

# Welfare Services in an Emergency

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



Resilient New Zealand  
Aotearoa Manahau

New Zealand Government

## Welfare Services in an Emergency

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### Authority

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

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### Cover images

Clockwise from left: Welfare volunteer assisting displaced person at Christchurch City Council annual CDC exercise, 13 September 2014 (image courtesy of Christchurch City Council CDEM Team); Cow on Manawatu farm, 4 June 2015 (image courtesy of the Ministry for Primary Industries); NZ Army Engineers distributing water and supplies at New Brighton Beach after Christchurch Earthquake, 26 February 2011 (image courtesy of New Zealand Defence Force).



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## Foreword

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

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

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

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

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

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

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

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

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

### **Sarah Stuart-Black**

Director of Civil Defence Emergency Management



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# Section 1 Introduction

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

## 1.1 About this guideline

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

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

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

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

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

### Related documentation

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

### Balancing variation with responsibility

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

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

### Structure

This guideline is divided into two parts.

[PART I WELFARE IN THE CDEM CONTEXT](#) on page 14 introduces and describes welfare in the CDEM context. It outlines the CDEM Welfare framework, and describes welfare activities across the 4Rs of reduction, readiness, response, and recovery.

[PART II WELFARE SERVICES](#) on page 67 introduces the nine welfare services sub-functions listed in the *National CDEM Plan 2015*. It provides information for all agencies on roles and responsibilities, and the coordination and delivery of welfare services in an emergency.

### Sections

This guideline includes the following sections:

- Section 1 [Introduction](#)

#### PART I WELFARE IN THE CDEM CONTEXT

- Section 2 [About welfare](#)
- Section 3 [Reduction and readiness](#)
- Section 4 [Response and recovery](#)

#### PART II WELFARE SERVICES

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

This guideline also includes [Appendices](#), with additional information useful for welfare in general, and the welfare services sub-functions.

### Use of icons

The following icons are used in this guideline:



Indicates a template is provided in the appendices



Indicates more information is available in another document or website

## 1.2 Key terms

### CDEM

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

#### 4 Interpretation...

##### **civil defence emergency management—**

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



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

### Emergency

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

#### 4 Interpretation...

##### **emergency** means a situation that—

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

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

### Welfare and the 4Rs

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

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

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

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

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

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

### Welfare Manager

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

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

### Agencies

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

### Lead agency

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

Support agency	A <b>support agency</b> is any agency that assists the lead agency by providing services, resources, information, or otherwise contributing to the response or recovery.
Welfare services agencies	<b>Welfare services agencies</b> are agencies that have responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the <i>National CDEM Plan 2015</i> .

### **Terms used in local government**

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Territorial authority	A <b>territorial authority (TA)</b> is a city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances, and environmental health.
Regional council	A <b>regional council</b> is a region-based council, primarily responsible for natural resource management, including in the coastal marine area. It regulates land use for specific purposes (for example, soil conservation, water quality, and the management of natural hazards). It also regulates for and undertakes pest control and harbour navigation and safety, and provides (in some cases) public transport services.
Unitary authority	A <b>unitary authority</b> is a territorial authority with regional council functions and powers.
Local authority	A <b>local authority</b> is any of the above.

### **Business as usual CDEM facilities**

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GEMO	The <b>GEMO (Group Emergency Management Office)</b> is the regional office where CDEM functions are carried out on behalf of the CDEM Group before an emergency occurs. It is managed by the GEMO Manager.
EMO	The <b>EMO (Emergency Management Office)</b> is the office(s) where CDEM functions are carried out at a local level before an emergency occurs. The person who carries out the CDEM functions is the EM Officer.  In some CDEM Groups, EM Officers may be called Advisors or Coordinators.

### **The Coordinated Incident Management System (CIMS)**

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The **Coordinated Incident Management System (CIMS)** is the primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all incidents regardless of hazard, size, and complexity.

**Incident**

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

**CIMS functions**

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

The other six CIMS functions are:

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

**Incident Management Team (IMT)**

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



More information about CIMS is provided in the *Coordinated Incident Management System (CIMS) 2<sup>nd</sup> edition* manual, available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'CIMS').

## CDEM response facilities

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Coordination centre	<p>A <b>coordination centre</b> is the location from which a Controller and Incident Management Team (IMT) manages a response. There are four types of coordination centre:</p> <ul style="list-style-type: none"> <li>• Incident Control Points (ICPs) operate at an incident level</li> <li>• Emergency Operations Centres (EOCs) operate at a local level</li> <li>• Emergency Coordination Centres (ECCs) operate at a CDEM Group level, and</li> <li>• National Coordination Centres (NCCs) operate at the national level.</li> </ul>
NCMC	<p>The <b>NCMC (National Crisis Management Centre)</b> is a secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level.</p> <p>It is an example of a National Coordination Centre (NCC).</p> <p>MCDEM is responsible for maintaining the NCMC in a state of readiness, and will act as the lead agency for CDEM-led responses.</p>
ECC	<p>An <b>ECC (Emergency Coordination Centre)</b> is a coordination centre that operates at the CDEM Group level to coordinate and support one or more activated EOCs.</p>
EOC	<p>An <b>EOC (Emergency Operations Centre)</b> is a coordination centre that operates at a local level to manage a response.</p>
CDC	<p>A <b>Civil Defence Centre (CDC)</b> 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.</p> <p>CDCs are operated by CDEM-led teams (including CDEM-trained volunteers), or by other agencies as defined in CDEM Group Plans or local level arrangements.</p>
Community-led centres	<p>Community members and/or community-based organisations may establish and operate other centres that offer support to the community.</p> <p>These centres do not fall under the direction of CDEM, although they may coordinate with and operate alongside CDEM-led facilities.</p>

## CDEM roles

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

## The CDEM Emergency Management Information System (CDEM EMIS)

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

### CDEM EMIS and the Welfare function

*CDEM EMIS* contains a system for recording welfare registrations, including a search and matching capability for these records. For information on the use of the *CDEM EMIS Welfare Registration System*, see Section 6 [Registration](#) on page 75.

### Main features of CDEM EMIS

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

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

## 1.3 About CDEM

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

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

### MCDEM

**Ministry of Civil Defence & Emergency Management (MCDEM)** is the central government agency responsible for providing leadership, strategic guidance, national coordination, and the facilitation and promotion of various key activities across the 4Rs. It is the lead agency at a national level responsible for coordinating the management of the emergencies listed in Appendix 1 of the *National CDEM Plan 2015*.

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

## CDEM Group

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

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

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



More information on CDEM Groups is available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz).

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

## Business as usual CDEM structure

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

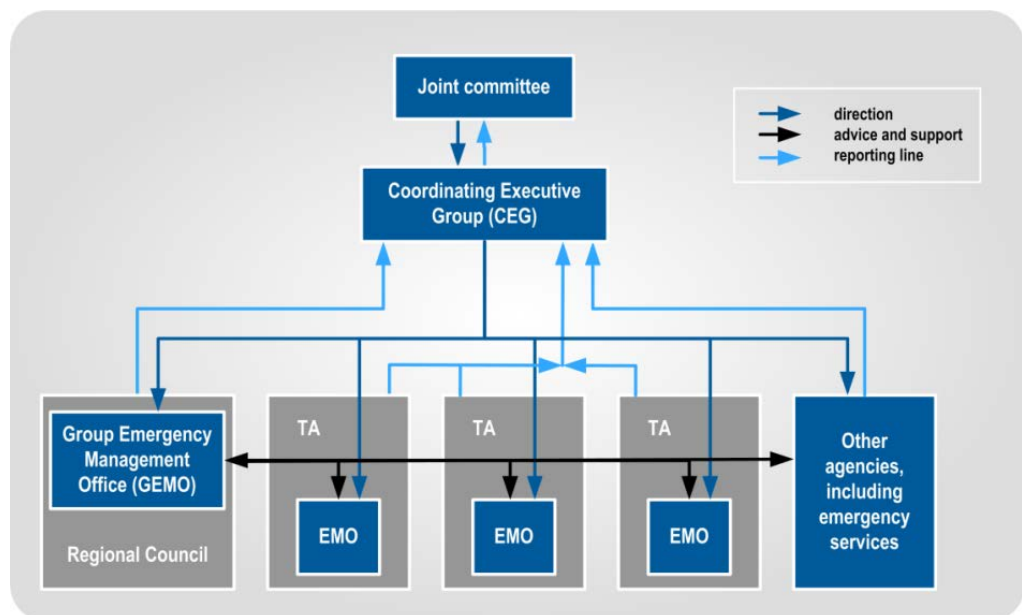


Figure 1 CDEM structure for business as usual

### Joint committee

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

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

### CEG

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

### Variations in CDEM Group structure

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

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

## CDEM response structure

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

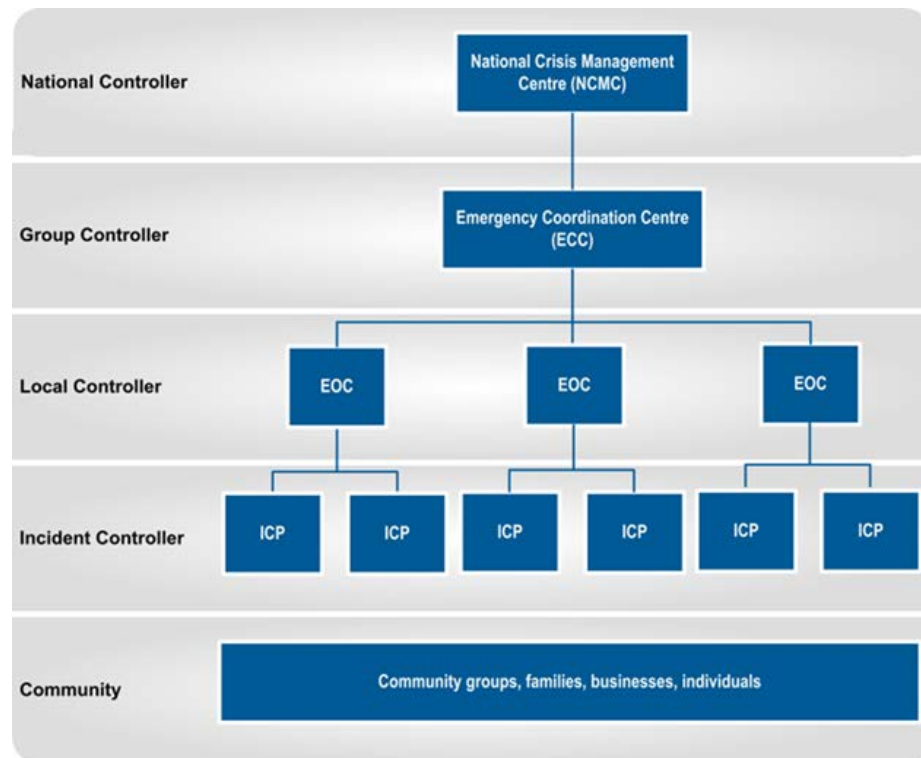


Figure 2 CDEM structure during response

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

### Key CDEM documents

#### CDEM Act 2002

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

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

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

#### National CDEM Strategy

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

<p>National CDEM Plan 2015</p>	<p>The <b>National CDEM Plan 2015</b> is a regulation that sets out the roles and responsibilities of all agencies involved in reducing risks from hazards, and preparing for, responding to, and recovering from emergencies.</p> <p>Welfare services are described in clauses 62-75 of the Plan.</p>
<p>Guide to the National CDEM Plan</p>	<p>The <b>Guide to the National CDEM Plan</b> explains the <i>National CDEM Plan 2015</i> in detail.</p>
<p>CDEM Group Plan</p>	<p>Each CDEM Group is required under the <i>CDEM Act 2002</i> to have a <b>CDEM Group Plan</b>, which is regularly reviewed.</p> <p>The CDEM Group Plan sets the strategic direction for the CDEM Group. It describes and prioritises the hazards and risks particular to the CDEM Group's area, and provides objectives and a framework for activities across the 4Rs.</p>
<p>Director's Guidelines</p>	<p>Director's Guidelines are documents developed by MCDEM to provide guidance to CDEM Groups and other agencies regarding CDEM. They are issued by the Director of CDEM under the <i>CDEM Act 2002</i>.</p>
<p>CIMS Manual</p>	<p>The <i>Coordinated Incident Management System (CIMS) Manual 2nd Edition</i> describes the arrangements used to coordinate incident management responses between agencies, regardless of the hazard, size and complexity.</p> <p>It is not a CDEM document, but contains important detail on how CDEM responses are structured and coordinated.</p>

## PART I WELFARE IN THE CDEM CONTEXT

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Part I introduces and describes welfare in the CDEM context. It outlines the CDEM Welfare framework, and describes welfare activities across reduction, readiness, response, and recovery.

Part I of this guideline contains the following sections:

- Section 2 [\*About welfare\*](#)
- Section 3 [\*Reduction and readiness\*](#)
- Section 4 [\*Response and recovery\*](#)

## Section 2 About welfare services in an emergency

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This section provides a description of welfare, including:

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

### 2.1 Introduction

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

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

#### Principles

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

#### 64 Principles

The principles applying to welfare services are to—

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

### 2.2 Welfare services in an emergency

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

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

## Section 2 About welfare services in an emergency

- Responsibility** Welfare services agencies are responsible for delivering welfare services to individuals, families/whānau, and communities affected by an emergency.
- Welfare services agencies are identified in the *National CDEM Plan 2015*. They are described in more detail in section 2.5 [Welfare services agencies](#) on page 21.
- Timeframe** Welfare services are planned and prepared for during readiness, and coordinated and delivered throughout response and recovery.
- In response, immediate welfare needs must be met as soon as possible. Ongoing needs may also be identified and met.
- An emergency may not result in immediate consequences; some people may experience these sometime later, perhaps even during recovery. Welfare services agencies must also be able to identify and meet these ongoing needs over time.
- Flexible delivery** 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 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.
- Influencing factors** 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
  - timeframe (from immediate needs, to needs that occur later on or are ongoing).

## 2.3 Framework

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

**Where CDEM is the lead agency**

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

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

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

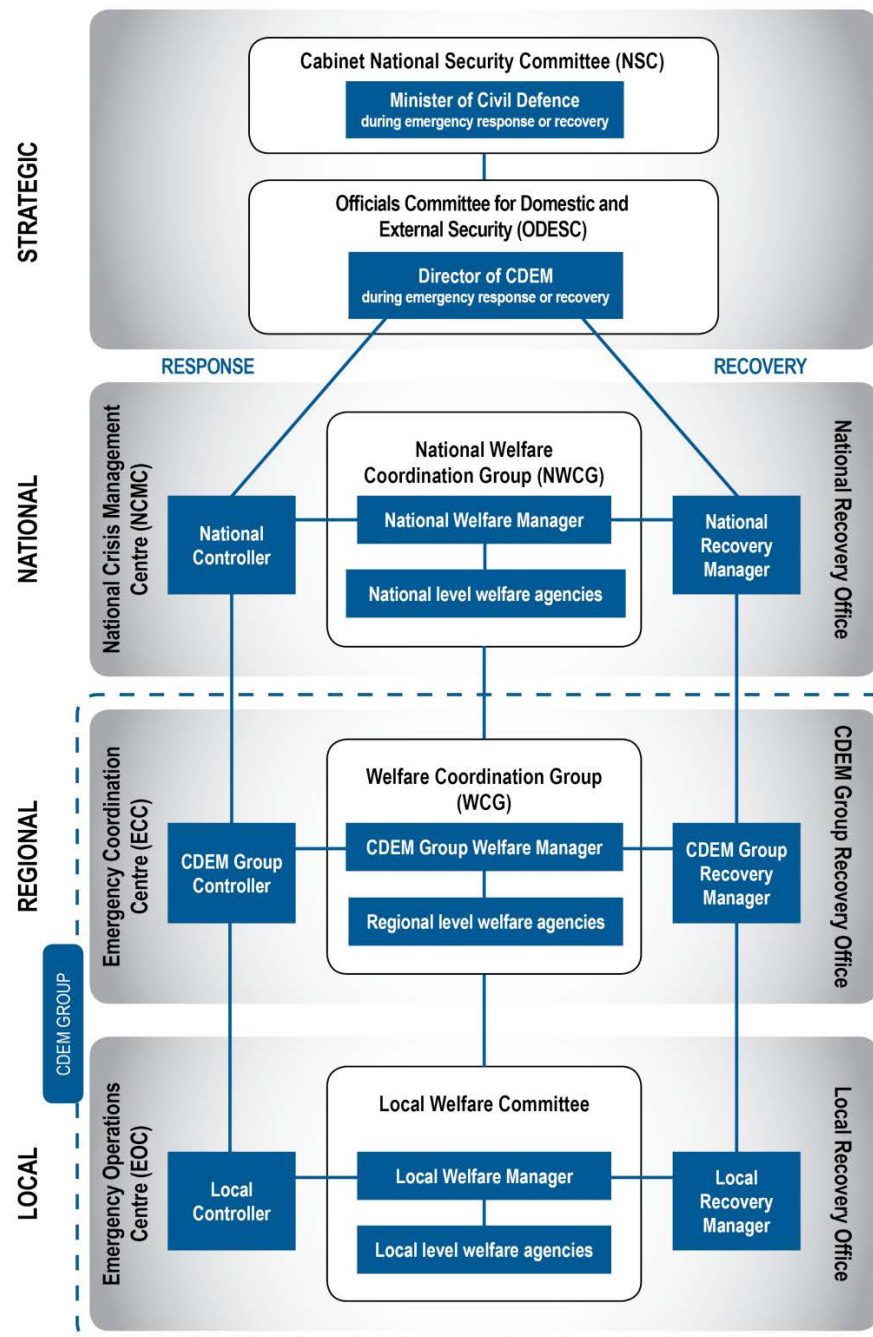


Figure 3 The welfare framework for emergencies where CDEM is the lead agency

The strategic level

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

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

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

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

At national, CDEM Group, and local levels

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

- 2.6 [National level responsibilities](#) on page 24
- 2.7 [CDEM Group level responsibilities](#) on page 27
- 2.8 [Local level responsibilities](#) on page 33.

**Welfare support to a lead agency other than CDEM**

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

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

Table 1 Examples of other lead agencies according to emergency

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

CDEM's roles and responsibilities for welfare

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

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

Examples of CDEM support to other lead agencies

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

Table 2 Examples of CDEM welfare support to other lead agencies

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

## 2.4 Welfare services sub-functions

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

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

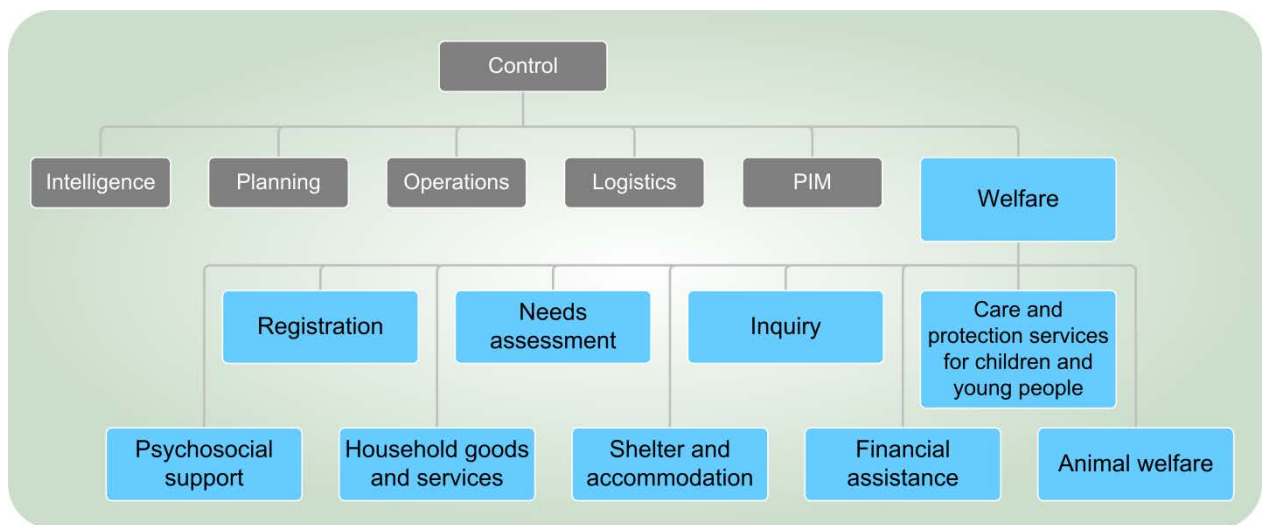


Figure 4 Welfare services sub-functions

Description of  
the welfare  
services sub-  
functions

The nine welfare services sub-functions are:

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

Each of the welfare services sub-functions is described in more detail in [PART II WELFARE SERVICES](#). Part II includes guidance for the coordination and delivery of each sub-function.

## 2.5 Welfare services agencies

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

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

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

Table 3 Agencies responsible for welfare services

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

### Support agencies

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

See [PART II WELFARE SERVICES](#) in this guideline for details of the support agencies for each of the welfare services sub-functions.

## Responsibilities in reduction and readiness

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

### All agencies

#### 65 Role of welfare services agencies during reduction and readiness

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

### Agencies responsible for coordinating a sub-function

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

## Responsibilities in response and recovery

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

### All agencies

#### 66 Role of welfare services agencies during response and recovery

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

### Agencies responsible for coordinating a sub-function

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

## Privacy and information sharing

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

Privacy legislation must be adhered to at all times. See section 5.2.5 [Privacy, information sharing, and vetting](#) on page 73 of this guideline for more information on privacy, information sharing, and vetting (including relevant legislation).

## 2.6 National level responsibilities

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

### 62 Introduction

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

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

### Reduction and readiness

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

- CDEM Groups
- national welfare services agencies (see section 2.6.2 [National Welfare Coordination Group \(NWCG\)](#) on page 26), and
- other national stakeholders.

### Response and recovery

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

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

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

## 2.6.1 National Welfare Manager

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

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

### Role during reduction and readiness

#### 65 Role of welfare services agencies during reduction and readiness

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

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

### Role during response and recovery

#### 66 Role of welfare services agencies during response and recovery

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

The National Welfare Manager is responsible to:

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

## 2.6.2 National Welfare Coordination Group (NWCG)

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

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

### Responsibility and reporting line

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

### Chair

The NWCG is chaired by the National Welfare Manager.

### Core membership

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

This includes:

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

### Wider membership

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

### Member requirements

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

During readiness

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

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

NWCG members are responsible for:

- ensuring appropriate representation of their agencies on Welfare Coordination Groups (see section 2.7.2 [Welfare Coordination Group \(WCG\)](#) on page 31)
- establishing and maintaining regular communications with their regional representatives during planning, and during response and recovery, and
- ensuring WCG representatives are resourced and supported to fulfil their WCG roles.

During response and recovery

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

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

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

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

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

## 2.7 CDEM Group level responsibilities

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

### 62 Introduction

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

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

### Reduction and readiness

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

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

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

Stakeholders include:

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

### Response and recovery

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

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

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

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

## 2.7.1 CDEM Group Welfare Manager

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

Role during  
reduction and  
readiness

**65 Role of welfare services agencies during reduction and readiness**

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

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

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

Role during  
response and  
recovery

**66 Role of welfare services agencies during response and recovery**

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

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

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

More information



Appendix A [CDEM Group Welfare Manager Position Description](#) on page 183 is a template that CDEM Groups can use to prepare a position description for the role of CDEM Group Welfare Manager.

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

## 2.7.2 Welfare Coordination Group (WCG)

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

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

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

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

### Responsibility and reporting line

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

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

### Chair

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

### Core membership

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

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

### Wider membership

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

### Member requirements

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

**Readiness role**

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

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

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

**Response and recovery role**

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

Agencies responsible for a welfare services sub-function:

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

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

**More information**



Appendix B [Terms of Reference for a Welfare Coordination Group](#) on page 188 includes a template that CDEM Groups can use to prepare Terms of Reference for a WCG.

### 2.7.3 CEG

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

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

## 2.7.4 CDEM Group Controller

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

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

## 2.8 Local level responsibilities

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

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

### Flexibility at the local level

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

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

### 2.8.1 Local Welfare Manager

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

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

Role during readiness

During readiness, the Local Welfare Manager:

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

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

Role during response and recovery

During response and recovery, the Local Welfare Manager:

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

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

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

More information



Appendix A [CDEM Group Welfare Manager Position Description](#) on page 183 can also be used to prepare a position description for the role of Local Welfare Manager.

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

## 2.8.2 Local welfare committees

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

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

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

### Chair

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

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

### Membership and representation

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

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

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

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

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

### Member requirements

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

### More information

Appendix B [Terms of Reference for a Welfare Coordination Group](#) on page 188 can also be used to prepare Terms of Reference for a local welfare committee.



### 2.8.3 Local Controller

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

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

## 2.9 Unitary authority structure/shared service arrangements

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

For example, in CDEM Groups with no local tier:

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



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

## 2.10 Community

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

### 2.10.1 Community-based organisations

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

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

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

- Section 3 [Reduction and readiness](#) on page 39
- Section 4 [Response and recovery](#) on page 56, and
- [PART II WELFARE SERVICES](#) on page 67.

## 2.10.2 Community leaders

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

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

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

## 2.10.3 Volunteers

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Volunteering in the CDEM context refers to a combination of:

- CDEM-trained volunteers
- spontaneous volunteers, and
- trained volunteers who are aligned to established organisations or agencies other than CDEM.

Volunteers play a key role in all aspects of CDEM, including welfare.

**CDEM-trained volunteers** working in the CDEM welfare setting (e.g. a CDC) should be Police vetted. Where volunteers have oversight or responsibility for vulnerable people (e.g. children and young people), they should come from agencies where Police vetting has already occurred as part of their business as usual roles.

There are also specific statutory requirements for any person working with children and young people.

See section 5.2.5 [Privacy, information sharing, and vetting](#) on page 73 for more information on the Police Vetting Service, safety checking for the children's workforce and screening CDEM-trained volunteers, along with information about relevant legislation.

## 2.10.4 More information

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

For information about engaging communities, refer to the MCDEM publication *Community Engagement in the CDEM context CDEM Best Practice Guide [BPG 4/10]*.

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

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

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

## Section 3 Reduction and readiness

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

### 3.1 Reduction

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#### Definition

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

#### Reduction in the welfare context

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

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

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

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

#### Responsibility

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

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

#### 3.1.1 Understanding communities and their risks and vulnerabilities

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

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

## Understanding communities

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

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

### Social profile

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

### Welfare capability and capacity

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

### Community dynamics

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

## Communities of place and interest

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There are two distinct types of community:

- communities of place, and
- communities of interest.

### Communities of place

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

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

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

### Communities of interest

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

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



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

## Understanding hazards, risks, and vulnerabilities

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

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

### CDEM Group level

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

### Local level

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

### 3.1.2 Linking with policies and programmes of welfare agencies

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

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

<b>Building links</b>	<p>Building links between wider CDEM Group/local authority reduction programmes and activities, and the work of welfare services agencies involves:</p> <ul style="list-style-type: none"><li>• utilising existing local authority and partner agencies' information about the social aspects of communities, to help improve understanding of those communities</li><li>• aligning complementary activities, such as local authority community development programmes, community-based organisations' programmes and activities, and CDEM Group/local authority public education and awareness activities</li><li>• including reduction in the welfare context as a part of the CDEM Group/local authority reduction work programme, and</li><li>• ensuring that links to the business continuity plans of welfare agencies are made.</li></ul>
<b>Business risks</b>	<p>All welfare services agencies (at the local, regional, and national levels) should work to identify and reduce potential business risks to the successful delivery of welfare services.</p>

## 3.2 Readiness

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<b>Definition</b>	<p>Readiness involves developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities, and other agencies, and developing self-help and response programmes for the general public.</p>
<b>Readiness activities in the welfare context</b>	<p>Readiness activities are fundamental to improving the effectiveness of welfare services delivery in response and recovery. Readiness activities in the welfare context include:</p> <ul style="list-style-type: none"><li>• clarifying governance arrangements</li><li>• relationship management</li><li>• planning</li><li>• welfare capability development (including training and exercising)</li><li>• linking with community-based planning</li><li>• confirming local welfare delivery capability and capacity, and</li><li>• monitoring and evaluation.</li></ul>

<p>At national, CDEM Group, and local levels</p>	<p>All levels (national, CDEM Group, and local) require well developed relationships and a clear understanding of welfare roles and responsibilities.</p> <p>Welfare services agencies should plan, resource, train, and exercise the welfare response for emergencies resulting from hazards of varying types and scales.</p>
<p>At the community level</p>	<p>At the community level, communities should be encouraged to:</p> <ul style="list-style-type: none"> <li>• understand their hazards and risks, and</li> <li>• develop community plans that enable self-sufficiency.</li> </ul>

### 3.2.1 Clarifying governance arrangements

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

<p>Functional and effective WCGs and local welfare committees</p>	<p>Clarifying governance arrangements will involve ensuring that WCGs and (if applicable) local welfare committees are functional and effective, meaning:</p> <ul style="list-style-type: none"> <li>• they have appropriate representation and resourcing</li> <li>• members regularly attend meetings and play an active role</li> <li>• members understand their communities</li> <li>• the committee is clear on its roles and responsibilities, strategic direction, and work programmes</li> <li>• work programmes are aligned to the CDEM Group Plan</li> <li>• there is clear accountability for outcomes and deliverables, and</li> <li>• time is made available to participate in training and exercising.</li> </ul>
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<p>Robust links</p>	<p>Robust links must exist between welfare roles and committees and other key CDEM entities; for example, between:</p> <ul style="list-style-type: none"> <li>• the WCG and:             <ul style="list-style-type: none"> <li>◦ the CEG</li> <li>◦ local welfare committees</li> <li>◦ the National Welfare Coordination Group/National Welfare Manager</li> </ul> </li> <li>• CDEM Group Welfare Managers and Local Welfare Managers</li> <li>• welfare committees and local authority leadership, and</li> <li>• welfare roles and committees and emergency management offices (CDEM Group or local level).</li> </ul>
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Other requirements

Clarifying governance arrangements will also involve ensuring that:

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

More information



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

### 3.2.2 Relationship building and management

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

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

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

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

Responsibility

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

Relationship management activities

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

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

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

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

Table 4 Description of key welfare relationships and activities

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

### 3.2.3 Welfare planning

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

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

## Section 3 Reduction and readiness

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

### Welfare planning principles

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Welfare planning should:

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

## Welfare planning requirements

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

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

Detailed requirements for welfare planning are provided in Appendix D [Welfare Plan guide](#) on page 200. These requirements are to be met via the combination of CDEM Group and local welfare planning.



### CDEM Group welfare plans

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

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

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

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

### Local welfare planning and arrangements

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

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

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

## A flexible planning approach

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

### Possible approaches

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

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

### More information



The planning requirements outlined in Appendix D [Welfare Plan guide](#) on page 200 should be used by each CDEM Group using the combination of Group Welfare Plans and local welfare plans or arrangements.

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

## Business Continuity Management

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

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

### 3.2.4 Welfare capability development

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

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

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

#### CDEM Group Welfare Managers

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

#### Local Welfare Managers

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

### Training and exercising

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

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

#### Exercise programmes

Welfare exercise programmes should:

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

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

National Exercise Programme

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

**Capability development for Welfare Managers**

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

Core understanding

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

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

Competency Framework

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

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



Additional topics

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

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

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

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

### Leadership

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

### **CDC supervisors and CDEM-trained volunteers**

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

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

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

### **WCG members**

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

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

### Controllers and coordination centre personnel

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

Welfare capability development methods for all personnel can include:

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

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

### 3.2.5 Linking with community-based planning and community resilience

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

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

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

Linking with  
community  
response  
planning

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

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

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

Community response planning:

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

### 3.2.6 Local welfare service delivery capacity

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

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

Successful  
delivery

The successful delivery of local welfare services depends on:

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

Responsibility

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

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

### 3.2.7 Monitoring and evaluation

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

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

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

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



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

## Section 4 Response and recovery

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

### 4.1 Introduction

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

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

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

### 4.2 The Welfare function in response and recovery facilities

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Response and recovery facilities discussed in this section are:

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

CDCs are covered in section 4.3.3 [Civil Defence Centres](#) on page 64.

#### 4.2.1 Overview

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

##### Role of Welfare Managers

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

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

## 4.2.2 Core welfare activities

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

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

### CDEM Group and local levels

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

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

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

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

### 4.2.3 ECCs and CDEM Group Recovery Offices

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

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

### 4.2.4 EOCs and Local Recovery Offices

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

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

## 4.2.5 The response process

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The response process for welfare includes:

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

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

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

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



- Appendix E [Welfare response checklist](#) on page 205
- Appendix F [Welfare Appendix to the Action Plan – template](#) on page 208
- Appendix G [Civil Defence Centre toolkit](#) on page 211.

### **Activation and set-up of the Welfare function**

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

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

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

### Initial assessment of welfare impacts and needs

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

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

**Note:** It is important to consider impacts on animals as well as people (see Section 14 [Animal welfare](#) on page 169).

### Welfare action planning

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

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

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



#### Welfare appendix to the Action Plan

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

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

Requirements of the Welfare appendix

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

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



See Appendix F [Welfare Appendix to the Action Plan – template](#) on page 208.

### Implementation of welfare action plans

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Welfare action planning should follow an ‘implementation cycle’ such as:

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

Tying welfare planning to overall planning

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

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

## Transition to recovery

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

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

### 4.3 Types of welfare service delivery

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Welfare services may be delivered via:

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

#### Responsibility

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

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

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

#### 4.3.1 Principles for delivery of welfare services

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

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

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

### 4.3.2 Supporting people sheltering in place

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The focus of support for people sheltering in place is:

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

### Welfare needs assessment

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

See Section 7 [Needs assessment](#) on page 81.

Support for people sheltering in place may require establishing a CDC (see section 4.3.3 below), with a focus on providing information and coordinating the delivery of household goods and services (see Section 11 [Household goods and services](#) on page 134).

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

### PIM and Logistics support

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

## 4.3.3 Civil Defence Centres

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A Civil Defence Centre (CDC) is a facility that is established and managed by CDEM during an emergency to support individuals, families/whānau, and the community. CDCs are open to members of the public, and may be used for any purpose, including the delivery of welfare services to the affected community.

The purpose and capability of each CDC must be clearly identified and understood by the Welfare team.

### Activating CDCs

The decision to activate a CDC is generally the responsibility of the Local Welfare Manager, in consultation with the Local Controller or Local Recovery Manager, unless local arrangements state otherwise.

A decision to activate a CDC, and the welfare services offered, should be made based on sound action planning and informed by a good understanding of local needs.



Detailed information on establishing and managing a CDC is provided in Appendix G [Civil Defence Centre toolkit](#) on page 211.

## Considerations for welfare in CDCs

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Key considerations for welfare service delivery via a CDC are:

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

## Community-led centres

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

### Role of CDEM

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

- recognising and acknowledging community-led centres as quickly as possible
- establishing communication between the community-led centres and the coordination centre, either by regular reporting or by establishing a presence in the centre
- maintaining an oversight of community-led centres, and providing advice and information on basic issues such as security and volunteer management, and service provision to people with disabilities or people from CALD communities
- working alongside community leaders to manage community-led centres, and
- providing support and advice about provided continued support to the community, or about closing.

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

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

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

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

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

#### Key considerations

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

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

#### Public Information Management

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

#### Planning

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

## PART II WELFARE SERVICES

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

Part II of this guideline has the following main sections:

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

## Section 5 Welfare services sub-functions

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This section provides an introduction to the nine welfare services sub-functions described in the *National CDEM Plan 2015*.

It includes important information applicable to all welfare services. Sections 6-14 of this guideline should be read in conjunction with this section.

### 5.1 Overview

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#### Introduction

Welfare services include the following sub-functions:

- registration
- needs assessment
- inquiry
- care and protection services for children and young people
- psychosocial support
- household goods and services
- shelter and accommodation
- financial assistance, and
- animal welfare.

#### 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.

Figure 5 on the next page shows the relationship between the welfare services sub-functions.

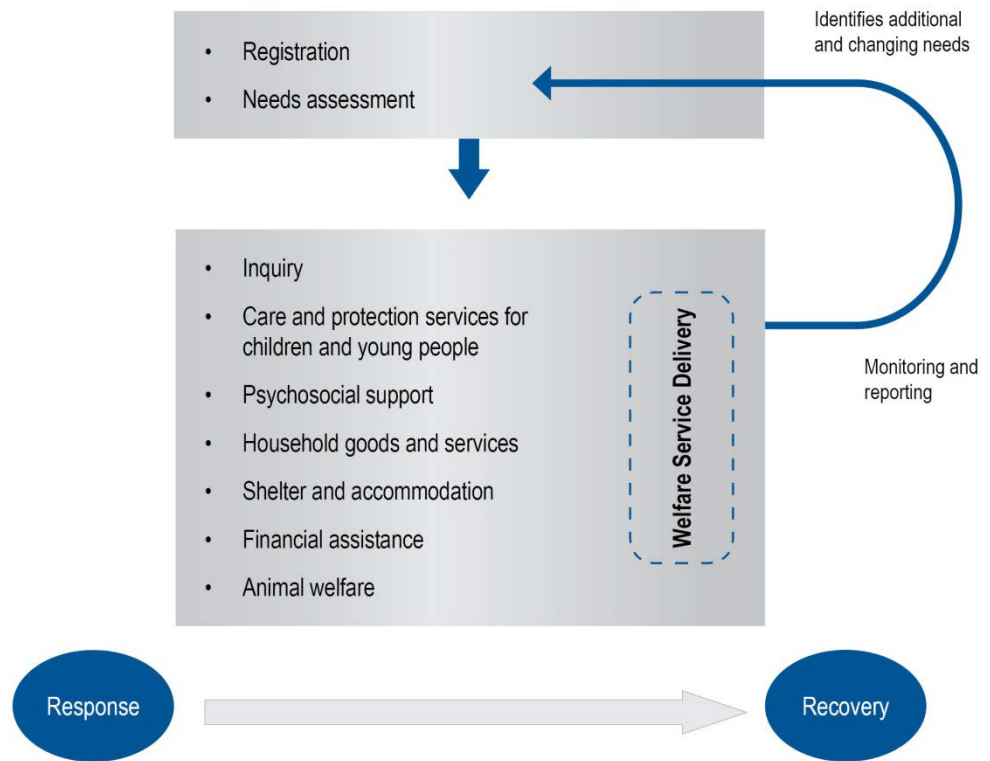


Figure 5 Relationship between the welfare services sub-functions

## 5.2 Information applicable to all welfare services

This section provides overarching information applicable to all welfare services.

### 5.2.1 Welfare services agency representation

Some government agencies responsible for the coordination of the welfare services sub-functions do not have a presence in all communities.

Where agencies are not represented at the regional or local level, those agencies need to identify how they will fulfil their responsibilities. This may include:

- identifying alternative agencies or organisations to coordinate or support the delivery of the welfare services sub-function, or
- deploying personnel into the region or local area.

Agencies should work with the CDEM Group/local authority to identify alternative agencies/organisations present in the local community. These organisations may be non-government, community-based, or voluntary.

See the *National CDEM Plan 2015*, the *Guide to the National CDEM Plan 2015*, and the sections in [PART II WELFARE SERVICES](#) of this guideline for details of the agencies responsible for, and who support the welfare services sub-functions.



## 5.2.2 Human rights

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### New Zealand's human rights commitments



The provision of welfare services to people affected by an emergency, either via a CDC or in a community setting, must contribute to ensuring that New Zealand meets its national and international human rights commitments.

See the Human Rights Commission website [www.hrc.co.nz](http://www.hrc.co.nz) under the 'Your rights' tab for more information.

### Age, people with disabilities, and people from CALD communities

Consideration must be given to providing access to welfare services to people of any age, people with disabilities, and people from culturally and linguistically diverse (CALD) communities. For example, people with disabilities require welfare services to be delivered in a disability-inclusive way, and will work with CDEM to achieve this. CALD community members often have specific requirements around social interaction, food, prayer, or gender which must be considered when planning for the delivery of welfare services.

### More information



For more information and a list of relevant statutory documents, refer to the MCDEM publications:

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

These are available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for the document name).

Along with the resources listed above, see Appendix H [Accessibility](#) on page 225 for more information.

## 5.2.3 Working with communities

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### An inclusive approach

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 must be given to vulnerable and hard to reach communities, acknowledging that they may have:

- specific challenges to address
- skills and strengths that may contribute to welfare services delivery.

Considerations

Consider when planning:

- 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 or mobile phone coverage.

Utilising  
community  
networks

Opportunities should be taken wherever possible to build links with existing community networks. These networks should be utilised to reach people requiring support in an emergency, with resulting arrangements formalised in local plans.

Culturally and  
linguistically  
diverse (CALD)  
communities

CALD communities have many strengths, including skills, experience, and language capabilities.

CALD community networks are often well developed, with strong connections both within their own community and between communities. Partnering with CALD community leaders can enable appropriate and effective engagement and communication with community members.

People with  
disabilities

Working with people with disabilities and their wider networks of family/whānau, friends, and supporters provides an opportunity to gain an understanding of both the requirements and strengths of these members of the community.

People with disabilities and disabled people's organisations provide expertise on the impact of disability. Disability service providers have technical and professional expertise, and may also have resources that can be drawn upon in an emergency.

## 5.2.4 Minimum standards in the Sphere Handbook

CDEM Groups/local authorities should take The Sphere Handbook: *Humanitarian Charter and Minimum Standards in Humanitarian Response* into account when planning for, setting up, and delivering welfare services.

The Sphere Handbook is one of the most internationally recognised sets of common principles and universal minimum standards in life-saving areas of humanitarian response.

The Minimum Standards include recommendations in water supply, sanitation, hygiene promotion, food security and nutrition, shelter, settlement, and non-food items.

The Sphere Handbook is available at [www.spherehandbook.org](http://www.spherehandbook.org).



### Key considerations

Some of the key requirements (taken from the Sphere Handbook) to be considered when planning for people affected by an emergency are shown in Table 5.

Table 5 Key considerations for planning for people affected by an emergency

Rights	Key requirements
Protection from	Poor health, disease and wellbeing
	Environment, weather, heat or cold
	Violence, crime or abuse
	Dangerous structures
Nutrition	Clean drinking water
	Food, baby food and pet food
	Cooking facilities, utensils and fuel
Water and Sanitation, Hygiene (W.A.S.H)	Clean water for washing
	Waste water, solid waste
	Hygiene, nappies, soap and disinfectant

## 5.2.5 Privacy, information sharing, and vetting

Information about welfare registrants, including personal information, will be shared with agencies contributing to the coordination and delivery of welfare services.

A privacy statement features as the first step in the registration process, and this must be understood and agreed to by all potential registrants. The privacy statement can be displayed by way of posters, hand-outs or on-screen if people are waiting to be registered (e.g. in a CDC).

Welfare registrars need to be trained in and must understand and abide by the provisions of the *Privacy Act 1993*. This Act controls how agencies collect, use, disclose and give access to personal information. Note that people have the right to request any information gathered about them under this Act.

See section 6 in Part 2 of the *Privacy Act 1993* which features 12 *Information privacy principles*.



The *Privacy Act 1993* is available at the New Zealand Legislation website: [www.legislation.govt.nz](http://www.legislation.govt.nz) or for more information refer to the Privacy Commissioner's website: [www.privacy.org.nz](http://www.privacy.org.nz).

### Civil Defence National Emergencies (Information Sharing) Code 2013

The *Civil Defence National Emergencies (Information Sharing) Code 2013* (the Information Sharing Code) is a regulation issued by the Privacy Commissioner, and applies to **a state of national emergency only**.

The Information Sharing Code provides agencies with the authority to collect, use, and disclose personal information relating to an individual, in relation to an emergency.

The Information Sharing Code applies as follows:

- To assist with the effective management of the response to a national emergency, this code applies in relation to any emergency in respect of which a state of national emergency is in force.
- To assist with the recovery from a national emergency, this code continues to apply in relation to such an emergency for a further 20 working days after the date on which a state of national emergency expires or is terminated.



Specific criteria apply to the Information Sharing Code. For full details, refer to the *Civil Defence National Emergencies (Information Sharing) Code 2013* on the Privacy Commissioner's website: [www.privacy.org.nz](http://www.privacy.org.nz).

As stated above, the Information Sharing Code applies only to a state of national emergency. The *Privacy Act 1993* applies at all times including during and following any emergency.

### Police Vetting Service

The New Zealand Police Vetting Service offers an online process for approved organisations to check the criminal records of potential or existing personnel, including volunteers.

Vetting requests cannot be made by individuals, and organisations must register in order to ask for Police vetting. To become an approved organisation, agencies must show that their personnel provide services or care for children, older people, people with special needs or other vulnerable members of society.

Vetting can only be carried out with the signed consent of the person being vetted. Organisations are expected to ensure the person being vetted is aware of the vetting process.

The standard turnaround time for completing a Police vetting process is 20 working days.

Police recommend that vetting of existing personnel including volunteers, is carried out on a regular basis, i.e. every two to three years.

An organisation must have information security procedures in place to protect the confidential information and any Police material they hold as a result of the vetting process.

More information about Police vetting is available at [www.police.govt.nz](http://www.police.govt.nz).



### Safety checking for the children's workforce

The *Vulnerable Children Act 2014* introduces new requirements for organisations funded by the government that employ people to work with children. Safety checking requirements are being phased in over several years.

Any agency working with children and young people must meet the approval obligations outlined in the *Vulnerable Children Act 2014*.

The *Vulnerable Children Act 2014* is available at the New Zealand Legislation website: [www.legislation.govt.nz](http://www.legislation.govt.nz) or for more information refer to the *Children's Action Plan* website: [www.childrensactionplan.govt.nz](http://www.childrensactionplan.govt.nz).



### Screening CDEM-trained volunteers

For information about screening processes for CDEM-trained volunteers, refer to the *Volunteer Coordination in CDEM Director's Guideline for CDEM Groups [DGL 15/13]* available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'volunteer coordination DGL').



## Section 6 Registration

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This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 6.1 Introduction

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Registration involves collecting information from people in order to identify who has been directly affected by an emergency, and may require emergency welfare services.

Registration information informs the needs assessment sub-function, and is used to support the Inquiry sub-function.

Registration is primarily a response sub-function. However, people affected by an emergency may not require welfare services until some later time after the emergency occurs (possibly during recovery).

Registration is a voluntary activity that assists with coordinated assessment of needs and provision of welfare services in an emergency. People affected by an emergency and that are registered can be easily identified by CDEM Groups/local authorities.

#### Agency responsible

MCDEM and CDEM Groups (including local authorities) are the agencies responsible for coordinating the registration sub-function:

- at the **national level**, MCDEM is the agency responsible for the provision of the CDEM welfare registration system for registering people who are affected by an emergency and who may require emergency welfare services, and
- at the **CDEM Group level**, CDEM Groups are responsible for registering people who have been affected by an emergency and who may require emergency welfare services.

#### Support

Support may be provided by any other government agency or non-government organisation that can provide relevant advice, information, or trained staff.

#### Registrar and registrant

A **registrar** completes the welfare registration process with the information provided by an individual (**registrant**), or their parent, legal guardian, or usual caregiver.

## 6.2 Principles

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The following principles guide the registration process:

1. Only register people who are affected by an emergency and who have a need for welfare services (this includes people who **identify** as being affected by an emergency, or simply wish to be registered).
2. Ensure registrars are empathetic towards registrants, and that the experience is people-focused (not process-focused) and positive; consider the barrier that a (computer) screen may create between people.
3. People affected by an emergency should be encouraged by all agencies to register, to ensure:
  - a. an integrated approach to welfare service provision, and
  - b. that people's needs are met through the most appropriate channel.
4. The registration process must be efficient.
5. Use the *CDEM EMIS Welfare Registration System* (the national standard), and complete all compulsory fields as a minimum.
6. Train personnel and volunteers in the use of the *CDEM EMIS Welfare Registration System* and in information privacy requirements.
7. Put all trained registrars through the Police vetting process.
8. Avoid using spontaneous volunteers as registrars if possible.
9. Clarify privacy and information sharing intentions with all registrants and obtain agreement to be registered (if no agreement is given, a person cannot be registered).
10. Sight and record identification, preferably photographic if this is available.
11. Gather as much useful information about individuals as possible, with a view to only asking individuals for this information once.
12. Welfare registration information should be shared across relevant agencies to enable effective response and recovery.

## 6.3 Welfare registration process

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The registration process is carried out:

- in a face to face setting in a CDC (including during recovery)
- in a community setting (by mobile teams), or
- remotely, such as via self-service online or by telephone.

### 6.3.1 Before registration begins – meet and greet

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#### Meet and greet in a CDC setting

People arriving at CDCs are greeted by members of the Welfare team (reception personnel) who make initial decisions (i.e. triage, a preliminary form of needs assessment) about whether a person needs to be registered.

At this point, immediate needs are identified and addressed, and any other initial assistance provided.

Some people may only be seeking general information and therefore do not need to be registered. Meet and greet/reception personnel will be able to assist them to access the information they require, diverting them away from a busy registration area or unnecessary queue.

Some people may require some assistance prior to being registered, some food or a hot drink, a bathroom stop, or merely someone to talk to.

If people are queueing (at a desk, to be registered for example) or congregating in waiting areas, having some roaming, trained personnel to walk the queues/waiting areas can be very helpful to identify any issues or difficulties that a person may be experiencing or that may arise.

#### Immediate needs

Immediate needs may include the treatment of an injury or a need for other medical assistance, the requirement for an interpreter, provision of warm/dry clothing, or a need to make an urgent phone call.

People may also be distressed or anxious and require privacy.

#### Meet and greet in a community setting

Welfare teams conducting mobile or door to door visits decide which people they see have a need for welfare services, and are therefore to be registered. Only these peoples' details are recorded.

### 6.3.2 The official registration process

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The official registration process begins when the decision to register an affected person is made; the person presents themselves at the registration desk/area, or to a registrar, or contact is made with a registrar in a community setting (or via self-service in a remote setting).

Information about the registration process, including a statement of agreement to be registered, can be provided in advance via a hand-out or by way of on-screen displays or posters.

- In a CDC setting** In the CDC setting, a variety of methods may be used to register affected people including:
- registration desks may be established in the CDC with multiple registrars equipped with:
    - laptops, with internet connection for the *CDEM EMIS Welfare Registration System*
    - the paper based equivalent of the system (printed Welfare Registration Forms from the *CDEM EMIS Welfare Registration System*)
    - laptops, using a specific spreadsheet that will upload registration data directly into the *CDEM EMIS Welfare Registration System*, in the correct format, and
  - roaming registrars in the CDC equipped with printed Welfare Registration Forms.
- In a community setting** Outreach teams (mobile teams door to door, or the setup of a mobile facility) may be used in the community setting to register affected people. Community members may be provided with printed Welfare Registration Forms, or mobile devices.
- Remote registration** Remote options to register affected people may also be a possibility, including:
- self-service telephone capability via a generic or 0800 number (e.g. a Council or other call centre)
  - self-service (online), or
  - outbound calling.
- See Section 7 [Needs assessment](#) on page 81 for more information on these options.

### 6.3.3 CDEM EMIS Welfare Registration System


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See [The CDEM Emergency Management Information System \(CDEM EMIS\)](#) on page 8 for a general introduction to CDEM EMIS.

The *CDEM EMIS Welfare Registration System* is the national standard registration system which stores registrations and inquiries in a single, online database. The database allows all *CDEM EMIS* users to enter and access welfare information for their own organisation or on behalf of any other organisation in New Zealand, regardless of location. Access to/administration of the system is managed by CDEM at each level (local authority, CDEM Group, MCDEM).



For more information on the system and permissions, refer to the *CDEM EMIS User Guide – Welfare Registration* outlined under the Resources heading of this section.

- Welfare inquiry** The welfare inquiry component of the *CDEM EMIS Welfare Registration System* interrogates the welfare registration data stored in the system. This feature can be used when a person makes an inquiry about another person they wish to make contact with.
- Permission levels** There are multiple permission levels in the *CDEM EMIS Welfare Registration System*. Strict procedure is applied to ensure the privacy and security of personal information about all registrants and people being sought after.
-  Refer to the *CDEM EMIS User Guide – Welfare Registration* outlined under the Resources heading of this section, for detailed information on permissions and procedures.

## Planning considerations

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- Online versus paper based system** A paper based replica of the system should be available for use during an emergency, including situations where there is either:
- no power
  - no internet connection, or
  - no IT capability (e.g. laptops or PCs).
- Forms can be printed and stored (during readiness) as part of CDC welfare kits/equipment (see Appendix G [Civil Defence Centre toolkit](#) on page 211).
- Hard copy records will need to be entered into the online system at the earliest opportunity. This may involve the physical transfer of hard copy records to the coordination centre or other facility for data entry into the *CDEM EMIS Welfare Registration System* at a later time.
- Information security must be addressed to protect personal information and to meet privacy obligations (see section 5.2.5 [Privacy, information sharing, and vetting](#) on page 73 for more information).
- Plan for these situations when considering and exercising the welfare registration sub-function.
- Retention and disposal of data** Each local authority will have its own policy for records/information storage. Storage of registration data will come under a CDEM Group/local authority's retention and disposal plan or policy.

## Resources

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### Printable Welfare Registration Forms

A number of printer-friendly forms for use when registering people are available in *CDEM EMIS*, each with a different purpose.

Forms include:

- a **Group Registration Form** to register people residing/working at the same address. This feature carries address information across to individual registrations, eliminating the need to enter the same data multiple times
- a two-page **Welfare Registration Short Form** which captures pertinent registration information in a shortened format and is intended for hard copy use
- a **Welfare Inquiry Form** to record information from a person making an inquiry about a person/people being sought after
- a **Welfare Needs Assessment Form** to record detailed information about an individual's requirement for welfare services. Each of the requirements/services is featured on a new page allowing printing as required, and
- a **Civil Defence Centre Report Form** to record information about the functioning of a CDC (affected people, personnel, welfare services etc.) to relay to the coordination centre.

### CDC Registration Card

A CDC registration card can be given to a registrant as physical evidence that the person is registered by a local authority. The card includes the name, date registered, CDC details and contact information for further assistance (e.g. local authority details, as the CDC may close).

A CDC registration card is not required by any agency in order to provide welfare services, but may be a useful record for a registrant.

Templates for CDC registration cards are available in *CDEM EMIS* (see link below).



For further detailed information on the use of the *CDEM EMIS Welfare Registration System* refer to the suite of **CDEM EMIS User Guides** which are available in *CDEM EMIS* at <https://cdem.emis.govt.nz> (under National Documents, EMIS User Guides).

**Note:** A login is required to access these guides.

In particular, see:

- *CDEM EMIS User Guide – Getting Started*
- *CDEM EMIS User Guide – Welfare Registration.*

## Section 7 Needs assessment

This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 7.1 Introduction

Needs assessment is the process of understanding the needs of people affected by an emergency. It provides the basis for welfare service delivery.

Needs assessment includes the provision of a system to assist with meeting the immediate and ongoing welfare needs, and coordinating the actions required to meet those needs, in an integrated and flexible way.

Needs assessment provides the means of identifying and coordinating welfare services during emergencies, and is therefore of direct benefit to people affected by emergencies and agencies with welfare service delivery responsibilities.

#### Agency responsible

MCDEM and CDEM Groups (including local authorities) are the responsible agencies for coordinating the needs assessment sub-function.

At the **national level**, MCDEM provides a system to facilitate the collection of data to inform the assessment of immediate and ongoing welfare needs.

At the **CDEM Group level**, CDEM Groups are responsible for:

- collating and analysing identified welfare needs, and
- working with support agencies, including community-based organisations and networks, to identify and deliver appropriately integrated services and information to address welfare needs.

#### Support agencies

Table 6 lists agencies that may be required to provide support at both national and CDEM Group levels.

Table 6 Support agencies for the needs assessment sub-function

Agency	Level	Support
Ministry of Foreign Affairs and Trade	National	Coordinate with Foreign Diplomatic and Consular missions to provide information and advice on foreign nationals.
Ministry of Health	National	To coordinate a national health service response, including health personnel, and to provide advice on specific health and disability issues, including provision of psychosocial support.
District Health Boards (DHBs)	Regional	To coordinate a regional health service response, including health personnel and the assessment of health and disability requirements and psychosocial support services.

Agency	Level	Support
St John	National	To coordinate the provision of ambulance personnel to support the Ministry of Health response to welfare services.
	Regional	To coordinate the provision of ambulance personnel to support the regional health response to welfare needs, in consultation with Ministry of Health and DHBs.
Ministry for Primary Industries	National	To coordinate information provided by Rural Support Trusts and other primary producer stakeholder networks about identified needs on farms and in rural communities. To coordinate information on animal welfare.
	Regional	To identify needs on farms and in rural communities through Rural Support Trusts and other stakeholder networks. To identify animal welfare needs.
Ministry of Social Development	National and regional	To determine eligibility for: <ul style="list-style-type: none"> <li>• financial assistance</li> <li>• temporary accommodation for displaced persons.</li> </ul>
Police	National and regional	To coordinate inquiries and provide information.
The Office for Disability Issues	National	To provide information and advice in support of the coordination of assistance to people with disabilities.
Te Puni Kōkiri	National and regional	To work with other government agencies and CDEM Groups to facilitate and coordinate support to Māori who require assistance, and to engage with iwi, hapū, whānau, and Māori communities to ensure that their needs are met.
New Zealand Red Cross	National	To coordinate the provision of trained New Zealand Red Cross personnel to support community-based needs assessment and outreach.
	Regional	To provide trained New Zealand Red Cross personnel to support community-based needs assessment and outreach.
Salvation Army	National	(With other faith-based organisations) To coordinate the provision of their trained personnel to support community-based needs assessment and outreach.
	Regional	(With other faith-based organisations) To provide trained personnel to support community-based needs assessment and outreach.
Victim Support	National	To coordinate the provision of trained support workers and personnel to support community-based needs assessment and outreach.
	Regional	To provide trained personnel to support community-based needs assessment and outreach.

### Further support

Support may also be provided by any other government agency or non-government organisation that can provide relevant advice or information (see examples in Table 7 on the next page).

Table 7 Examples of further support

Agency	Support
Ministry of Pacific Island Affairs	<p>At the national level, to work with other government and non-government agencies to ensure that the needs of Pacific communities are met, by:</p> <ul style="list-style-type: none"> <li>• providing advice and information on Pacific communities</li> <li>• engaging with Pacific peoples</li> <li>• identifying Pacific community leadership.</li> </ul> <p>At the regional level, to work with CDEM Groups as possible through regional offices, to provide this support (the Ministry of Pacific Island Affairs has offices based in Auckland, Wellington and Christchurch).</p>
Office of Ethnic Communities	<p>At the national level, to work with other government and non-government agencies to ensure that the needs of ethnic communities are met, by:</p> <ul style="list-style-type: none"> <li>• providing advice and information on ethnic communities</li> <li>• engaging with ethnic groups</li> <li>• identifying ethnic community leadership</li> <li>• facilitating access to Language Line.</li> </ul> <p>At the regional level, to work with CDEM Groups as possible through regional offices, to provide this support (the Office of Ethnic Communities has offices based in Auckland, Hamilton, Wellington and Christchurch).</p>

## 7.2 Needs assessment framework

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

The key components of welfare needs assessment are outlined in Figure 6, and described in sections 7.3 to 7.6.

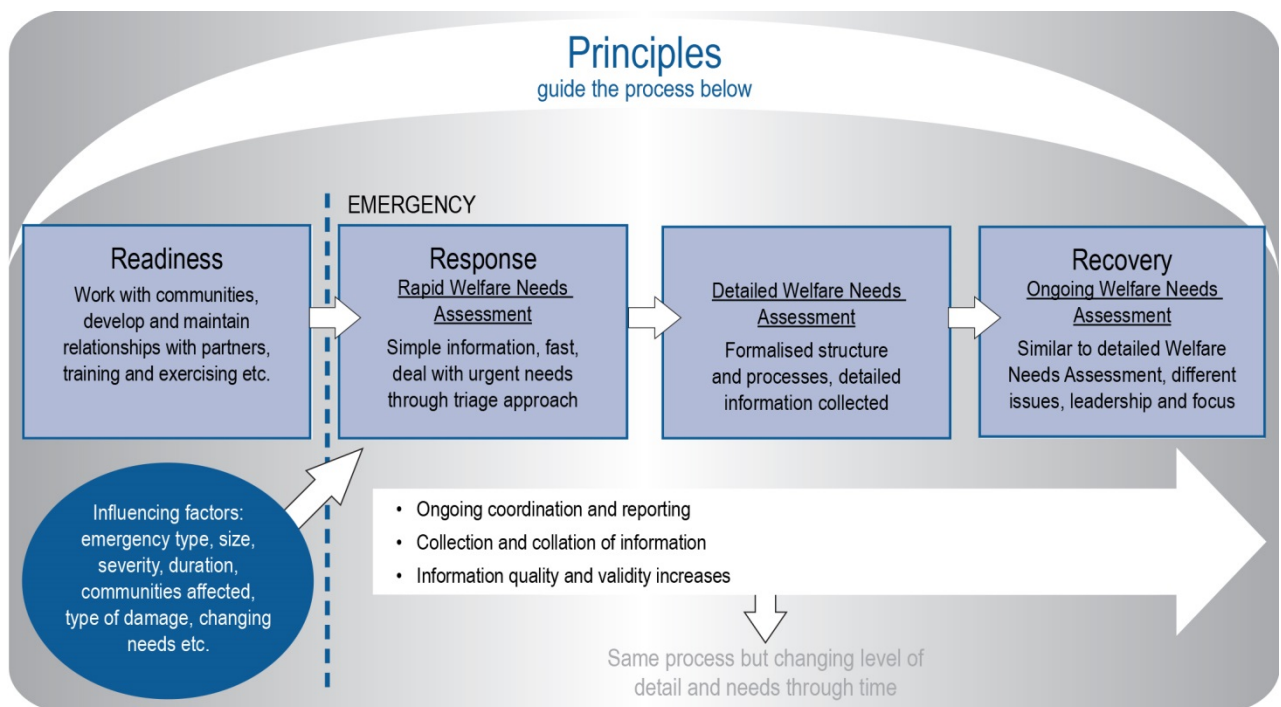


Figure 6 Welfare needs assessment framework

## 7.3 Principles

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The following principles guide the welfare needs assessment process:

1. Plan for welfare needs assessment as part of readiness activities.
2. The Welfare Manager leadership role is critical – ensure the right skills and training are provided.
3. Keep needs assessments streamlined and efficient.
4. Identify 'hidden' needs and focus on vulnerable people.
5. Ensure needs assessment is done with empathy and is people-focused.
6. Assess first, then confirm resources, then plan, and then deploy.
7. Use experienced people best suited to the situation.
8. Maintain a flexible approach, as needs and information requirements change through time.
9. Encourage community-led assessments, and use all available community networks.
10. Work alongside communities to assess needs and deliver what is required.
11. Maintain regular communication with partners and communities.
12. Ensure information management processes and applications are integrated throughout the assessment process:
  - a. each assessment builds on existing data
  - b. only the data required for decision-making is collected
  - c. quality of information is ensured – coordination centre functions and partners must verify to the extent possible.
13. Collate information to build a common picture of needs – who is affected, where they are and what their needs are.
14. Agencies must liaise closely with other sub-function agencies to ensure that where multiple needs are identified, the individual and/or family receives a wrap-around service to meet those needs.
15. Distinguish between and link welfare needs assessment, welfare service delivery, and follow-up/monitoring.
16. Assessments should adequately address factors such as age, gender, and diversity.
17. Ensure the privacy of personal information is safeguarded in accordance with privacy legislation.

## 7.4 Readiness

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The following CDEM readiness activities underpin effective welfare needs assessment during an emergency.

### Communities and response planning

CDEM Groups/local authorities should work with communities on response planning, and support community resilience. Community response plans can contribute to welfare service delivery by identifying community arrangements in place. The process of community response planning builds relationships, and can identify potential needs during an emergency.

Understanding the nature of communities and local networks, and establishing communications links between the community and the coordination centre, are important parts of community response planning.

### Other readiness-activities

Other readiness activities of particular relevance to needs assessment include:

- clarifying roles and responsibilities for needs assessment, relationship management, training and exercising, and clarifying agency capability and capacity for needs assessment (see section 3.2 [Readiness](#) on page 42)
- developing staff experience
- ensuring the Welfare Coordination Group (WCG) or local welfare committee is functional and engaged
- pre-planning and development of Standard Operating Procedures (SOPs)
- learning from agency and collective reviews/debriefs, and updating plans, procedures and training
- establishing strong links to the Coordinating Executive Group (CEG), and
- determining potential safety and security requirements for undertaking welfare needs assessment.

### Privacy and information sharing

See section 5.2.5 [Privacy, information sharing, and vetting](#) on page 73 for information on privacy legislation, the Police Vetting Service, safety checking for the children's workforce, and screening CDEM-trained volunteers.

## 7.5 The welfare needs assessment process

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The welfare needs assessment process has three phases through response and recovery:

1. rapid (initial response)
2. response, and
3. recovery.

The process remains the same throughout each phase, but the speed, level of formality, and detail of information will change through time.

During rapid welfare needs assessment, processes are fast, information collected is simple, and structures may be informal. Generally, as time progresses, the level of information collected becomes more detailed and structures and processes become formalised.

During recovery, the focus of welfare needs assessment often changes towards long-term community regeneration needs.

The differences between the three phases are outlined in more detail in section 7.6 [Needs assessment phases](#) on page 96.

### Immediate needs

It is important that, alongside the needs assessment process, immediate needs are met as soon as practicable. The needs assessment process supports the ongoing identification and delivery of welfare services.

### Information management

Information management occurs throughout the needs assessment process. Information management comprises collection, collation, analysis, and evaluation of information to build a picture of current, emerging, and diminishing needs.

See the following sections for more information:

- 7.5.4 [Information collection](#) on page 91
- 7.5.6 [Collating information and building a picture of needs](#) on page 92.

### Process diagram

The welfare needs assessment process is outlined in Figure 7 on the next page.

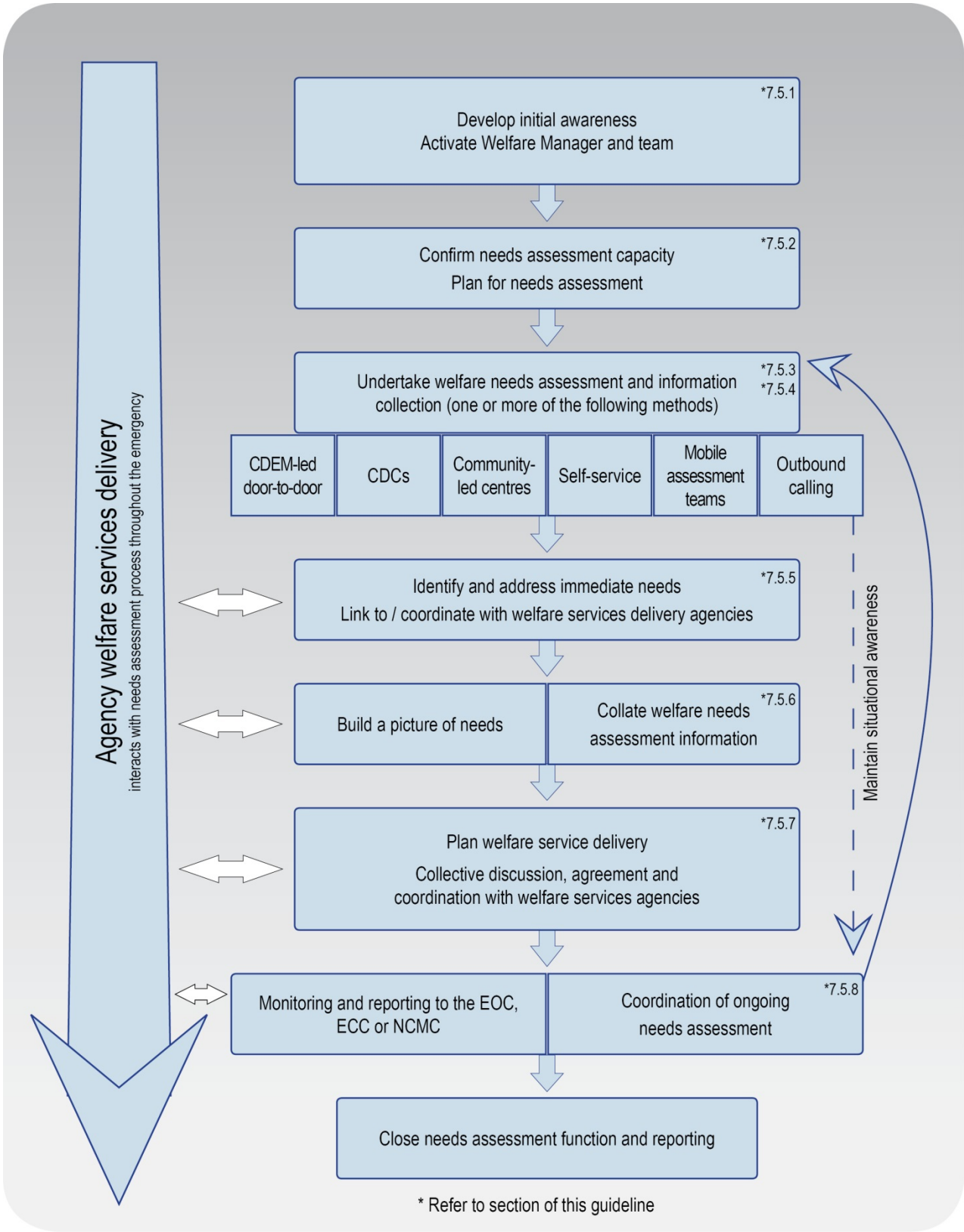


Figure 7 Needs Assessment Process

## 7.5.1 Develop initial awareness and activate the Welfare Manager and team

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The initial actions of the rapid needs assessment process are:

- develop initial awareness, and
- activate the Welfare Manager and team.

### Develop initial awareness

An initial awareness of needs in affected communities are developed using information from a variety of sources, including:

- coordination centre Operations and Intelligence functions
- emergency services
- results from Rapid Impact Assessments
- local communities
- volunteer organisations
- contractors, and
- inbound calls to the coordination centre.

Matters of interest include the areas impacted, the type of impacts, and the likely development of the emergency.

### Activate Welfare Manager and team

The CDEM Group Welfare Manager or Local Welfare Manager will be activated using established coordination centre response processes.

Once activated, the Welfare Manager makes initial contact with relevant support agencies, and activates Welfare team members (including needs assessment teams).

## 7.5.2 Confirm capacity and plan for needs assessment

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Needs assessments may be conducted in a number of ways depending on the size and scale of the emergency.

Before needs assessment personnel are dispatched:

- confirm the resources and partner agencies available to support needs assessment
- decide how to collect information, based on the nature of the emergency (size, extent, severity, communities affected) and preliminary information received
- develop a **simple** plan, which may include:
  - a brief situation report
  - definition of the coverage area for needs assessment
  - level of information required and how it will be collected, collated, and reported
  - resourcing and logistics requirements, and
  - emerging issues and plan review.

### 7.5.3 Undertake welfare needs assessments

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Welfare needs assessment (both rapid and detailed) can be carried out in a number of contexts, including:

- door-to-door
- in CDCs
- in community-led centres
- self-service (e.g. 0800 numbers, online)
- mobile assessment units, or
- outbound calling.

An overview of methods commonly used in each context is provided below.

#### *Door to door*

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CDEM-led door to door needs assessments (supported by welfare services agencies) are typically carried out when people are sheltering in place.

#### *In an urban setting*

In the urban setting, the most common needs assessment method is to deploy teams of two to four, comprising:

- a Welfare practitioner
- a building inspector, and
- others, as appropriate.

Welfare practitioners are commonly local authority personnel, but could be other welfare services agency representatives.

Teams may be added to with trained staff and volunteers from local authorities, New Zealand Red Cross, the Salvation Army, volunteer agencies, and other technical specialists as required.

#### *In a rural setting*

In the rural setting, Rural Support Trusts often play a key role in their communities in smaller scale, local emergencies. During emergencies, the rural environment can pose challenges in terms of distance to be covered and a lack of accessibility. The most common needs assessment method is as follows:

- In large-scale emergencies, needs assessments are led by CDEM Groups/local authorities, with support from MPI, Rural Support Trusts, and local farming sector staff (often those who are already well known within the community, such as catchment management and biosecurity staff, primary industry organisation staff, Rural Women New Zealand, and local iwi) and linked back to the coordination centre.
- Where needs assessment is led by the coordination centre, Rural Support Trusts play an important supporting role, providing local knowledge, rural networks, and advice.

### In urban and rural areas

The following applies to *both urban and rural* areas:

- For large-scale emergencies use maps, break down into sectors, and use a sampling/estimates method. This can be extrapolated across the affected area, and used to inform a triage approach.
- Use hand outs with key contact information, and leave these at properties whether contact is made or not.
- Assessments **must** be coordinated – confirm who is doing what, when, and where. Collective morning briefings are commonly used prior to daily needs assessment activities.
- Use the most experienced people available and people who are known to the community.

### In a CDC

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CDCs are opened as required in affected communities to inform people where to come for assistance, and what assistance is available (Public Information Management).

In larger urban areas it may be more appropriate to establish a CDC than to provide door to door services.

### Personnel

Staff CDCs with a trained CDC Supervisor and support agency personnel initially, adding trained volunteers as required. Add support agencies as needs and numbers demand. Ensure capacity and skills for welfare needs assessment are maintained.

### Immediate needs

Identify immediate needs such as for food, clothing, and shelter, including immediate psychosocial support requirements. Deal with immediate needs either onsite via relevant agencies, or flag to the coordination centre for follow up.

Identify hidden needs and/or quiet people – walk the queue lines looking for immediate needs, and double check no one requiring immediate assistance is overlooked.

### In community-led centres

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Community-led centres may be set up by community-based organisations or Community Response Groups (normally these groups have prepared Response Plans, but may be spontaneously activated).

Local people talk to local people, rapidly determining who is affected and what the needs are, and may report to the Welfare Manager or a contact in the coordination centre. There is a high reliance on local knowledge and contacts.

This method is likely to be a highly effective approach where the community is fully engaged in community response planning during readiness.

**Support from the coordination centre**

A coordination centre – usually an EOC – can support local community-led centre leaders or organisers through liaison.

This relies on pre-planning, mainly clarifying roles and responsibilities, identification of community leaders and community response preparation.

**Self-service (phone and online)**

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Self-service requires the establishment of self-service options, and continuous messaging via Public Information Management. It involves encouraging the public to make direct contact with call centres (normally a council helpline), or other online options such as email or web based contact.

Calls may be forwarded to the coordination centre Welfare function as required. Needs may also be communicated via email.

**Mobile assessment teams**

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Mobile assessment teams may be used if there are areas of severe impact. A team usually comprises highly trained professionals, depending upon the skills required.

Teams report back to the CDEM Group or Local Welfare Manager via telephone or radio.

**Outbound calling**

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CDEM and support agencies use information available to them to contact pre-identified vulnerable groups and/or those most affected, to identify needs and inform welfare service delivery. This requires intact telecommunications.

**7.5.4 Information collection**

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Collection methods *depend upon the influencing factors* – particularly size and extent of the emergency (see Figure 6 on page 83). Sufficient information for decision making must be collected.

Information collection may be paper-based or electronic.

**Paper-based**

Paper-based information collection involves using:

- customised CDEM Group/local authority forms, or
- printed *CDEM EMIS Welfare Registration and/or Needs Assessment* forms.

Forms are usually between one to two pages.

Paper-based forms may be more practical, particularly for door-to-door assessments due to unreliable power supply, lack of internet availability, weather conditions, and the ‘human element’ (mobile digital devices may be perceived as getting in the way). Paper-based forms may also be used in CDCs.

**Electronic** Electronic information collection involves the use of *CDEM EMIS* at CDCs and call centres, or via mobile digital devices during door-to-door assessments (if viable).

Electronic collection methods may also involve using other systems, including spreadsheets and/or databases.

### 7.5.5 Identifying and addressing immediate needs

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The identification of immediate needs and addressing these as soon as possible should occur during the initial response and throughout the ongoing emergency.

Common methods include:

- using a triage approach, particularly for large scale emergencies
- using instant communication tools (particularly radio or phones) to contact the coordination centre Welfare function (all types of needs assessment)
- CDCs facilitating delivery of welfare services onsite via agencies responsible for the activated sub-functions, and
- community-led centres identifying immediate needs and informing the coordination centre when support is required to address those needs.

The Welfare Manager or team should follow up with agencies to ensure needs are being addressed and to collate needs assessment data via status update reports. Collated information is reported to the coordination centre by the Welfare Manager.

### 7.5.6 Collating information and building a picture of needs

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**Collation of information** Electronic collation of information is required to build a picture of needs. Collation may be done by spreadsheet for small-scale emergencies, *CDEM EMIS*, databases and or other systems such as Customer Relationship Management (CRM) systems. Collation of information for large-scale emergencies may require dedicated teams of data entry and management personnel.

**Building a picture of needs** It is important to build a common operating picture of needs prior to planning and delivery of welfare services. Building a common operating picture of needs includes:

- identifying how many people are affected/have needs, and where they are
- identify what needs people have
- where the requirements are and how significant they are, and
- emerging pressure points.

A person's need may be as simple as interaction with others at a community-led centre, or complex (requiring professional help).

## 7.5.7 Planning and delivery of welfare services

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### Planning

Welfare service delivery should be planned for and confirmed in coordination with partner agencies. Planning is led by the Welfare Manager and WCG or local welfare committee, and is supported by the Welfare team and the coordination centre Planning function.

It is important to record and confirm how welfare services will be delivered via the agencies responsible and their support agencies; this is the crux of welfare action planning.

Information on coordinated needs assessment informs planning for the other welfare services sub-functions, as well as wider coordination centre action planning.

### Beginning welfare service delivery

Welfare service delivery can begin once:

- needs are assessed and understood
- there is collective agreement on which agency will deliver services to meet those needs, and
- there is collective agreement how welfare services will be delivered.

Collective discussion and agreement should occur via coordination (see section 7.5.8 [Coordination and reporting](#) on page 94), led by the Welfare Manager.

### Detailed needs assessment within other welfare services sub-functions

As a part of welfare service delivery, detailed needs assessment may be required to address needs within each welfare services sub-function. This is normally the role of the agency responsible for each sub-function. While undertaking welfare service delivery, **agencies will use their own client information systems** for managing client needs.

When further needs are identified during welfare service delivery, these may be referred to other agencies, and should be reported to the Welfare Manager.

Agencies should provide high-level reports on service delivery status and arising needs to the Welfare Manager on an agreed reporting cycle.

## Coordinating ongoing needs assessment and welfare service delivery

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Regular follow up with agencies on welfare service delivery is carried out by the Welfare team or the coordination centre.

Further needs that develop with time, and gaps in needs assessment (such as those properties where people could not be contacted via door-to-door assessment), should be flagged.

The coordination of needs assessment and follow up of welfare service delivery should continue over time. Welfare Managers are responsible for maintaining high-level oversight of how agencies are progressing with meeting needs identified during the needs assessment process throughout all phases of the emergency.

### End of the needs assessment process

The needs assessment process usually ends when:

- all needs are being managed by welfare service delivery agencies
- there is no need for ongoing coordinated assessments, and/or
- when CDEM involvement and responsibility for the response or recovery phase ends.

## 7.5.8 Coordination and reporting

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Coordination and reporting are fundamental to ongoing processes throughout all phases of needs assessment.

### Coordination

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Teleconferences and face to face meetings are the preferred coordination methods. For either method, only agencies who are actively involved in welfare service delivery should be included (continuously review agency involvement as needs evolve).

### Teleconferencing

Agencies may prefer to work from their own offices depending on the circumstances. Agencies will determine this for themselves.

During the rapid welfare needs assessment phase, teleconferencing may be 2-3 times daily, lessening in frequency with time.

A teleconference may be facilitated by the Welfare Manager or Recovery Manager, and include all Welfare Managers, the Controller (when relevant), and support agencies directly involved in needs assessment and welfare service delivery (some of whom will likely be WCG or local welfare committee members).

Teleconferences will likely include the WCG in large-scale emergencies (depending on whether WCG has an operational role or not).

### Following a process

A common procedure used for both teleconferencing and face to face meetings is:

1. Provide a brief overview of the situation (numbers of people affected, welfare facilities established).
2. Collectively identify needs/issues arising.
3. Assign welfare service delivery to responsible agencies.
4. Fill gaps in delivery capacity.

Detailed delivery discussions between agencies are flagged, but taken offline to resolve. The primary outcomes sought are:

- agencies understanding what is needed
- delivery of immediate needs, and
- the Welfare Manager and other coordination centre functions understanding what the issues are, and what services are being delivered.

Record-keeping should include minute-taking with action points noted. Minutes are to be communicated to participants as soon as possible.

### Situational awareness

Good coordination of needs assessment is dependent upon Welfare Managers:

- having an overview of the collection of information, interpretation, reporting and follow-up
- developing a strategic view of issues across the CDEM Group or local area, and
- liaising with the Controller or Recovery Manager, the coordination centre Welfare team, the WCG or local welfare committee, and the National Welfare Manager (if required).

There is a need to maintain constant communication between welfare services agencies, and a requirement to move quickly to case management by agencies.

## Reporting

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Agencies are responsible for reporting on welfare service delivery, while CDEM Group and Local Welfare Managers are responsible for ensuring that reporting takes place.

Welfare Manager responsibilities

Welfare Managers need to ensure that:

- regular verbal updates are provided to Controllers/Recovery Managers (e.g. at Controller team meetings) on issues, resourcing, risks, priorities, and planning
- regular input into coordination centre Situation Reports is provided as required, and
- needs assessment summary information is provided to other Welfare Managers, the WCG or local welfare committees, and/or the National Welfare Manager as required.

Reporting to the coordination centre

Reporting to the coordination centre primarily involves:

- reports from door-to-door needs assessment teams, in addition to communication of immediate issues (normally via phone or radio)
- regular CDC status reports
- periodic community response group reporting via phone or radio from community-led centres, and
- regular reports to and from all activated Welfare Managers (Local, CDEM Group, or National).

## 7.6 Needs assessment phases

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While the needs assessment process stays the same through response and recovery, there are differences between the phases – rapid (initial response), response, and recovery.

### 7.6.1 Rapid (initial response)

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Rapid needs assessment occurs immediately following an emergency, and is designed to gain a quick understanding of the impact on communities, so that immediate needs can be addressed. Typically, rapid welfare needs assessment:

- is a quick and simple process
- involves rapid decision-making on methods and resourcing
- collects high-level information on impacts to people and welfare needs
- occurs with limited information and an incomplete understanding of impacts, and
- occurs alongside and is coordinated with rapid impact assessments and intelligence gathering processes.

The rapid needs assessment process may be compressed or modified as required.

## 7.6.2 Response

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As a response progresses, it is often necessary to understand welfare needs in greater detail.

Detailed welfare needs assessments during response identify additional and changing needs, and help to inform likely future needs.

### Changes from the rapid process

Activities carried out in the rapid needs assessment process become more involved for a detailed needs assessment. For example:

- more detailed planning is required
- formalisation, expansion, or re-supply of rapid needs assessment teams
- adjustments to how needs assessment is carried out (processes should remain simple if possible; aim especially to keep the interview process streamlined), and
- a higher level of detail may need to be collected, while ensuring that the right amount of information is gathered (only the information required for decision making).

### Use of *CDEM EMIS*

*CDEM EMIS* is the official tool of CDEM for needs assessment; however, **CDEM EMIS will not replace other agencies' own systems** for recording needs assessment information, especially in regards to those people with whom agencies will need to follow up. Welfare services agencies may collect further information as required to deliver the services they are responsible for.

It is recommended that, where possible, *CDEM EMIS* is used as the core information tool for all agencies (noting data entry and administrator support requirements).

### Role of the Welfare Manager

The Welfare Manager (CDEM Group or Local) has an ongoing coordination, monitoring, and reporting role. To maintain high-level oversight, the Welfare Manager should follow up with agencies or organisations as they work to meet identified needs.

Needs assessment information, as well as feedback from welfare services agencies, is collected by the Welfare Manager. This is vital, as any additional services required must be communicated to other agencies.

### 7.6.3 Recovery

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As response transitions into recovery, it is necessary to continue to collect detailed information to understand changing welfare needs.

During recovery:

- the nature of needs and assessment requirements changes over time towards regeneration and community development (support for psychosocial needs will have high ongoing importance)
- local authorities assume a coordination role via Recovery Managers, who work closely with Welfare Managers, WCGs, and local welfare committees
- agency welfare service delivery systems and processes may become predominant for welfare needs assessment, and
- needs assessment tasks and follow up responsibilities are assigned to recovery task groups as required, who report to Recovery Managers.

## Section 8 Inquiry

This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 8.1 Introduction

Inquiry involves identifying people who have been affected by an emergency and assisting family, whānau, and significant others to make contact.

During an emergency, friends, family, whānau and significant others want to make contact with one another to confirm their whereabouts and safety. As a result, large volumes of phone calls are made by the public (via many available phone numbers) to various responding agencies, regarding people who they are concerned about.

#### Agency responsible

The New Zealand Police (Police) is the agency responsible for a process to coordinate inquiries.

#### Usual or pre-planned means of contact

During the first 72 hours of an emergency, all resources (including telecommunications networks and responding agencies) are stretched.

The public are encouraged to utilise their usual and pre-planned means of contacting their family, whānau and significant others. Examples of contact methods include usual contact phone numbers, place of residence, social media, planned meeting places, or use of websites (including those that may be established during large-scale emergencies).

When a member of the public has exhausted these means of contact, and there are genuine fears for the person's safety, an inquiry can be made with Police.

#### Support agencies

Table 8 shows the agencies that are required to plan for and support Police to facilitate the inquiry process.

Table 8 Support agencies for the inquiry sub-function

Agency	Support
MCDEM CDEM Group Local authority	MCDEM: as the agency responsible for the provision of the CDEM welfare registration system. CDEM Groups and local authorities: using the CDEM welfare registration system.
Ministry of Education	To provide enrolment and other information (when legally able to do so) to Police about the current location (and identity) of children and their families who have been affected by an emergency.
Ministry of Foreign Affairs and Trade	Coordination with Foreign Diplomatic and Consular Missions for information about foreign nationals.

Agency	Support
Ministry of Health District Health Boards (DHBs) Primary care Ambulance services	Ministry of Health: agency responsible for patient registration; via contracts with DHBs, primary care, and ambulance services. DHBs/primary care/ambulance services: to ensure that patient management systems are maintained and available for inquiry purposes using the National Health Index (NHI) system (which allows interrogation and enables restricted information to be shared with agencies, such as Police, when requested).
New Zealand Red Cross	To provide an international tracing facility through International Federation of Red Cross and Red Crescent Societies partners, e.g. via Restoring Family Links (RFL); an international service operating during business as usual using social media, telephone directories, club directories, door-to-door visits, talking to neighbours etc.

**Further support** Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.

## 8.2 Principles

The following principles apply to the inquiry process:

1. The inquiry process is able to scale from small-scale local emergencies to large-scale national emergencies in a timely manner.
2. When the scale of the emergency is such that Police cannot manage the volume of calls through their business as usual processes, an 0800 phone number may be established by Police.
3. Inquiries made to other agencies about persons for whom there are safety concerns should be able to be transferred to Police.
4. Where an inquiry is about matters other than a person's safety, Police will transfer the call to the agency best suited to meet the inquirer's needs.
5. Agencies will make every effort to resolve inquiries made to them.
6. Information is collected electronically by Police and then collated for further inquiry by an inquiry team using an established and consistent set of data requirements.
7. Police will establish an inquiry team and work to resolve inquiries using established investigation and file management processes.

8. Support agencies that register the details of people who require welfare services (using their own systems) will record information in a format and to a standard that can be used by Police.
9. In resolving inquiries, all agencies will apply the *Privacy Act 1993* and any other legislative constraints, including family violence and child protection legislation.
10. Consistent public messaging as part of both readiness planning and response is vital to the inquiry process. This will be coordinated between Police and MCDEM and will be undertaken concurrently by both Police and CDEM Public Information Management (PIM). Public messaging will include informing people:
  - a. to use their usual and pre-planned means of contact to check on the whereabouts or safety of a person (i.e. usual contact phone numbers, place of residence, social media, planned meeting places or websites that may be established during large-scale emergencies)
  - b. **how** to inquire with Police
  - c. **when** a Police Inquiry 0800 number is activated and operational, and the purpose of this number
  - d. **when** to inquire with Police (i.e. when there are genuine concerns for a person's safety)
  - e. when **not** to make inquiries with Police (i.e. about casual acquaintances), and
  - f. **alternatives** to inquiring with Police in these cases (including word of mouth, SMS messaging, going to agreed meeting places, and social media options).

## 8.3 Readiness

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Readiness includes the Police having in place:

- A range of mechanisms for making inquiry with Police, including phoning the local station, public inquiry counter (which may be at a station, or nearer the incident) and an 0800 number (which may be activated in the event of an emergency)
- consistent public messaging prepared by Police and CDEM Public Information Management, and
- support from other Government agencies, including those described in [Table 8](#) on page 99.

**Readiness in communities**

It is expected that community members will take responsibility for contacting their family, whānau, or significant others using a range of methods before contacting Police.

Methods include:

- using a pre-planned meeting place
- phone and/or SMS messaging
- social media (Facebook, Twitter)
- websites established by other organisations for the purpose of connecting people during an emergency, and
- other online options for individuals to notify others of their status.

## 8.4 Response

As an incident occurs, Police have capability and capacity to meet the demand of surges in inquiries by phone.

Inquiries are to be recorded in a standard format, enabling Police to activate and manage the inquiry process. This may include activating Police and other agencies' emergency plans to meet staffing demands.

Police Family Liaison services will be part of the Police response to missing or deceased persons inquiries.

**Support agencies**

Supporting agencies are to provide information from their own registration systems on a regular basis and in a format as agreed with Police. Police will use this information to resolve inquiries.

**Inquiry process**

Figure 8 shows an overview of the Inquiry process, which involves Police working with support agencies to coordinate that process.

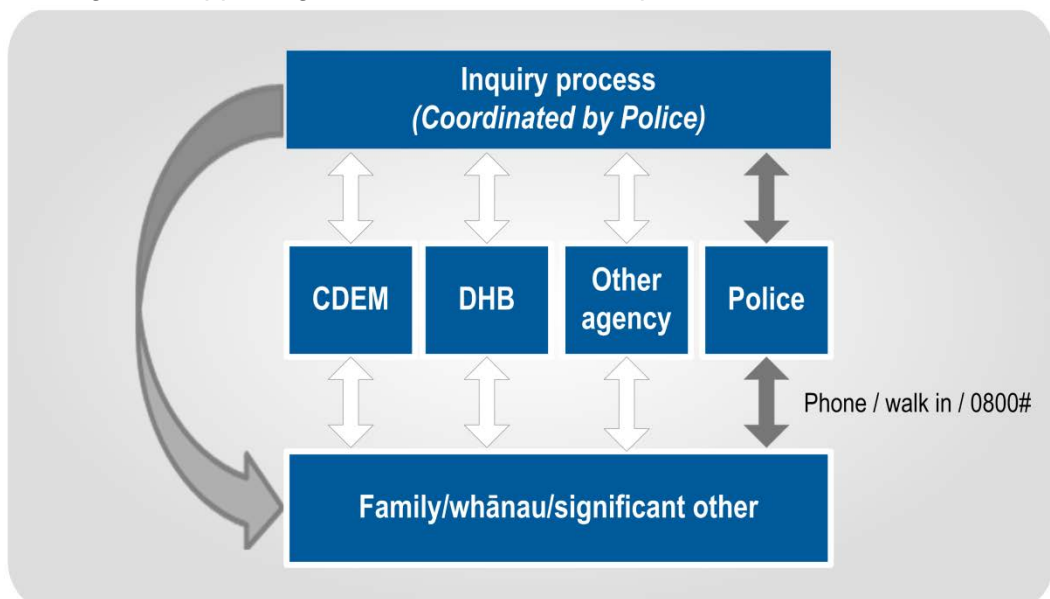


Figure 8 Overview of the Inquiry process

## 8.5 Recovery

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Recovery involves a planned return to business as usual, including a phased stand down of any enhanced call-taking capability.

Police will continue to manage the resolution of inquiries that have not been resolved during the response phase. These inquiries, including ongoing Family Liaison service provision, may continue into business as usual.

## Section 9 Care and protection services for children and young people

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This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 9.1 Introduction

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Care and protection services for children and young people deliver and coordinate statutory care and protection to children and young people who have been identified (after registration in the *CDEM EMIS Welfare Registration System*) as being unaccompanied/separated from their parents, legal guardians, or usual caregivers during an emergency.

The responsibilities of agencies with a role in this welfare services sub-function are articulated in the *Welfare Services* clauses of the *National CDEM Plan 2015*.

#### Agency responsible

At the national and regional levels, the Ministry of Social Development, through Child, Youth and Family, is the agency responsible for planning the delivery and coordination of statutory care and protection services to those children and young people who have been identified (after registration) as being unaccompanied/separated from their parents, legal guardians, or usual caregivers during an emergency.

#### Definition of child and young person

A child means a person under the age of 14 years.

A young person is someone aged from 14 years, but under 17 years.

#### Operating assumptions

If an emergency occurs during school hours, children and young people should remain at the school, early childhood centre, or with their usual caregiver.

Education providers have emergency plans and arrangements for looking after children and young people including information to help reunite them with their parents, legal guardians, or approved alternate caregiver in a safe and timely manner.

Most parents/legal guardians will attempt to reunite with their child through making direct contact with the person or education provider that their child was with prior to the emergency.

Due to the timing of the emergency, children and young people could be considered to be **temporarily** separated from their parent or legal guardian. Attempts to reunite them with their parents, legal guardians, or usual caregivers should be made (while keeping the child/young person safe) **before** taking steps to refer the child or young person to Child, Youth and Family or Police.

**Confidentiality of data** Confidentiality and protection of the data collected on unaccompanied/separated children and young people is critical. Data entry staff must be aware of who has access and is authorised to disclose the information.

See section 5.2.5 [Privacy, information sharing, and vetting](#) on page 73.

**Support agencies** Support from the agencies shown in Table 9 at both the national and regional levels may be required to provide care and protection services for children and young people.

Note that any agency working with children and young people **must meet the approval obligations** outlined in the *Vulnerable Children Act 2014*.

Table 9 Support agencies for the care and protection services for children and young people sub-function

Agency	Support
Ministry of Education	To work with education providers to ensure continuity of care to children and young people at educational facilities during an emergency (a handover of care to Police, or another appropriate agency, will occur for those children and young people who cannot be reunited with their parent, guardian, or other approved person within a reasonable timeframe).
Police	As the agency responsible for a process to coordinate inquiries. Where inquiries have been made by responding agencies in relation to establishing contact between a child or young person and their family, whānau, or usual caregiver, and have not been successful, and the child's or young person's physical or mental wellbeing is, or is likely to be, impaired, Police will exercise their powers under section 48 (unaccompanied children and young persons) of the <i>Children, Young Persons, and Their Families Act 1989</i> .
New Zealand Red Cross	To support and supervise unaccompanied children during emergencies, as required, and to notify Police as soon as practicable.
Te Puni Kōkiri	To provide independent advice nationally/centrally to support iwi, hapū, whānau, and other Māori communities and, through its network of regional offices, work with local government authorities to reconnect tamariki and rangatahi who have become separated from their usual carers during an emergency.

**Further support** Table 10 shows the agencies that may offer further support to the care and protection services for children and young people sub-function.

Table 10 Further support for care and protection services for children and young people

Agency	Support
CDEM Groups/local authorities	To register unaccompanied children and young people in the <i>CDEM EMIS Welfare Registration System</i> .

**Note:** There are other agencies and organisations that can contribute to this welfare services sub-function at a local and regional level.

**Expectations for participating agencies**

All contributing agencies to this welfare services sub-function are expected to have plans and arrangements in place to support their effective contribution to collective planning and coordinated delivery arrangements:

This includes agencies:

- having business continuity arrangements to ensure they can continue to deliver their essential services and critical functions
- providing ongoing care and protection to children and young people in their business as usual capacity
- ensuring their plans integrate and align with welfare arrangements, and
- leveraging off their business as usual relationships with providers and agencies to maximise response capability.

## 9.2 Principles

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The following principles underpin the delivery and coordination of services to children and young people separated from their parents, legal guardians, or usual caregivers in an emergency:

1. Children are kept safe and cared for.
2. Children should be reunited with their parent, legal guardian or usual caregiver as soon as possible.
3. All reasonable steps are taken to reunite children with their parent, legal guardian or usual caregiver before referring to Police.
4. Delivery of welfare services relies on having strong relationships with community organisations and a clear understanding of welfare needs of individuals, families, and whānau.
5. Any response needs to recognise the diverse and dynamic nature of emergencies and their consequences on children and young people.

## 9.3 Readiness activities

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Readiness activities should be undertaken to support the effective delivery of welfare services for children and young people separated from their parents, legal guardians, or usual caregivers.

**Planning**

Agencies involved in this sub-function should develop and maintain plans, which outline how the agencies will collectively ensure that the needs of children and young people are met.

**Building relationships**

Agencies involved in this sub-function need to build relationships with each other during readiness. This involves:

- participating in activities that build relationships and response capability
- ensuring agency representatives know their agency's role and responsibilities, their capacity and capability at local, regional, and national levels, and how they can contribute to planning and response activities
- establishing communication and reporting lines with local, regional, national agencies, and
- engaging in discussion on various scenarios that they may be faced with and potential options for responding.

**Building capacity and capability**

Building capacity and capability involves:

- understanding activation and response processes and expectations
- developing capacity and capability relevant to roles
- building awareness of psychosocial support and resources available to support children and young people affected by an emergency
- building awareness of the needs of separated children and young people requiring shelter and accommodation, and
- planning and participating in testing and exercising activities.

Identifying  
approved people  
or organisations

There is an expectation that people involved in the provision of care and protection services for children and young people separated in an emergency are safety checked according to legislative requirements under the *Vulnerable Children Act 2014*.

From 1 July 2015, new government safety checking regulations under the *Vulnerable Children Act 2014* require all paid employees and contractors who work with children for state-funded organisations to be safety checked.

It is considered best practice that any person who will be working with children and young people under this welfare services sub-function (including volunteers) is safety checked by the organisation they report to.

A list of people who have been safety checked should be developed and maintained by agencies during readiness. This includes identifying approved caregivers and care service organisations that may have capacity to care for separated children and young people in the short term.

Safety checking involves:

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



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

## 9.4 Response activities

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### Activation

All agencies know and understand what to do on becoming aware of an emergency and can:

- undertake first response actions (i.e. confirm point of contact, availability)
- confirm and maintain the safety and wellbeing of any children and young people in their care at the time
- confirm contact list and communication lines:
  - within and across support agencies
  - with the CDEM sector
- make recommendations on a range of communication activities
- contribute consistent messaging to the Public Information Management function
- coordinate response activities and participate in the development of the welfare component of the Action Plan, and
- complete status update reports.

### Building situational awareness

Situational awareness informs and guides delivery and coordination of activities following an emergency. It involves:

- assessing the impact on children and young people separated from their parents, legal guardians, or usual caregivers
- identifying children who may be particularly vulnerable because of their health condition (including disability)
- identifying key response priorities
- identifying strategies and actions to support coordination of services
- identifying what additional resources might be required, in what timeframe and options for their delivery, and
- participating in the planning and implementation process.

Points to consider include:

- how many children or young people have been separated by the emergency, where are they located, and who is currently responsible for them
- identifying priorities and gaps
- whether the basic needs of children and young people are being met (food, water, warmth, medication, comfort to those exhibiting fear or other stress related needs), and
- strategies and interventions to ensure the response is integrated and aligned across relevant agencies.

## Section 9 Care and protection services for children and young people

### Taking reasonable steps to locate parents or guardians

All reasonable steps should be taken to locate parents, legal guardians, or usual caregivers before referring children or young people on to Child, Youth and Family, or Police.

This includes collecting all relevant information to facilitate family reunification (child or young person's name and age; their parent's name, address, place of work; and/or grandparent's or other relative's address).

This may also include checking relevant locations if possible (homes, or parents' workplaces).

### Unification of children and young people with their parents or legal guardians.

It is important that any person that a child or young person is released to is:

- able to satisfactorily identify themselves as the parent, legal guardian, or usual caregiver, and
- in a fit state to care for the child or young person.

If unsure about whether to release a child or young person back to their parent, legal guardian, or usual caregiver because of concerns for their immediate health and safety, Police must be contacted in the first instance.

### Using relevant databases

The following databases/sources may hold emergency contact details and other information relevant to the reunification of children and young people temporarily separated from their parent, legal guardian, or usual caregiver:

- education database
- *CDEM EMIS Welfare Registration System* (parents/guardians may have registered or inquired with local CDEM about their child/young person)
- Child, Youth and Family database, and
- Police Inquiry process.

### Ensuring integrated service delivery

Working together to deliver accessible and responsive service requires:

- agencies to maintain situation awareness to ensure the needs of those affected are identified and met
- ongoing liaison with Local/CDEM Group/National Welfare Manager
- deploying people and resources to assist
- completing status update reports, and
- ongoing monitoring of activities and maintaining communication links with response teams.

### More information

See [Children and young people](#) on page 214 (Appendix G) for more information on children and young people in a CDC.

### 9.4.1 Process map for separated children and young people in an emergency

Figure 9 shows the process for providing continuing care to children and young people separated from their parents, legal guardians, or usual caregivers in an emergency.

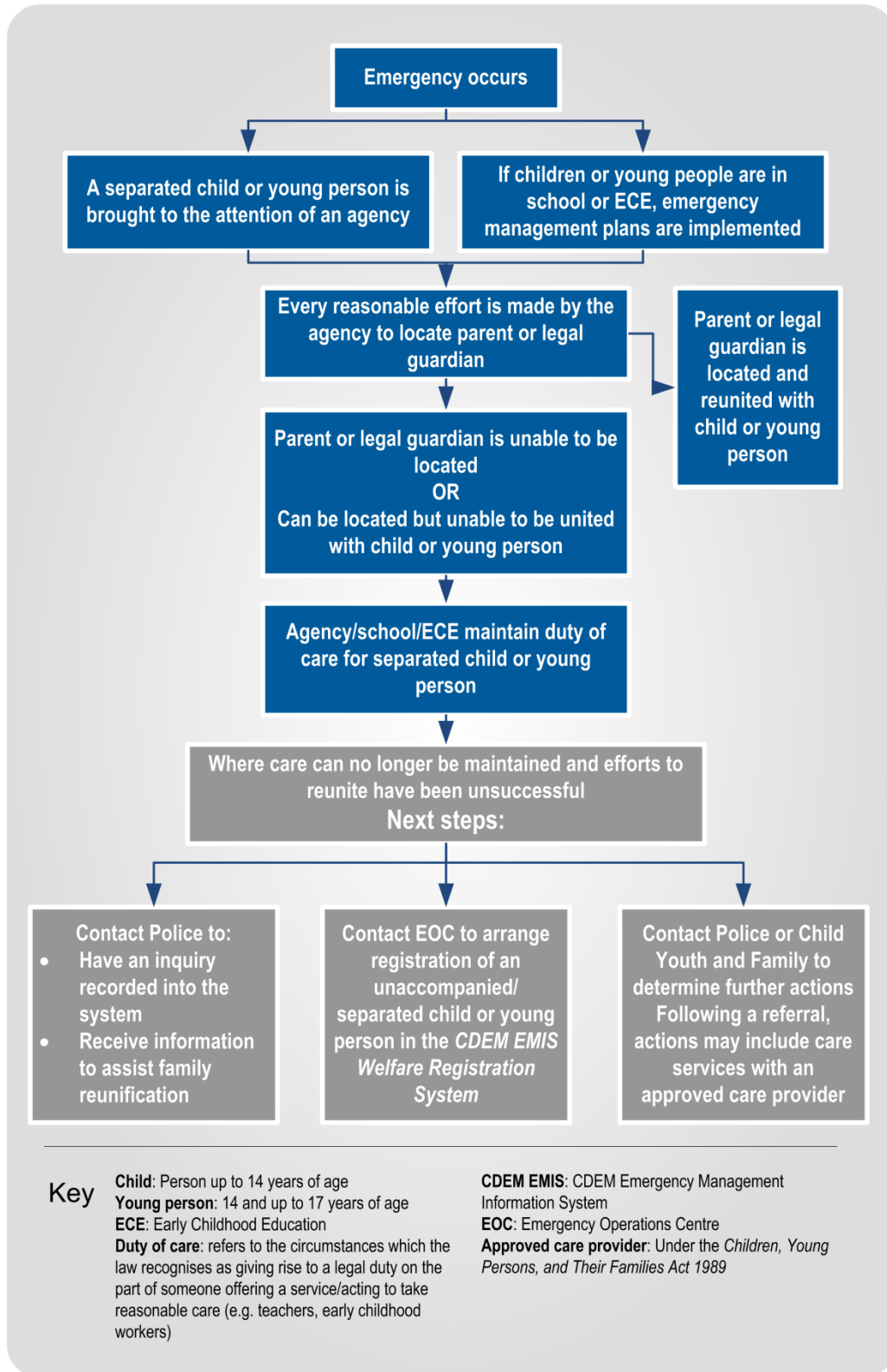


Figure 9 Process map for separated children and young people in an emergency

## 9.5 Recovery activities

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During recovery, agencies will work together to prioritise ongoing needs. This requires agencies to:

- evaluate ongoing needs of affected children and young people
- ensure ongoing linkage of children, young people and their families to community and support agencies, including psychosocial support
- undertake recovery planning, and
- participate in post-emergency debriefs and undertaking corrective action planning.

## 9.6 Psychosocial support for children and young people

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While most children and young people will experience normal reactions as a result of an emergency (such as sadness, irritability, and lack of concentration) it is important that appropriate psychosocial support is given consideration in planning arrangements.

### Information and resources

The Ministry of Health has a range of information and resources to assist in alleviating stress and anxiety in children and young people. It is important that in planning for the delivery of psychosocial support that there is clarity on how services work together to meet the needs of children and young people.

- **Helping children:** Children have their own ways of dealing with trauma according to their stage of development.
- **Helping adolescents:** Adolescents involved in crisis and traumatic events may not always show their distress outwardly. As a result, adults may misunderstand adolescents' needs or find them unwilling to accept help.
- **Families and disasters:** People are usually surprised by how much a crisis or trauma affects them. It frequently changes the way they think, their values, habits, feelings, and behaviour. It influences most aspects of their life.
- **When someone you know has been through a traumatic experience:** Traumatic experiences are distressing and threatening, and may be so intense as to temporarily disrupt a person's ability to come to terms with them.



The resources above are available at the Ministry of Health website [www.health.govt.nz](http://www.health.govt.nz) (search for 'managing stress in an emergency').

## 9.7 Templates

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Appendix I [Care and protection services for children and young people – templates](#) on page 237 contains templates for:

- [Separated children's identification card](#) on page 237 – used to prepare an identification card for a separated child or young person
- [Emergency supplies for children/young people](#) on page 238 – used to identify emergency supplies to provide for the basic needs of children and young people, and the adults caring for them
- [Release form for separated children/ young people](#) on page 239 – used to prepare a release form that enables verification to be carried out before a child or young person is released into the care of an adult
- [Activity and planning log](#) on page 241 – used for planning response activities to meet the needs that have been identified as impacting on children and young people
- [Status update report](#) on page 242 – used to prepare summary information of the impacts of the emergency on separated children or young people.

## Section 10 Psychosocial support

This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 10.1 Introduction

Psychosocial support following an emergency involves focusing on the psychological and social interventions that will support community recovery.

Psychosocial support during an emergency and throughout the recovery period (irrespective of the duration) is about easing the physical, psychological, and social difficulties for individuals, families/whānau, and communities, as well as enhancing wellbeing.

Effective psychosocial recovery ensures that other aspects of the recovery process (e.g. rebuilding) do not result in further harm to individuals or their communities.

#### Agency responsible

The Ministry of Health and District Health Boards (DHBs) are the agencies responsible for coordinating the psychosocial support sub-function:

- at the **national level**, the Ministry of Health is the agency responsible for coordinating the provision of psychosocial support and is to provide the required health services by funding, planning, and providing services, including by contracting organisations, and
- at the **CDEM Group level**, DHBs are responsible for coordinating the provision of psychosocial support services (DHBs advise on non-government organisations and primary health organisations on the type and nature of services needed for ongoing psychosocial support).

**Note:** It is not expected that DHBs will be the sole provider of psychosocial support. DHBs will provide the coordination and advice to support agencies on the type and nature of services needed for ongoing psychosocial support.

#### Support agencies

Table 11 lists agencies that may be required to provide support to the psychosocial support sub-function.

Table 11 Support agencies for the psychosocial support sub-function

Agency	Level	Support
DHBs	Regional	To provide specialist public health, mental health, and addiction services along with referrals to non-government organisation providers.
Primary health organisations	Regional	To provide general practice and primary care services.

Agency	Level	Support
Ministry of Education	National and regional	To support schools and early childhood providers during an emergency or a traumatic incident by working alongside the traumatic incident teams or management teams of those schools and providers to assist them in responding to the emergency or incident and implementing an emergency response plan.
Ministry for Primary Industries	National and regional	To fund Rural Support Trusts and other organisations to provide psychosocial support to rural communities (meaning farming families and primary producers) after an emergency that affects the primary industry sector and that meets the Ministry's funding criteria.
Ministry of Social Development	National and regional	To provide information and resources to help individuals, families and whānau, and communities to connect to psychosocial support providers.
Te Puni Kōkiri	National and regional	To provide: <ul style="list-style-type: none"> <li>• links to iwi and Māori providers (which can give psychosocial support and work with government agencies, local authorities, and CDEM Groups to ensure that Māori and others are supported)</li> <li>• advice on the most appropriate cultural responses to support Māori affected by an emergency.</li> </ul>
New Zealand Red Cross	National and regional	To provide psychological first aid during emergencies and ongoing psychosocial and bereavement support services as required throughout recovery.
The Salvation Army	National	To provide psychosocial support, including pastoral support, from trained teams.
Victim Support	National	To facilitate access to approved counsellors (who will provide direct support to affected persons during and after an emergency).
	Regional	To provide access in an emergency to trained support workers who deliver direct emotional and practical support, information, and personal advocacy to affected persons during and after emergencies, crime, and trauma, and to facilitate access to approved counsellors as required.
Community-based organisations and networks	Regional	To assist affected persons to connect with social support and services.
Agencies and organisations that provide employee assistance programmes	Regional	To consider what support those agencies and organisations require in an emergency.

#### Further support

Support may also be provided by any other government agency or non-government organisation that can provide relevant advice or information, as shown in Table 12.

Table 12 Further support for psychosocial support

Agency	Level	Support
Public Health Units (PHUs)	Regional	Provide specialist public health services.
Pharmacies	Local	Can provide urgent medication and health advice in an emergency. May also support hospital pharmacies.

For further information on support agencies and the services they provide, see section 10.2.4 [Psychosocial support partners](#) on page 121.

#### Psychosocial support and the 4Rs

**Reduction** refers to the lessening of overall community risk of poor psychosocial outcomes. Reduction includes developing an understanding of the ways in which individuals and groups in the community could be particularly vulnerable in an emergency, and taking action to reduce vulnerability, including through building community resilience. Readiness activities can contribute to the reduction of risk. Effective preparedness for an emergency contributes significantly to the resilience of individuals and their community, and enhances psychosocial recovery.

**Readiness** includes preparation to ensure that:

- agencies are able to contribute to psychosocial support are identified, and relationships developed to enable a coordinated response during and following an emergency
- sufficient and appropriate agencies have the capacity and capability to facilitate a psychosocial response during and following an emergency, and
- sufficient and appropriate resources are available for psychosocial response and recovery.

**Response** involves ensuring that agencies work together to deliver services that contribute to psychosocial support and reduce any long-term negative psychosocial impacts on communities, families/whānau and individuals. Psychosocial considerations should be well integrated into and considered in all response activities.

**Recovery** begins with response and continues for an indeterminate period following the end of a formal emergency response, or over a transition period from response to recovery. Recovery activities are sustained for as long as required. Recovery involves activities which help restore social support structures, enabling individuals and communities to seek further support through business as usual channels. Community engagement should be used effectively in recovery planning to ensure communities retain their sense of ownership.

## 10.2 About psychosocial support

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Most people will experience some psychosocial reaction in an emergency, usually within a manageable range. A smaller number may exhibit more extreme reactions in the short, medium, or long term and require more in-depth support.

The following section gives a general description of psychosocial support, including:

- the principles behind psychosocial support
- types of psychosocial support services
- roles and functions of a psychosocial support team
- psychosocial support partnerships, and
- relevant legislation.

### 10.2.1 Principles of psychosocial support

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Psychosocial support is based on the following principles:

1. Most people will experience some psychosocial reaction, usually within a manageable range. Some may exhibit more extreme reactions in the short, medium or long term.
2. Most people will recover from an emergency with time and basic support.
3. There is a relationship between the psychosocial element of recovery and other elements of recovery.
4. Support in an emergency should be geared toward meeting basic needs.
5. A continuum from self-help to more intensive forms of support should be provided within a clear referral and assessment framework.
6. Those at high risk in an emergency can be identified and offered follow-up services provided by trained and approved community-level providers.
7. Outreach, screening, and intervention programmes for trauma or related problems should conform to current professional practice and ethical standards.
8. Readiness activity is an important component in creating effective psychosocial recovery planning.
9. Cooperative relationships across agencies, sound planning and agreement on psychosocial response and recovery functions are vital.



These principles are from the Ministry of Health publication *National Health Emergency Plan: Planning for Individual and Community Recovery in an Emergency Event*, available at [www.health.govt.nz](http://www.health.govt.nz) (search for 'planning for individual and community recovery').

#### A flexible and cooperative approach

CDEM Groups/local authorities need to be flexible and cooperative in their approach to working with their communities and organisations providing psychosocial support, throughout the 4Rs of emergency management.

All aspects of emergency management can have a positive impact on and contribute to psychosocial outcomes for individuals and communities.

### 10.2.2 Psychosocial support services and interventions

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Psychosocial recovery is closely tied to the ways in which:

- basic needs are met, and
- support and other services are delivered.

Providing for and meeting basic needs (food, water, safety, shelter), normalising the recovery process (i.e. recognising that recovery is a normal process and will take time) and promoting the importance of wellbeing strategies, should be preferred over providing intensive forms of psychosocial assistance, particularly immediately following an emergency.

Research has shown that some interventions, if they occur too early in the psychosocial recovery process, have the potential to worsen distress and physical functioning, by over-burdening affected people and their family/whānau or community.

#### Psychological first aid

Psychological first aid refers to support for people soon after an emergency to reduce initial distress and foster short and long-term functioning. Most people affected by an emergency will experience a range of reactions but will recover with time and basic social support.

Note that psychological first aid differs to longer term psychosocial support for recovery.

#### Types of psychosocial support services

Psychosocial support services within a CDEM context may be direct (they meet people's immediate psychosocial needs) or indirect (services that build resilience or foster recovery). The ways in which services are provided (responsive, caring, practical, and respectful) are significant contributors to psychosocial wellbeing.

Some of the services that are offered following an emergency have been proven to increase distress and delay recovery. It is therefore important that volunteered psychosocial services be referred to the person responsible for managing liaison (see key psychosocial support roles in response on the next page).



For more information, refer to the Ministry of Health website at [www.health.govt.nz](http://www.health.govt.nz) (search for 'psychological first aid').

See *Volunteer Coordination in CDEM Director's Guideline for CDEM Groups [DLG 15/13]* available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'volunteer coordination DGL').

### 10.2.3 The psychosocial support team

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The psychosocial support team is responsible for planning, relationship building, and establishing operational arrangements for psychosocial support.

#### *The Psychosocial Support Coordinator*

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The Psychosocial Support Coordinator role should be assigned to senior DHB staff as part of DHBs' emergency response planning.

NB: Although mental health services may be actively involved in psychosocial response, the psychosocial coordination role may be the responsibility of some other member of that DHB or agency during the readiness, response, and recovery phase.

If a statutory agency (e.g. the Canterbury Earthquake Recovery Authority) is established by Government, the coordination role may be taken by that agency, during the recovery phase.

#### Reporting line

The Psychosocial Support Coordinator reports to the CDEM Group Welfare Manager in the Emergency Coordination Centre (ECC), and to the Director, Emergency Management at the Ministry of Health.

#### Role of the psychosocial support coordinator

The Psychosocial Support Coordinator is responsible for ensuring that the tasks described in the following sections are carried out (rather than carrying them out themselves):

- 10.3 [Reduction and readiness](#) on page 127
- 10.4 [Response](#) on page 132, and
- 10.5 [Recovery](#) on page 132.

## **The Psychosocial Support Team**

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The Psychosocial Support Coordinator should assemble a team to help them complete readiness tasks, and to perform key roles during response and recovery.

A pool of people may need to be identified and trained so that team members can be rostered appropriately during response and recovery.

Members of the psychosocial support team, including the Psychosocial Support Coordinator, need to have:

- an overall understanding of the nature, scope and principles of psychosocial support, throughout reduction, readiness, response and recovery
- familiarity with the CDEM framework, systems and structures
- familiarity with local support agency structures and processes, and their ability to deliver or contribute to psychosocial support
- an ability to work with people
- good organisational skills, and
- the ability to manage people and resources in high-stress situations.

## **Key psychosocial support roles in response and recovery**

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The following key psychosocial support roles may, in small-scale emergencies, be carried out by the Psychosocial Support Coordinator. As the scale of the response increases, the following roles may need to be delegated to other members of the psychosocial support team.

**Liaison** Liaison is responsible for managing organisations and individuals who offer psychosocial support services. Depending on the scale of the response, there may be several people in this role, at different locations.

**Psychosocial Recovery Coordinator** A separate Psychosocial Recovery Coordinator may need to be appointed to lead the long to medium-term psychosocial recovery process.

## **Psychosocial support delivery locations**

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**Response locations** During response, Psychosocial Support Coordinators and liaison staff may be based at DHBs, coordination centres, CDCs, health centres or other sites, depending on the circumstances.

During recovery, psychosocial support personnel may be based at recovery offices.

## 10.2.4 Psychosocial support partners

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The psychosocial support team is expected to work within established systems used in CDEM. The team will need to work with CDEM Groups (including local authorities) community-based organisations, and non-government organisations. These arrangements may be used to support any lead agency in managing an emergency.

Relationships with partner agencies need to be well developed and maintained prior to an emergency.

### Internal partners

Internal partners within a DHB include:

- the Public Health Medical Officer of Health, and
- the DHB Incident Management Team (IMT) which includes key representatives from emergency services and support agencies.

### External partners

External partners include:

- emergency services
- iwi organisations
- hapū and iwi Māori, and marae communities
- Māori health providers
- funded community-based organisations and voluntary community groups, including (but not limited to):
  - faith-based groups
  - culturally and linguistically diverse (CALD) community groups
  - service organisations
  - groups supporting vulnerable people, and people with disabilities (including those for whānau/families), and
  - rural support networks, providers, or groups.

## Key support agencies and activities

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Table 13 on the next page shows the agencies that provide key support to the psychosocial support sub-function, at national and/or regional levels, and across readiness, response, and recovery.

Table 13 Key support agencies and activities

Organisation	Readiness	Response	Recovery
Ministry of Health (national level)	<p>Provide clear and consistent advice to DHBs regarding expectations, roles and responsibilities in psychosocial support in an emergency.</p> <p>Work with DHB emergency management teams and others (e.g. public health, managers of mental health services) to ensure arrangements are agreed for the provision of psychosocial support.</p> <p>Provide and revise national psychosocial guidance.</p>	<p>Establish a national health coordination centre and operate a psychosocial subgroup, working with DHBs.</p> <p>Provide technical and clinical advice.</p> <p>Commission and coordinate national resources.</p> <p>Provide coordination and leadership to DHBs and national agencies.</p> <p>Provide the required health services through funding, planning, and service provision, including contracting organisations.</p> <p>Establish a national reference group to provide oversight of psychosocial framework, as required.</p>	<p>Work with DHBs and other agencies throughout recovery period as necessary.</p> <p><b>Note:</b> the coordination of recovery may be led by a new agency in some emergencies (e.g. the Canterbury Earthquake Recovery Authority).</p>
District health boards (regional and local levels)	<p>Ensure well-developed Coordinated Incident Management System (CIMS) structure, including the provision for psychosocial support.</p> <p>Establish local teams and ensure relationships are in place to provide for psychosocial support in an emergency.</p> <p>Ensure local plans identify vulnerable clients/groups.</p> <p>Ensure plans include strategies to manage changes in demand over recovery period (5-10 years).</p> <p>Services (including primary health organisations) need to be prepared for fluctuations in demand (not simply for increased service) following an emergency.</p>	<p>Establish the psychosocial support sub-function within CIMS structure.</p> <p>Provide immediate response as required.</p> <p>Coordinate the response of other/support agencies.</p>	<p>Develop medium to long-term recovery plans with other/support agencies.</p> <p>Adapt services to support recovery as required.</p>

Organisation	Readiness	Response	Recovery
New Zealand Red Cross (national and regional levels)	<p>Provide training and support for response teams (19 volunteer response teams with training in psychological first aid).</p> <p>Psychosocial recovery training available for individuals, agencies and communities working in recovery.</p> <p>Support for people bereaved in an emergency.</p>	<p>Participate in outreach assessments and psychological first aid, including referral for individuals needing further support as required.</p> <p>Provide psychosocial recovery public information sessions.</p> <p>Contribute to public messaging.</p> <p>Provide additional psychological first aid training as required.</p>	<p>Provide ongoing local support as required including training, particularly for psychological first aid.</p>
Victim Support (national and regional levels)	<p>Maintain workforce training and capacity within regions.</p> <p>Volunteer workforce trained for immediate response, including referrals.</p>	<p>Provide immediate and/or ongoing support for victims as required.</p> <p>Assess the immediate needs for trained support workers to respond to the scene of an incident, or if the needs for victims are more relevant in the recovery phase.</p>	<p>Continue response activities throughout the recovery phase as required.</p>
The Salvation Army (national and regional levels)	<p>Maintain workforce training and capacity within regions.</p> <p>Volunteer workforce trained for immediate response, including referrals.</p>	<p>Provide support workers immediately. Internal support also available.</p>	<p>Support to be determined once consequences of the emergency have been assessed.</p>
Te Puni Kōkiri (national and regional levels)	<p>Maintain capacity within regions.</p> <p>Establish and maintain networks with key stakeholder groups, including local iwi, to support response as required.</p>	<p>Contribution as part of local response, particularly in terms of ensuring the needs of iwi, hapū and whānau are identified and met.</p>	<p>Ongoing participation in local recovery.</p>

Organisation	Readiness	Response	Recovery
Ministry for Primary Industries (national and regional levels)	Establish and maintain networks with key stakeholder groups to provide response as required, for example, contracts with Rural Support Trusts. Chair and coordinate the National Adverse Event Committee (NAEC).	Activate National Adverse Events Committee (NAEC). Ensure regional and local rural networks are activated and operating under the coordination of the psychosocial subgroup led by DHBs.	Ongoing local support and participation in recovery through Rural Support Trusts, and other rural psychosocial support providers (e.g. Rural Women New Zealand). Establish Agricultural Recovery Facilitator(s) where necessary, to coordinate across rural agencies' activities on farms and with primary sector producers.
Ministry of Education (national and regional levels) and schools (local level)	Ensure Traumatic Incident (TI) teams are in place. Train TI teams. Ensure schools have plans in place to respond to emergencies.	Deploy TI teams as necessary. Support schools and school communities.	Work with other agencies as required to support recovery process.
Ministry of Social Development (MSD) (national and regional levels)	Establish networks and maintain readiness Build capacity and capability through provider and community leadership development at a local level. Ensure networks in place with key stakeholder groups to provide a response as required. Ensure MSD infrastructure, plans and processes are in place which can be implemented as required in an emergency situation.	To facilitate access to psychosocial support providers by providing information and resources to help individuals, families, whānau, and communities.	Continue response activities throughout the recovery phase as required, including transitioning recovery support processes into business as usual.

**Community based organisations**

Community based organisations and networks play a key role in assisting affected people to connect with social support services in their communities during and following an emergency.

### Further support from key partners

Table 14 shows the key partner agencies who may provide further support to the psychosocial support sub-function.

Table 14 Further support from key partners

Organisation	Readiness	Response	Recovery
Save the Children NZ	<p>Ensure staff are trained to set up Child Friendly Spaces during and after emergencies.</p> <p>Child Friendly Spaces kits established.</p> <p>Maintain trained staff and other resources.</p> <p>Work with local agencies as required.</p> <p>Develop and maintain links with NZ Red Cross.</p>	<p>Provision of programmes in Child Friendly Spaces during and after emergencies.</p>	<p>Provide advice and assistance to other organisations and deliver resilience programmes to children and caregivers (e.g. Journey of Hope).</p>



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

### Awareness of contribution to psychosocial support

Organisations working in the CDEM environment need to be made aware of the ways in which they contribute to psychosocial support.

The ways in which other welfare services are delivered can be important in supporting psychosocial response and recovery. For example, the ways in which the welfare registration and needs assessment sub-functions are undertaken can:

- assist in identifying people in need of urgent or further support
- facilitate an early and effective response, and
- reduce long-term psychosocial distress.

## Managing volunteered psychosocial services

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While spontaneous volunteers may have roles to play in psychosocial support, only trained volunteers should be used for the delivery of specialised psychosocial support services.

The immediate response to an emergency may attract groups or individuals offering a range of psychosocial support services. These services are often offered as 'counselling' for individuals distressed as a result of the emergency.

Any psychosocial outreach, screening, or intervention programmes for people affected by an emergency should conform to current professional practice and ethical standards, and be delivered by trained and vetted volunteers (e.g. psychological first aid delivered by New Zealand Red Cross personnel).

The use of ineffective or unsafe techniques should be discouraged. Expertise in delivering services is vital. A number of interventions – including large-scale education, early forms of support, and more specialist mental health interventions – all have the potential to do unintended harm.

See the *Volunteer Coordination in CDEM Director's Guideline [DGL 15/13]* for more information, which is available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz).



### 10.2.5 Relevant legislation

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There are several pieces of legislation that CDEM Groups/local authorities need to comply with when they are working with psychosocial support agencies, including:

- *Health and Safety in Employment Act 1992*
- *Employment Relations Act 2000*
- *Human Rights Act 1993*
- *Vulnerable Children Act 2014*
- *Accident Compensation Act 2001*
- *Privacy Act 1993*:
  - *Health Information Privacy Code 1994* (in relation to health agencies), and
  - *Civil Defence National Emergencies (Information Sharing) Code 2013*.

## 10.3 Reduction and readiness

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### Risk

Risk to psychosocial wellbeing may be impacted on by a number of risk factors, some of which can be managed or reduced. Other factors may not be able to be reduced, but will inform the nature of response and recovery. Examples of factors that may increase the risk of delayed psychosocial recovery include:

- socio-economic factors
- major property damage
- low levels of social and personal support
- physical injury (including the perception of risk to life during the emergency)
- exposure to mass violence
- ongoing financial pressure
- human factors relating to the emergency (e.g. neglect, attribution of blame)
- breakdown of social networks and social support
- past and current mental health or addiction problems, and
- other stressful events, not necessarily related to the emergency.

### Vulnerability

Little is known about how these risk factors combine, and why some people in similar situations are more at risk of delayed psychosocial recovery than others.

In assessing risk and planning for the reduction of risk, it is important not to assume that a particular population group is inherently more vulnerable, unless there is evidence to support this. Even where a group is vulnerable in terms of their psychosocial wellbeing, this needs to be considered in light of protective factors and resilience (community, family/whānau and individual).

Protective factors include:

- being prepared for an emergency
- strong family and community networks, and
- access to information on coping.

**Vulnerable groups**

Vulnerable groups include:

- children: particularly where there is a high level of distress in other family members
- health workers and other response workers, particularly those who have a high level of exposure to traumatic events
- older adults, if they are isolated from their usual networks and support.
- people with disabilities living alone or in supported accommodation
- people living with mental illness (including addictions) who are unable to access treatment or who are socially isolated
- people for whom English is not a primary language, and
- people who have recently moved into an area and do not have social support networks in place.

**At risk communities**

Particular communities within the population may be at increased risk for poor psychosocial recovery. For example, Māori and Pacific peoples generally have poorer health outcomes than the rest of the New Zealand population. This could be factored into planning for risk reduction and readiness, particularly for pandemic planning.

### 10.3.1 Readiness

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Effective community preparedness for an emergency contributes significantly to the resilience of a community and enhances psychosocial recovery.

#### **Initial preparation**

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The following psychosocial support tasks are to be carried out **before** an emergency.

**Gathering local area information**

One of the responsibilities of the Psychosocial Support Coordinator is gathering information that will help develop their processes for use in an emergency. This includes developing an understanding of:

- networks that exist in communities, and
- local background facts, including demographics that may identify population groups that may require additional or targeted psychosocial response during or following an emergency.

The views of Māori, culturally and linguistically diverse (CALD) communities and people with disabilities and their families and whānau must be included. Communities should be encouraged to identify their strengths as well as potential vulnerabilities.

Understanding  
CDEM structures  
and processes

The Psychosocial Support Coordinator needs to have an understanding of:

- CIMS
- the Welfare and other related CIMS functions such as Public Information Management (PIM), Operations and Logistics
- CDEM Groups, including local-level CDEM:
- Welfare Coordination Groups (WCGs) and local welfare committees
- CDEM Group and local plans including welfare plans, and
- public education programmes and volunteer coordination programmes.

Risk identification  
and management

The provision of psychosocial support following an emergency can present risks for those operating in an unstable physical environment. The level of risk depends on variables such as the nature of work, the environment in which the work takes place, and the systems that are in place to guide those working in that environment.

This is particularly important given that people involved in activities that are part of a psychosocial response will be volunteers, both trained and spontaneous.

Organisations working with the Psychosocial Support Coordinator need to have risk management plans in place. In identifying risks, ensure that systems are in place to manage the psychological impact on people providing psychosocial support, particularly immediately following an emergency.

Readiness  
assessments

Each DHB will need to conduct an assessment to consider:

- the activities to be undertaken prior to an emergency (reduction and readiness)
- the provision of psychosocial support in an emergency (response)
- how this can best be led
- which agencies, groups and organisations need to be part of a local psychosocial response, and
- the processes that need to be in place for managing medium to long term psychosocial recovery.

## Capability and capacity

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Readiness includes preparation to ensure that:

- agencies able to contribute to psychosocial support are identified and relationships developed to enable a coordinated response during and following an emergency
- there are sufficient and appropriate agencies to facilitate a psychosocial response during and following an emergency, and
- training needs are identified and training put in place.

DHB Psychosocial Support Coordinators should ensure that members of the organisations listed in key support agencies for psychosocial support are included in their psychosocial teams. This should include identifying the strengths and resources of each agency, as well as the networks those agencies have in place.

## Fostering relationships

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Although DHBs are responsible for coordinating psychosocial support at regional and local levels in an emergency, this cannot be undertaken in isolation. Relationships need to be in place with key support agencies and organisations.

## Community networks

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Because resilient communities contribute to psychosocial recovery, the Psychosocial Support Coordinator should ensure that community networks are engaged throughout the readiness process. These should include local iwi Māori networks and other CALD community groups reflected in local populations, as well as representatives of isolated or remote rural communities and people with disabilities.

Psychosocial support is reliant on helping communities and people to help themselves by means of basic support and by normalising the variety of responses that occur.

## Training and exercises

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CDEM training at national, regional, and local levels should include an understanding of psychosocial support.

Training should identify core competencies, including:

- understanding of the principles of psychosocial support
- coordination roles and responsibilities
- cultural competency and awareness, and
- disability awareness and equity.

- Exercise programmes** CDEM exercise programmes should include a psychosocial support component. This will help embed the principles of psychosocial support into all aspects of emergency management, rather than it being perceived as an unrelated activity.
- Staff wellbeing** Training and readiness activities should also include the establishment of systems to safeguard the wellbeing of staff involved in responding to emergencies.

### Readiness activities for psychosocial recovery

Readiness activities for psychosocial recovery include:

- psychosocial recovery planning
- training and exercising
- public education and PIM
- business continuity planning, and
- increasing community capacity and capability.



Table 15 is adapted from the Ministry of Health guideline, *Planning for Individual and Community Recovery in an Emergency Event: Principles for psychosocial support (2007)*, available at [www.health.govt.nz](http://www.health.govt.nz) (search for 'planning for community recovery')

It sets out examples of activities agencies can engage in as part of readiness for psychosocial recovery.

Table 15 Readiness activities for psychosocial recovery

		National actions	Local and regional actions	Other agency actions
Readiness phase	Communication and liaison	Develop and distribute information about how people react to emergencies, including information about recovery times, where to seek help, how to self-help etc. Liaise and coordinate with stakeholders to develop relationships in anticipation of an emergency.	Link with and engage in training with stakeholder agencies to develop community and organisational readiness (including local iwi and hapū). Develop public education including web-based resources. Form relationships with groups that may be considered vulnerable.	Identify extra resources that may be needed by vulnerable client groups during an emergency. Aim to work in synergy with the CDEM Group/local authority. Have input to the CDEM Group through the DHB Psychosocial Support Coordinator.

## 10.4 Response

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Response involves ensuring that agencies work together to deliver services that contribute to psychosocial support and reduce any long-term negative psychosocial impacts on communities, family, whānau, and individuals.

The aim of psychosocial support during response is to ensure that assistance and support is directed towards the provision of basic physical needs, family reunification, restoring social/community connections and recognising and supporting resilience.

### Initial response

After an emergency, psychosocial recovery is closely related to having basic needs met (including safety, shelter, and appropriate medical intervention for any injuries). Even in an emergency that does not include major disruption or loss of life, immediate basic needs are likely to be most pressing.

Activities that take place during the immediate response to an emergency often form the basis of effective psychosocial recovery. At the early stages of the response, this may not be through separate activities, but through the ways in which services are delivered. For example, keeping families together when providing emergency or temporary housing, enabling children to have safe spaces in which to play and maintaining good communication with individuals and communities, all contribute to enhanced recovery.

### Transition to recovery

There is not necessarily a defined interval after which psychosocial response becomes psychosocial recovery. Psychosocial support is provided as a continuum throughout response and recovery, with services changing to meet needs.

The effectiveness of response at all levels will contribute to recovery.

## 10.5 Recovery

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Recovery is closely related to response, but continues for an indeterminate period following the end of a formal response, or over a transition period from response to recovery.

Psychosocial recovery involves all members of the community and can be long-term, but continues on average for 3-5 years following a major emergency. The additional impacts of an aftershock sequence following a major earthquake for example, or repeated weather-related emergencies, are likely to extend the recovery period.

Psychosocial  
recovery activities

Psychosocial recovery activities may include:

- implementing a 'whole of community' recovery plan (developed during readiness)
- developing a recovery plan for specific communities affected by an emergency
- developing processes to maintain the wellbeing of staff who may themselves be affected by the emergency
- allocating responsibilities and clarifying reporting lines for the delivery of psychosocial recovery activities, and
- identifying funding sources that may assist in developing resources for psychosocial recovery.

Ongoing roles  
and  
responsibilities

As the length of the recovery period following an emergency is indefinite, DHB(s) leading psychosocial recovery will need to continue to determine the ongoing roles and responsibilities of other agencies leading or supporting key aspects of the psychosocial recovery process.

Leadership

A steering group or other governing body may be required to

- guide the recovery process
- identify issues as they emerge
- ensure timely and accurate reporting to the Ministry of Health and other government agencies, and
- maintain the momentum of the recovery process.

Because psychosocial recovery is so closely related to other aspects of recovery, the governing body should ensure that links are formed with key agencies directly involved in the wider recovery process.

## Section 11 Household goods and services

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This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 11.1 Introduction

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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.

Household goods and services provision may also assist with the support of people in a CDC.

#### Definition of basic goods and services

Basic household goods and services include food, water, clothing, bedding, and other items or services necessary for warmth, cleaning, preparing food, or general health and hygiene. They are only needed if normal providers are unavailable, unsuitable, or unable to meet demand, for example:

- shops are closed or supply chains for delivery of goods are affected
- electricity is unavailable or unreliable, or
- water/sewerage systems are unavailable or otherwise unreliable.

Basic household goods and services may be required by people who are:

- isolated from normal goods or service providers as a result of the emergency, or
- unable to make purchases themselves because usual payment methods or services are unavailable (internet, Eftpos, automatic teller machines (ATMs) etc).

Basic household goods and services are provided until other methods of supply can be put in place (e.g. local businesses resume and/or usual payment options are available).

#### Agency responsible

MCDEM and CDEM Groups (including local authorities) are the agencies responsible for providing advice and coordinating the provision of household goods and services and other essential items (including food, water, groceries, medication, cooking fuel, clothing, bedding, sanitation and pet food).

At a **national level**, the focus is on ensuring that appropriate mechanisms exist to enable the coordination and provision of advice to those organisations that are responding to affected communities.

At the **CDEM Group level**, CDEM Groups are responsible for planning and coordinating the provision of household goods and services and other essential items to people who are either displaced or sheltering in place as a result of an emergency.

**Support agencies** At the national and CDEM Group levels the agencies shown in Table 16 may be required to coordinate advice and assistance, or provide specific services.

Table 16 Support agencies for the household goods and services sub-function

Agency	Level	Support
Ministry of Health	National	To provide advice on health considerations and ongoing healthcare provisions.
District Health Boards (DHBs)	Regional and Local	To provide medication and other items to support primary care, pharmacies and Public Health Units. To provide advice, resources and services for affected communities.
Public Health Units (PHUs)	Regional and Local	To provide advice (including safety of water) and public health services (supported by local authority Environmental Health Officers) to the health and CDEM sectors and affected communities.
Local authorities	Regional and local	To procure and coordinate the distribution of household goods and services. Environmental Health Officers to provide advice (including safety of water) and public health services (in support of Public Health Units) to the health and CDEM sectors and affected communities.
Ministry for Primary Industries	National and regional	To provide advice on food safety.
New Zealand Defence Force	National	To provide advice on the coordination, provision and distribution of water, food and other essential items (including sanitation facilities).
	Regional	To support the provision and distribution of water, food and other essential items (including sanitation facilities).
New Zealand Food & Grocery Council Incorporated	National and regional	To provide advice on the provision and distribution of food, bottled drinking water, and grocery items.
New Zealand Red Cross	National	To provide advice on the distribution of water, food and other essential items.
	Regional	To support the distribution of household goods and services.
Salvation Army	National	To support the distribution of household goods and services, especially food, clothing, and furnishings.
	Regional	To support the distribution of household goods and services, especially food, clothing and furnishings.
Local community organisations	Local	To support the provision and distribution of household goods and services in line with local planning arrangements.
Local businesses	Local	To support the provision and distribution of household goods and services in line with local planning arrangements.

**Further support** Support may also be provided by any other government agency or non-government organisation than can provide relevant advice or information. CDEM Groups/local authorities may collaborate with other agencies and organisations on the provision of household goods and services at the local and regional level, as shown in Table 17.

Table 17 Further support for household goods and services

Agency	Nature of collaboration
Ministry of Social Development	To understand the needs of those affected to ensure that they are met through the most appropriate channel, avoiding duplication of services and assistance.

## 11.2 Principles

The household goods and services sub-function is based on the following principles:

1. Basic household goods and services are only provided when normal providers or supplies are unavailable, unsuitable, or unable to meet demand.
2. The delivery of household goods and services relies on strong relationships with the community, and a clear understanding of community needs and networks.
3. The delivery of household goods and services must take into account the requirements of all community members and groups, including cultural, religious, and dietary requirements.
4. Food that is provided as part of household goods and services is nutritious and balanced, having regard to family makeup (including age).
5. Cooperative and collaborative relationships across welfare services agencies and coordination centre functions (including collaborative planning and agreement on delivery arrangements) are vital for ensuring:
  - a. minimal disruption to communities
  - b. the communities' needs are met.
6. The provision of basic household goods and services supports community resilience and recovery.
7. Encouraging communities to prepare prior to emergencies helps to empower communities to self-respond, and improves community resilience during response and recovery.

## 11.3 Types of basic goods and services

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### Goods

Goods include:

- water (separate supplies for drinking and washing)
- food and grocery items, including infant food and feeding equipment and pet food
- clothing, including footwear (appropriate to climatic conditions and cultural practices)
- bedding and blankets
- cooking and eating utensils
- fuel (cooking and heating)
- medication
- cleaning and sanitary products (e.g. bathing and laundry soap, disinfectant, menstrual hygiene products, disposable nappies for infants, incontinence products), and
- equipment or temporary facilities for sanitation (portable toilets or shower units).

Items to meet personal hygiene needs should be supported by appropriate hygiene promotion activities and information.

### Services

Services include:

- procurement
- distribution
- sanitation:
  - maintenance of sanitation units
  - disposal of waste (waste water, solid waste), and
  - desludging.

## 11.4 Planning considerations

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### Key requirements

This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69 for information on key requirements to be considered when planning for household goods and services, including fundamental rights and humanitarian care.

See also Appendix H [Accessibility](#) on page 225.

### Donated goods

Donated goods are not considered part of the household goods and services sub function. Donations of goods are discouraged in favour of financial donations. However, donation of services (such as delivery, trade services, and access to facilities) may be of benefit to the response.

The management of unsolicited donated goods can interfere with the response effort, waste time and resources, create negative public relations, and hinder longer-term recovery efforts.

CDEM Groups/local authorities should have arrangements in place, including partnerships with other agencies, to manage any donated goods.

Refer to the *Donated Goods Management Planning: Best Practice Guide* [BPG2/06] to assist CDEM Groups/local authorities to plan for the management of donated goods after an emergency.



### Needs assessment

Through the needs assessment sub-function, the Welfare function is responsible for assessing the need for household goods and services, and advising the Logistics function and lifeline utilities coordination of:

- the goods and services required
- the quantities required
- the location(s) for delivery, and
- any special requirements.

See Section 7 [Needs assessment](#) on page 81 for more information.

### Logistics – procurement, transport and distribution

The procurement and distribution of household goods and services should be planned by the Logistics function in the coordination centre in conjunction with lifeline utilities coordination and the Welfare function.

Procurement of items, transport, and distribution should be undertaken using the logistics arrangements of the CDEM Group.

Local providers should be used in the first instance to support local businesses, before considering outsourcing.

Provision of some household goods and services will be via the Welfare function. This will be determined during the task planning process.

Refer to the *Logistics in CDEM Director's Guideline for CDEM Groups* [DGL 17/15] for more information on procurement and transport. This is available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'logistics in CDEM DGL').



### Financial

Many of the items included as household goods and services are likely to be recoverable under the reimbursement process for response costs. An accurate record of what was spent and where support was delivered will be required to substantiate the claim.

Costs for the care of displaced people may be recoverable by local authorities. Refer to the *National CDEM Plan 2015* and the *Logistics in CDEM Director's Guideline for CDEM Groups* [DGL 17/15] regarding the reimbursement process and a description of appropriate costs.



## Food safety

In an emergency it is important that people keep their food safe from contamination to avoid becoming ill.

Normal household services and facilities such as water supply, waste disposal, and refrigeration may break down after an emergency, and may pose a health risk. Food and water are easily contaminated and loss of electricity means food may also spoil quickly.

Information on food safety will, in the first instance, come from local authorities and MPI during an emergency. Information on water safety in the first instance will come from local authorities and PHUs.

More information is available on the Ministry of Primary Industries' website: [www.mpi.govt.nz](http://www.mpi.govt.nz).



## Infant feeding in an emergency

Where parents and caregivers do not have their own supplies, CDEM Groups/local authorities are responsible for providing the community's infant feeding supplies during an emergency. DHB emergency management staff have a key role in ensuring infant feeding needs are addressed in CDEM Groups' planning.

The Ministry of Health's *Guide for DHB Emergency Management Staff: Infant Feeding in an Emergency (for babies aged 0-12 months)* provides DHB emergency management staff with information to assist in planning and responding to infant feeding needs in an emergency. This guide should be read in conjunction with the Ministry of Health's related documents:

- *Position Statement: Infant Feeding in an Emergency (for babies aged 0-12 months)*
- *Roles and Responsibilities: Infant Feeding in an Emergency (for babies aged 0-12 months)*
- *Consumer resource: Feeding your Baby in an Emergency (for babies aged 0-12 months)*
- *National Health Emergency Plan.*

These documents are available on the Ministry of Health website [www.health.govt.nz](http://www.health.govt.nz).



Health  
considerations

The Ministry of Health, DHBs, and PHUs have a responsibility for providing timely, accurate, and relevant advice to communities affected by the emergency, while maintaining services to the best of their ability.

However, during emergencies, the capacity and capability of health-related services may be severely impacted. For example:

- usual facilities and infrastructure may be disrupted or unavailable
- particular medications or medical aids may be in short supply
- people that are sheltering in place, or are displaced, may not have access to their regular health and disability services, or their medication, or
- accessing medical or prescription records may be difficult.

Community members need to be informed of and prepare for these possibilities, especially for protracted emergencies. This will lessen the burden on the health sector, and allow them to provide more essential services to those in most urgent need.

Pandemic



Welfare provision in a pandemic will follow the same guidelines as for any other response.

For more information, refer to *Ministry of Health New Zealand Influenza Pandemic Plan: A framework for action*, available at [www.health.govt.nz](http://www.health.govt.nz) (search for 'influenza pandemic plan').

## 11.5 Reduction and readiness

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The following considerations (next page) will assist in developing household goods and services planning and provision.

### Risk assessment

Hazard and risk assessments should identify consequences of hazards in CDEM Group/local authority areas that need to be managed. When the consequences of an emergency include people who have been displaced or who are sheltering in place, a good understanding of the following is required:

- nature of the hazard that may cause people to be displaced and the implications of the hazard on reaching and/or providing for those communities
- state of local lifeline utilities and the implications on shelter, nutrition, water and sanitation
- state of the fast moving consumer goods (FMCG) sector and any potential impediments for the distribution of goods
- locations/areas from where people are likely to be displaced and the nearby potential shelter/accommodation facilities
- numbers of people likely to be affected by an emergency
- demographics of the population (including vulnerable communities) and any likely requirements regarding household goods and services, and
- high-risk facilities located in the area that are likely to be affected by an emergency (e.g. rest homes, hospitals, schools, prisons).

### Roles and responsibilities

The role of the household goods and services sub-function is to ensure that there is effective engagement by participating agencies, and that household goods and services planning is integrated across all agencies.

It is important to ensure that specific roles and responsibilities are described clearly and assigned to appropriate organisations/agencies.

### Plan and process development

Develop arrangements that ensure that each organisation understands:

- specifically what will be provided
- where the critical risks and vulnerabilities are, and where areas of increased capacity exist (e.g. community response plans)
- how provision will be sustained in difficult circumstances
- how provision might be affected by scale (i.e. where capacity to provide might be exceeded)
- how provision will be monitored and adapted to meet potential changes (align with needs assessment sub-function), and
- what reporting requirements exist, or may exist in the future (align with needs assessment sub-function).

See Section 7 [Needs assessment](#) on page 81.

Capacity and capability

Planning should consider and describe arrangements that ensure:

- that the appropriate resources required to coordinate and deliver provision for the household goods and services sub function are identified for each organisation/agency, and
- appropriate training and exercising opportunities are identified for organisations to collectively test the effectiveness of plans for the provision of household goods and services.

Business continuity

Consider the following continuity issues when planning:

- how an agreement to provide services (e.g. with a supermarket) impacts on a supplier's own ability to manage its business continuity – for example where FMCG are affected, and
- how continuity planning for the household goods and services sub-function addresses impacts on identified suppliers (i.e. what is the alternative if a provider cannot meet the agreement).

Community arrangements

Planning should acknowledge existing community arrangements that can facilitate the delivery of household goods and services, including:

- community response planning
- community networks, and
- community-based organisations.

## 11.6 Response and recovery

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The nature of the emergency may influence the types of household goods and services as well as the payment and delivery methods employed.

Consideration should be given to the following:

- assessment of the need:
  - face to face
  - over the phone
  - online (if available)
- purchasing and paying for the products:
  - by the CDEM Group/local authority
  - by the individual (online or over the phone)
- delivering the products:
  - by the CDEM Group/local authority
  - by commercial provider (e.g. the vendor or courier), or
  - by the individual.

Aligning with other functions

The delivery of household goods and services should be aligned with the needs assessment sub-function and other functions, including:

- Public Information Management (PIM) – consistent messaging/advice
- Logistics:
  - procurement of goods and services
  - distribution/collection of goods and services
- needs assessment sub-function – ongoing assessment of need (have needs been met? Closing the needs assessment loop)
- coordination centre (via Welfare Manager):
  - reporting and updating on the situation, and
  - contribution to the welfare component of an Action Plan.



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

## 11.7 Templates

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Appendix J [Household goods and services – templates](#) on page 243 includes:

- [Items eligible for cost reimbursement](#) on page 243, and
- [Example grocery list](#) on page 244.

These may be used to prepare information and procedures for agencies involved in the household goods and services sub-function.

## Section 12 Shelter and accommodation

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This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 12.1 Introduction

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The provision of shelter and accommodation is for people who have to leave their homes as a result of an emergency (displaced people).

Sheltering in place (remaining in usual place of residence or home), when possible and safe to do so, is best practice, and the preferred option when providing this welfare service.

People affected by an emergency should only be sheltered or accommodated elsewhere when it is impractical or unsafe for them to remain in their own home.

#### 12.1.1 Categories

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The shelter and accommodation sub-function is divided into the following categories:

- shelter
- emergency accommodation, and
- temporary accommodation.

##### Shelter

Shelter is provided, usually in a communal facility – possibly but not necessarily a pre-designated CDC – for a few hours to **only a few days**, to protect displaced people from the elements and danger (some basic welfare services may be provided at this facility).

##### Emergency accommodation

Emergency accommodation is provided to displaced people who cannot return to their homes for short periods, generally a few days and **no more than about two weeks**.

##### Temporary accommodation

Temporary accommodation is provided to displaced people who cannot return to their homes **for a prolonged period** (generally several weeks, months, or possibly, years).

##### Timing

Shelter and emergency accommodation address the more immediate needs of people affected by the emergency. Temporary accommodation addresses ongoing need, and may not be required at all, or until the later part of response. Temporary accommodation may continue into recovery.

### 12.1.2 Agencies responsible

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	<p>MCDEM and the Ministry of Business, Innovation and Employment (MBIE) co-lead the shelter and accommodation sub-function.</p>
Shelter and emergency accommodation	<p>At the national level, MCDEM is the agency responsible agency for providing advice and coordinating the provision of shelter and emergency accommodation.</p> <p>CDEM Groups (including local authorities) are responsible for planning and coordinating the provision of shelter and emergency accommodation at the CDEM Group or local level. CDEM Groups/local authorities are to:</p> <ul style="list-style-type: none"> <li>• assess, within their area, the need for shelter and emergency accommodation for displaced people, including displaced people from another region</li> <li>• coordinate the provision of shelter and emergency accommodation within their area for displaced people, including displaced people from another region, and</li> <li>• provide MBIE with advice, information and access to council-controlled temporary accommodation facility options.</li> </ul>
Temporary accommodation	<p>MBIE is the agency responsible for the coordination of the provision of temporary accommodation, in particular:</p> <ul style="list-style-type: none"> <li>• planning in advance for service delivery and technical support systems</li> <li>• gathering and analysing information promptly to ascertain the likely level of temporary accommodation demand, and the most appropriate supply options for the affected populations, and</li> <li>• encouraging operational partnerships at both national and CDEM Group level for successful implementation of temporary accommodation plans.</li> </ul>

### 12.1.3 Roles and responsibilities of agencies responsible

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The agencies responsible for the shelter and accommodation sub-function (MCDEM, CDEM Groups, and MBIE) have numerous roles and responsibilities across the 4Rs.

MCDEM's responsibilities

MCDEM's principal role is to provide advice and coordinate the provision of shelter and emergency accommodation at the national level. To achieve this, MCDEM will:

- establish an adaptable and scalable plan that is ready to activate that describes what MCDEM will do to meet its obligation
- determine in the plan where accountabilities will reside within MCDEM's organisation structure, and who the key personnel will be to approve, deliver, and operationalise the plan
- ensure (through collaborative planning and relationship development) that all agencies understand their roles and responsibilities and the interdependencies with other welfare services sub-functions, enabling cohesive service delivery, and
- ensure there is a pre-prepared communications strategy that explains the support the agency provides.

CDEM Group responsibilities

The principle role of CDEM Groups is to provide advice and coordinate the provision of shelter and emergency accommodation at the CDEM Group level. To achieve this, CDEM Groups will:

- establish an adaptable and scalable plan that is ready to activate that describes what the CDEM Group will do to meet its obligation
- determine in the plan where accountabilities will reside within the CDEM Group organisation structure, and who the key personnel will be to approve, deliver, and operationalise the plan
- develop relationships with agencies with responsibilities in the *National CDEM Plan 2015*, which will allow pre-emergency collaborative planning and forward thinking partnership development so that prescribed roles are coordinated and delivered in a cohesive manner
- develop shelter and emergency accommodation solutions suitable for deployment under varying scales of an emergencies, during an emergency suitable to the region's geography
- understand the hazards and risks specific to the region that might displace people, and
- establish a communication strategy to enable preparation of advice, information, and education collateral for displaced people and key stakeholders.

**Note:** Some costs associated with shelter and emergency accommodation are likely to be recoverable under the reimbursement process for response costs.



Costs for the care of displaced people may be recoverable by local authorities. Refer to the *National CDEM Plan 2015* and the *Logistics in CDEM Director's Guideline for CDEM Groups [DGL 17/15]* regarding the reimbursement process and a description of appropriate costs.

MBIE's  
responsibilities

MBIE's principal role is to coordinate the provision of temporary accommodation at both the national and CDEM Group levels. To achieve this, MBIE will:

- establish a plan that is ready to activate and that describes what MBIE will do to meet its obligation
- ensure the plan takes account of key legislation
- determine in the plan where accountabilities will reside within the MBIE organisation structure, and who the key personnel will be to approve, deliver, and operationalise the plan
- establish a communication strategy in conjunction with MCDEM to enable preparation of advice, information and education collateral for displaced people and key stakeholders
- establish what enterprise technology is required to manage displaced household data and, effectively case manage, track, and report on displaced household status' between arrival into the service and outcomes into temporary accommodation
- develop temporary accommodation solutions suitable for deployment in varying scales of emergency, and in different geographical locations
- ensure the plan is adaptable and scalable
- establish a process that describes how MBIE will secure funding to allow the plan to be activated should an emergency require it
- understand the hazards and risks identified by CDEM Groups that might displace people in their regions
- understand population demographics and the differences between regions
- understand temporary accommodation best practice taking examples from on and off shore
- develop relationships with agencies with responsibilities in the *National CDEM Plan 2015*, which will allow pre-emergency collaborative planning and forward thinking partnership development so that prescribed roles are coordinated and delivered in a cohesive manner
- work closely with the Ministry of Social Development (MSD) who provide the assessment service which will enable fast, accurate, secure dissemination of displaced persons data between agencies, and
- agree with the MSD on what data MBIE requires for collation
- establish a clear activation and termination strategy for the contingency plan.

## 12.1.4 Support agencies

Table 18 lists the agencies who support the shelter and accommodation sub-function, and the kinds of support they provide.

Table 18 Support agencies for the shelter and accommodation sub-function

Agency	Support
CDEM Groups	See previous section.
Local authorities	To provide access to buildings, land and other infrastructure and/or expediting regulatory approvals to ensure timely delivery of temporary accommodation solutions. To deliver shelter and emergency accommodation services.
Housing New Zealand Corporation	To provide MBIE with advice, information and access to Housing New Zealand Corporation temporary accommodation options (buildings and landholdings).
Ministry of Education	To link CDEM Groups/local authorities to appropriate school boards of trustees for advice, information and access to shelter or emergency accommodation options (buildings and landholdings).
Ministry of Health	To link CDEM Groups or MBIE or both to DHBs (through the Public Health Units) for advice and information to manage any environmental health or communicable disease risks to public health associated with shelter, emergency accommodation, and temporary accommodation facilities.
Ministry of Social Development	To determine eligibility for temporary accommodation for displaced persons.
New Zealand Defence Force	To provide MCDEM, CDEM Groups, local authorities, and MBIE with advice, information and access to shelter, emergency accommodation and temporary accommodation options (buildings and landholdings) in accordance with section 9 of the <i>Defence Act 1990</i> .
Te Puni Kōkiri	National and regional offices to provide: <ul style="list-style-type: none"> <li>• advice and assistance to CDEM Groups/local authorities to link to marae that can assist with shelter and emergency accommodation and manaakitanga (care and support)</li> <li>• advice to the Ministry of Social Development so that appropriate assessments of needs are undertaken for temporary accommodation for displaced Māori</li> <li>• advice to MBIE so that appropriate matching and placement case management for temporary accommodation for displaced Māori are undertaken, and</li> <li>• advice and assist MBIE to link with marae and appropriate marae trustees for advice, information and access to marae temporary accommodation options (buildings and landholdings).</li> </ul>
The Salvation Army	To provide CDEM Groups/local authorities with advice, information and access to Salvation Army shelter and emergency accommodation, and to support displaced people living in shelter or emergency accommodation.
Commercial providers	Providing temporary accommodation solutions, e.g. hotel/motel operators, building and construction, and property management services

Agency	Support
Community-based organisations	Assisting with the provision of pastoral care and recovery support services for displaced people seeking or occupying temporary accommodation.

#### Further support

Support may also be provided by any other government agency or non-government or community-based organisation or business that can provide relevant advice, information, or services.

### 12.1.5 Roles and responsibilities of support agencies

All agencies that support this sub-function should:

- establish a plan that is ready to activate that describes the actions required to meet the agency's obligations under the *National CDEM Plan 2015*
- determine in the plan where accountabilities will reside within the agency organisation structure and who the key personnel will be to approve, deliver and operationalise the plan
- ensure the plan is adaptable and scalable
- develop relationships with agencies with responsibilities in the *National CDEM Plan 2015*, which will allow pre-emergency collaborative planning and forward thinking partnership development so that prescribed roles are coordinated and delivered in a cohesive manner
- ensure the integrated public information management plan established by the lead agency is followed, and
- ensure funding is available to allow the plan to be activated.

#### Shelter and accommodation subgroup

MCDEM and MBIE will establish and co-convene a subgroup with membership including all support agencies for the *Shelter and accommodation* sub-function.

The subgroup will convene regularly to plan and undertake other readiness tasks including training, exercising, and monitoring and reviewing.

Collaborative planning and forward thinking partnership development between agencies will enable prescribed roles to be understood, and ensure a state of readiness and coordinated and cohesive response and recovery.

Similar arrangements may be made at the CDEM Group and local levels.

## 12.2 Principles

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The effectiveness of emergency sheltering operations is contingent on realistic pre-emergency planning that involves evaluating community sheltering needs, facilities and resources, as well as capacity development, based on emergency management guidance. Proper planning should also take account of the diverse needs of members of the community based on their age, gender, religion, ethnicity and other factors, including the needs of people with disabilities.

The following principles should be followed when planning for and providing shelter and accommodation:

1. Maintain family and community connections, including:
  - a. keeping families together
  - b. keeping communities together (where possible)
  - c. accommodating people as close as possible to their home/community
  - d. develop measures to avoid moving people numerous times.
2. Consider the needs of displaced people beyond shelter, emergency accommodation or temporary accommodation. Referrals to support agencies should be expected. Support mechanisms may include:
  - a. school/early childhood education centre/play centre/kindergarten
  - b. healthcare and advice – doctor/dentist
  - c. animal welfare
  - d. Plunket/parent groups
  - e. sport/exercise/interest groups
  - f. place of worship/faith-based networks
  - g. cultural groups
  - h. seeking financial assistance.
3. Consider the varying degrees of vulnerability (for example interpreters may be needed to assist with language difficulties) of displaced people.
4. Avoid moving displaced people multiple times. Where possible, move people directly into permanent housing.
5. Ensure that all shelter and accommodation is safe, secure, and as accessible as possible.

### Human rights and minimum standards

All shelter and accommodation solutions for displaced people are required to meet New Zealand's national and international human rights commitments. They are also recommended to meet The Sphere Project minimum standards (see section 12.5.2 [Collaborative planning considerations](#) on page 156 for more information).

## 12.3 Shelter and accommodation options

People affected by emergencies may:

- be able to **shelter in place**, e.g. in their homes or workplaces or other locations, such as hotels (if they are visitors to the area), or
- be **displaced**.

Note that sheltering people in place is best practice. Whether sheltering in place or displaced, people may:

- support themselves, or draw on the support of communities, or
- require support from agencies.

Figure 10 shows some of the options affected people may take, resulting in either displacement or sheltering in place.

**Note:** Pathways may not be linear and will depend on the circumstances of the emergency.

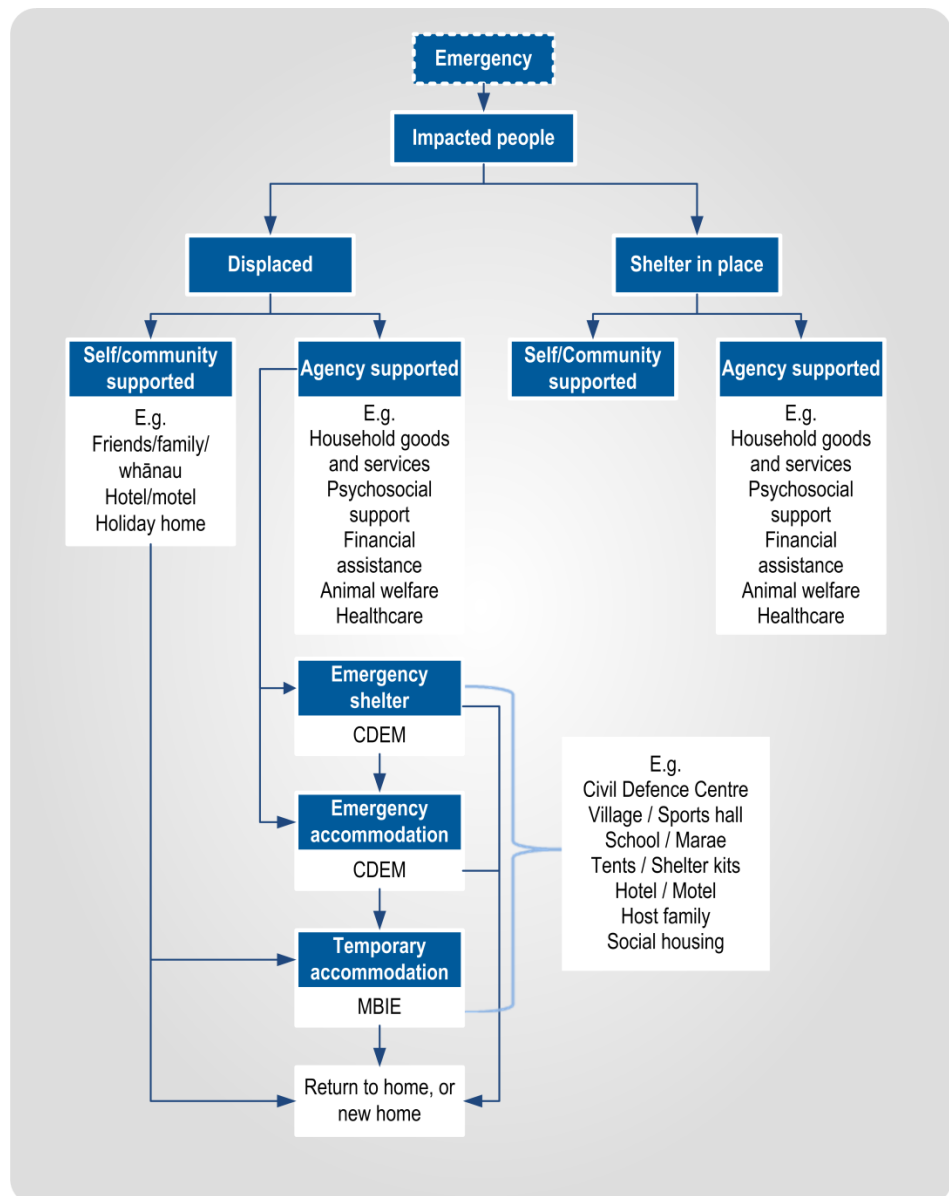


Figure 10 Shelter and accommodation options

### 12.3.1 Sheltering people in place in their home

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People affected by an emergency may choose to (or may be required to) shelter in place in their own homes following an emergency.

People may shelter in place with or without the support of the community, or with agency support if welfare services are required.

#### Pandemic

People may be required to shelter in place in their homes during a pandemic. Welfare provision in a pandemic will follow the same guidelines as for any other response and involves supporting people sheltering in place. Refer to the following documents more information:



- Ministry of Health document: *NZ Influenza Pandemic Action Plan – Information for CDEM Groups* (available at [www.health.govt.nz](http://www.health.govt.nz) – search for ‘influenza pandemic plan’)
- MCDEM document: *Administrative arrangements for welfare support during an influenza pandemic (April 2010)* (available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

### 12.3.2 Displaced people

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The nature of the emergency may lead people to self-evacuate, or people may be ordered to evacuate their location. Both situations will result in people becoming ‘displaced’.

People who have been displaced will need to access emergency shelter. Some will transition into emergency accommodation, and possibly temporary accommodation. See section 12.7.1 [Transition to temporary accommodation](#) on page 161 for more information.

#### Location

People may become displaced from any number of locations in an emergency, depending on their activity at the time. These locations may include their home, place of work, vehicle (if travelling), or a hotel/holiday accommodation.

## ***Emergency shelter***

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An emergency shelter is a place of safety for displaced people. This is a very short-term situation where a displaced person may be located for a few hours (e.g. to shelter safely from a nearby chemical spill or fire) but not longer than a few days.

A CDC may provide emergency shelter. Emergency shelter may also be set up at:

- village, sports or church hall
- community centre
- school
- marae
- club rooms, or
- any facility run by the community.

People may transition from emergency shelter to emergency accommodation.

## ***Emergency accommodation***

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Emergency accommodation is where displaced people may be accommodated for a short period of time during an emergency. Emergency accommodation should be provided for only a few days, to about two weeks. Emergency accommodation may include:

- tents or shelter kits
- marae
- commercial accommodation (hotel or motel)
- campground cabins
- host family
- social housing, and
- educational facilities (hostels, etc).

## ***Temporary accommodation***

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People may transition from emergency accommodation to temporary accommodation.

Temporary accommodation is where displaced people are accommodated for a prolonged period of time. Temporary accommodation could involve the use of existing accommodation options not impacted by the emergency, relocatable accommodation, or built solutions.

### 12.3.3 Support to displaced people, or people sheltering in place

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People affected by an emergency, whether displaced or sheltering in place, should be encouraged to register and have their needs assessed so they can receive the support they need. This support may include:

- psychosocial support (see Section 10 on page 114)
- household goods and services (see Section 11 on page 134)
- financial assistance (see Section 13 on page 162), and
- animal welfare (see Section 14 on page 169).

#### Logistics



Procurement and transport and may be required to deliver this support/these services. The Logistics function will assist with this.

Refer to the *Logistics in CDEM Director's Guideline for CDEM Groups [DGL 17/15]* for more information on procurement and transport. This is available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'logistics in CDEM DGL').

#### Evacuation



See the *Mass Evacuation Planning Director's Guideline for CDEM Groups [DGL 07/08]* for more information about the decision to shelter in place or evacuate. This is available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'mass evacuation planning').

## 12.4 Reduction

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In the shelter and accommodation context, reduction describes measures taken to reduce the chance of people being displaced from residences, and requiring emergency shelter or accommodation.

Reduction is made possible through understanding of natural hazards and their consequences as part of the risk management process.

Consequences that include potential displacement of people

Hazard and risk assessments should identify consequences of hazards in CDEM Group areas that need to be managed. Where these consequences include the potential displacement of people affected by an emergency, a good understanding should be available of the:

- nature of the hazard that may cause people to be displaced and the implications of the hazard on site selection for sheltering/accommodating the affected community
- locations/areas from where people are likely to be displaced and nearby potential shelter/accommodation facilities
- numbers of people likely to be affected by an emergency
- demographics of the population and any likely requirements regarding shelter/accommodation, and
- high risk facilities located in the area that are likely to be affected by an emergency (e.g. rest homes, hospitals, schools, prisons).

Considering measures to reduce risk

Once risk assessment has been undertaken to determine potential shelter and accommodation needs, the potential for measures to reduce risks can then be considered.

## 12.5 Readiness

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The MCDEM and CDEM Group/local authority shelter and emergency accommodation responsibility is essentially a response function, while the MBIE temporary accommodation responsibility is essentially a recovery function.

Regardless, MCDEM, CDEM Groups/local authorities, and MBIE are required to maintain a state of readiness through effective relationships, and regular testing and review of their plans. Effective implementation of their plans will help to reduce the consequences of emergencies on displaced people by supporting focused, timely, and expedited response and recovery.

### 12.5.1 Clarifying and building relationships

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MBIE representation at regional and local level

Relationships with key operational personnel at the national, regional, or local level will need to be established and maintained. Regularity of contact is important for preparedness, and includes:

- participation, as appropriate, in the activities of the National Welfare Coordination Group (NWCG) or Welfare Coordination Group (WCG),
- organising and running exercises with key support agencies to test aspects of their plans and reviewing and updating plans in light of exercise outcomes, and
- the use of electronic communication methods (e.g. telephone, email, video and telephone conferencing) for remote representation.

**Maintaining key contacts**

MCDEM, CDEM Groups/local authorities, and MBIE are required to maintain up-to-date lists of key contacts at the national, CDEM Group, and local levels and provide information about their plans on a regular basis – either through written communications, attending meetings and/or participation in CDEM exercise activities.

**Collaborative decision making and agreement**

MCDEM, CDEM Groups/local authorities, and MBIE are expected to assist with:

- decision-making around which shelter, emergency accommodation, and temporary accommodation options are best in each CDEM Group area
- identifying available and suitable land and buildings to be used for shelter, emergency accommodation and temporary accommodation
- adopting or adapting bylaws or rules to facilitate shelter, emergency accommodation and temporary accommodation provision, and
- ensuring the availability of local services for residents throughout their stays in shelter, emergency accommodation and temporary accommodation.

## 12.5.2 Collaborative planning considerations

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All CDEM Group and local welfare plans (or documented arrangements) should include planning for emergency shelter and emergency accommodation. Plans must include considerations for:

- the visitor sector/tourists; at the national level the MBIE-chaired Visitor Sector Emergency Advisory Group may be able to advise
- understand vulnerabilities and contingencies in place for times when region's accommodation may be at capacity (e.g. concerts and sporting events), and
- working with marae; CDEM Groups and local authorities should build relationships and work with local marae.

### Planning for displaced people

Planning must also address the complex needs of displaced people and connect to a broad range of community based services. The following considerations are examples of planning requirements and should be read in addition to the shelter and accommodation principles:

- nature and magnitude of the emergency (scale of impact on built residential environment)
- number of people affected, displaced or sheltering in place
- community or regional characteristics
- complexity of individual and household needs, including specific requirements (e.g. people with disabilities, and culturally and linguistically diverse community members)
- registration of affected people requiring emergency accommodation
- probable duration of displacement
- availability and functionality (e.g. lifeline utility services) of shelter/emergency accommodation facilities
- use of commercial or non-commercial facilities, large scale accommodation versus family unit accommodation
- shelter and accommodation options for companion animals, and other animal welfare needs
- distance of displacement from usual place of residence/community e.g. to another district/region
- integration with and access to other welfare services
- public information including the location of operating CDCs and/or access to other welfare services, and
- transport.

### Interdependencies with other welfare services

Interdependencies with all other welfare services sub-functions need to be considered in planning.

### 12.5.3 Identifying possible shelter and accommodation facilities

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CDEM Groups/local authorities can work with MBIE to identify the types of facilities in a community that might be suitable for shelter and accommodation.

An assessment of identified facilities will determine suitability for shelter, emergency accommodation or temporary accommodation.

Some facilities may also be identified as suitable for designated CDCs.

## Section 12 Shelter and accommodation

<b>Other agencies' facilities</b>	School boards of trustees, the NZ Defence Force, Te Puni Kōkiri, and The Salvation Army may be able to advise on the availability of their buildings and landholdings, and to make connections with local marae.
<b>Environmental health</b>	CDEM Groups/local authorities and MBIE should work with DHBs (via their Public Health Units) to assess potential facilities regarding any environmental or public health issues.
<b>More information</b>	Appendix G <a href="#">Civil Defence Centre toolkit</a> on page 211 includes checklists, considerations, and other information that applies to identifying possible shelter and accommodation facilities.

### 12.6 Response

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In response, shelter and emergency accommodation:

- are coordinated by the coordination centre (NCCMC, ECC, or EOC) Welfare function, and
- are delivered by CDEM Groups/local authorities at the local level.

Temporary accommodation:

- is coordinated by MBIE at the national level (as required) and may include a deployed temporary accommodation team in the coordination centre, who may be deployed to a CDEM Group area as required, and
- is delivered (under the direction of MBIE) at the local level.

#### Integration

The extent of the services provided at shelters or emergency accommodation should be planned and integrated by the coordination centre Welfare function, and resourced accordingly.

This will involve an integrated, collaborative approach to needs assessment (see Section 7 [Needs assessment](#) on page 81).

**Activation**

The need for shelter and emergency accommodation services may be determined by the needs assessment process, identified by community members or community based organisations, or when evacuation is required.

The decision to activate a shelter and emergency accommodation facility is made by the National Controller, CDEM Group Controller, or Local Controller, upon the advice of the Welfare Manager (at all levels).

Once the relevant Controller authorises the sub-function's activation, the Welfare Manager (at all levels as appropriate) is to inform MBIE (and all agencies that support the shelter and accommodation sub-function):

- if the sub-function is likely to be activated (standby)
- when the sub-function is activated (confirmation).

The Welfare Manager should continue to liaise with MBIE who will advise on accommodation options.

**Note:** This should be included in the welfare component of the Action Plan.

**Community response**

Another avenue of shelter and accommodation activation could be via a decision by local CDEM contacts in a community, where local response plans state that in the absence of any means to contact the CDEM Group or local authority, the community response may set up a centre to receive evacuated persons from within that community.

**12.6.1 Confirming pre-identified facilities are safe**

If establishing emergency shelters or accommodation is required, pre-identified facilities must be assessed and deemed safe and habitable before they are used.



Appendix G [Civil Defence Centre toolkit](#) on page 211 includes checklists, considerations, and other information that may be used to perform a safety and suitability check on shelter and accommodation facilities during response.

**Commercial accommodation**

If utilising commercial accommodation, ensure that contractual arrangements are in place with the property owner/operator and a clear understanding of inclusions, exclusions and other rules, for example:

- meals allowance
- toll calls (landline telephone)
- use of internet
- mini-bar (recommend to remove this from room), and
- property damage or theft.

### Arranging commercial accommodation

Commercial accommodation arrangements should be made by the coordination centre Logistics function, using appropriate means of accountability such as purchase orders, quotes, and invoices.

MBIE may be able to advise and provide information on commercial accommodation options.

Commercial accommodation arrangements may be made:

- by investigating bed availability and making bookings directly with providers
- via a duty hotelier/motelier system, or
- via a travel agent/booking agent.

Block bookings for accommodation may be made by the Logistics function. Accommodation may then be allocated to affected people as needs are identified, e.g. by CDC staff.

## 12.6.2 Record keeping

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Accurate accommodation records must be kept by any agency or organisation that is sheltering or accommodating displaced people. These records include:

- names of the people being accommodated
- address (usual place of residence)
- contact details
- duration of stay
- cost of any accommodation
- cost of any meals provided, and
- cost of any other services (e.g. landline phone calls).

These details should be recorded via the registration and needs assessment processes.

Accurate and detailed data will be required by any local authority in order to claim for reimbursement of costs.



Costs for the care of displaced people may be recoverable by local authorities. Refer to the *National CDEM Plan 2015* and the *Logistics in CDEM Director's Guideline for CDEM Groups [DGL 17/15]* regarding the reimbursement process and a description of appropriate costs.

## 12.6.3 Companion animals

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For the management of companion animals, including Disability Assist Dogs at shelters and emergency accommodation, see Section 14 [Animal welfare](#) on page 169.

## 12.7 Recovery

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Recovery involves the longer term provision of accommodation services to people who have been displaced by an emergency; i.e. temporary accommodation.

### 12.7.1 Transition to temporary accommodation

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In the same way that people may need to move from shelter to emergency accommodation, there may be a requirement for affected people to transition from emergency accommodation to temporary accommodation.

This transition is managed by the coordination centre Welfare function, in conjunction with MBIE (the agency responsible for the coordination of the provision of temporary accommodation).

During response, engagement between the agencies responsible for the shelter and accommodation sub-function (and support agencies) is required to enable early and effective transition planning. In addition, collaborative planning for transition stems from pre-emergency relationship development outlined in sections 12.1.3 on page 145, and 12.1.4 on page 148.

During recovery, key operational personnel from MBIE liaise with either MCDEM or the CDEM Group/local authority contacts and support agencies (or vice versa) in finalising the transition from emergency accommodation to temporary accommodation.

### 12.7.2 Returning home or moving to new residence

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When an emergency has passed and if safe to do so, temporarily displaced people may be able to return home. Conversely, if their home is assessed to be permanently unliveable, then they may move to a new place of residence.

Before people return to their home, ensure:

- their home and the surrounding area are safe and accessible
- the journey is safe
- lifeline utility services are functioning or alternatives are provided (see Section 11 [Household goods and services](#) on page 134), and
- follow up via the *Needs assessment* sub-function is arranged (ongoing needs are documented and monitored and the relevant agencies are engaged to provide services as required).

Transport may be arranged via the coordination centre Logistics function if required.

## Section 13 Financial assistance

This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 13.1 Introduction

The Ministry of Social Development (MSD) coordinates the provision of information about, and access to, the range of financial assistance available to people affected by an emergency.

#### Agency responsible

MSD is the agency responsible at both the national and CDEM Group levels for the coordination of the financial assistance sub-function.

#### Support agencies

Each of the agencies listed in Table 19 provides some form of financial assistance or information relating to financial assistance.

Table 19 Support agencies for the financial assistance sub-function

Agency	Support
Accident Compensation Corporation	Provide compensation to claimants. Ensure continuation of payments to treatment providers or deferral of levy payments in certain circumstances.
Earthquake Commission	Provide information about: <ul style="list-style-type: none"> <li>• Claim lodgement and settlement processes for natural disaster damage as defined in the <i>Earthquake Commission Act 1993</i></li> <li>• Settlement of valid claims under the <i>Earthquake Commission Act 1993</i>.</li> </ul>
Inland Revenue	Provide tax relief and income assistance through a range of measures.
Insurance Council of New Zealand	Provide specific disaster recovery information to assist with minimising loss, information on how to lodge insurance claims, and insurance company contacts.
Ministry of Business, Innovation and Employment	Help businesses to recover by providing information and support.
Ministry for Primary Industries	Provide, after an emergency affecting primary industry sector producers, on-farm relief that meets the Ministry's funding criteria. Depending on the scale of an adverse event, MPI may provide funding for: <ul style="list-style-type: none"> <li>• Rural Support Trusts and other agencies for recovery activities</li> <li>• Appointment of Agricultural Recovery Facilitators</li> <li>• Technical advice and meeting other costs.</li> </ul>
New Zealand Red Cross	Manage a national relief appeal and financial support services in the form of an independent relief or recovery cash grant process.

Agency	Support
Salvation Army	Manage a relief appeal to assist affected persons in the most appropriate way e.g. money from donors and supporters.
Community based organisations and networks	Assist affected people to connect with financial assistance and services.
Local authorities (regional and local levels)	Participate in a disaster relief fund trust (if established in the region) Manage and administer mayoral relief funds.

**Further support** Support may also be provided by any other government agency or non-government organisation that can provide relevant advice or information, as shown in Table 20.

Table 20 Further support for financial assistance

Agency	Support
Community based organisations and networks	E.g. some Rural Support Trusts can take a lead role coordinating rural recovery. In classified medium and large-scale events MPI funds agreed activities of Rural Support Trusts in support of farming families and primary producers' recovery. MPI does not cover funding for localised scale events.
Industry organisations	E.g. Dairy NZ, Beef + Lamb New Zealand, and Rural Women New Zealand (among others) – provide information to help farmers cope with and recover from adverse events including financial planning and farm management advice.
Business groups	E.g. Chambers of Commerce mentoring activities.
Banks and financial organisations	E.g. financial planning advice for customers.

## 13.2 Principles

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The following principles will be used to guide the financial assistance process:

1. Central Government financial assistance can be considered for needs not otherwise met via own means or other local or community provision, e.g. disaster relief fund trusts or emergency accommodation.
2. Any governmental financial assistance provided in an emergency is determined by legislation, Cabinet policy, or ministerial direction.
3. Agencies are responsible for determining whether eligibility criteria are met for the financial programmes they administer.
4. Participating agencies will provide information on the assistance available through their agency, including contact information.
5. People affected by emergencies have access to information on the range of financial assistance available. This will be made available through a variety of formats.
6. Agencies will liaise closely with other sub-function agencies to ensure that where multiple needs are identified, the individual and/or family receives a wrap-around service to meet those needs, including financial assistance.

## 13.3 Readiness

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### Continuation of service

MSD and supporting agencies have arrangements in place to ensure continuation of essential services and critical functions during and after any significant disruption. Existing clients will continue to receive payments and other financial assistance may be provided to those in hardship as a result of an emergency.

MSD will lead collaborative work with support agencies to ensure:

- access to financial assistance is available to those who need it
- emergency-specific information on financial assistance is available to those who need it
- ongoing monitoring of financial assistance to ensure it meets the needs of affected individuals and communities, and
- factsheets containing emergency specific information are developed and distributed for each emergency via financial support and community-based agencies.

Coordinating committees

In addition, the following groups meet regularly:

- national
  - National Welfare Coordination Group (NWCG) – Financial Assistance sub-function
  - National Adverse Events Committee (NAEC) – government agencies, primary industries, and rural sector agencies
- regional
  - Welfare Coordination Group (WCG) – Financial Assistance sub-function
  - Rural advisory group – Rural Support Trust meetings, etc.
- local
  - local welfare committees, etc.

Strong relationships

Organisations and communities that have strong day to day relationships are known to function well together during an emergency response, through practised decision-making processes and operations. Therefore it is important that local, regional, and national inter-agency relationships are strong, and that individual agencies have their own socialised response plans in place to ensure they are able to function to the fullest possible extent when an emergency occurs.

Collaborative planning

Planning will be undertaken by all agencies involved in the provision of financial assistance, both within their own organisations and collaboratively. This will ensure referral processes are clearly understood, and appropriate monitoring mechanisms are in place. In addition, agencies will ensure that any sudden increase in demand for financial assistance due to an emergency will not overwhelm individual agency capability.

This could include mobilisation of staff from other areas not affected by the emergency as well as delivery of services via contact centres, online, and other delivery channels as appropriate to the situation.

## 13.4 Response and recovery

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<b>Access to information</b>	<p>Financial assistance is increasingly being delivered online and via the phone, making it easier for individuals to access in any situation.</p> <p>Pre-prepared information on and access to the range of financial assistance will be available through a variety of channels such as:</p> <ul style="list-style-type: none"><li>• online agency information – via agency websites</li><li>• telephone – via 0800 numbers published at the time of an emergency</li><li>• face to face via service centres, or CDCs, or</li><li>• media – e.g. newspapers, radio, TV.</li></ul> <p>Where possible, agencies will use normal service delivery channels for payment of financial assistance (online, contact centres, and at agency sites).</p>
<b>Essential costs</b>	<p>Application can be made for assistance to cover essential costs such as:</p> <ul style="list-style-type: none"><li>• food</li><li>• clothing, and</li><li>• transport.</li></ul>
<b>Avoiding duplication</b>	<p>Arrangements will be made with agencies supporting other sub-functions such as household goods and services and temporary accommodation, to ensure that any financial assistance related to those sub-functions is linked to avoid duplication issues.</p>
<b>Extra assistance measures</b>	<p>Responsible and support agencies will monitor the situation to ensure that the financial assistance available meets the needs of those affected. Depending on the consequences of an emergency, the Government may authorise extra measures of assistance as appropriate.</p>

### 13.4.1 Financial assistance measures

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The amount and type of financial assistance that affected people can receive in an emergency depends on their need and eligibility.

<b>Standard measures</b>	<p>MSD and the listed supporting agencies provide standard measures of financial assistance and/or advice to people affected by an emergency as part of their everyday business.</p> <p>Some assistance will be available as long as required, other measures will have specific start and end dates depending on relevant legislation.</p>
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## Emergency measures

Emergency measures of financial assistance may also be available following:

- classification of an event under MPI's Primary Sector Recovery Policy (i.e. classification as a localised, medium-scale or large-scale adverse event, depending on seriousness and various criteria such as the communities' ability to cope with the event), or
- at the discretion of the relevant agency based on the scale of the emergency.

The range of financial assistance that may be available is shown in Table 21.

Table 21 Range of financial assistance measures

Agency	Type of Assistance	Details of Assistance		
Ministry of Social Development	Standard measures of assistance	<b>Hardship Assistance</b> Hardship assistance, including Special Needs Grants, Recoverable Assistance Payments and Advance Payment of Benefit are available generally for urgent one-off items, such as petrol, food, or furniture.		
	Emergency measures	<b>Civil Defence Payments</b> Civil Defence payments are available to meet the immediate needs of people who are affected by a civil defence emergency or adverse event. <b>Rural Assistance Payments</b> Rural Assistance Payments are available to help farming families meet essential living expenses. This programme only applies when the Minister specifically announces assistance for an area and/or type of industry, usually after that area or industry has been affected by a natural disaster, such as flood, a climatic event, such as a drought or a biosecurity incursion, such as a pest, or disease. <b>Enhanced Taskforce Green</b> The Government may announce the use of Enhanced Taskforce Green following an adverse event such as a flood or storm. Enhanced Taskforce Green can be used for specific duration clean up and recovery projects to help communities.		
Ministry for Primary Industries	Emergency Measures	Localised scale	Medium scale	Large scale
		No assistance provided.	<ul style="list-style-type: none"> <li>• Funding for Rural Support Trusts to coordinate primary sector recovery activities and run community events.</li> <li>• Funding for Rural Support Trusts to provide Agricultural Recovery Facilitators to provide one-on-one initial advice to adversely affected farmers.</li> <li>• Funding for Technology Transfer programmes to disseminate education and technical advice.</li> </ul>	
Inland Revenue	Standard measures of assistance	<ul style="list-style-type: none"> <li>• Working for Families tax credits.</li> <li>• Regularly collected Liable Parent Contribution with monthly ongoing payments to custodial parents.</li> <li>• Paid parental leave.</li> </ul>		
	Emergency measures	Income Equalisation Scheme.		
Earthquake Commission	Standard measures of assistance for all events	For those with home or contents fire insurance policy, EQC covers physical loss or damage caused by specified natural disasters to residential buildings and personal property. EQC also insures some land within the property boundary. Any settlement is subject to specified limits and excesses payable.		
	Emergency measures	EQC may exercise discretion about claim management to expedite settlement. Any measure will be event specific. The responsible Minister can direct EQC to undertake additional functions if appropriate to assist affected communities.		

Agency	Type of Assistance	Details of Assistance
Accident Compensation Corporation	Standard measures of assistance	<ul style="list-style-type: none"> <li>• Payment of weekly compensation for loss of earnings caused by an injury.</li> <li>• Rehabilitation support (including contributing towards claimant treatment costs).</li> <li>• Support around levy payment for employers, small businesses, and the self-employed.</li> </ul>
	Emergency measures	<ul style="list-style-type: none"> <li>• Deferral of levies on a case by case basis for those affected.</li> <li>• Accidental Death Unit can provide advice and assistance to victim's families.</li> </ul>
Ministry of Business, Innovation and Employment	Standard measures of assistance for all events	Provision of information and advice to businesses to assist them to recover.
Insurance Council of New Zealand	Standard measures of assistance	Information and advice on insurance matters, including how to reduce both social and economic impacts of natural hazards in New Zealand.
	Emergency measures	Provides specific disaster recovery information to assist insured victims to minimise loss and information on how to lodge insurance claims. Leads insurance recovery coordination with its members as well as EQC and local government organisations.
New Zealand Red Cross	Emergency measures	NZRC Cash transfer programme is used to provide immediate support for people directly impacted as a result of an event. As affected people are best able to determine their own needs immediately after an event this has generally been addressed with an Emergency & Hardship grant. Needs assessments will determine if ongoing grants are required providing funds are available. Grants will be administrated in consultation/collaboration with partners and approval of the New Zealand Red Cross Commission/board.
Salvation Army	Standard measures of assistance	Provision of support to those in need through appropriate financial, counselling and food donation services.
	Emergency measures	Activation of fundraising from donors and supporters and management of that relief fund to assist those affected as appropriate.

## 13.5 Templates



Appendix K [Financial assistance – templates](#) on page 246 includes:

- [Financial assistance agency details](#) on page 246
- [Frequently Asked Questions](#) about financial assistance on page 248.

These may be used to prepare information and procedures for agencies involved in the financial assistance sub-function.

## Section 14 Animal welfare

This section should be read in conjunction with section [5.2 Information applicable to all welfare services](#) on page 69.

### 14.1 Introduction

All animal owners, or persons in charge of animals, should develop their own plans to care for their animals during emergencies.

The role of the animal welfare sub-function is to help provide for the needs of animals when their owners (or persons in charge) are not able to do so themselves, because of the consequences of the emergency.

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

#### Agency responsible

At the national and CDEM Group levels, the Ministry for Primary Industries (MPI) is the agency responsible for:

- coordinating the provision of the animal welfare services sub-function for all animals, including companion animals, production animals, animals in research, testing and teaching facilities, zoo and circus animals, and wildlife
- coordinating the planning for animal welfare in emergencies, and
- maintaining the Government's reporting and advisory capability on animal welfare in an emergency.

#### Support agencies

Support from the following agencies, at both the national and CDEM Group levels may be required to provide these services:

Table 22 Support agencies for the animal welfare sub-function

Agency	Support
Federated Farmers of New Zealand	To provide direct support and coordination services to commercial livestock owners to assist in mitigating animal suffering as a result of an emergency.
New Zealand Companion Animal Council	To provide support services to companion animal owners to assist in mitigating animal suffering as a result of an emergency and returning animals to their owners.

Agency	Support
New Zealand Veterinary Association	<p>To provide advice on where veterinary treatment can be obtained.</p> <p>To provide assistance in alleviating animal suffering through the coordination of the provision of advice, feeding, relocation, or sheltering of animals during and after an emergency.</p> <p>To coordinate the provision of trained veterinary personnel to assist in affected areas.</p> <p>To ensure rapid communication of relevant information to veterinary members and branches, especially to and from affected areas.</p>
The Royal New Zealand Society for the Prevention of Cruelty to Animals	To provide direct support and coordination services to companion animal owners to assist in mitigating animal suffering as a result of an emergency.
Territorial authorities, through animal control or animal services	To provide direct support and coordination services to companion animal owners to assist with the care, relocation, and housing of companion animals and other animals, in response to an emergency.
World Animal Protection	<p>May provide support in the event of a national emergency, if formally requested, in the form of animal emergency management response (which could take the form of veterinary support, help with setting up and running temporary animal shelters, and provision of animal food).</p> <p>Their expertise can provide technical consultancy, support in coordination, or the deployment of field staff and resources as the situation allows.</p>
Ministry for Primary Industries	Will advise local authorities on the disposal of dead animals.
Medical officers of health and health protection officers	Will advise local authorities on the public health issues that may result from the death and disposal of animals.

#### Further support

Additional agencies listed in *the Guide to the National CDEM Plan 2015* may be required at the national and CDEM Group level to provide animal welfare services.

Support may also be provided by any other agencies or individuals that can provide relevant advice or information at national, regional, or local levels.

## 14.2 Principles for animal welfare emergency management

The following principles underpin the coordination and delivery of animal welfare services:

1. The *Animal Welfare Act 1999* states that all people who own, or are in charge of, animals have a legal obligation to meet the physical, health, and behavioural needs of those animals. These needs are fulfilled through the provision of food, water, shelter, appropriate handling, protection from injury and disease, and the opportunity to display normal patterns of behaviour. This “duty of care” applies under all circumstances including during and following an emergency.

2. Public education – in terms of ways that animal owners/persons in charge can prepare for an emergency, and the animal welfare actions that should be taken during response/recovery – is essential to successful animal welfare emergency management.
3. Animal welfare emergency management plans should take account of all animal types, and the particular needs of each animal type.
4. Whenever possible utilise people in animal welfare emergency management whose daily job involves working with animals.

### 14.3 Animal welfare emergency management framework

MPI, as the responsible agency for the animal welfare sub-function, fulfils its role via animal welfare coordinators.

The animal welfare coordination structure in readiness is provided in Figure 11 (below) and in response and recovery is provided in Figure 12 (on the next page).

The readiness and response/recovery structures may vary depending on the arrangements within CDEM Groups. CDEM Groups may need to adapt the structure to suit arrangements in their area and to take account of responsibilities at both the regional and local levels.

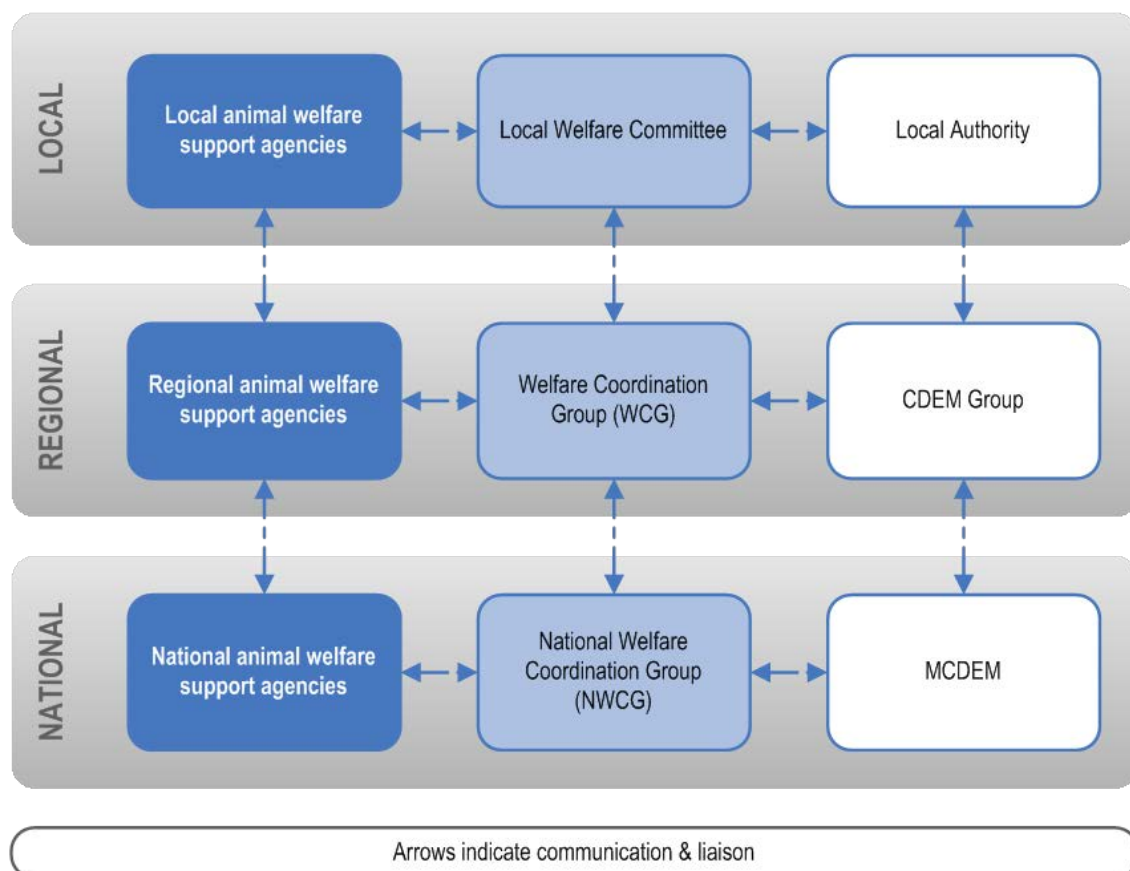


Figure 11 Animal welfare coordination during readiness

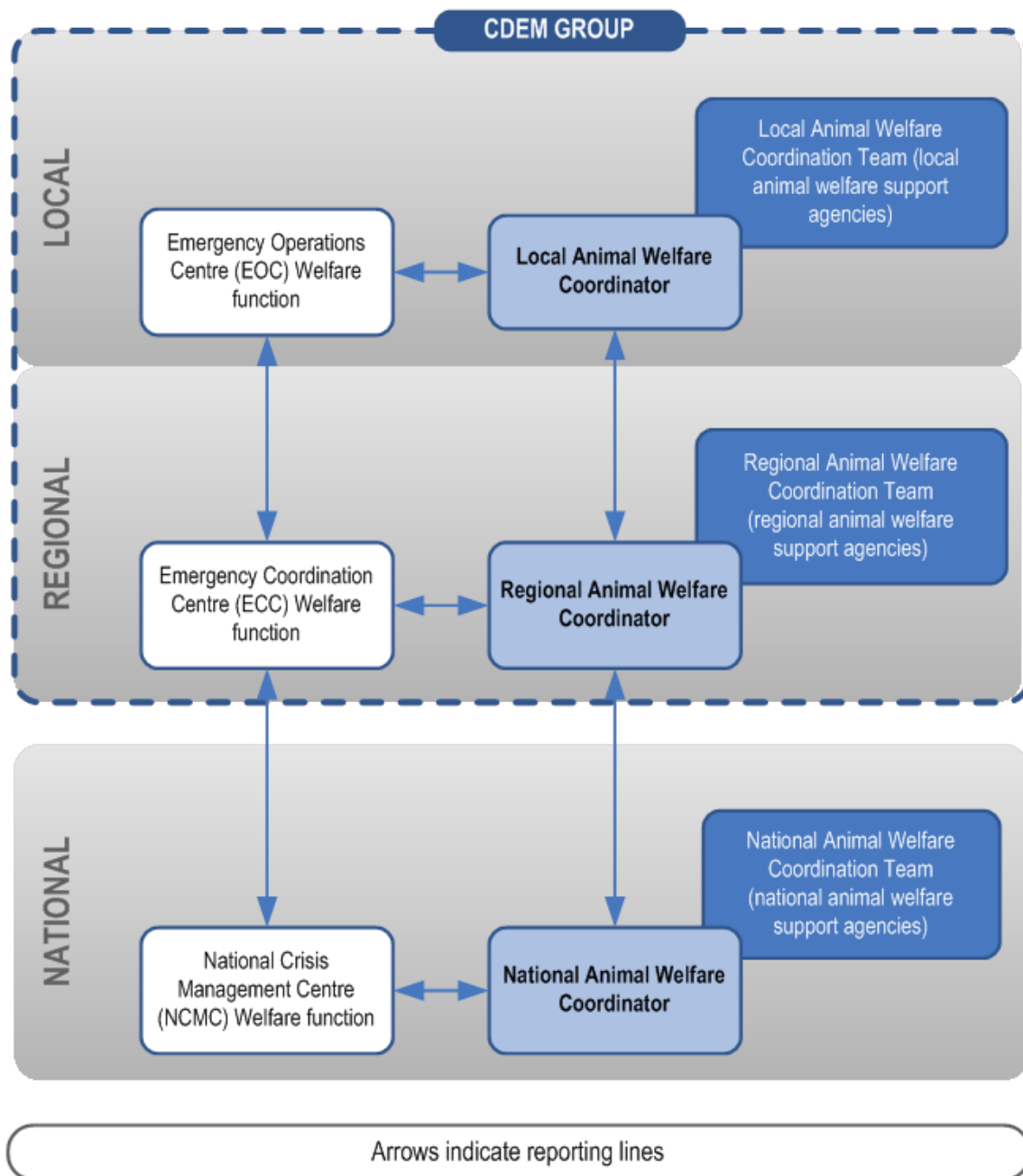


Figure 12 Animal welfare coordination during response and recovery

## 14.4 National Animal Welfare Coordinator

The National Animal Welfare Coordinator is an MPI employee responsible for leading MPI's programme for meeting its animal welfare responsibilities under the *National CDEM Plan 2015*. The role of the National Animal Welfare Coordinator is set out below.

During readiness

During readiness, the National Animal Welfare Coordinator:

- leads the animal welfare subgroup at the national level (which includes representatives from national animal welfare support agencies listed in Table 22)
- works with support agencies (listed in Table 22) and other organisations listed in the *Guide to the National CDEM Plan 2015* for example, Dairy NZ, Beef and Lamb NZ, etc. to promulgate public education and advice on readiness activities to animal owners and persons in charge
- leads the development of animal welfare planning arrangements at the national level involving all animal welfare sub-function support agencies (listed in Table 22), and other organisations listed in the *Guide to the National CDEM Plan 2015*
- participates in national level CDEM training and exercises
- liaises regularly with each of the Regional Animal Welfare Coordinators, and assists with the development of animal welfare emergency management plans, and
- represents the animal welfare sub-function at the national level on the National Welfare Coordination Group (NWCG), and other committees, and provides regular updates to the NWCG, MCDEM, and CDEM Groups concerning the above matters.

During response

During response, the National Animal Welfare Coordinator:

- coordinates the provision of national animal welfare services with the National Animal Welfare Coordination Team (comprised of representatives from support agencies involved in animal welfare listed in Table 22)
- provides animal welfare technical advice to the National Welfare Manager and Regional Animal Welfare Coordinators
- coordinates the provision of national animal welfare status updates as required by the National Crisis Management Centre (NCCM), and
- works with MCDEM to promulgate public information messaging to animal owners (and persons in charge) on the animal welfare actions they should take.

During recovery

During recovery, the National Animal Welfare Coordinator coordinates at a national level the provision of animal welfare recovery measures and contributes to public information.

## 14.5 Regional Animal Welfare Coordinator

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Regional Animal Welfare Coordinators are appointed by the Ministry for Primary Industries in consultation with CDEM Groups.

The roles and responsibilities of Regional Animal Welfare Coordinators are set out below.

### During readiness

During readiness, the Regional Animal Welfare Coordinator:

- leads the animal welfare subgroup at the regional level (which may include representatives from regional animal welfare support agencies listed in Table 22)
- works with support agencies (listed in Table 22) and other organisations listed in the *Guide to the National CDEM Plan 2015* for example, Dairy NZ, Beef and Lamb NZ, etc. to promulgate public education and advice on readiness activities to animal owners and persons in charge
- works with animal welfare support agencies (listed in Table 22), and other organisations listed in the *Guide to the National CDEM Plan 2015*, to develop an animal welfare emergency management plan for the CDEM Group
- works with support agencies and local authorities to establish Local Animal Welfare Coordinators, and assists with the development of animal welfare emergency management plans at the local level
- represents the animal welfare sub-function at all relevant regional level meetings with animal welfare emergency management stakeholders, including meetings of the Welfare Coordination Group (WCG) and CDEM Group
- participates in national, regional, and local level (as relevant) CDEM training and exercises, and
- provides regular updates to the CDEM Group Welfare Manager, WCG, CDEM Group, and the National Animal Welfare Coordinator concerning the above matters.

### During response

During response, the Regional Animal Welfare Coordinator:

- coordinates the provision of regional animal welfare services (including animal welfare technical advice) with the Regional Animal Welfare Coordination Team (which may include representatives from the support agencies listed in Table 22), and
- coordinates the provision of animal welfare status updates, as required, by the WCG, CDEM Group, and the National Animal Welfare Coordinator, and
- works with the CDEM Group to promulgate public information messaging to animal owners (and persons in charge) on the animal welfare actions they should take.

**During recovery** Where required during recovery, the Regional Animal Welfare Coordinator coordinates the provision of animal welfare recovery measures and contributes to public information in the region.

## 14.6 Local Animal Welfare Coordinator

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Regional Animal Welfare Coordinators will work with support agencies and local authorities to identify and appoint Local Animal Welfare Coordinators.

In some cases local animal welfare arrangements have been established by members of the community. It is important that both the Regional Animal Welfare Coordinator and any appointed Local Animal Welfare Coordinators take stock of existing animal welfare arrangements and engage those members of the community that have proactively fostered and established animal welfare arrangements. In principle these arrangements should be built upon.

The roles and responsibilities of Local Animal Welfare Coordinators, where appointed, are set out below.

**During readiness** During readiness, the Local Animal Welfare Coordinator:

- leads the animal welfare subgroup at the local level (which may include representatives from local animal welfare support agencies listed in Table 22)
- works with support agencies (listed in Table 22), and other organisations listed in the *Guide to the National CDEM Plan 2015* (for example, Dairy NZ, Beef and Lamb NZ) and members of the community to promulgate public education and advice on readiness activities to animal owners and persons in charge
- works with animal welfare support agencies (listed in Table 22), and other organisations listed in the *Guide to the National CDEM Plan 2015*, and members of the community, to develop an animal welfare emergency management plan for the local level
- represents the animal welfare sub-function at all relevant local level meetings with animal welfare emergency management stakeholders, including meetings of the local welfare committee (where these exist) and territorial authority
- participates in national, regional, and local level (as relevant) CDEM training and exercises
- provides regular updates to the Local Welfare Manager and local welfare committee (where they exist), territorial authority, and the Regional Animal Welfare Coordinator concerning the above matters, and
- works with the local authorities to promulgate public information messaging to animal owners and persons in charge on the animal welfare actions they should take.

- During response** During response, the Local Animal Welfare Coordinator:
- coordinates the provision of local animal welfare services (including animal welfare technical advice) with the Local Animal Welfare Coordination Team (which may include representatives from the support agencies listed in Table 22)
  - coordinates the provision of animal welfare status updates, as required, by the local welfare committee (where this exists), territorial authority and the Regional Animal Welfare Coordinator, and
  - works with the territorial authority to promulgate public information messaging to animal owners and persons in charge on the animal welfare actions they should take.

**During recovery** Where required during recovery, the Local Animal Welfare Coordinator coordinates the provision of animal welfare recovery measures and contributes to public information in the local area.

## 14.7 Animal welfare emergency management across the 4Rs

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The MPI *Animal Welfare Emergency Management technical reference document [to be published]* (available at [www.mpi.govt.nz](http://www.mpi.govt.nz)) contains detailed information on animal welfare emergency management across the 4Rs. In addition to the general provisions, there are specific animal welfare risk reduction, response, and recovery measures for floods, volcanic eruptions, snowstorms, earthquakes, and droughts.

The primary animal welfare emergency management considerations at local and regional levels identified within each phase are set out below.

### Reduction activities

- Reduction activities include:
- identification of hazards and risks to animals and risks that would prevent owners/persons in charge of animals discharging their duty of care, and
  - development and implementation of risk reduction measures.

### Readiness activities

Readiness activities include:

- gathering of information about the location, number, and types of animals present within the area
- development of an animal welfare emergency management plan, covering:
  - key animal welfare stakeholders
  - key factors that should be considered for animal welfare planning
  - information for CDEM Public Information Managers
  - identification of regional/local resources, including facilities, businesses/organisations and people
  - planning for temporary animal shelter/facility requirements and processes, and
  - plan monitoring and review
- training and development for animal welfare emergency management.

### Response activities

Response activities include:

- animal welfare emergency management in relation to the Coordinated Incident Management System (CIMS)
- the role of the National, Regional, and Local Animal Welfare Coordinators and response teams during response
- rapid animal welfare needs assessment
- temporary animal shelters/facilities requirements, processes and personnel, including:
  - arrivals processes
    - assessment (for contamination and/or veterinary care)
    - registration of animals, owner consent and agreement
    - identification
    - accommodation
    - record keeping
  - departure processes
    - reunification with the owner
    - disposal
    - foster care, re-homing
- provision of information to the public, and
- animal rescue teams.

Recovery activities

For the rural farming community, the role of Rural Support Trusts and the provision of assistance for localised, medium, and large scale adverse events (as classified under MPI's Primary Sector Recovery Policy) will be a key aspect of rural recovery.

Recovery in urban communities will involve the continued provision of animal welfare services to companion animals and their owners; key support agencies are outlined in the following section.



Refer to the MPI *Animal Welfare Emergency Management technical reference document [to be published]* for more information, at [www.mpi.govt.nz](http://www.mpi.govt.nz).

For further recovery related resources, visit [www.mpi.govt.nz](http://www.mpi.govt.nz) and search for 'resources for adverse events'.

## 14.8 Companion animals

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Companion animals are defined as small animals that are kept for companionship and enjoyment, such as cats, dogs (including disability assist dogs), caged birds, ornamental fish, reptiles, amphibians, rabbits, guinea pigs, rats, and mice.

Responsibility and support agencies

The responsibility for companion animal welfare lies foremost with the owner or person in charge of the animal(s).

Key support agencies for companion animal welfare are:

- the Royal New Zealand Society for the Prevention of Cruelty to Animals
- the New Zealand Companion Animal Council
- the New Zealand Veterinary Association, and
- territorial authorities (Animal Control/Services).

### Planning for companion animal welfare

Planning for companion animals in an urban area should consider what types and number of companion animals are in these locations:

- private homes
- dog or cat breeders
- dog day care centres
- dog boarding kennels
- catteries
- SPCA shelters
- pet stores, and
- schools.

There are two databases in New Zealand which contain information about companion animals – the National Dog Database and the New Zealand Companion Animal Register (NZCAR).



See the MPI *Animal Welfare Emergency Management technical reference document [to be published]* for more information, at [www.mpi.govt.nz](http://www.mpi.govt.nz).

### Animal registration and owner agreement

During response and recovery, animals may require temporary accommodation, and may need to be registered. It is important that registration details are accurately recorded and maintained, and that owners agree to animal welfare provisions.



An [Animal registration form](#) and an [Animal owner agreement form](#) are provided in Appendix L [Animal welfare – templates](#) on page 249.

## Disability Assist Dogs

Under the *Dog Control Act 1996*, a ‘disability assist dog’ means:

### 2 Interpretation

**disability assist dog** means a dog certified by one of the following organisations as being a dog trained to assist (or as being a dog in training to assist) a person with a disability:

- (a) Hearing Dogs for Deaf People New Zealand
- (b) Mobility Assistance Dogs Trust
- (c) New Zealand Epilepsy Assist Dogs Trust
- (d) Royal New Zealand Foundation of the Blind
- (e) Top Dog Companion Trust
- (f) An organisation specified in an Order in Council made under section 78D.

The *Dog Control Act 1996* is administered by the Department of Internal Affairs.

### Disability assist dogs in CDCs

Certified Disability Assist Dogs are required to remain with their owners at all times. Along with their owners, Disability Assist Dogs are a priority during evacuation, rescue, and emergency shelter/accommodation at CDCs. This means that CDC personnel are required to accommodate, and know how to meet the needs of, Disability Assist Dogs and their owners.

### Identifying Disability Assist Dogs

The Disability Assist Dog identification tag is a unique tag worn by a certified dog to provide easy identification of Disability Assist Dog status. The brass identification tag depicts the Civil Defence logo on the front and information specific to the Disability Assist Dog and the certifying organisation on the back.



For more information, refer to the Department of Internal Affairs website at [www.dia.govt.nz](http://www.dia.govt.nz) and search for 'dog control', 'Disability Assist Dogs'.

### Declaration of a disability and reliance on an assistance animal

When disability assistance animals (including dogs) are present in CDCs, a [\*Declaration of disability and reliance on an assistance animal form\*](#) should be completed, as per Appendix L, section L.3 on page 255.



## 14.9 Other animal types

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Further information on all aspects of animal welfare during emergencies, including production animals such as cattle, sheep, deer, goats, alpacas, and llamas, is available in the *Animal Welfare Emergency Management technical reference document [to be published]*, available at [www.mpi.govt.nz](http://www.mpi.govt.nz). The technical reference document also includes specific information on:

- horses
- poultry
- pigs
- animals used in research, testing, and teaching
- animals in containment (zoos and wildlife parks), and
- wildlife.

## 14.10 Templates

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Appendix L [Animal welfare – templates](#) on page 249 includes:

- [Animal registration form](#) on page 250
- [Animal owner agreement form](#) on page 253
- [Declaration of disability and reliance on an assistance animal form](#) on page 255.

These may be used to prepare information and procedures for agencies involved in the animal welfare sub-function.

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## Appendix A CDEM Group Welfare Manager Position Description

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

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

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

Position description: CDEM Group Welfare Manager	
<i>Unit/directorate</i>	<i>[Insert]</i>
<i>Appointed by</i>	CEG
<i>Responsible to</i>	<i>[Example only: GEMO Manager (BAU), Group Controller (Response)]</i>
<i>Reports regularly to</i>	CEG, National Welfare Manager, WCG (BAU) Group Controller, WCG (Response) CDEM Group Recovery Manager, WCG (Recovery)
Purpose and context of the role	
<i>Purpose</i>	
<p>The role of CDEM Group Welfare Manager supports the <i>[Region/CDEM Group area]</i> to build resilience by coordinating and supporting the delivery of welfare services by local authorities to communities within the <i>[Region/CDEM Group area]</i>.</p> <p>The key purpose of the CDEM Group Welfare Manager role is to:</p> <ul style="list-style-type: none"> <li>• lead welfare coordination for the CDEM Group</li> <li>• provide direction and support in welfare planning</li> <li>• manage the Welfare function in the ECC during response to an emergency</li> <li>• continue leading and coordinating the delivery of welfare services in recovery.</li> </ul> <p>The role of the CDEM Group Welfare Manager is integral to achieving the objectives of the CDEM Group Plan, which are <i>[insert brief description of CDEM Group's objectives, and how activities of CDEM Group Welfare Manager will help achieve them]</i>.</p>	
<i>Context</i>	
<p>Welfare services support individuals, families and whānau, and communities in preparing for, responding to, and recovering from emergencies. Welfare services are delivered at the local level and coordinated and supported at the CDEM Group and national levels.</p> <p>Welfare services are provided by the CDEM sector and their welfare partner agencies to individuals, families and whānau, and communities affected by an emergency. The consequences of an emergency will dictate the services required and how these are best delivered in a community-centered way.</p> <p>Welfare arrangements are set out in the following documents:</p> <ul style="list-style-type: none"> <li>• <i>National CDEM Plan 2015</i></li> <li>• <i>The Guide to the National CDEM Plan 2015</i></li> <li>• <i>Welfare Services in an Emergency Director's Guideline</i></li> <li>• <i>[Region/CDEM Group area] Plan</i></li> <li>• <i>[Region/CDEM Group area] Welfare Plan</i></li> <li>• <i>Local Authority CDEM Welfare Plan (where applicable)</i>.</li> </ul>	

Relationships
<i>Key internal relationships</i>
<ul style="list-style-type: none"> <li>• members of the Joint Committee</li> <li>• members of the CEG</li> <li>• members of the [Region/CDEM Group area] WCG</li> <li>• GEMO Manager</li> <li>• CDEM Group Controller</li> <li>• CDEM Group Recovery Manager</li> <li>• ECC team members</li> <li>• relevant council departments</li> <li>• local authority EMOs</li> <li>• local welfare committees</li> <li>• welfare personnel from other CDEM Groups</li> </ul>
<i>Key external relationships</i>
<ul style="list-style-type: none"> <li>• Ministry of Civil Defence &amp; Emergency Management – National Welfare Manager, Emergency Management Advisor (Welfare portfolio), and Regional Emergency Management Advisor</li> <li>• [Region/CDEM Group area] partners: Police, Fire Service, District Health Boards</li> <li>• government agencies with a responsibility for welfare services sub-functions under the <i>National CDEM Plan 2015</i></li> <li>• iwi</li> <li>• government and non-government agencies/organisations with a support role for welfare services sub-functions under the <i>National CDEM Plan 2015</i></li> <li>• community based and volunteer organisations</li> <li>• organisations who work with people with disabilities or CALD communities</li> </ul>
Readiness role
<i>Welfare leadership</i>
<ul style="list-style-type: none"> <li>• Provide leadership to the CDEM Group and local authorities on the development of the Welfare function, and the welfare services sub-functions.</li> <li>• Act as an advocate for welfare to the CEG.</li> <li>• Support the efforts of CDEM Group personnel who are engaged in welfare-related initiatives, for example community resiliency development.</li> <li>• Lead liaison with other CDEM Groups, representatives of welfare services agencies, and the National Welfare Manager and NWCG.</li> <li>• Offer support, advice, and guidance to local level welfare personnel as required.</li> </ul>
<i>Planning</i>
<ul style="list-style-type: none"> <li>• Contribute to the review of the CDEM Group Plan (specifically the welfare section).</li> <li>• Lead the development or review of the Group Welfare Plan.</li> <li>• Ensure that planning for the welfare sub-functions for which CDEM is responsible is developed, along with supporting agencies.</li> <li>• Support the development or review of local welfare plans or arrangements.</li> <li>• Provide support or advice (if required) to other welfare services agencies as they develop their own plans and/or SOPs.</li> </ul>
<i>Relationship building</i>
<p>Establish and maintain a close working relationship with:</p> <ul style="list-style-type: none"> <li>◦ the GEMO Manager, and/or the Group Controller (may be the same person)</li> <li>◦ emergency management officers or advisors at both CDEM Group and local level</li> <li>◦ local welfare personnel</li> <li>◦ representatives of welfare services agencies active at the CDEM Group or local level</li> <li>◦ community-based organisations stakeholders</li> <li>◦ welfare personnel from other CDEM Groups, particularly adjoining ones.</li> </ul> <ul style="list-style-type: none"> <li>• Organise or support welfare forums or workshops within the CDEM Group (e.g. involving CDEM Group and local welfare personnel, as well as representatives of welfare services agencies).</li> <li>• Participate actively in national welfare leadership forums or workshops.</li> </ul>

*Welfare capability development*

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

*Developing operational systems and processes*

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

*Acting as Chair of the WCG*

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

**Response role**

*Managing the Welfare function in the ECC*

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

*Supporting Local Welfare Managers in EOCs*

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

#### *Liaising with other CIMS functions in the ECC*

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

#### *Acting as Chair of the WCG*

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

### Recovery role

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

### Key result areas

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

### Person specification

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

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

#### *Qualifications*

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

*Knowledge and experience*

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

*Attributes*

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

## Appendix B Terms of Reference for a Welfare Coordination Group

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This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

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

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

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

### [Region] Welfare Coordination Group

#### Terms of Reference

[Date]

#### Introduction

---

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

#### Definition of welfare services

---

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

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

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

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

## Purpose of the WCG

---

The WCG coordinates and supports the delivery of welfare services by local authorities and agencies prior to, and during, an emergency.

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

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

## Objectives

---

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

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

## Accountability

---

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

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

## Responsibilities of the Welfare Coordination Group across the 4Rs

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### Reduction

Contribute to reduction in the welfare context by:

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

### Readiness

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

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

## Response

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

## Recovery

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

## WCG membership

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

The WCG is chaired by the CDEM Group Welfare Manager.

### Core membership

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

### Wider membership

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

Table 23 shows the membership of the *[Region/CDEM Group area]* WCG.

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

Table 23 Core WCG membership

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

Table 24 Wider WCG membership

Agency	Support for welfare services sub-function
Accident Compensation Corporation	Financial assistance
Federated Farmers	Animal welfare
Housing NZ Corporation	Shelter & accommodation
Inland Revenue	Financial assistance
Ministry of Business, Innovation & Employment	Financial assistance

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

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

Table 25 Agencies who may not have regional representation

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

## Structure of the [Region] WCG

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

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

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

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

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

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

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

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

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

### **Core WCG membership**

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

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

### **Wider WCG membership**

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

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

### **Decision making**

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

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

### **Agenda items**

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

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

### **Meeting follow up**

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

### **Business as usual meeting procedure**

Table 26 (on the next page) shows the procedure for WCG meetings held during business as usual.

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

Table 26 WCG business as usual meeting procedure

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

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

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

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

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

**Meeting frequency** During an emergency the WCG may meet as often as required, according to the scale, scope, and consequences of the emergency.  
*Example: Initially once a day during response, but may reduce or increase in frequency as the consequences of the emergency become apparent.*

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

Response meeting procedure

Table 27 shows the procedure for WCG meetings held during response. The WCG Chair is supported in their role by a minute taker.

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

Table 27 WCG response meeting procedure

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

## Appendix C Example Welfare Coordination Group work plan

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

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

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

### *[Region]* Welfare Coordination Group

#### Work plan

*[Month/year to month/year]*

Last updated: *[Date]*

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

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

## Appendix D Welfare Plan guide

This Appendix is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

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

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

### D.1 Introduction

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

Table 28 Recommended content for *Introduction* section

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

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

## D.2 Governance and management

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

Table 29 Recommended content for *Governance and management* section

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

## D.3 Reduction and readiness

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

Table 30 Recommended content for *Reduction and readiness* section

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

## D.4 Response and recovery

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

Table 31 Recommended content for *Response and recovery* section

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

## D.5 Monitoring, reporting, and review

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

Table 32 Recommended content for Monitoring, reporting, and review section

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

## Appendix E Welfare response checklist

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This checklist is optional, and is intended to:

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

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

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

### Activation

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

## Ongoing response work

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

*Indicate with a tick*

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

**Transition to recovery**

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

## Appendix F Welfare Appendix to the Action Plan – template

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

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

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

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

### Welfare hazard and situation

*Insert a brief description of the situation and hazard impacts, as they apply to the Welfare function. Do not just repeat the coordination centre situation report.*

### Higher response level welfare plan

*If there is a higher response level activated, include a brief description of how they will support the Welfare function in this coordination centre. Are they procuring any resources, assisting with the provision of care, etc, and if so, how. Summarise this, don't copy and paste their whole plan.*

### Welfare plan of action

**Welfare objectives** *[list the objectives that the Welfare function is working to. These do not have to be the overall response objectives, but rather ones developed by Welfare that should support the Action Plan]*

**Concept of welfare support** *[insert a description of how welfare will meet those objectives. Which sub-functions will be actively managed? Will support be centralised at the coordination centre, or distributed to CDCs and/or welfare agency offices?]*

**Tasks** *[list specific tasks for welfare agencies and teams]*

### Sub function arrangements

*List specific arrangements for each activated sub-function*

#### Registration

**Needs assessment**

**Inquiry**

**Care and protection services for children and young people**

**Psychosocial support**

**Household goods and services**

**Shelter and accommodation**

**Financial assistance**

<b>Animal welfare</b>
<b>Coordinating instructions</b>
<b>Key timings:</b>
<b>Locations:</b>
The <b>Welfare Team roster</b> is available in <i>[insert name of document and where to find it, or who to contact]</i>
<b>Welfare control arrangements</b>
<b>Welfare Team structure</b> <i>[Insert structure diagram]</i>
<b>Welfare Manager</b> <i>[dedicated phone number]</i>
<b>Welfare Team Manager 2IC</b> <i>[dedicated phone number]</i> <i>[Insert other roles as appropriate]</i>
The <b>Welfare Team role descriptions</b> are listed <i>[insert name of document and where to find it, or who to contact]</i>
<b>Welfare meetings</b> are scheduled for <i>[insert where, when, topic (if applicable), and attendees]</i>
<b>Attachments</b>
<i>Include any maps, tables and supporting information that is too long to contain in the body of this appendix.</i>

## Appendix G Civil Defence Centre toolkit

This Appendix is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

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

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

### Shelter and accommodation facilities

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

### G.1 Assessing potential facilities

When undertaking an assessment of identified facilities to determine suitability for use as a CDC, consider the basic criteria in Table 33.

**Note:** These criteria should be checked during:

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

Table 33 Basic criteria to consider when assessing facilities

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

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

## Considerations for shelter and emergency accommodation

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

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

## Post emergency building management

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

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



Detailed resources and information related to the Building Code and 'post disaster building management' is available on the MBIE website [www.building.govt.nz](http://www.building.govt.nz).

## Safety and security

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

### Security arrangements

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

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

Police may also provide support with security.

### Personnel

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

See section 5.2.5 [Privacy, information sharing, and vetting](#) on page 73 for more information on the Police Vetting System.



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

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

## Appendices

### CDC layout

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

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

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

### Incidents

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

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

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

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

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

### Fire safety

Document the following preparedness actions:

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



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

## Children and young people

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

### Separated children and young people in a CDC

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

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

See Appendix I [Care and protection services for children and young people – templates](#) on page 237 for templates related to caring for children and young people.

### Personnel safety checks

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

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

Safety checking involves:

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



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

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

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

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

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

**Child Friendly Spaces**

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

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

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

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

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

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

### Shelter and accommodation

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

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

### Resources and considerations

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

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

## Health management

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

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

<b>Responsibility</b>	<p>Responsibility for a health response at a CDC will be with the local DHB. Public Health Units, in conjunction with Environmental Health Officers, will coordinate and manage communicable disease and environmental health issues, and advise and promote public health messages (to CDEM, and within CDCs). Public Health Units will be able to provide expert advice on matters such as disease outbreak control, safe drinking water, hygiene, and sewage disposal.</p> <p>Ambulance services will continue to be responsible for emergency transport of patients.</p> <p>A number of health service providers may also provide services at a CDC. Health services, where possible, will continue to operate from their existing facilities.</p>
<b>CDC Health Coordinator</b>	<p>The appointment of a Health Coordinator may be necessary to manage the health care response in a CDC.</p> <p>The role of the Health Coordinator will depend on the emergency. The Health Coordinator will liaise with other agencies represented in the CDC, and manage any health-focused roles within the CDC.</p>
<b>Cleaning</b>	<p>A cleaning procedure and schedule should be developed. Specific advice can be provided by Public Health Units or Environmental Health Officers.</p>
<b>More information</b>	<p>See section 5.2.4 <a href="#">Minimum standards in the Sphere Handbook</a> on page 72 for information regarding <i>Water And Sanitation, Hygiene (W.A.S.H)</i>.</p>

## Accessibility

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

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

See Appendix H [Accessibility](#) on page 225 for more detail.

## G.2 Procedures

### Activating a CDC

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

#### Resourcing

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

#### Activation tasks

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

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

Table 34 CDC activation procedure

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

Ongoing CDC management tasks

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

Table 35 Ongoing CDC tasks

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

Closing a CDC

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

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

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

### Focus of a closing strategy

A closing strategy should ensure:

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

### Deactivation procedure

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

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

Table 36 CDC deactivation procedure

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

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

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



This information on CDC closure is based on the *Australian Red Cross Evacuation Centre Fieldguide*. The field guide is available for purchase at [www.redcross.org.au](http://www.redcross.org.au).

## G.3 Checklists

These checklists are available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

### CDC resource kit checklists

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

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

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

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

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

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

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

*Add or delete rows/items as necessary*

## CDC Supervisor's checklist

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

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

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

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

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

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

## Appendix H Accessibility

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

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

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

### H.1 Obligations and legal requirements

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

The key documents regarding inclusion in communities are:

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

International treaties and agreements

International treaties and agreements include:

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

## H.2 How to make information accessible

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This section outlines the main considerations for providing **accessible information**. Detailed information is available through the key resources listed in section H.3 [Key accessibility resources](#) on page 228.

Signage

Signage for the public during an emergency must be accessible. Information on accessible signage is available from the Royal New Zealand Foundation of the Blind (see section H.3 [Key accessibility resources](#) on page 228).

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

Using translators and interpreters

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

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

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

Spoken information

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

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

## Written information

Written information needs to be in:

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

Also consider:

- using images to convey instructions or information in a simple way, for people who may find reading difficult (to support written text, or as an alternative), and
- using easy-read formatting (see section H.4 [Key accessibility terms](#) on page 233 for the definition).

## Electronic information

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

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

Electronic information should provide text alternatives for any images.

Additional information for technical support personnel is available from the New Zealand Government Web Toolkit, available at [www.webtoolkit.govt.nz](http://www.webtoolkit.govt.nz).

## Printed information

Printed information needs to:

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

## Cultural considerations

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

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

## H.3 Key accessibility resources

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

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

### Age Concern

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

### Association of Blind Citizens of New Zealand

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

### Barrier Free Trust

The Barrier Free Trust provides advice, support, and training in ensuring built environments are able to be accessed by everyone. Their website is at [www.barrierfreenz.org.nz](http://www.barrierfreenz.org.nz).

### CALD community advisory groups

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

### Community Investment (Ministry of Social Development)

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

### Deaf Aotearoa New Zealand

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

Information available at their website [www.deaf.org.nz](http://www.deaf.org.nz) includes NZSL, and the Get Ready Get Thru – DVD in NZSL.

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

## Appendices

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

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

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

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

## H.4 Key accessibility terms

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

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

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

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### United Nations International Covenant on Economic, Social and Cultural Rights

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

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

### United Nations Universal Declaration of Human Rights

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

## Appendix I Care and protection services for children and young people – templates

This appendix includes templates that may be used in preparing information and procedures for use by agencies involved in the Care and protection services for children and young people sub-function.

### I.1 Separated children's identification card

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This template may be:

- used before children and young people are relocated from their usual place of care e.g. school, childcare centre, and
- intended to ensure each child has an identification card attached to their clothing before they leave their current location.

ID CARD	
<i>Current location:</i>	<i>Relocating to (name and address):</i>
<i>Name</i>	
<i>Medical and/or physical requirements</i>	
<i>Name of parent/legal guardian (authorised to uplift child/young person) and cell phone number</i>	
<i>Name of parent/legal guardian (authorised to uplift child/young person) and cell phone number</i>	
<i>Home address</i>	
<i>Home phone number/s</i>	
<i>Name of relative or friend and phone number (local and out of area)</i>	

## 1.2 Emergency supplies for children/young people

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This template can be used to ensure that basic needs are met to support separated children and young people (and their carers) in an emergency.

	Short Term Emergency		72 Hour Emergency	
<i>Basic supplies</i>	<i>Evacuation pack (per person)</i>	✓	<i>Evacuation pack (per person)</i>	✓
Important papers	Emergency information on each child or child identification card		Emergency information attached to each child	
			Emergency Transport	
Water (for drinking, cooking and washing)	3 litres of drinking water per day		3 litres of drinking water for each child/adult per day	
Food	Non-perishable food items		Non-perishable food items such as canned fruit	
	Formula and feeding equipment/food for infants		Appropriate eating utensils	
			Formula and feeding equipment/food for infants	
Disposable cups		Non electric can opener		
Clothing & bedding	Blankets		Change of clothes per- person (include extra socks)	
	Change of clothes for babies		Extra bedding and blankets	
First Aid	Small first aid kit		First Aid kit	
	Any needed medications		Any needed medications	
Sanitation	Nappies, wipes, and disposable bags		Additional nappies, wipes, and disposable bags	
			Additional toilet paper	
			Hand soap and paper towels	
	Hand sanitizer		Feminine hygiene supplies	
Comfort and Safety	Age appropriate activity		Age appropriate play activities	
	Torch and batteries		Torch and batteries	
	Pencils		Pencils	
	Notebook		Notebook	
Communication	Radio and batteries		Radio and batteries	
	Charged cell phone		Charged cell phone	
	Calling card		Calling card	

## I.3 Release form for separated children/ young people

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This template is intended to ensure safe reunification between separated children and their parents, legal guardians, or usual caregivers, and is used:

- when separated children and young people are sheltered in a Civil Defence Centre (CDC) or other location
- by CDC staff before they release a separated child or young person back into the care of their parents, legal guardians, or usual caregivers.

<i>To be completed by CDC staff member</i>	
Name of CDC Staff member:	Date:
Location (CDC/care provider):	
Child/children's name(s):	
Are you happy to release this child/ren to their parent, legal guardian, or usual caregiver?	Yes/No
If NO, have you contacted Police?	Yes/No
<i>To be completed by parents, legal guardians, or usual caregivers, or the person the child or young person is being released to</i>	
Name:	Signature:
Contact Details:	Relationship to child or young person:
Copy provided of proof of identification (photo required e.g. Driver licence):	
Time:	Destination address:

A separated child or young person **must not be released** to a person that is 'not an approved person' to have access to that child/young person (i.e. check that the parent, legal guardian, or usual caregiver has been stated on the Separated Child/ren's Identification Card).

If this hasn't occurred, check that there are no protection (or other) orders in place preventing access to the child or young person by checking:

- the Separated Child/ren's Identification Card
- with Police, or
- with a Child, Youth and Family social worker.

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Before releasing the child or young person, check with the police or Child, Youth and Family that the child or young person has not been placed into the care of Child, Youth and Family by the Police in the interim under a Section 48 “unaccompanied Child or Young Person” of the *Children, Young Persons, and their Families Act 1989*.

If there are any concerns about the immediate safety of the child or young person if they were to be released to their parent, legal guardian, or usual caregiver, contact Police.



## 1.5 Status update report

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This template is completed by the named support agencies for care and protection services for children and young people, and is sent to Child, Youth and Family (the agency responsible for coordinating this sub-function). It is used to:

- provide an information summary on the impact of the emergency on separated children or young people
- identify further support required
- highlight any potential risks
- ensure that the coordinated provision of care and protection services for children and young people is taking place, and that there is good oversight of arrangements.

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

STATUS UPDATE REPORT			
<i>Care and protection services for children and young people separated from their parents, legal guardians, or usual caregivers during an emergency</i>			
[Name of emergency]			
To:		Date	
CC:		Time	
From (name)		Agency	
Point of contact			
Name:		Phone:	
Email:		Mobile number:	
Current situation			
Separated children and young people -impact -number			
Response required			
Wider support required			
(Potential) Risks and Issues			
Resources required	What additional resources may be required, in what timeframe and options for their delivery		

Once completed, please **email this report** to: *Coordinator of care and protection services for separated children and young people*

## Appendix J Household goods and services – templates

The following templates may help in preparing information and procedures for use by agencies involved in the household goods and services sub-function.

### J.1 Items eligible for cost reimbursement

The following table provides an indication of what may be considered reasonable and eligible for cost reimbursement to a local authority.

Table 37 Eligible items for cost reimbursement

Item	Detail
Meals and catering	Where emergency meals are supplied, reasonable costs for the meal will be met: <ul style="list-style-type: none"> <li>• meals provided en-masse in a dining facility</li> <li>• affected people dine in an agreed upon restaurant</li> <li>• on-site emergency catering including the transport of catering personnel.</li> </ul>
Grocery items	The cost of standard grocery items may also be met; eligible items include: <ul style="list-style-type: none"> <li>• general every day food items, e.g. meat, fresh vegetables, canned goods, UHT</li> <li>• milk, infant foods (including feeding equipment and water), cereals, crisps, fruit or muesli bars, biscuits</li> <li>• sanitary and hygiene items, e.g. toothpaste, soap, shampoo, deodorant, toilet paper, sanitary products</li> <li>• cleaning products e.g. detergent, washing powder, disinfectant.</li> </ul>
Other items	Newspapers (to keep people informed of the emergency and extent of damage, reducing the feeling of isolation). Disposable cameras (record keeping for evidential purposes regarding insurance). <i>Cost of developing photographs not included.</i>
Medication	Over-the-counter medicines e.g. paracetamol, aspirin (must be supplied in their approved, intact packs) Emergency prescription medicine.
Equipment	Hire of plant/equipment used to prepare, store, or deliver food, e.g. gas bottles, microwave ovens and refrigerators.
Transport	Helicopter food drops, along with (e.g.) gas bottles, medication etc. for people who are isolated by the emergency and do not have adequate supplies. If this is included as part of a reconnaissance flight, then only the portion of that flight that covers the delivery of those items is recoverable.

## J.2 Example grocery list

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This template may be used to provide household goods to people sheltering in place, who may be isolated due to an emergency.

This list is indicative only and not exclusive. Consider dietary, cultural, and other requirements e.g. gluten-free options. Also consider storage conditions at receiving household e.g. refrigeration.

	Total	Name	Name	Name	Name	Name	Name	Name	Name	Name	Name	Name
<b>Fruit/ vegetables</b>	<b>0</b>											
Apples	0											
Oranges	0											
Cabbage	0											
Pumpkin	0											
Potatoes 5kg	0											
Kumara	0											
Carrots	0											
Onions	0											
<b>Meat</b>	<b>0</b>											
BBQ meat pack	0											
Bacon 1kg	0											
<b>Tinned goods</b>	<b>0</b>											
Spaghetti	0											
Baked beans	0											
Tomatoes	0											
Fish	0											
Creamed corn	0											
Corned beef	0											
Fruit	0											
<b>Other food items</b>	<b>0</b>											
Bread	0											
Dried peas	0											
Dried mixed veges	0											
Sugar	0											
Salt	0											
Eggs 1 doz	0											
Cheese	0											
Butter	0											
Margarine	0											
Dried pasta	0											
Rice	0											
2 minute noodles	0											
Rice risotto	0											
Weet-bix	0											
Ricies	0											
Cornflakes	0											
Jam	0											
Peanut butter	0											
Cooking oil	0											
Flour	0											
Muesli bars	0											
Baby food	0											
<b>Drink</b>	<b>0</b>											
Water 4L	0											

	Total	Name	Name	Name	Name	Name	Name	Name	Name	Name	Name	Name
UHT milk 1L	0											
Milk powder	0											
Infant formula + feeding equipment	0											
Tea bags	0											
Instant coffee	0											
Milo	0											
Raro	0											
<b>Toiletries/hygiene</b>	<b>0</b>											
Toilet paper 4pk	0											
Sanitary pads	0											
Tampons	0											
Soap	0											
Dishwashing liquid	0											
Laundry liquid	0											
Paracetamol	0											
Shampoo	0											
Conditioner	0											
Toothpaste	0											
Wet wipes	0											
<b>Miscellaneous</b>	<b>0</b>											
Candles	0											
Lighter	0											
Batteries AA 4pk	0											
Batteries AAA 4pk	0											
Batteries D 2pk	0											
Batteries C 2pk	0											
Batteries 9V single	0											
Batteries dolphin type	0											
Cat food	0											
Dog food	0											
Tin foil	0											
Glad wrap	0											
Kerosene	0											
Gas bottle	0											
Newspaper	0											

## Appendix K Financial assistance – templates

The following resources provide more useful information about gaining advice on and support in financial assistance.

### K.1 Financial assistance agency details

This list is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

Agency	Phone	Online
Accident Compensation Corporation	Claims Helpline 0800 101 996 Business Helpline 0800 222 776 Provider Helpline 0800 222 070	Email us and find your local ACC branch from our website <a href="http://www.acc.co.nz">www.acc.co.nz</a>
Earthquake Commission	0800DAMAGE (0800 326 243)	Claims can be lodged online anytime through our website <a href="http://www.eqc.govt.nz">www.eqc.govt.nz</a>
Inland Revenue	Monday to Friday 8am to 8pm, and Saturdays 9am to 1pm. Personal/individual enquiries 0800 227 774 Business enquiries 0800 377 774	People can transact anytime with IR via myIR Secure online services. <a href="http://www.ird.govt.nz">www.ird.govt.nz</a>
Insurance Council of New Zealand	General enquiries: 04 472 5230	Insurance council information can be accessed at: <a href="http://www.icnz.org.nz">www.icnz.org.nz</a> – search for ‘natural disaster’
Ministry for Primary Industries	General enquiries 0800 00 83 33	<a href="http://www.mpi.govt.nz">www.mpi.govt.nz</a>
Ministry of Business Innovation and Employment	General enquiries: 0800 424 946	<a href="http://www.mbie.govt.nz">www.mbie.govt.nz</a> <a href="http://www.business.govt.nz">www.business.govt.nz</a>
Ministry of Social Development	General enquiries 0800 559 009 Monday to Friday from 7am to 6pm and 8am to 1pm on Saturday. Seniors 0800 552 002 Monday to Friday 8am to 5pm Students 0800 88 99 00	To apply for financial assistance and for information visit us at <a href="http://www.workandincome.govt.nz">www.workandincome.govt.nz</a> <a href="http://www.seniors.msd.govt.nz">www.seniors.msd.govt.nz</a> <a href="http://www.studylink.govt.nz">www.studylink.govt.nz</a>

Agency	Phone	Online																								
	Monday to Friday 8am to 5pm																									
	For those who are Deaf, Hearing Impaired and Speech Impaired																									
	Deaf Link free-fax 0800 621 621 Telephone typewriter (TTY) 0800 111 113 Text 029 286 7170	<a href="mailto:MSD_Deaf_Services@msd.govt.nz">MSD_Deaf_Services@msd.govt.nz</a>																								
	The Ministry of Social Development has a dedicated multi-lingual service. Multi-lingual customer service representatives are available at the numbers below Monday to Friday from 8.30am to 5pm:																									
	<table border="1"> <thead> <tr> <th data-bbox="475 719 922 757">Language</th> <th data-bbox="922 719 1458 757">Phone Number</th> </tr> </thead> <tbody> <tr><td data-bbox="475 757 922 790">Arabic</td><td data-bbox="922 757 1458 790">0800 668 008</td></tr> <tr><td data-bbox="475 790 922 824">Cantonese</td><td data-bbox="922 790 1458 824">0800 664 004</td></tr> <tr><td data-bbox="475 824 922 857">Farsi</td><td data-bbox="922 824 1458 857">0800 996 006</td></tr> <tr><td data-bbox="475 857 922 891">Hindi</td><td data-bbox="922 857 1458 891">0800 993 003</td></tr> <tr><td data-bbox="475 891 922 925">Khmer</td><td data-bbox="922 891 1458 925">0800 994 004</td></tr> <tr><td data-bbox="475 925 922 958">Mandarin</td><td data-bbox="922 925 1458 958">0800 661 001</td></tr> <tr><td data-bbox="475 958 922 992">Māori</td><td data-bbox="922 958 1458 992">0800 662 002</td></tr> <tr><td data-bbox="475 992 922 1025">Punjabi</td><td data-bbox="922 992 1458 1025">0800 995 005</td></tr> <tr><td data-bbox="475 1025 922 1059">Samoan</td><td data-bbox="922 1025 1458 1059">0800 663 003</td></tr> <tr><td data-bbox="475 1059 922 1093">Somali</td><td data-bbox="922 1059 1458 1093">0800 997 007</td></tr> <tr><td data-bbox="475 1093 922 1137">Tongan</td><td data-bbox="922 1093 1458 1137">0800 669 009</td></tr> </tbody> </table>		Language	Phone Number	Arabic	0800 668 008	Cantonese	0800 664 004	Farsi	0800 996 006	Hindi	0800 993 003	Khmer	0800 994 004	Mandarin	0800 661 001	Māori	0800 662 002	Punjabi	0800 995 005	Samoan	0800 663 003	Somali	0800 997 007	Tongan	0800 669 009
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Somali	0800 997 007																									
Tongan	0800 669 009																									
	MSD staff on other phone lines may transfer calls to the relevant multilingual line where English is a second language for the person calling. If the person's language is not represented MSD staff will contact Language Line (DIA) to assist them during the call.																									
New Zealand Red Cross	0800 733 2767	<a href="http://www.redcross.org.nz">www.redcross.org.nz</a>																								
Salvation Army	029 771 3304	<a href="http://www.salvationarmy.org.nz">www.salvationarmy.org.nz</a>																								
Rural Support Trusts	Rural Support Trust 0800 787 254	<a href="http://www.rural-support.org.nz">www.rural-support.org.nz</a> for contacts for the 14 regional Rural Support Trusts																								

## K.2 Frequently Asked Questions

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These FAQs are available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

*What documentation should I bring with me if I need financial assistance?*

It is important to contact the agency concerned to find out what evidence is needed for financial assistance applications.

In most instances one or all of the following may be required:

- MSD Client reference number (if applicable)
- IRD number
- ACC claim number (if applicable)
- proof of where you live, or
- photographic ID, e.g. drivers licence.

If anyone requires financial assistance following an emergency, but has none of the documentation mentioned above, they should still apply.

*How do I get information on the range of Financial Assistance available for this emergency?*

See the [Financial assistance agency details](#) on page 246 for phone and website details or contact your Local or CDEM Group Welfare Manager who can liaise with MSD or the appropriate agency.

*Who should I contact for more information?*

Contact your local MSD representative or call 0800 559 009.

## Appendix L Animal welfare – templates

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The templates on the following pages may help in preparing information and procedures for use by agencies involved in the animal welfare sub-function.

Templates include:

- [Animal registration form](#) on page 250
- [Animal owner agreement form](#) on page 253
- [Declaration of disability and reliance on an assistance animal form](#) on page 255.

## L.1 Animal registration form

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

Although this form has been designed with the individual animal in mind, it can be modified, as appropriate, to document the identity of a group (e.g. herd or flock) of animals.

### Animal presented by owner/person in charge

Date	
Name of owner / person in charge	
Usual residential address	
Current residential address (if different from above)	
Contact phone number	
Alternative phone number	
Email	
OWNER'S REGISTRATION NUMBER, or other suitable ID	

Name of animal		Species		Breed	
ANIMAL'S REGISTRATION NUMBER assigned at the shelter					

Age		Sex		Neutered	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Colour						
Distinctive markings						
Microchip	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Microchip number			

Usual Veterinarian		Phone	
Practice name & address			

*NB: In the event that access to your animal's previous medical records is required, the temporary animal facility's supervisor, or veterinarian, may contact your own veterinarian to provide those records.*

Has your animal sustained any injuries? If so describe the location of the injury. If you believe your animal requires urgent medical attention, alert staff immediately.
Does your animal have any pre-existing medical conditions or needs? If so, please list:

Name/s of people the animal may be released to:

**Animal presented without owner**

Found/accompanied by:	
Name	
Address	
Contact phone number	
Alternative phone number	
Email	

Location animal found	
Date found	
Time found	

Microchip	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Microchip number	
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Other relevant information (including conditions the animal was living or found in)

**STAFF USE ONLY**

Shelter location		
Address		
		Phone

Date animal released		Time
----------------------	--	------

Animal released / transferred to	Name	
Address		
		Phone

Photograph of animal	
----------------------	--

Veterinary procedures carried out	
Date	
Date	

Veterinarian in Attendance	
Practice Name & Address	
Signature & Date	

## L.2 Animal owner agreement form

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

### 1. Signatory's Name

I \_\_\_\_\_ (owner/person in charge of the animal(s) named on this animal registration and agreement form), understand that an emergency exists and that special arrangements have been made to allow my animal(s) to be temporarily sheltered in this facility. I understand and agree to abide by the animal care rules contained in this agreement and that they have been fully explained to me, and I agree to explain these rules to any family member/ person caring for my animal(s). I understand that there may be the need for the provision of veterinary care for my animal and that I may be responsible for the payment of these costs when my animal is returned to me. I understand that if serious illness or injury results in undue suffering that my animal(s) may need to be euthanased in accordance with section 138 of the *Animal Welfare Act* by a veterinarian, inspector or auxiliary officer.

### 2. Rules for the owner/person in charge to agree to follow

I will:

- Keep my animal(s) in their approved temporary accommodation
- Feed, water, and care for my animal(s)
- Follow the instructions of the temporary animal shelter personnel, including any hygiene procedures and proper waste disposal
- Document any medication that is given, including dosage and time
- Ensure my animal(s) have the proper identification at all times
- Not allow people other than the temporary animal shelter personnel to handle my animal(s)

### 3. Statements for the owner/person in charge

I agree that the veterinarian(s) working at the temporary shelter can:

- carry out any additional vaccinations he/she decides are necessary
- carry out any veterinary procedures that he/she decides are necessary, including
- microchipping my animal(s)

I agree that temporary animal facility personnel may:

- Examine my animal(s) to determine if medical or stress conditions requiring attention are present
- Administer medication to alleviate any symptoms

## Appendices

I agree to cover reasonable costs for any necessary vaccinations and identification (such as microchipping), veterinarian procedures, other medical care, or medications; and any limits the owner places on the amount. The owner should be aware that if these costs are likely to be exceeded there is no obligation to continue further treatment (other than to alleviate immediate unreasonable pain and distress) and that euthanasia may be advocated.

I recognise that if I have not collected my animal(s), or made further arrangements for its care within 7 days after the emergency is terminated, or when the danger is declared over, my rights to ownership/custodianship of the animal(s) may be forfeited

I accept any consequences of not following the rules, such as my animal(s) being moved to another location

I accept any consequences, such as my animal(s) being moved to a more appropriate location, if my animal(s) become unruly or aggressive, show signs of contagious disease, or begin to show signs of stress-related conditions

I accept any decisions concerning the care and welfare of my animal(s), and other animals in the temporary animal shelter, being at the sole discretion of the Temporary Animal Shelter Supervisor, whose decisions are final

I accept the risks for my animal(s) of exposure to diseases, and other risks while being housed at the facilities, and that I will not hold the authorised agents responsible for the health of my animal(s)

I declare that the registration information I provided is true and accurate.

**Signed:** \_\_\_\_\_

**Date (dd/mm/yyyy):** \_\_\_\_\_

## L.3 Declaration of disability and reliance on an assistance animal form

This template is available to download at [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

### Owner declaration

- I have a disability.
- I require and rely on this animal to function and cannot be separated from it.
- I am responsible for this animal, I will control it, and will remain responsible for it at all times in this public place and during the use of this facility.
- If my animal, in the opinion of the supervisor, puts at risk the health or safety of other occupants of this public place/facility, I will comply with a request from that supervisor to remove my animal from this public place/facility.
- I understand that if other occupants of this public place, or people who use this facility, have **a fear of or allergy to my animal, then my animal and I may need to be separated from those people.**
- I understand the content of this form/have had it explained to me.

Signed	
Name	
Date	
On behalf of (name)	
As	Parent / Guardian/ Caregiver (delete as appropriate)

### Details of assistance animal

Name of animal		Species		Breed	
Age		Sex		Neutered	Yes <input type="checkbox"/> No <input type="checkbox"/>
Colour		Council registration tag number (if applicable)			
Distinctive markings					
Microchip	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Microchip number		

### STAFF USE ONLY

Copy this form: one copy to owner, retain one copy.

Ensure an *Animal Registration and Agreement Form*, is also completed and attach this form to it.

## Appendix M Glossary

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

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

## Appendices

Ministry of Civil Defence & Emergency Management (MCDEM)	The central government agency responsible for providing leadership, strategic guidance, national coordination, and the facilitation and promotion of various key activities across the 4Rs. It is the lead agency at a national level responsible for coordinating the management of the emergencies listed in Appendix 1 of the <i>National CDEM Plan 2015</i> .
National CDEM Strategy	Describes the intentions of the Crown regarding CDEM provisions. It outlines the vision, values, principles, and goals for CDEM, and is reviewed every ten years.
National Crisis Management Centre (NCMC)	A secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level.
National Health Index (NHI)	The NHI is an index of people who use health and disability support services in New Zealand. The National Health Index number (NHI number) is a unique number that is assigned to each person using these support services; details of that person's specific support services are attached to their NHI number.
National Welfare Coordination Group (NWCG)	<p>Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level.</p> <p>Membership comprises the agencies responsible for each of the welfare services sub-functions, as listed in the <i>National CDEM Plan 2015</i>.</p>
(Committee of) Officials for Domestic and External Security Coordination (ODESC)	The strategic mechanism for coordinating an all-of-government response to events. ODESC is a group of senior officials, which is chaired by the Chief Executive of the Department of the Prime Minister and Cabinet.
outreach	<p>Outreach is the activity of providing services to people who might not otherwise have access to those services.</p> <p>In the welfare context, outreach might involve the deployment of a mobile team to conduct needs assessment in a geographically isolated area, or by contacting people on the phone or online.</p>
pandemic	An epidemic that spreads to the point that it affects a whole region, a continent, or the world.
personal information	Information about identifiable, living people.
primary health organisations	Primary health organisations are groupings of primary health care providers. These are local structures through which DHBs implement the Primary Health Care Strategy.

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

## Appendices

tamariki	children
territorial authority (TA)	A city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances, and environmental health.
unitary authority	A territorial authority with regional council functions and powers.
Welfare Coordination Group (WCG)	<p>A collective of welfare services agencies that are active at CDEM Group and local levels.</p> <p>The WCG provides a mechanism for collaboration and coordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services, and develop welfare work programmes.</p> <p>It provides planning input and coordination at the CDEM Group level, and support to local level CDEM welfare.</p>
Welfare Manager	The Welfare Manager is the person who supports and coordinates (national and CDEM Group levels) or manages (local level) the delivery of welfare services across the 4Rs.
welfare services	Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare includes the following welfare services sub-functions: registration, needs assessment, inquiry, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance, and animal welfare.
welfare services agencies	Agencies who have responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the <i>National CDEM Plan 2015</i> .



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**Ministry of Civil Defence  
& Emergency Management**  
Te Rākau Whakamarumarū