
    - an annual welfare forum is held
    - develop their Local Welfare Plan,
    - ensure welfare staff are trained
    - ensure the Local Welfare Committee meets regularly
    - ensure Local Welfare Plans are in place for CDEM led sub-functions
    - solicit where necessary the requisite support of other relevant welfare Responsible and Support Agencies.
- c. Working with Responsible and Support Agencies to:
    - Develop a consistent approach to sub-function planning
    - Clarify roles and expectations with Responsible and Support Agencies
    - Collaboratively develop sub-function plans to ensure their services can be delivered in any part of the Canterbury CDEM Group area.



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

- a. effectively lead the ECC welfare function
- b. ensure that welfare services are integrated and aligned to meet community needs
- c. liaise and support Local Welfare Managers
- d. coordinate and integrate the Group welfare activities with other ECC functions; and
- e. communicate and report on the provision of welfare services and provide advice to the Group Controller

## WHAT CAN LOCAL AUTHORITIES/WELFARE SERVICE AGENCIES EXPECT FROM THE CANTERBURY CDEM GROUP

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

The Canterbury CDEM Group will;

- provide leadership in the planning and delivery of Welfare Services in an Emergency in the Canterbury CDEM area
- appoint a CDEM Group Welfare Manager and alternates
- ensure Group ECC Welfare Staff are identified and adequately trained
- lead welfare readiness activities including planning and relationship building with welfare service agencies
- ensure adequate plans are in place for response and recovery welfare activities at the Group and Local level
- support capability development by providing and supporting welfare focused training and exercising
- support Local Welfare Managers with advice, tools and resources to meet their responsibilities
- provide leadership around the development of the nine welfare services sub-function plans
- ensure plans are in place with Responsible Agencies for the delivery of the welfare services sub-functions in each of the Local Authorities in the Canterbury CDEM Group area
- ensure support agencies are included in the planning of welfare services sub-functions
- ensure information sharing between Local Authorities and welfare service delivery agencies
- facilitate the WCG, formulate agendas, ensure accurate minutes are taken and actions followed up
- report to CEG quarterly and the Joint Committee annually on Welfare activity
- develop a Group Welfare Plan and Implementation Plan, carry out activities designated to Group Welfare identified in those plans and monitor and evaluate the Group Welfare Plan/Implementation Plan
- hold an annual Welfare Forum
- develop and maintain close working relationship with the other Group Welfare Managers and the National Welfare Manager

Planning for social recovery matters is the responsibility of the Canterbury CDEM Group Recovery Coordinator, with support and advice from the Group Welfare Manager. This includes providing strategic advice and guidance on social recovery to Local Recovery Managers and ensuring social recovery functions are understood and planned for.

### 3.2.2 Welfare Co-ordination Group (WCG)

The Welfare Co-ordination Group (WCG) is a collective of the Responsible Agencies for the nine welfare sub-functions as defined in the National CDEM Plan 2015. The WCG provides a mechanism for collaboration and co-ordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services at the CDEM Group and local levels.

As the new welfare arrangements are implemented and become more established, the current Canterbury CDEM WCG membership, responsibilities and terms of reference will change. In addition CDEM Group Welfare will need to decide mechanisms that will ensure effective collaboration and information sharing between all stakeholders. Stakeholders include Local Authorities, Responsible

and Support Agencies, and other agencies/organisations with a role in Welfare in the Canterbury CDEM area. These tasks are identified in the Implementation Plan appended to this Plan.

## 3.3 Local CDEM Governance and Structure

### 3.3.1 Local Authorities Responsibility

Local Authorities have overall responsibility for planning and delivery of welfare to people affected by an emergency. Responsible and Support Agencies are responsible for delivery of their delegated sub-function(s) and are required to work with the Local Authorities to coordinate the delivery of welfare services.

### 3.3.2 Local Welfare Managers\*

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

During readiness, the Local Welfare Manager:

- ensures that plans and arrangements for welfare service delivery are in place

- builds relationships with local welfare agencies and stakeholders, working closely with community leaders and community-led organisations
- provides information to the Canterbury CDEM Group Welfare Manager on welfare planning and activities in their local area, and
- Chairs the Local Welfare Committee.

During response and recovery, the Local Welfare Manager:

- activates local welfare arrangements
- manages the Welfare function in the EOC
- liaises with and integrates activities with other functions in the EOC
- provides advice to the Local Controller on welfare matters
- if required, provides advice to the Local Recovery Manager on welfare matters, and
- Liaises with the Canterbury CDEM Group Welfare Manager, and seeks guidance and assistance if needed

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

\* For a full Group Welfare Manager Job Description see Appendix A in the Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency. [DGL 11/15]



### 3.3.3 Local CDEM Welfare Committee\*

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

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

### 3.3.4 Welfare Planning at the Local Level

Communities in Canterbury are diverse and have unique characteristics and therefore the public may access welfare services in a number of ways. For example this may be the provision of support for people sheltering in place (usually in their own homes) who require specific types of support, establishing Civil Defence Centres (CDC's) or support for displaced people outside the CDEM Group area.

Local planning and delivery will ensure flexibility and most importantly that the services delivered are relevant to the affected community.

It is essential that the Local Welfare Manager takes a leadership role in planning welfare services in an emergency. To ensure welfare services are delivered effectively they should collaborate with Responsible and other agencies and the Local CDEM Welfare

Committee to identify potential needs and determine an appropriate response. The resulting plans should clearly identify who is responsible and how the required welfare services will be delivered. Assistance from the Canterbury CDEM Group Welfare Manager is available, if required.

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

Agencies responsible for the co-ordination of the nine sub-functions should develop local arrangements in agreement with local level welfare. Note that the Responsible Agency may not always be the delivery agency of the welfare service. Rather they may have arrangements with another agency with the expertise and capacity to deliver the welfare service to the affected community.

When an emergency occurs, a priority task for the local CDEM organisation is an analysis of community welfare needs so

that an appropriate and timely response can be established, this is done through the needs assessment sub-function. Identified community needs should indicate which agencies/organisations need to be activated to provide the required welfare services.

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

### 3.3.5 Working with 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.

Opportunities should be taken wherever possible to build links with existing community networks and utilise these networks to reach people requiring support in an emergency. Any resulting arrangements should be formalised in local plans.

### 3.3.6 Community Leaders

Engaging and including community leaders in welfare readiness activities assists in developing arrangements that are vital for an effective response, including a community response, to an emergency. Most community leaders possess valuable knowledge about effective community engagement and communication.

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

## CANTERBURY CDEM GROUP WELFARE MANAGER EXPECTATIONS OF LOCAL CDEM WELFARE

- Local Authorities are responsible for managing the coordinated delivery of welfare services to local communities affected by emergencies.
- Local Authorities will appoint a Welfare Manager and alternates (if possible)
- Local CDEM areas will have a Local CDEM Welfare Plan\*
- When developing the Local CDEM Welfare Plan consideration should be given to the maximum credible event\*\*
- Local Authorities will have an active Local CDEM Welfare Committee, that has wide representation and Terms of Reference
- Local Authorities will develop relationships with key stakeholders at the Local Level for the delivery of Emergency Welfare Services
- Local Authorities will ensure Welfare staff are trained and have regular exercise opportunities
- The Local Welfare Manager will provide regular updates to the Canterbury CDEM Group Welfare Manager
- Each Local Authority will have a clear understanding of local welfare capacity and capability and communicate with the Canterbury CDEM Group Welfare Manager during readiness regarding any anticipated shortfalls or needs
- Local Authorities will contribute to the development of Canterbury CDEM Group Welfare arrangements, and participate in the Canterbury CDEM Group Annual Welfare Forum
- Local Authorities will work with other Local Authority CDEM areas in readiness to plan for a collaborative approach to CDEM in the Canterbury area
- Local Authorities will work within other Local Authority areas during an emergency if required

\*See Appendix 7

\*\*See Appendix 3

# 4. WELFARE SUB-FUNCTIONS

## 4.1 Coordinated Incident Management System

The Coordinated Incident Management System (CIMS) is a proactive incident management framework, used by many New Zealand agencies, including CDEM, when responding to incidents. Welfare is one of the functions of the CIMS.

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

The other CIMS functions are:

- Control – responsible for the overall direction and management of an emergency or an element of it
- Intelligence – responsible for the collection and analysis of response information, especially relating to the status, hazards and context of the emergency
- Planning - responsible for developing and updating Action Plans, and other plans such as long-term and/or contingency plans

- Operations - responsible for the day-to-day co-ordination of the response, detailed task planning and the implementation of the Action Plan. It is also responsible for volunteer co-ordination, lifeline utility co-ordination, and liaising with other agencies
- Logistics - responsible for providing and tracking resources to support the response and the affected communities, and providing logistics advice and support to others CIMS functions
- Public Information Management (PIM) - responsible for informing the public about the emergency and the response (including actions they need to take), media liaison and monitoring, and community liaison.

Figure 1. shows the CIMS functions and the nine welfare sub-functions.

## 4.2 Responsible and Support Agencies

The National CDEM Plan 2015 lists government agencies with responsibility for the co-ordination of the nine welfare services sub-functions, and agencies that

will support them. Responsible Agencies must lead and co-ordinate the planning for their welfare sub-function at the national, regional and local levels.

The role of the Canterbury CDEM Welfare Co-ordination Group (WCG) is to work with Responsible Agencies to ensure that they have agreed documented plans in place to support local efforts during an emergency. The Local Welfare Manager should liaise with Canterbury CDEM Group Welfare Manager if responsible agency activation is required.

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

Details on the sub-functions and the Responsible and Supporting Agencies are listed in the table on page 15. Further detail about the sub-functions can be found in the "Welfare Services in an Emergency" Directors Guideline from MCDEM

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



FIGURE 1: CIMS STRUCTURE AND WELFARE SUB-FUNCTIONS



Table 1: Welfare Sub-function Responsible and Support Agencies

Welfare Sub-function	Responsible Agency - national level	Responsible Agency - regional level	Responsible Agency - local level	Support Agencies
<b>Registration</b>	MCDEM	CDEM Group	CDEM Local	Support maybe provided by other government agency or non-government organisation that can provide relevant advice, information or trained staff
<b>Needs Assessment</b>	MCDEM	CDEM Group	CDEM Local	Ministry of Foreign Affairs and Trade, DHB's, St John, Ministry for Primary Industries Ministry of Social Development, Police, The Office of Disability Issues Te Puni Kokiri, New Zealand Red Cross, Salvation Army, Victim Support, Ministry of Pacific Island Affairs, Office of Ethnic Communities
<b>Inquiry</b>	Police	Police	Police	CDEM Group, Local Authority, Ministry of Education, Ministry of Foreign Affairs and Trade, Ministry of Health/DHB's/Primary Care/Ambulance Services, New Zealand Red Cross
<b>Care and protection of children and young people</b>	Child Youth and Family	Child Youth and Family	Child Youth and Family	Ministry of Education, Police, New Zealand Red Cross, Te Puni Kokiri
<b>Psychosocial support</b>	Ministry of Health	District Health Board	District Health Board	DHB's Primary Health Organisations, Ministry of Education, Ministry for Primary Industries, Ministry of Social Development, Te Puni Kokiri, New Zealand Red Cross, Salvation Army, Victim Support, Community based organisations and networks, Agencies and organisations that provide employee assistance programmes
<b>Household goods and services</b>	MCDEM	CDEM Group	CDEM Local	DHB's, Public Health Units, Local Authorities, Ministry for Primary Industries, New Zealand Defence Force, New Zealand Food and Grocery Council Incorporated, New Zealand Red Cross, Salvation Army, local community organisations and local businesses
<b>Financial assistance</b>	Ministry of Social Development – Work and Income	Ministry of Social Development – Work and Income	Ministry of Social Development – Work and Income	ACC, Earthquake Commission, Inland Revenue, Insurance Council of New Zealand, Ministry of Business, Innovation and Employment, Ministry for Primary Industries, New Zealand Red Cross, Salvation Army, community based organisations, local authorities
<b>Shelter and emergency accommodation</b>	MCDEM: shelter and emergency accommodation	CDEM Group: shelter and emergency accommodation	CDEM Local: shelter and emergency accommodation	CDEM Groups, Housing New Zealand Corporation, Ministry of Education, Ministry of Health, Ministry of Social Development, New Zealand Defence Force, Te Puni Kokiri, The Salvation Army, Community based organisations and networks, local authorities
	MBIE: temporary accommodation	MBIE: temporary accommodation	MBIE: temporary accommodation	Housing NZ Corporation, Ministry of Education, Ministry of Health, MSD, NZDF, TPK, Salvation Army
<b>Animal welfare</b>	Ministry for Primary Industries - Local Animal Welfare Co-ordinator	Ministry for Primary Industries - Local Animal Welfare Co-ordinator	Ministry for Primary Industries - Local Animal Welfare Co-ordinator	Federated Farmers of New Zealand, New Zealand Companion Animal Council, New Zealand Veterinary Association, The Royal New Zealand Society for the Prevention of Cruelty of Animals, Territorial authorities, through animal control or animal services, World Animal Protection, Medical officers of health and health protection officers

The Canterbury CDEM Group Welfare Manager will ensure the development of sub-function plans that will detail individual

Local Authority arrangements, taking into account location, access to services and local level welfare service capability.

#### 4.3 Responsibilities of welfare services sub-function agencies\*

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

- 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
- provide leadership to Support Agencies to develop arrangements, and
- develop, maintain and exercise arrangements for the co-ordination or delivery of relevant welfare services sub-functions; and

- regularly test and exercise its response and recovery arrangements and participate in the Canterbury CDEM Group Exercise Programme; and
- participate as an active member on the Canterbury CDEM Welfare Co-ordination Group

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

- work with Local Welfare Managers and other relevant support agencies to ensure that community needs are being met and that services and information (for both operational and public information purposes) are integrated; and
- collaborate with other agencies that are responsible for other welfare sub-functions to ensure that services and information are coordinated, integrated, and aligned to meet community needs; and
- report on the co-ordination and performance of the welfare sub-function for which it is responsible to the Local Welfare Manager in the EOC during response and the Local Authority

Office during recovery, and the Canterbury CDEM Group Welfare Manager in the ECC during response or the Canterbury CDEM Group Recovery Office during recovery, if relevant.

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

During reduction and readiness all welfare services agencies are required to:

- develop and review plans to ensure continuity of its essential services and contribution to a wider welfare provision; and
- plan collaboratively with agencies responsible for coordinating relevant welfare services sub-functions to ensure that arrangements are aligned; and
- develop capacity and capability relevant to its role in an emergency; and
- establish regular communication and reporting lines within its local, regional and national offices; and

- establish and maintain inter agency communications

During response and recovery all welfare agencies are required to:

- provide timely services and information on those services to affected communities to the Local Welfare Manager; and
- 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
- establish regular communication and reporting lines within its local, regional and national offices; and
- 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.

#### 4.5 Human rights

The provision of welfare services to people affected by an emergency, must contribute to ensuring that New Zealand meets its national and international human rights commitments.

Consideration must be given to providing information about, and access to welfare services to people of any age, people with disabilities and people from cultural and linguistically diverse (CALD) communities.

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

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

#### 4.6 Minimum standards in the Sphere Handbook

The Sphere Project's Humanitarian Charter and Minimum Standards in Humanitarian Response should be taken into account. The minimum standards include recommendations on water supply, sanitation, hygiene promotion, food security and nutrition, shelter, settlement and non-food items. See the Sphere handbook at [www.spherehandbook.org](http://www.spherehandbook.org).

New Zealand legislation should be taken into account and adhered to during an emergency.

## CANTERBURY CDEM WELFARE MANAGER EXPECTATIONS OF WELFARE SUB-FUNCTION RESPONSIBLE AGENCIES

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

# 5. MONITORING AND EVALUATION

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

Monitoring and Evaluation is a continuous process that informs planning and delivery and is considered a matter of priority within Canterbury CDEM Group work programmes.

## 5.1 Monitoring and Reporting Plan Progress

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

- Quarterly reports provided to the CEG will determine progress against the Canterbury CDEM Group's Welfare Plan and Implementation Plan
- Canterbury CDEM Group welfare work programmes progress, outputs and outcomes will be reported annually to the Canterbury CDEM Group Joint Committee
- The Canterbury CDEM Group Controller will conduct an annual check to ensure that the Canterbury CDEM Group Welfare Plan is still accurate and legislatively compliant.
- The Canterbury CDEM Group Emergency Management Office will monitor compliance between the Canterbury CDEM Group Plan and the CDEM Act and with other relevant legislation and amendments.

## 5.2 Regular Evaluation

The CDEM capability assessment tool will be used to evaluate progress across the Canterbury CDEM Group welfare activities at least every five years. It is anticipated that this will be led by MCDEM staff with support from the Canterbury CDEM Group Emergency Management Office and local emergency management staff.





# CANTERBURY CDEM GROUP WELFARE IMPLEMENTATION PLAN 2015–18

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



# 1. Key Deliverable: REDUCTION

## Identification of risks/hazards and strategies for managing and mitigating those risks

### LINK TO MCDEM GOALS:

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

### LINK TO GROUP PLAN:

Identifying and analysing long-term risk to human life and property from hazards, taking steps to eliminate (avoid) if practicable and if not reduce (mitigate) the magnitude of their impact and the likelihood that they would occur

### LINK TO LOCAL AUTHORITY:

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

	Outcomes	Activity	Performance Measures	Targets	Lead
1.1	Agencies and organisations in the Canterbury CDEM Group area are aware of the welfare impacts from hazards and risks that communities they service are exposed to	Work with Local Authorities and the Welfare Co-ordination Group to increase understanding of hazards and risks and what that means for welfare in Canterbury	New research on Canterbury hazards and risks presented at least annually to EMO's, Welfare Managers and WCG	Presentation annually	Canterbury CDEM Group Welfare Manager
1.2	An awareness of policies and plans at National, Regional and Local levels that will impact upon welfare delivery	Canterbury CDEM WCG members share any updates of policy and plans that will impact upon welfare delivery	Agenda item at WCG Follow-up and discussion by WCG	Ongoing	Canterbury CDEM WCG Chair

## 2. Key Deliverable: READINESS

**Welfare Delivery is planned and coordinated through integrated planning, training and exercising and by building and strengthening relationships with and between agencies**

### LINK TO MCDEM GOALS:

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

### LINK TO GROUP PLAN:

Canterbury is aware and prepared for an emergency

### LINK TO LOCAL AUTHORITY:

Communities are aware and prepared for an emergency

	Outcomes	Activity	Performance Measures	Targets	Lead
2.1	Ensure agencies have capability and capacity to deliver on welfare expectations	Work with relevant Canterbury CDEM WCG partners to ensure Business Continuity Plans (BCP's) are in place to deliver on sub-function plans.	Ensure agencies have BCP's in place	Ongoing	Canterbury CDEM WCG Chair
2.2	Arrangements for support and co-ordination of welfare at the regional level are clear and well developed before an emergency	A Canterbury CDEM Group Welfare Plan with key deliverables in Reduction, Readiness, Response and Recovery is developed	Plan developed and disseminated to key stakeholders and partners	Completed by February 2016	Canterbury CDEM Group Welfare Manager
		A Canterbury CDEM Group Welfare Implementation Plan detailing key deliverables, outcomes, activities, performance measures, targets and leads will be developed to define works streams to further develop welfare arrangements.	Plan developed and disseminated to key stakeholders and partners	Completed by February 2016	Canterbury CDEM Group Welfare Manager
		Canterbury CDEM Group Welfare structures, roles, responsibilities and tasks are updated to reflect the new welfare arrangements.	Canterbury CDEM ECC Welfare SOP updated. Updating a Canterbury CDEM Group Welfare desk file to include key information.	Completed by December 2016	Canterbury CDEM Group Welfare Manager
2.3	An effective working relationship with the Local Welfare Managers to exchange information and support local welfare needs	Meet regularly with Local Welfare Managers to discuss protocols and processes during an emergency	Meet with Local Welfare Managers six monthly	Ongoing	Canterbury CDEM Group Welfare Manager
2.4	Capable staff are identified and trained for welfare roles at the Canterbury CDEM Group level	Alternate Canterbury CDEM Group Welfare Managers identified and trained to understand the ECC Welfare Function (CIMS)	2 x Alternate Canterbury CDEM Group Welfare Managers identified and meeting regularly	30 January 2016/ongoing meetings six weekly	Canterbury CDEM Group Welfare Manager
2.5	Induction for WCG members and Agencies	Induction process and information package developed for WCG members and Agencies	Induction process and information package in place	30 June 2016	Canterbury CDEM WCG Chair

	Outcomes	Activity	Performance Measures	Targets	Lead
2.6	Provide training to support capacity building of Local CDEM Welfare staff and volunteers	Training Plan delivered for CDEM welfare staff at the local level including <ol style="list-style-type: none"> <li>Local Welfare Managers</li> <li>Local CDEM EOC Welfare staff</li> <li>CDC Supervisors</li> <li>CDC staff</li> </ol>	Welfare Training is identified in the Canterbury CDEM Group Training Strategy	31 December 2016 Ongoing Ongoing	Canterbury CDEM Group Training Co-ordinator
2.7	Effective Group co-ordination and support of local welfare efforts across the Canterbury area	Canterbury CDEM Group Welfare Manager to meet with Local Authority EMO's/Welfare Managers annually (or more often if required) to assist with ensuring the following are in place. <ul style="list-style-type: none"> <li>Local CDEM Welfare Plan</li> <li>Trained Welfare staff</li> <li>Active Local CDEM Welfare Committee</li> <li>Local plan for CDEM led sub-functions</li> </ul>	Local Authorities have in place effective welfare arrangements	Ongoing	Canterbury CDEM Group Welfare Manager
2.8	CEG members are informed of welfare arrangements and issues	CEG are fully briefed on Canterbury CDEM Group Welfare arrangements and close links are maintained to exchange information	Quarterly welfare updates to CEG to outline Canterbury CDEM Group Welfare arrangements and issues	Ongoing	Canterbury CDEM Group Welfare Manager
2.9	An engaged and effective WCG is in place	Review WCG membership and revise TOR to align with new welfare arrangements	Develop draft structure and TOR to be approved by CEG	February 2016	Canterbury CDEM Group Welfare Manager
		Review stakeholder engagement and meeting arrangements	Consult with welfare partners on possible engagement mechanisms and meeting arrangements to ensure effective and efficient communication channels	February 2016	Canterbury CDEM Group Welfare Manager
		MOU's developed with WCG members to clearly understand their role in reduction, readiness, response and recovery	Develop template for MOU	April 2016	
		Participation by all WCG members in Pandora exercise	Annual Exercise planned and advertised	Annually	Canterbury CDEM WCG

	Outcomes	Activity	Performance Measures	Targets	Lead
2.10	Greater understanding of vulnerable people and their needs and how this impacts on CDEM welfare delivery	Write a position paper that defines vulnerability, assumptions about vulnerability and how Welfare Managers can understand vulnerability in their own communities.	Position paper developed and disseminated to WCG and Local Authority EMO's and CDEM Local Welfare Manager	June 2017	Canterbury CDEM WCG Chair
		In partnership with WCG and Local CDEM Welfare Committees (LWC) identify next steps to continue to build knowledge in this area including building key strategic relationships – where to go and who to talk to	Work with key WCG and CDEM LWC's to develop plans and agreements to support vulnerable people in an emergency Plan developed	September 2017	Canterbury CDEM WCG Chair
2.11	An effective relationship with Responsible and Support Agencies to exchange information and detail working relationships in an emergency	Meet regularly with Responsible Agency senior managers to discuss protocols and processes during an emergency	Meet with Responsible and Support Agency managers six monthly	Ongoing	Canterbury CDEM Group Welfare Manager
2.12	Group to facilitate discussion with WCG to provide clarity about consistent approach and content of welfare sub-function plans to provide guidance to Responsible and Support Agencies and further their understanding of their new responsibilities under the 2015 National Plan.	Responsible and Support Agencies to understand their roles in CDEM	Documented understanding of roles and responsibilities, communication channels and expectations	Documented understanding by Dec 2015	Canterbury CDEM WCG Chair
2.13	Planning for delivery of CDEM-led sub-functions for the Canterbury CDEM Group area	Workshop to identify sub-function responsibilities and expectations	Workshop held		Canterbury CDEM Group Welfare Manager
		Analyse workshop and support planning process	Plan outlines developed	December 2015	
		Sub-function plans developed.	Plans developed for CDEM led sub-functions	December 2016	
2.14	Annual Welfare Forum Held	1 Annual Welfare forum held annually	Forum held and well attended	Ongoing	Canterbury CDEM Group Welfare Manager



### 3. Key Deliverable: RESPONSE

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

**LINK TO MCDEM GOALS:**

Enhancing New Zealand’s capability to manage Civil Defence Emergencies

**LINK TO GROUP PLAN:**

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

**LINK TO LOCAL AUTHORITY:**

Local CDEM responds effectively and efficiently to communities needs

	Outcomes	Activity	Performance Measures	Targets	Lead
3.1	Activate the WCG to develop a coordinated and integrated response effort	Agenda templates in place, protocols and processes in place and understood	WCG discuss and understand protocols and processes in an emergency	Ongoing	Canterbury CDEM Group Welfare Manger
3.2	Integration of Welfare with other CDEM functions in the Group ECC	Group Welfare Manager is an active member of the Group ECC Emergency Management Team, and provides welfare status report to Group Controller	Ongoing collaboration and co-ordination with Group ECC	As required	Canterbury CDEM Group Welfare Manager
3.3	Reports to Group Controller on welfare situation and issues	Provides regular reports to Group Controller including welfare information for the Group Sitreps	Reports provided	As required	Canterbury CDEM Group Welfare Manager
3.4	Provides situational updates to National Welfare Manager	Provides situational updates to National Welfare Manager as required	Updates provided	As needed	Canterbury CDEM Group Welfare Manager

## 4. Key Deliverable: RECOVERY

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

### LINK TO MCDEM GOALS:

Enhancing New Zealand's capability to recover from civil defence emergencies

### LINK TO GROUP PLAN:

Enable Canterbury's communities to sustainably rebuild and regenerate after emergencies

### LINK TO LOCAL AUTHORITY:

Support and enable community recovery

	Outcomes	Activity	Performance Measures	Targets	Lead
4.1	Provide strategic advice and guidance on social recovery	Develop a Group social recovery plan that is coordinated and integrated with other recovery function e.g. Physical, Economic, Environmental, Social and external stakeholders e.g. community, Government Agencies, NGO's	Group Social Recovery Plan developed	March 2016	Canterbury CDEM Group Recovery Coordinator
4.2	Support and provide guidance on the establishment and management of Recovery Assistance Centres (RAC)	Provide support and guidance to Local Authorities on establishing a Recovery Assistance Centre	As needed	As needed	Canterbury CDEM Group Recovery Coordinator
4.3	Liaise with and provide advice to the Canterbury CDEM Group Recovery Coordinator	Develop ongoing relationship with Group Recovery Coordinator to provide welfare overview, issues and challenges	Meet Recovery Coordinator 2 x yearly	Ongoing	Canterbury CDEM Group Welfare Manager
4.4	Build awareness of Social Recovery within the WCG and with Local Welfare Managers and EMO's	Ensure social recovery functions are understood and planned for	Discuss at WCG/LWM forums	Ongoing	Canterbury CDEM Group Recovery Coordinator

# APPENDICES

## Appendix 1: City, District and Regional Councils that make up the Canterbury CDEM Group region

The local authority members of the Canterbury CDEM Group are:

- Kaikoura District Council
- Hurunui District Council
- Waimakariri District Council
- Christchurch City Council
- Selwyn District Council
- Ashburton District Council
- Timaru District Council
- Mackenzie District Council, and
- Waimate District Council
- Canterbury Regional Council (Environment Canterbury)

## Appendix 2: Other relevant CDEM Documents

The Canterbury CDEM Group Welfare Plan should be read in conjunction with:

- Canterbury Civil Defence Emergency Management Group Plan
- Local Welfare Plans
- Guide to the National Civil Defence Emergency Management Plan, s12 Welfare
- Welfare in an Emergency: Director's Guideline for CDEM Groups [DGL 11/10]
- Mass Evacuation Planning: Director's Guideline for CDEM Groups [DGL 07/08]
- Recovery Management: Director's Guideline for CDEM Groups [DGL 4/05]

## Appendix 3: Planning for the Maximum Credible Event

Using the maximum credible event scenario provides estimates of CDEM welfare needs on which to base local CDEM welfare planning. These scenarios should be based on the hazard analysis provided in the CDEM Group Plan, supplemented by analysis contained in the respective Local CDEM arrangements or other supporting material.

The welfare needs planned for will be based on a proportion of those affected requiring emergency welfare assistance as a consequence of the maximum credible events. In general terms up to 20% of an affected community may require initial welfare assistance during an emergency, but that will vary considerably, depending on the riskscape and nature of each community.

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

- Evacuated – short term – up to 7 days
- Evacuated – longer terms – weeks to months
- Accommodated – Emergency shelter and emergency accommodation – up to 7 days
- Accommodated – temporary accommodation – more than 7 days
- Fed- short term – up to 7 days
- Clothed – short term – up to 7 days
- Supported financially, due to loss of source of income – medium to longer term
- Counselling – short to long term

Consequence-based planning will estimate the services required to meet the estimated welfare needs, assess whether existing resources are able to meet the need and, if not, indicate what external assistance is likely to be required. The scope and magnitude of any identified shortfalls should be advised to the Canterbury CDEM Group Welfare Manager in the readiness phase.

## Appendix 4: Canterbury CDEM Group and Local CDEM Welfare Managers

Canterbury CDEM Group Welfare Manager

Canterbury CDEM Group Welfare Manager	Bob Upton
Alternate Canterbury CDEM Group Welfare Manager	Jessica Petersen

Local Welfare Managers\*

Territorial Local Authority	Local Welfare Manager	Alternate Local Welfare Manager
Kaikoura District Council		
Hurunui District Council		
Waimakariri District Council		
Christchurch City Council		
Selwyn District Council		
Ashburton District Council		
Timaru District Council		
Mackenzie District Council		
Waimate District Council		

## Appendix 5: Framework for the Terms of Reference for a Local CDEM Welfare Committee

The following is a simple framework that can serve as a Guide for producing the Terms of Reference for a Local CDEM Welfare Committee

Introduction

Purpose

Chairperson

Membership

Frequency of Meetings and Venue

Agenda and Discussion Papers

Decision Making

Reporting and Accountability

Roles and Responsibilities (Clearly articulate LWC role in each of the following)

- Reduction
- Readiness
- Response
- Recovery

Relationships and key community stakeholders

*\*The Canterbury CDEM Group will maintain a list of Welfare Managers and their contact details. This will be distributed to Local Authorities, Responsible and Support Agencies on a regular basis.*

## Appendix 6: Description of Welfare Services Sub-Functions

Detailed information, tools and guidance are included in the Welfare Services in an Emergency Director's Guideline about the considerations, tasks and delivery mechanisms associated with each sub-function. Local Welfare Managers and Local Welfare Committees should become familiar with the sub-function objectives prior to an emergency so they have an understanding of what Responsible Agencies are accountable for. In addition comprehensive sub-function plans will detail local arrangements. The table below provides an overview.

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





Sub-function	Task	Principles	Delivery – key points
<b>Registration</b>	Involves collecting information from people who have been directly affected by an emergency and require emergency welfare services	<p>Only register people who are affected by an emergency and who have a need for welfare services</p> <p>The registration process must be efficient, positive and be people-focused not process-focused, registrars must be empathetic</p>	<p>Carried out either face to face, via telephone or in a community setting either on mobile devices, laptops or a paper based equivalent.</p> <p>Gather as much useful information as possible, with a view to only asking individuals for this information once</p> <p>Police vetted and trained staff and volunteers should use the CDEM EMIS Welfare Registration system and complete all compulsory fields, and understand privacy legislation</p>
<b>Needs assessment</b>	Used to identify the needs of people affected by an emergency to inform what welfare services are needed	<p>Ensure you have skilled and trained people leading this work – keep needs assessments streamlined and efficient.</p> <p>Encourage community-led needs assessments, and use all available community networks to identify what welfare services are required</p> <p>Ensure efforts are coordinated and mapped with efficient systems and processes to manage needs identified</p> <p>Needs assessments should adequately address cross-cutting issues such as age, gender and diversity</p> <p>Ensure the privacy of personal information is safeguarded in accordance with privacy legislation.</p>	<p>Undertake welfare needs assessment using one or more of the following methods:</p> <ul style="list-style-type: none"> <li>• CDEM or community led door-to-door</li> <li>• Civil Defence Centre’s (CDC’s)</li> <li>• Community-led centres</li> <li>• Mobile assessment teams</li> <li>• Outbound calling</li> </ul> <p>Analyse information, identify welfare needs and activate welfare services, if required</p> <p>Local Welfare Manager to actively manage the Welfare Section to ensure an integrated/coordinated approach including monitoring and reporting</p> <p>Co-ordination of ongoing needs assessment, if necessary</p>
<b>Inquiry</b>	Identifying people who have been affected by an emergency and assisting family, whanau and significant others to make contact	An inquiry team will be established and will use established investigation and file management processes to resolve inquiries	Police Communications call centres will manage any additional surge demands
<b>Care and protection services for children and young people</b>	Statutory care and protection services to children and young people separated from their parent, legal guardian or usual caregiver during an emergency	<p>Children are kept safe and cared for</p> <p>Children should be reunited with their parent, legal guardian or usual caregiver as soon as possible</p>	Planning pre-event should ensure plans are developed, relationships are established, capacity and capability is built and a pool of approved people or organisations is identified
<b>Psychosocial support</b>	Psychological support following an emergency involves focusing on psychological and social interventions that will ease the physical, psychological and social difficulties for individuals, families/whanau and communities	<p>Most people will recover from an emergency with time and basic support from their family, whanau and community</p> <p>People and communities at high risk following an emergency should be identified and offered services provided by trained and approved community-level providers</p> <p>Outreach, screening and intervention programmes for trauma or related problems should conform to current professional practice and ethical standards</p>	<p>Some of the services that are offered following an emergency have been proven to increase distress and delay recovery. It is therefore important professional guidance and support is sought from the DHB about training, messaging, and approach</p> <p>The focus should be on providing for, and meeting basic needs (food, water, safety and shelter), normalising the response/recovery process and promoting the importance of wellbeing strategies, rather than providing intensive forms of psychosocial assistance particularly immediately following an emergency</p>

Sub-function	Task	Principles	Delivery – key points
<b>Household goods and services</b>	Basic household goods and services are provided to people who have been displaced or who are sheltering in their usual place of residence as a result of an emergency if normal providers are unavailable, unsuitable or unable to meet demand.	<p>Basic goods and services include food, water, clothing, bedding and other items or services necessary for warmth, cleaning, preparing food, or general health and hygiene.</p> <p>Basic goods and services may be required by people who are:</p> <ul style="list-style-type: none"> <li>Geographically isolated from normal goods or service providers as a result of the emergency, or</li> <li>Unable to make purchases themselves because of financial restraints</li> </ul>	<p>The following considerations will be taken into account with planning and providing household goods and services</p> <ul style="list-style-type: none"> <li>Needs assessment</li> <li>Business continuity</li> <li>Community arrangements</li> </ul>
<b>Financial assistance</b>	Information about, and access to, the range of financial assistance available to people affected by an emergency	People affected by emergencies have easy access to information on the range of financial assistance available through a variety of formats e.g. on-line, paper-based, 0800 Government helpline, media	<p>MSD – Work and Income to ensure systems are in place to effectively deliver and monitor financial assistance needed by those affected by an emergency.</p> <p>Work collaboratively with other sub-function responsible agencies to ensure services are linked and duplication is avoided.</p>
<b>Shelter</b>	Shelter is provided, usually in a communal facility for a few hours to only a few days	<p>Pre-emergency planning to evaluate community sheltering needs (including diverse needs), facilities and resources, as well as capacity development</p> <p>Consider the needs of displaced people beyond shelter, referrals to support agencies should be expected</p> <p>Consider the varying degrees of vulnerability of displaced people</p>	<p>Identifying possible shelter and accommodation facilities including identifying suitable facilities, other agencies facilities, and environmental health issues.</p> <p>Develop Standard Operating Procedures and train staff and volunteers</p>
<b>Emergency Accommodation</b>	Provided to displaced people who cannot return to their homes for short periods, generally a few days and no more than two weeks	<p>Pre-emergency planning to evaluate community sheltering needs (including diverse needs), facilities and resources, as well as capacity development</p> <p>Consider the needs of displaced people beyond shelter, referrals to support agencies should be expected</p> <p>Consider the varying degrees of vulnerability of displaced people</p>	<p>Identifying possible shelter and accommodation facilities including identifying suitable facilities, other agencies facilities, and environmental health issues.</p> <p>Develop Standard Operating Procedures and train staff and volunteers</p> <p>Integrated welfare provision with other welfare services if required</p> <p>Consider companion animals</p>
<b>Temporary Accommodation</b>	Temporary accommodation for displaced people who cannot return to their homes for a prolonged period (generally several weeks, months or possibly years)	<p>Planning in advance for service delivery and technical support systems</p> <p>Prompting information gathering and analysis to ascertain the likely temporary accommodation demand and the most appropriate supply options for the affected populations, and</p> <p>Encouraging operational partnerships at both national and CDEM Group level for successful implementation of temporary accommodation plans</p>	May not be needed until the later part of response and may continue into recovery
<b>Animal welfare</b>	The provision of animal rescue, animal shelter, food, water, husbandry and veterinary care and other essentials for all animals.	<p>All animal owners, or persons in charge of animals, should develop their own plans to care for their animals during emergencies</p> <p>The animal welfare emergency management framework provides a co-ordination structure to manage animal welfare at the National, Group and local levels</p>	<p>An animal welfare emergency management plan will be developed at the regional and local levels to take into account all animal types and the particular needs of each animal type</p> <p>Wherever possible utilise people in animal welfare emergency management whose daily job involves working with animals</p>

## Appendix 7: Structure for Local Emergency Welfare Plans

### 1. Introduction

- 1.1 General/Background
- 1.2 Purpose of Plan
- 1.3 Linkages to other relevant Plans
- 1.4 Risk Analysis (linked to risk analysis requirement in Group Welfare Plan (GWP))

### 2. National CDEM Plan - Welfare

- 2.1 Link to National CDEM Plan
- 2.2 Brief summary of S12 (Welfare) of National CDEM Plan
- 2.3 NWCG overview

### 3. Canterbury CDEM Group Emergency Welfare (all on one page)

- 3.1 Outline Group Welfare Structure
- 3.2 WCG (Very much summary from GWP)
- 3.3 WCG Chair Role
- 3.4 Group Welfare Manager Role
- 3.5 Group ECC Welfare Section Role

### 4. Local Emergency Welfare

- 4.1 Introduction
- 4.2 Local Welfare Structure
- 4.3 Local Welfare Committee Composition and TOR

4.4 Local Welfare Manager Role

4.5 Local Welfare Section Role

4.6 Emergency Sub Welfare functions

4.6.1 Registration

4.6.2 Need Assessment

4.6.3 Inquiry

4.6.4 Psychosocial Support

4.6.5 Shelter and Accommodation

- Emergency Shelter and Accommodation
- Temporary Accommodation

4.6.6 Financial Assistance

4.6.7 Household Goods and Services

- Clothing
- Food
- Others

4.6.8 Care and Protection of Children etc.

4.6.9 Animal Welfare

4.7 Spontaneous Volunteer Management

4.8 Donated Goods and Cash

4.9 Civil Defence Centres

4.10 Reporting and Communication



## 5. Risk-Based Emergency Welfare Planning

- 5.1 Local Maximum Credible Event (MCE) Scenario
- 5.2 MCE Emergency Welfare Needs
- 5.3 Local Emergency Welfare Capacities/Capacities
  - 5.3.1 Registration
  - 5.3.2 Need Assessment
  - 5.3.3 Inquiry
  - 5.3.4 Psychosocial Support
  - 5.3.5 Shelter and Accommodation
    - Emergency Shelter and accommodation
    - Temporary Accommodation
  - 5.3.6 Financial Assistance
  - 5.3.7 Household Goods and Services
    - Clothing
    - Food
    - Others
  - 5.3.8 Care and Protection of Children etc.
  - 5.3.9 Animal Welfare
- 5.4 Local Emergency Welfare Gaps
  - Appendix 1: Local Emergency Welfare Appointments
  - Appendix 2: Selection Criteria for a Civil Defence Centre

The Local Emergency Welfare Plan should be supported by a more detailed Civil Defence Centre Guide and a Companion Animal Emergency Welfare Plan. Other local supporting plans to consider are: Public Information Management, Communications, Spontaneous Volunteer Management and Donated Goods Management.

## Appendix 8: Glossary of Terms

Term	Abbreviation	Definition
4Rs		Reduction, readiness, response and recovery
CDEM		Civil Defence Emergency Management
CDEM Group Plan		Each CDEM Group is required under the CDEM Act 2002 to have a CDEM Group Plan, which is regularly reviewed. The CDEM Group Plan sets the strategic direction for the CDEM Group. It describes and prioritises the hazards and risks particular to the CDEM Group's area, and provides objectives and a framework for activities across the 4Rs.
District Health Board	DHB	District health boards (DHBs) are responsible for providing or funding the provision of health services in their district. In the Canterbury CDEM area there is the Canterbury District Health Board and the South Canterbury District Health Board.
Coordinated Incident Management System	CIMS	The primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of hazard, size and complexity.
Emergency Co-ordination Centre	ECC	A co-ordination centre that operates at the CDEM Group level to coordinate and support one or more activated emergency operations centres
Emergency Management Office	EMO	The office(s) where CDEM functions are carried out at a local level before an emergency occurs.
Emergency Management Officer	EM Officer	The person who manages the Emergency Management Office (EMO).
Emergency Operations Centre	EOC	A co-ordination centre that operates at a local level to manage a response
Group Emergency Management Office	GEMO	The regional office where CDEM functions are carried out on behalf of the CDEM Group before an incident occurs
Local Authority		A territorial local authority, regional council, or unitary authority.
Local Welfare Committee	LWC	A collection of welfare agencies that plan for the delivery of local welfare services to communities affected by a disaster.
Maximum Credible Event	MCE	Hypothetical planning process based on identifying the likely consequences of a known hazard scenario
Ministry of Civil Defence and Emergency Management	MCDEM	The central government agency responsible for providing leadership, strategic guidance, national co-ordination, and the facilitation and promotion of various key activities across the 4Rs. It is the lead agency at a national level responsible for coordinating the management of the emergencies listed in the National CDEM Plan 2015.
National Welfare Co-ordination Group	NWCG	Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides co-ordination at the national level, and support to CDEM Groups at the regional level. Membership comprises of the agencies responsible for each of the welfare services sub-functions, as listed in the National CDEM Plan 2015.
Readiness		Developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies.
Recovery		The coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following an emergency.
Reduction		Identifying and analysing long-term risks to human life and property from natural or non-natural hazards, taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring.  In the welfare context, reduction involves activities that contribute to reduced individual and community vulnerability to the consequences of hazards, and subsequently, reduced consequences and loss in communities.
Response		Actions taken immediately before, during, or directly after an incident to save lives and property, and to help communities recover. In the welfare context this means actions to support, coordinate and manage the delivery of welfare services to affected communities.
Responsible Agency		Agency tasked with planning for and coordinating a welfare sub-function
Support agency		Any agency that assists the responsible agency by providing services, resources, information, or otherwise contributing to the response.
Territorial Authority	TA	A city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances, and environmental health.
Welfare Co-ordination Group	WCG	A collective of welfare service agencies that are active at the CDEM Group level. The WCG provides a mechanism for collaboration and co-ordination between agencies who work together to establish arrangements for the effective delivery of welfare services and develop welfare work programmes. The WCG provides planning input and co-ordination at the CDEM Group level, and support to local level CDEM welfare.
Welfare sub-function		A component of the Welfare Function under CIMS, the incident management system used in New Zealand. There are nine identified welfare sub-functions.



# PHOTO CREDITS

Page 19 Jogger on Port Hills - Ian Ross

Page 28 Rescue exercise - Craig Crew

Page 32 Kaikoura - Carolyn Neame

Back Cover Waimakariri District community response to 4 September 2010 earthquake



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