

SOP 9 – Welfare

Welfare

The delivery of welfare in Civil Defence Emergency Management (CDEM) is made up of emergency services, social and health services and non-government organisations. We work together to minimise and address the impacts of an emergency on individuals, whānau and communities.

Welfare needs to be delivered in a flexible manner with the aim of supporting people in the safest location possible with information and services. This might be their home, someone else's home, workplace, holiday accommodation, emergency shelter, or emergency/temporary accommodation.

Welfare may be delivered by some or all of the following methods:

- outreach (mobile services, door-to-door teams, or mobile facility set-up),
- community-based organisations or facilities - established during response as a Community Led Centre or Emergency Hub,
- at an official Civil Defence Centre - established during response,
- existing agency offices, service centres or call centres,
- by telephone or online.

Welfare coordination in an emergency

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 levels.

Welfare is coordinated, delivered and supported at local, regional and national levels through the following respective organisations:

- **National** – the National Welfare Coordination Group (*National Emergency Management Agency*)
- **Regional** – CDEM Groups (*Emergency Management Bay of Plenty, Welfare Coordination Group*)
- **Local** – Territorial Authorities (*Tauranga City Council*)

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 Group at the regional level.

Emergency Management Bay of Plenty provides strategic direction to local delivery, which includes the roles and responsibilities of lead and support agencies involved at the regional level through the Bay of Plenty Welfare Coordination Group (WCG).

Local delivery of welfare arrangements in an emergency for Tauranga City and Western Bay of Plenty sub-region is through the Western Zone Local Welfare Committee, which includes the roles and responsibilities of lead and support agencies involved at the local sub-regional level.

The diagram in Appendix 1 outlines the level structure with more context to welfare coordination in an emergency. Section 14 of *The Guide to the National CDEM Plan 2015* and *The Directors Guidelines for Welfare Services in an Emergency 2015 (DGL 11/15)* provide operational guidelines for planning, coordination and support of welfare arrangements throughout the country. Copies of these guides can be found on the National Emergency Management Agency website (referenced within Appendix 1). Regional arrangements are outlined in the *Bay of Plenty Civil Defence Emergency Management Group Welfare Plan 2019/2024*.

Welfare Principles

The approach across the 4 R's of emergency management (reduction, readiness, response, recovery) are guided by the welfare in emergency principles to ensure the community is always kept at the heart of everything we do.

The five principals applied to the delivery of welfare are to:

1. recognise the diverse and dynamic nature of communities,
2. strengthen self-reliance as the foundation for individual and family and whānau and community resilience,
3. ensure that emergency welfare services address the specific welfare needs of individuals, families and whānau, and communities,
4. ensure flexibility in the services provided and how they are best delivered, and
5. integrate and align with local arrangements and existing welfare networks.

(Section 14 of *The Guide to the National CDEM Plan 2015*)

Across the 4R's Tauranga City Councils role in welfare is:

Reduction.

- Identifying and understanding the likely welfare demands of the major hazards and their associated risks within the sub-region.

Readiness.

- Developing capability, capacity and plans to meet the welfare demands of identified risks.
- Reviewing welfare plans, operating procedures and structures to optimize the delivery of services during emergencies.

Response.

- Ensuring continuity of the relevant health and social services support during the transition from response to recovery.

Recovery.

- Coordinating delivery of relevant health and social services through the Recovery Management Team.

Local Welfare Manager

The Local Welfare Manager (LWM) is a pre-designated council staff member and based in the Emergency Operations Centre (EOC) during response. Where possible, alternate Local Welfare Managers with suitable experience should also be appointed. The LWM is responsible for all welfare coordination. The LWM has the overall responsibility for those people who have been affected by the emergency and will work with the many agencies able to assist, as well as, supporting the Welfare Function Manager and team within the EOC. The LWM is under the authority and guidance of the Controller. A key welfare role for a LWM is to chair the local welfare committee.

Role during readiness	<ul style="list-style-type: none">• 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. <p>During readiness, the LWM reports regularly to the CDEM Group Welfare Manager on the status of welfare services arrangements, and capability/capacity at the local level.</p>
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Role during response and recovery	<ul style="list-style-type: none"> • 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. <p>During response, the LWM is responsible to the Local Controller. They will also work closely with the CDEM Group Welfare Manager, and any other activated Local Welfare Managers.</p> <p>During recovery, the LWM will work closely with the Local Recovery Manager, and report regularly to the CDEM Group Welfare Manager.</p>
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Local Welfare Committee

The Local Welfare Committee (LWC) is a collection of agencies and organisations; government and non-government, that collectively have a good understanding of the sub-region's diverse communities, which includes their cultural and demographic makeup, strengths, and vulnerabilities. The Local Welfare Committee will work together to lessen and address the impacts of an emergency on individuals, whānau and communities in Tauranga, and provides an opportunity for local level welfare agencies to strengthen working relationships and draw on existing networks within communities.

Membership and representation 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.

Contact details of LWC members are held by the LWM and are stored on several TCC platforms and can be found in the EOC Welfare start up box.

Emergency Operations Centre (EOC) Welfare

Welfare may have to be activated with little notice. The Incident/Duty Controller or Emergency Operations Centre (EOC) will generally activate the welfare function and will determine the need for welfare arrangements based upon the emergency situation.

The below table provides an overview of possible welfare tasks. Appendix 2 – Welfare Response Checklists, provides a more detailed task list for the welfare team to consider.

Task – on activation	✓
Report to the EOC	
Obtain a briefing from the Local Controller	

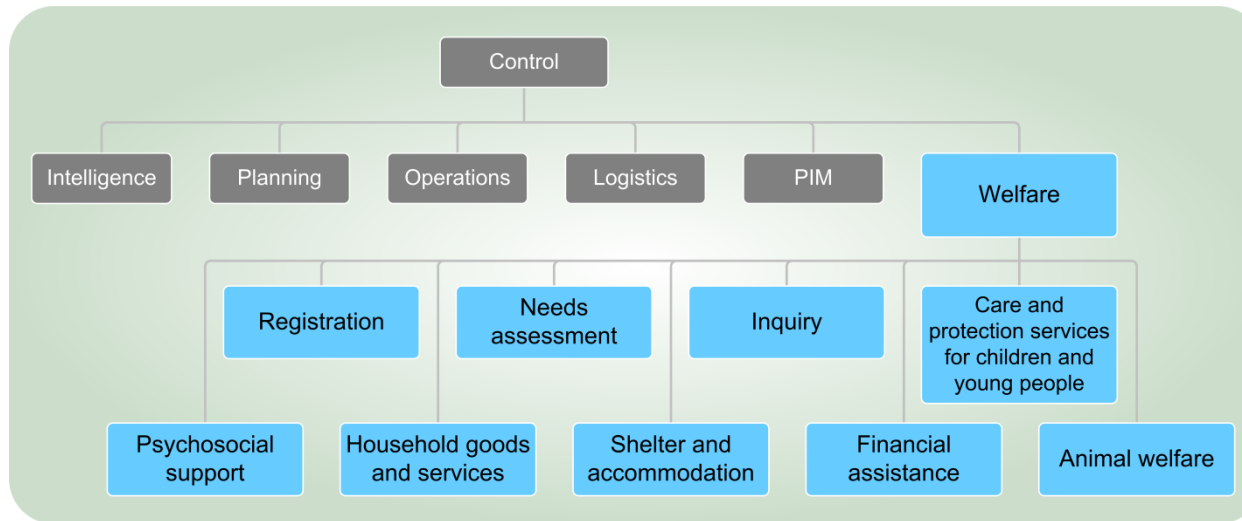
Advise the Local Welfare Committee and activate if appropriate	
Notify and brief Civil Defence Centre supervisors. Maintain close contact with them throughout the emergency. Information to be passed on: <ul style="list-style-type: none"> • Incident • Location • Expected duration of the event • Expected number of evacuees • Additional resources or manpower required 	
Activate/advise Civil Defence Centre Supervisors, to put them on standby or to activate the required Civil Defence Centre/s. Initiate contact with key holder to open appropriate Civil Defence Centre complex and meet with Civil Defence Centre Supervisor at site to do a tour of premises ensuring out of bounds areas are locked, and services are operating, e.g. phone, water, toilets, power, gas, etc.	
Contact team leaders, brief them with all relevant information, e.g. Civil Defence Centre site, emergency scenario, approx number of evacuees if known, and when they are required at the EOC or Civil Defence Centre.	
Compile call-out lists and rosters and develop a welfare action plan.	
Source communication equipment and office equipment for Civil Defence Centre/s if required.	
Establish communications with Civil Defence Centre/s. Source communication equipment if required.	
Advise EOC Controller and PIM when Civil Defence Centre/s is ready to receive affected people and inform the Group Welfare Manager.	
Maintain contact with EOC staff.	
Liaise with Logistics Team for delivery of essential provisions and initial supplies.	
Liaise with DHB in the EOC if necessary for inspection of the identified Civil Defence Centre site. Number of toilets required (30 people per toilet) on site and any other requirements identified.	

Task – ongoing responsibilities	✓
Co-ordinate delivery of emergency welfare services to affected parties	
Collect welfare information and maintain situational awareness	
Maintain communication linkages with civil defence centre supervisors at activated centres and request situation reports as required and keep Civil Defence Centre informed of current situation.	
Maintain the operation of civil defence centres by co-ordination their resource requirements.	
Ensure each operating civil defence centre has sufficient staff to enable a sustained response (a minimum of 48 hours and on going)	
Ensure the registration process for all persons receiving welfare is authorised by the controller and manage the gathering, recording and storing of lists.	
Liaise closely with members from the Local Welfare Committee and with other welfare related community groups/organisations/stakeholders advising them of Welfare requirements.	
Source emergency accommodation in liaison with key Local Welfare Committee agencies and EOC Logistics team and inform Civil Defence Centres.	
Co-ordinate transport to accommodation for those needing it via logistics team.	
Maintain situation awareness of emerging emergency needs situation.	

Establish and maintain the EOC welfare log/status board (decisions made and in-coming requests/tasks).	
Maintain close liaison with function managers within the EOC.	
Provide emergency welfare services to evacuees received from outside the Tauranga City authority area as a result of the emergency.	
Ensure all welfare expenditure is in accordance with the Controllers intentions and approve limited Civil Defence Centre expenditure to delegated authority if required.	
Respond to requests from Civil Defence Centre and EOC in a timely manner as appropriate.	

Operational responsibilities - Welfare Sub-functions

Welfare is one of the seven functions of the Coordinated Incident Management System (CIMS) and is made up of nine sub-functions. Each has an identified lead agency and support agencies. Specific sub-function plans created by lead agencies will provide more detail of the arrangements within each sub-function.



Below provides an overview.

Registration - Involves collecting information from people who have been directly affected by an emergency and require emergency welfare services.

Needs assessment - The process of understanding the changing needs of people who have been affected by an emergency.

Inquiry - Responsible for assisting individuals or families that are seeking information on potentially missing family members that may have been caused by the emergency.

Care and protection of children and young people - Statutory care and protection services to children and young people separated from their parent, legal guardian or usual caregiver during an emergency.

Psychosocial support - Psychological support following an emergency involves focusing on psychological and social interventions that will ease the physical, psychological and social difficulties for individuals, families/whānau and communities.

Household goods and services - Basic household goods and services are provided to support people who have been displaced and/or affected. This is a broad category, including food, water, clothing, bedding, furniture, medication and hygiene requirements. Goods and services are provided until normal systems of supply become available again.

Shelter and accommodation - To coordinate the provision of shelter and accommodation for people who have been displaced from their homes as a result of emergency. Shelter and accommodation fall into three categories: emergency shelter for a few days or emergency accommodation for up to 14 days both provided by CDEM; and temporary accommodation for longer durations.

Financial assistance - Information about, and access to, the range of financial assistance available to people affected by an emergency.

Animal welfare - The provision of animal rescue, animal shelter, food, water, husbandry and veterinary care and other essentials for all animals.

Relationship between welfare sub-functions

Registration and needs assessment provide the fundamental information and understanding about people affected by an emergency and their associated needs. The registration and needs assessment welfare services sub-functions are therefore crucial to effectively meeting the needs of those affected. The remaining sub-functions are service delivery functions based on the needs identified.

The needs of people affected by an emergency change throughout response and recovery. Ongoing coordination of service delivery and monitoring and reporting of both needs and service delivery are required throughout.

Local EOC Welfare is responsible for delivery of the following welfare sub-functions:

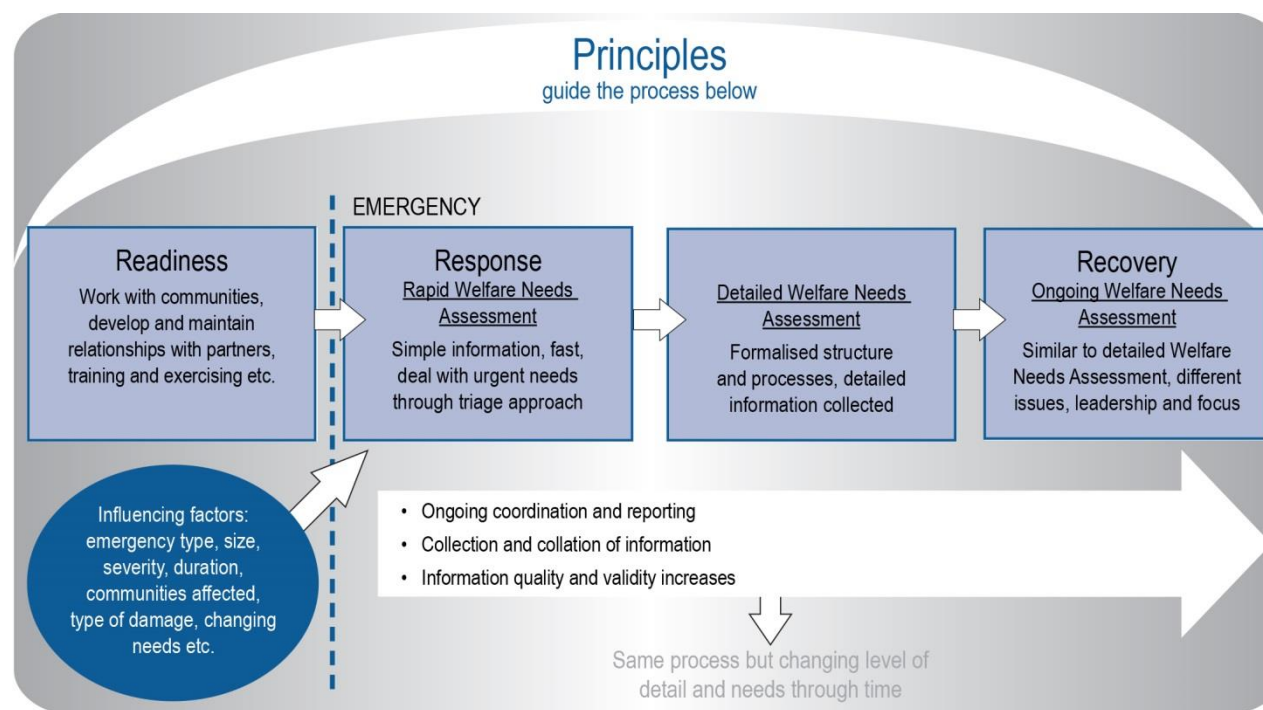
- Registration
- Needs assessment
- Household goods and services
- Emergency shelter and accommodation – Civil Defence Centre or emergency accommodation for up to 14 days

Registration and Needs assessment

Needs assessment is the process of understanding the needs of people affected by an emergency. It provides the basis for welfare service delivery and is therefore of direct benefit to people affected by emergencies and agencies with welfare service delivery responsibilities.

Effective needs assessment requires work during readiness, and a flexible response process that can be adapted to any emergency.

The key component of welfare needs assessment are outlined below in the Needs Assessment Framework diagram.



A paper-based replica of the registration and needs assessment system should be available for use during an emergency. Printable forms for use when registering people and their needs can be found in the *EOC Welfare* start up box, MS Teams Welfare folder, Objective and *CDC kits*.

Household goods and services

This includes provision on emergency food, clothing, bedding, medical supplies, hygiene and baby items, to get through the initial stage of the emergency response.

Emergency shelter - Civil Defence Centre

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 Plan or local level arrangements. Civil Defence Centres are the point of contact for the community and will be activated as necessary to support a community in need.

The decision to activate one or more CDC will be made by the Controller in conjunction with the Local Welfare Manager. The Local Welfare Manager initiates the CDC activation procedure as per the EOC Action Plan. The EOC will act as the co-ordination point for all resources needed for a CDC through the Local Welfare Manager and/or EOC Welfare, Operations and Logistics Function Managers.

As it is impossible to predict the effects of an emergency and our community's subsequent needs, CDEM will decide where to open an official CDC when an emergency occurs. CDEM will choose a safe location that is best placed to meet the needs of those most effected. This is likely to be a venue such as a community centre, hall or sports facility. There are pre-identified locations, but those located in a high-risk area will be reviewed for their suitability, so some locations may change in the future.

Choosing the type and style of CDC is based on the size and scale of the emergency event and activated based on the needs of the community. Three types of CDC may be activated depending on what the community requires at the time. A centre may be stood up as one type and transitioned into another by the EOC if the situation changes.

Information Hub	Centre set up solely to provide information for affected residents on welfare services and other support that is available to them. Operates for set hours during the day. May operate as part of a Support or Full Civil Defence Centre.
Support Centre	Centre set up to provide information and other support such as meals, ablutions, psychosocial support etc as required. Operates for set hours during the day.
Full Civil Defence Centre	Centre set up to provide all basic needs for residents such as shelter, hygiene items, information, ablutions, meals etc. May operate 24 hours a day for as long as required.

Tauranga City Council's list of the pre-identified potential CDCs sites and contact details are held by the LWM and are stored on several TCC platforms, and can be found in the EOC Welfare start up box. If there is need to activate a Western Bay of Plenty CDC, contact the Group Welfare Manager or Western Bay of Plenty District Council Local Welfare Manager for assistance.

Emergency accommodation

Accommodation for up to 14 days for displaced people to shelter in until it is safe to return home or until more temporary and long-term accommodation can be sought.

Liaise with EOC Logistics Manager to arrange emergency accommodation. Keep detailed records. Provide transport for people as necessary. Appoint an EOC welfare team person to follow up on a daily basis with those who have been placed in accommodation to ensure there are no outstanding needs or issues. For larger events accommodation responsibility can be delegated to a support agency within the LWC.

Local welfare service delivery capacity and capability

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.

The Local Welfare Manager is responsible for confirming local delivery capacity, with the support of the Local Welfare Committee, the CDEM Group Welfare Manager, and the Welfare Coordination Group.

The recommended training pathway for all levels of Welfare is outlined in the *Bay of Plenty Region Training Pathway for Welfare Function Staff* document. The below table provides an example of training required.

Staff Members Name:	Time Commitment	Requirements	Date completed
ITF Foundational Course	4.5 hours		
ITF Intermediate Course	2 days		
ITF Welfare Function Course	1 day		
Assessing welfare needs in an emergency	2.5 hours		
Welfare needs assessment coordination in an emergency	2.5 hours		
Welfare Function in a Civil Defence Centre	1 day		
Supervising a Civil Defence Centre	1 day		
CIMS 4	2 days		
Psychosocial First Aid	1 day		

Required
Desirable

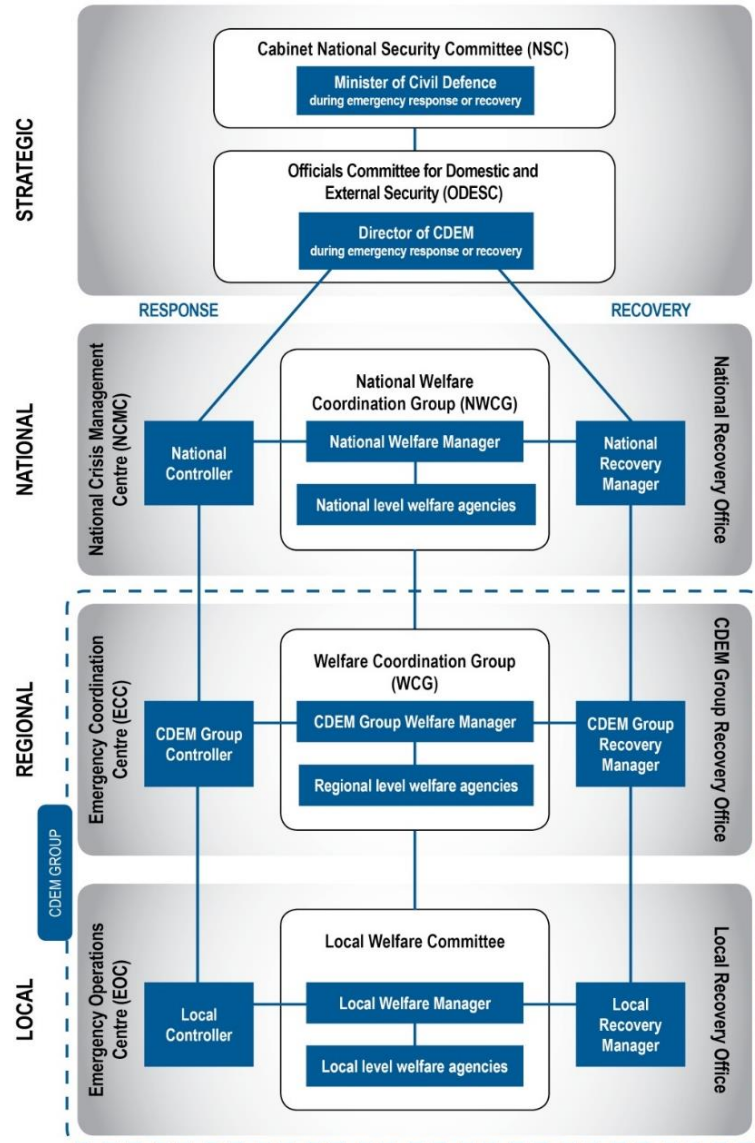
Transition to Recovery

The following are the recommended tasks during the transition to recovery for Welfare.

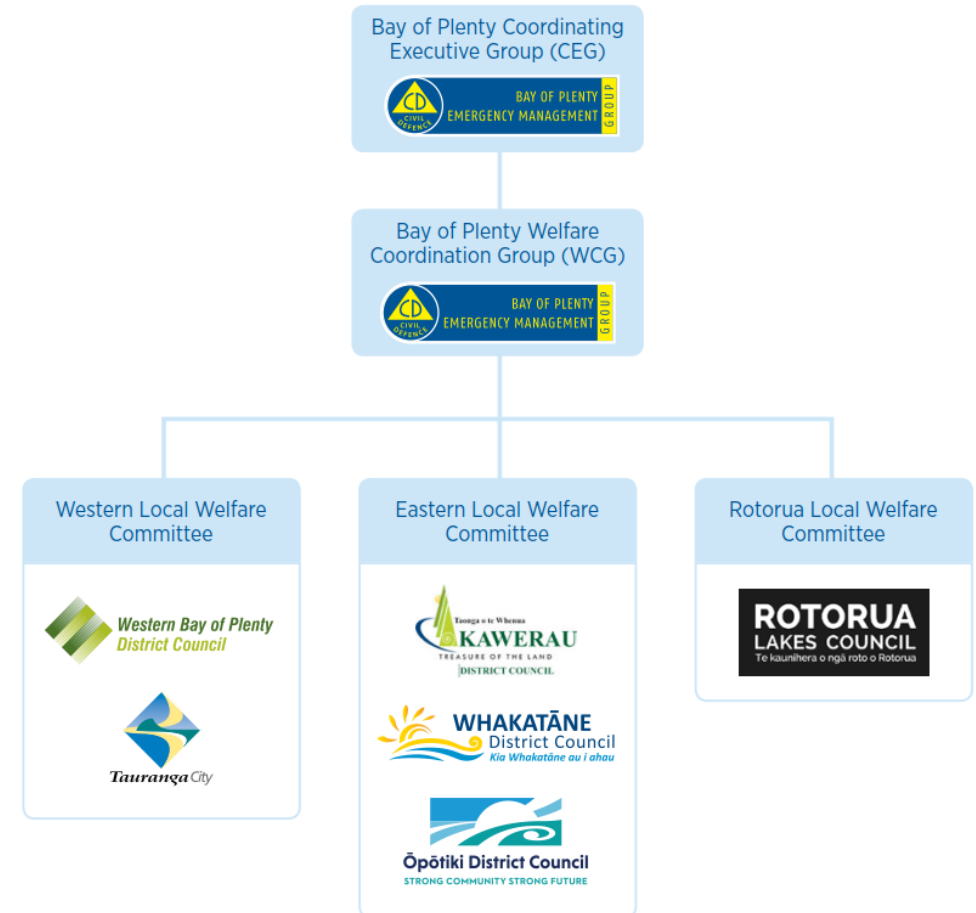
Task	✓
Collate information from civil defence centres as they close, including welfare-related expenditure (if activated).	
Debrief the EOC welfare team, Civil Defence Centre staff and the Local Welfare Committee.	
Brief the Local Controller and Local Recovery Manager at the Transition briefing.	
Provide a report on welfare response to the Local Controller and Local Recovery Manager.	

Appendix 1 – Welfare framework for coordination in an emergency - structure layers

Copies of *The Guide to the National CDEM Plan 2015* and *The Directors Guidelines for Welfare Services in an Emergency 2015 (DGL 11/15)* can be found on the National Emergency Management Agency website – www.civildefence.govt.nz



Bay of Plenty Group and Local Welfare Committee Structure



Appendix 2 - Welfare Response Checklist

Ensuring tasks are carried out is the responsibility of the CDEM 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)
Local Welfare Manager is informed of the emergency		CDEM Duty Officer		
Local Welfare Manager is briefed by the Controller about current situation and the response		Local Welfare Manager		
Local Welfare Manager sets up Welfare team:				
Local Welfare Manager determines an EOC Welfare Function Manager		Local Welfare Manager		
Welfare Function Manager determines how many Welfare personnel are needed initially		EOC Welfare Function Manager		
Recruit personnel for Welfare team from pool using agreed process and set up a short-term roster		Local Welfare Manager		
Set up the Welfare workspace:				
Determine initial location of Welfare team workspace		EOC Welfare Function Manager		
Set up Welfare workspace with resources and personnel as available		EOC Welfare Function Manager		
Local Welfare Manager attends Incident Management Team (IMT) briefing		Local Welfare Manager		
Local Welfare Manager convenes the LWC as soon as practicable/appropriate		Local Welfare Manager		
Local Welfare Manager activates/liases with CDC supervisors (where necessary)		Local Welfare Manager		

Ongoing response work

Ongoing tasks	Assigned to
Lead the identification of and planning for the welfare needs of the affected communities	Local Welfare Manager, and team
Lead the delivery of CDEM-led welfare services sub-functions	Local Welfare Manager, and team
Support the work of agencies responsible for the other welfare sub-functions as per agreed arrangements	Local Welfare Manager, and team
Activate CDCs as required (in conjunction with Controller and CDC Supervisor)	Local Welfare Manager, EOC Welfare Function Manager and team

Support CDC Supervisors as required	Local Welfare Manager, EOC Welfare Function Manager and team
Provide welfare-related input to the Action Plan	Local Welfare Manager, EOC Welfare Function Manager, and team
Develop a Welfare appendix to the Action Plan (if required)	Local Welfare Manager, EOC Welfare Function Manager, and team
Liaise with other function managers (Operations, Logistics, PIM, etc)	EOC Welfare Function Manager and team
Liaise with welfare services support agencies (individual members of WCG, or local welfare committee)	Local Welfare Manager, and EOC Welfare Function Manager
Convene local welfare committee as often as necessary/practicable	Local Welfare Manager, and team
Liaise with Welfare function personnel at other coordination centres, and at any activated CDCs	Local Welfare Manager, and team
Carry out daily tasks as listed in following section	Local Welfare Manager, and team

Indicate with a tick

Daily checklist	Date:								
Local Welfare Manager and EOC Welfare Function 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 – Local Welfare Manager and EOC Welfare Function 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: 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 Public Records Act 2005				