



**WELFARE PLAN**  
*MAHERE TOKO I TE ORA*

2018-2023



HAWKE'S BAY  
EMERGENCY MANAGEMENT

GROUP

TE RĀKAU WHAKAMARUMARU KI  
TE MATAU A MĀUI



2018-2023

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TE RĀKAU WHAKAMARUMARU KI  
TE MATAU A MĀUI



2018-2023

**Welfare in an emergency  
provides a safety net for those  
who need it**

*I ngā wā o te mōrearea ka  
haumarū ai te tangata e te  
kupenga toko i te ora*



## PURPOSE OF THE PLAN

Hawke's Bay Territorial Authorities



The Hawke's Bay Civil Defence Emergency Management Group Welfare Plan outlines how we organise and manage our welfare response in Hawke's Bay. We use this plan mainly in civil defence emergencies, but we can also use it in other emergency responses.

The plan is for welfare agencies, welfare managers, welfare personnel, controllers and anyone interested in welfare arrangements. It assumes the reader has a basic understanding of civil defence emergency management.

### PLANNING FRAMEWORK/RELATIONSHIPS TO OTHER PLANS

CDEM groups have mandated welfare responsibilities as outlined in sections 62-75 of the National Civil Defence Emergency Management Plan 2015. There is also an accompanying director's guideline, which expands on the responsibilities and guides operational procedures.

The Hawke's Bay CDEM Group Plan lays out our strategic objectives. It includes a comprehensive risk profile, outlines arrangements for governance and management, and describes CDEM activities. The Welfare Coordination Group Work Plan is informed by the strategic objectives in the Group Plan.

The Hawke's Bay CDEM Recovery Strategy informs and provides a framework for welfare activities in recovery.

The Group Welfare Plan:

- informs a variety of sub plans and procedures
- will be reviewed every five years as part of the Welfare Coordination Group Work Plan.



## ABOUT WELFARE

People, whānau and communities should be prepared and resilient to enable them to manage the consequences of an emergency with their own resources. But we also need welfare support to provide a 'safety net' for people and communities.

As a specific function under the coordinated incident management system (CIMS), welfare provides that 'safety net' for those adversely affected by emergencies and Welfare manages the consequences of an incident on people, whānau and communities, so everyone affected by an emergency has the welfare assistance they need to recover. We will achieve this by delivering a coordinated and effective welfare response.

Welfare in an emergency involves looking after the needs of people and animals. Needs can vary but typically welfare assistance is the provision of:

- shelter or accommodation
- food, water, or clothing
- support for those trying to find loved ones
- psychosocial support
- financial assistance
- medication, medical assistance, and assistance with other health needs
- veterinary assistance, food, and/or shelter for their pets
- care and protection of children and young people.

# PHASES OF WELFARE PROVISION IN AN EMERGENCY

There are three phases of welfare provision in an emergency. Each phase has different characteristics and structures, and is managed differently. In some responses, all these phases will be needed, depending on the event's duration and impact. There is often not a clear start and end, and the phases typically overlap.

## INITIAL RESPONSE (HOURS-DAYS)

### Rapid relief

Pre-planned and communicated due to limitations and urgency of sudden impact emergencies. Based on likely impact not assessed need – no regrets approach.

Basic response structures are in place but situational awareness will be poor and ability to coordinate limited.

### Outcome

I am trying to keep myself, my whānau and loved ones safe and well.

My urgent basic needs are met as quickly as possible, which helps to relieve my suffering.



## PLANNED RESPONSE (DAYS-WEEKS)

### Welfare services

Planned and coordinated welfare services based on assessed need (individual and community). Efforts are prioritised.

Response structures are established. Situational awareness and coordination improves.

### Outcome

I'm starting to understand the impact of the emergency on myself, my whānau and loved ones.

My needs and capabilities are understood. I have information and can access welfare services if I need to.



## PLANNED RECOVERY (DAYS-YEARS)

### Social recovery

Planned and coordinated welfare services based on community need with continued individual support.

Recovery structures are in place and evolving. Situation well understood.

### Outcome

I am starting to think about the future and getting on with life.

I know where to go to get help and information, and I'm becoming increasingly self-sufficient.



# WELFARE PRINCIPLES

The following principles can guide us in planning and delivering welfare services.

**People centred** *because people, whānau and families are at the centre of welfare planning and delivery, we will aim to understand capabilities and needs and address accessibility and inequity issues*

**Community partnership** *because communities will respond in practical ways that make sense to them, we will endeavour to understand and support community responses*

**Coordinated** *because all organisations and agencies will have good relationships and work together*

**Enables recovery** *because meeting basic needs quickly, and informing, empowering and supporting people to transition from dependence to resilience, will promote recovery*

**Planned** *because we will invest in developing our people's capability to be ready to respond*

**Flexible and scalable** *because we understand that every emergency is unique and evolves differently, we will be prepared to adapt our response as needed.*



## THE SOCIAL ENVIRONMENT/TE PĀPORI TAIAO

This section gives context and information to help determine resilience priorities, readiness activities and planning in response and recovery. It includes:

- a snapshot of the social environment with insights for emergency managers
- a look at the social impact of emergencies
- an overview of resilience and preparedness, and what this might mean for how people get through
- a look at behaviour in emergencies and how we can predict what people might do.



# SOCIAL ENVIRONMENT SNAPSHOT



Hawke's Bay Civil Defence Emergency Management covers the area contained in the Central Hawke's Bay District, Hastings District, Napier City and Wairoa District councils.

This is a land area of **12,770km<sup>2</sup>** (5 per cent of New Zealand's land area).

The top 10 hazards based on risk for Hawke's Bay are:

- 1 earthquake
- 2 tsunami
- 3 volcanic ashfall
- 4 human pandemic
- 5 flood/storm
- 6 animal epidemic/plant and animal pests
- 7 urban fire multiple
- 8 lifeline failure
- 9 rural fire
- 10 hazardous substance event

Population  
(Stats NZ 2013)



Total population is 151,179 (3.6 per cent of New Zealand):

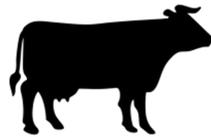
- Wairoa, 7890,
- Napier, 57,240,
- Hastings 73,245
- Central Hawke's Bay 12,720
- Children under 5: 10,878 or 7 per cent
- Millennials (15-29): 25,239 or 17 per cent
- Over 65s: 25,461 or 16.8 per cent
- 21 per cent of families are single-parent families compared to the New Zealand average of 17.8 per cent

Ethnicity  
(Stats NZ 2013)



- European 77.7 per cent
  - Māori 24.3 per cent
- Pacific peoples 4.4 per cent
- Asian 3.6 per cent
- Middle Eastern, Latin American, African 0.5 per cent

*\*Includes all people who stated each ethnic group, whether as their only ethnic group or as one of several. Where a person reported more than one ethnic group, they have been counted in each applicable group. As a result, percentages do not add up to 100.*

<p>Housing</p> 	<p>Total households 57,642:</p> <ul style="list-style-type: none"> <li>• Wairoa 2973</li> <li>• Napier 22,842</li> <li>• Hastings 26,688</li> <li>• Central Hawke’s Bay 5100</li> </ul> <p>Average number of people per house:</p> <ul style="list-style-type: none"> <li>• Hastings and Wairoa 2.7</li> <li>• Napier and Central Hawke’s Bay 2.5</li> <li>• 255 households/whanau on the Social Housing Register in Hawke’s Bay are deemed ‘at risk’ or have a ‘serious housing need’ (<i>March 2017 Work and Income New Zealand</i>).</li> </ul> <p><i>There is a current shortage of housing in Hawke’s Bay., This shortage, coupled with high occupancy rates for motels, emergency and longer-term accommodation, will be a significant challenge in an emergency. Housing challenges also create social connectedness, pet care , employment, mental wellbeing and schooling issues.</i></p>
<p>Māori</p> 	<ul style="list-style-type: none"> <li>• Māori comprise 24.3 per cent of the total Hawke’s Bay population, and 62.9 per cent of Wairoa’s population (<i>stats NZ 2013</i>).</li> <li>• There are 69 marae in the Hawke’s Bay region (<i>TPK</i>).</li> <li>• 25 per cent of people in Hawke’s Bay can hold an everyday conversation in Te Reo Māori (<i>Stats NZ 2013</i>).</li> </ul> <p><i>Having effective partnerships with, and understanding the unique capabilities and needs of Māori, is critical.</i></p>
<p>Income</p> 	<ul style="list-style-type: none"> <li>• At \$26,100, Hawke’s Bay’s median income is lower than the national median (\$28,500) (<i>stats NZ 2013</i>).</li> <li>• 17,979 businesses (<i>stats NZ 2014</i>).</li> <li>• 28,372 people receiving superannuation</li> <li>• Up to 12,000 people in Hawke’s Bay are Work and Income New Zealand clients receiving a benefit as a primary source of income.</li> </ul>
<p>Pets</p> 	<ul style="list-style-type: none"> <li>• 64 per cent of New Zealand households have one or more companion animal (<i>MPI</i>).</li> <li>• There are 27,624 registered dogs in Hawke’s Bay(<i>TLA</i>).</li> </ul> <p><i>A large proportion of our population has pets. People’s welfare is linked with their pets’ welfare, so this needs to be considered as part of the social cost of an emergency.</i></p>
<p>Farming</p> 	<p>Agriculture contributed to 9.6 per cent of GDP in Hawke’s Bay in 2011, the secondlargest contributor (<i>stats NZ 2013</i>). There are:</p> <ul style="list-style-type: none"> <li>• three million sheep (<i>stats NZ 2015</i>).</li> <li>• 524,000 cows (16 per cent dairy, 84 per cent beef (<i>stats NZ 2015</i>))</li> <li>• 69, 000 farmed deer (<i>stats NZ 2015</i>).</li> </ul> <p><i>Large-scale rural impacts will have both animal and human welfare and economic consequences.</i></p>

Horticulture/Viticulture



Between November and April there are 2000 to 4000 people in the Recognised Seasonal Employer (RSE) scheme in Hawke's Bay. RSE employers have responsibilities to provide adequate care for their employees in an emergency (MBIE). RSE employees are from a variety of countries and may be more vulnerable due to language, connectivity and other factors.

In Hawke's Bay, there are:

- 4860ha of apples,
- 4860ha of wine grapes
- 250ha of kiwifruit
- 50ha of avocados
- 3300ha of squash (stats NZ 2014).

*A disaster at critical times in the growing season would have significant economic and social impacts.*

Connectivity



- 75 per cent of households have internet access in the Hawke's Bay/Gisborne area (stats NZ 2012).
- Fewer than 60 per cent of homes in Wairoa have internet access (stats NZ 2013).
- Based on national statistics, Māori (68 per cent), Pacific (65 per cent) and those over the age of 75 years (52 per cent) are less likely to have internet access (stats NZ 2012).

*Online media plays an increasing role in providing up-to-date information in emergencies – those who are less connected may be disadvantaged in an emergency.*

Tourism



Annual visitor numbers:

- 1.2million (30 per cent international, 70 per cent domestic)
- cruise ships 80-100,000 people, 45-60 ships from October to April
- around one million visitors in private accommodation (HB Tourism 2017).

Busiest months:

- December – 131 372
- January - 175 167
- Februar – 131 747(Stats NZ 2017).

Biggest events:

Hawke's Bay Marathon (12,000)

- Mission Concert (10-15,000)
- Art Deco (8-10,000)
- Horse of the Year (3-4000 people, 1800 horses) (HB Tourism 2017).

Visitor spend \$630 million (MBIE 2017).

Number of tourism employees: 6,200 (HB Tourism).

*Our ability to successfully manage impacts on tourists and the sector in general has huge social, economic and reputational implications.*

Disability  
(stats NZ 2013)



23 per cent of people in the Hawke's Bay/Gisborne regions identify as having a disability. Disability is having impairments of hearing, vision, physical, intellectual, psychological/psychiatric, other.

- Māori have higher rates of disability.
- Disability rates increase with age.

*Accessibility is an important consideration when providing welfare services.*

# MĀORI



Rongomaraeroa Marae

Iwi response to disasters and emergencies is swift and driven by local needs. During an emergency, marae, Māori wardens and other Māori whanau, hapū, and iwi networks are usually activated early. Iwi's first call is to support whanau/hapū. Iwi also have significant resources to use in response, including shelter and food, communication networks and access to key supplies.

Ensuring we have strong relationships with Māori is critical in harnessing their capability and capacity, understanding their needs, and delivering effective welfare services. Early engagement and involvement in decision making will help us achieve this.

Currently the CDEM Group works with Te Puni Kōkiri, who have mandated welfare responsibilities and sit on the Welfare Coordination Group to provide culturally appropriate advice. Across the region, we have engaged with a number of marae through our resilience planning. We've had some early discussion with Māori Wardens about supporting a welfare response and providing appropriate training.

To strengthen relationships and work more effectively with Māori, we intend to:

- Explore Māori representation at a CDEM governance level
- develop relationships with Māori health and social service providers, to help plan and deliver welfare services to Māori in an emergency
- explore Iwi roles in the emergency coordination centre and recovery office
- continue to work with individual marae
- use experience and research to inform best practice.

## THE SOCIAL IMPACT OF EMERGENCIES

The hazards we live with can disrupt our daily lives. Sometimes these disruptions are temporary; sometimes they can have lasting consequences on our social environment as we recover. Longer-term consequences could include population loss, economic downturn, an increased healthcare burden, and loss of community icons and identity. There are also potential opportunities in recovery – for growth, future proofing and rebuilding better.

Social impact may not always be obvious. Situational awareness, and our ability to predict social impacts, improves our ability to plan and prioritise.

Social impacts may also occur due to response decisions such as evacuations, school closures and putting cordons in place. Applying a 'social impact lens' to response and recovery decisions will help us better understand the unintended consequences or mitigations needed.

## RESILIENCE AND PREPAREDNESS

Resilience is about how likely you are to cope with emergency situations. Factors that improve resilience are connectedness, community cohesiveness, understanding of risk, economic security, access to resources and health.

Preparedness is about how well you have planned for an emergency. It includes making a plan, having the resources you might need in place, and communicating and practicing your plan.

These assumptions about resilience and preparedness inform welfare planning:

- Although we tell communities to be prepared for three days without outside help, people still perceive someone will be there to help sooner.
- Communities will respond well to support each other, particularly in the first few hours and days. This help ranges from sharing information, sharing resources, coordinating community efforts and taking care of those who can't take care of themselves.
- Most people will have made some plans and have some resources, but this will vary depending on individual circumstances. For example, many people will have additional food stocks in their cupboards and friends and family they can stay with, while others may live day to day or be socially isolated.
- Due to the practicalities of storing water, having spare medications, planning for pets and evacuation (where to go and what to take), these are likely to be particular needs.

Based on those assumptions, we can conclude:

- Most people sheltering 'in place' with the means to do so will be able to manage their own needs with water provision and medication support. However, there will be people without means or community support who won't be able to cope, and identifying and providing services to them will be critical.
- People who can't shelter in place (can't get home, evacuated, property unsafe) will need a higher level of welfare support
- Those who are connected and can get to a safer location are likely to receive initial support from family and friends. However, this support may not be sustainable beyond a few days.
- Where there are mass, sudden evacuations people are likely to have the least levels of preparedness and will need rapid basic welfare support. Animal welfare is particularly complex in this area for those animals unable to be evacuated, and those who are with evacuees.
- When going into a community with welfare support, it's important to acknowledge community efforts and enhance them rather than replace or take over.

## BEHAVIOURS

Understanding the way people behave and why they behave that way is important for designing and planning welfare services. We can advise the public what they should do, but what they may do could be something quite different.

Accepting the realities of people's behaviours is critical – it is extremely difficult to change behaviours and it often takes a long time. However, we can manage and respond to the impacts to improve outcomes. An example of this is in planning and providing for people to be with their pets in an emergency. This has huge challenges but without planning for this there will be more welfare consequences because of the strong emotional attachment people have to their pets. This can result in refusal to evacuate, significant distress and families not getting the support they need because they see their pets' needs as more important.

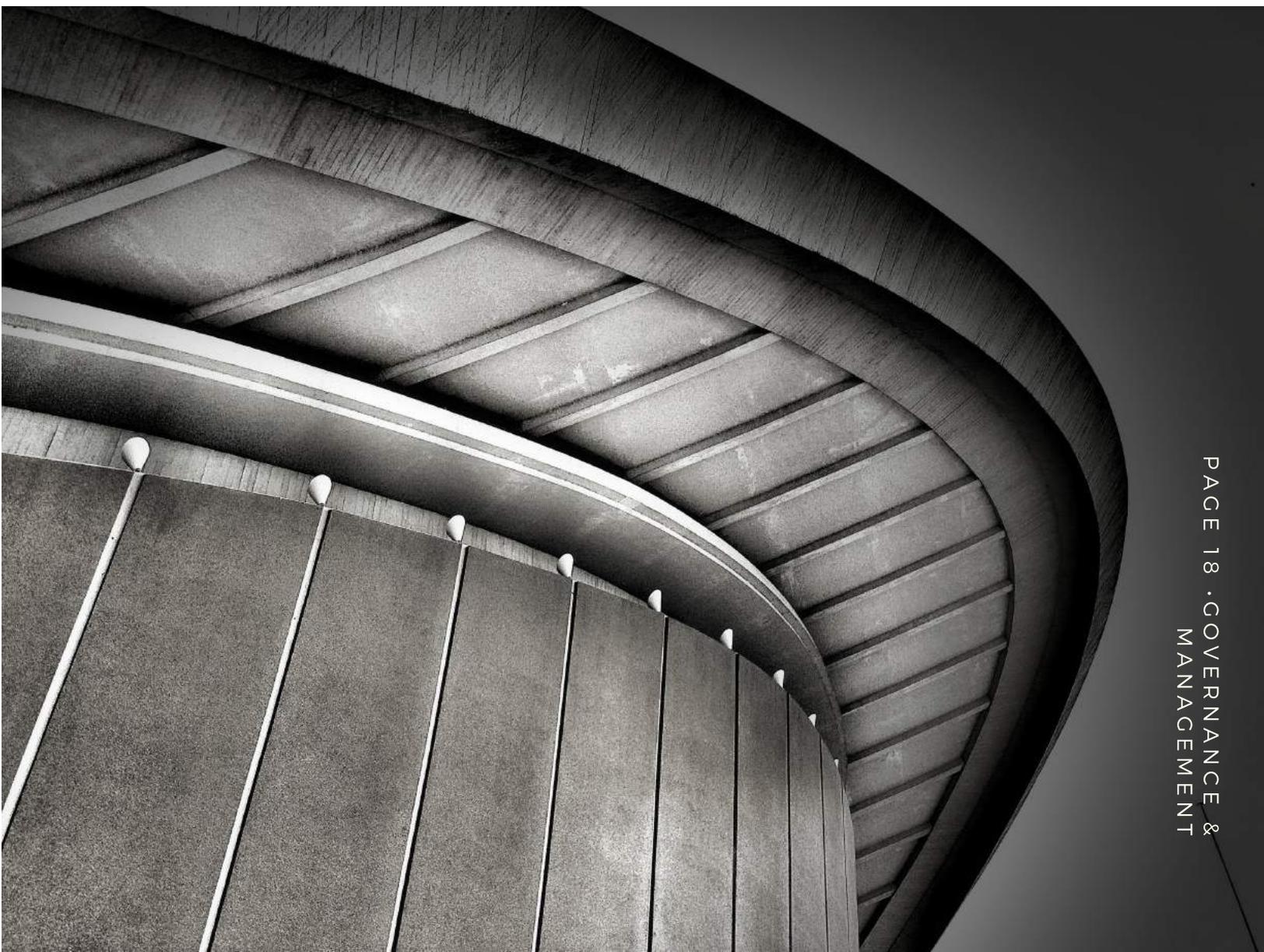
Where people behave in ways that are inconsistent with our approach, it is important to understand why and not make assumptions. For example, instead of assuming people are taking more than their fair share and trying to modify the behaviour, realise they may be looking after other people as well as themselves. This understanding will help you decide what to do.

Understanding the community and using robust needs assessment processes in an emergency will help us better understand 'is it wanted?', 'is it needed?' and will help us avoid making assumptions.

## GOVERNANCE & MANAGEMENT/TE MANA WHAKAHAERE – KĀWANATANGA ME NGĀ KAITIAKI

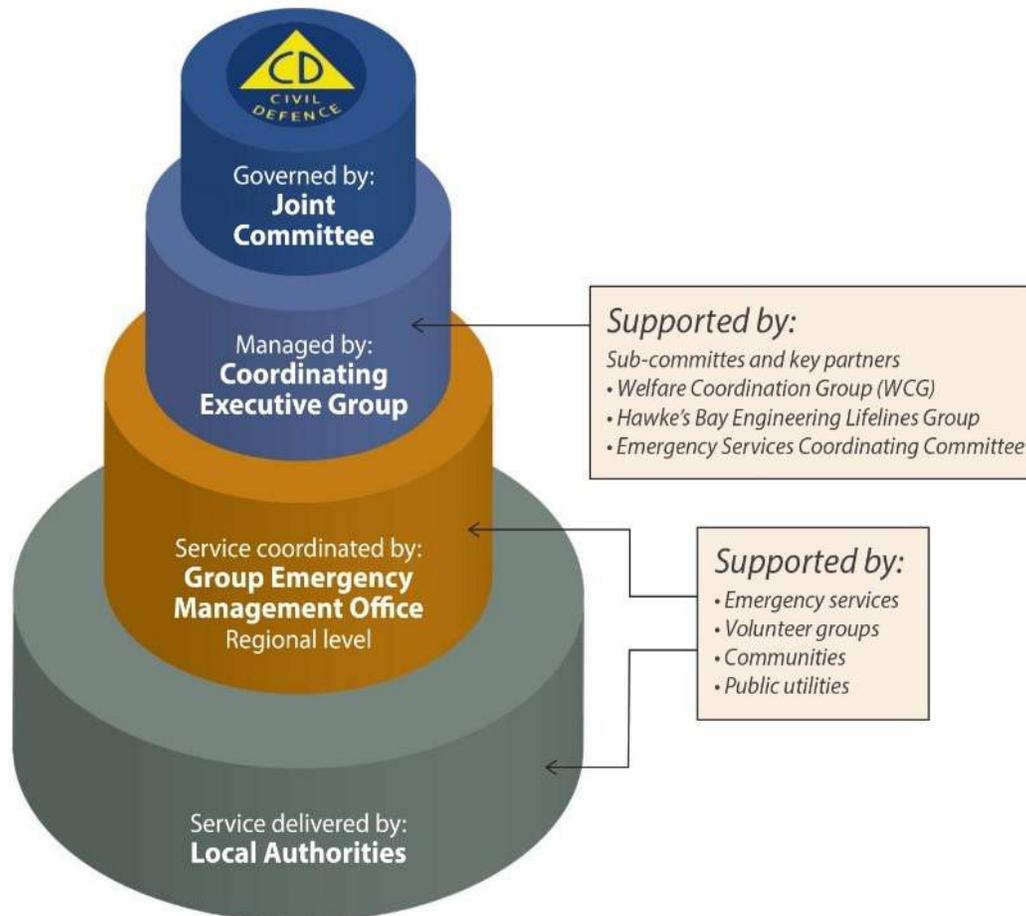
This section outlines:

- governance and management
- monitoring and reporting
- welfare cost arrangements.



# GOVERNANCE & MANAGEMENT

The HBCDEM Group Plan outlines governance and management arrangements for the HBCDEM Group. Welfare is an important consideration at all levels.



The Group Welfare Manager chairs the Hawke's Bay Welfare Coordination Group (WCG) and represents welfare on the Coordinating Executive Group (CEG).

The Group Welfare Manager presents to the Joint Committee as required.

The Group Welfare Manager is part of the Group Emergency Management Office team and reports to the Group Manager/Controller.

The Group Welfare Manager works collaboratively with other group and national welfare managers in readiness.

In response, the Group Welfare Manager leads the welfare function and chairs WCG, reporting to the Controller as per the CIMS model. The National Welfare Manager provides support in response. In recovery, the Group Welfare Manager reports to the Recovery Manager.

## MONITORING AND REPORTING

- The Group Welfare Manager reports to the WCG and CEG at each meeting
- The Welfare Coordination Group Work Plan is reviewed annually
- An annual summary of progress against the Group Work Plan is reported to WCG & CEG
- Agencies responsible for welfare sub functions are asked to provide a short update on activities at each WCG meeting.
- Welfare related objectives are included in the HBCDEM Group Plan and associated work plans which are monitored by the Group Manager

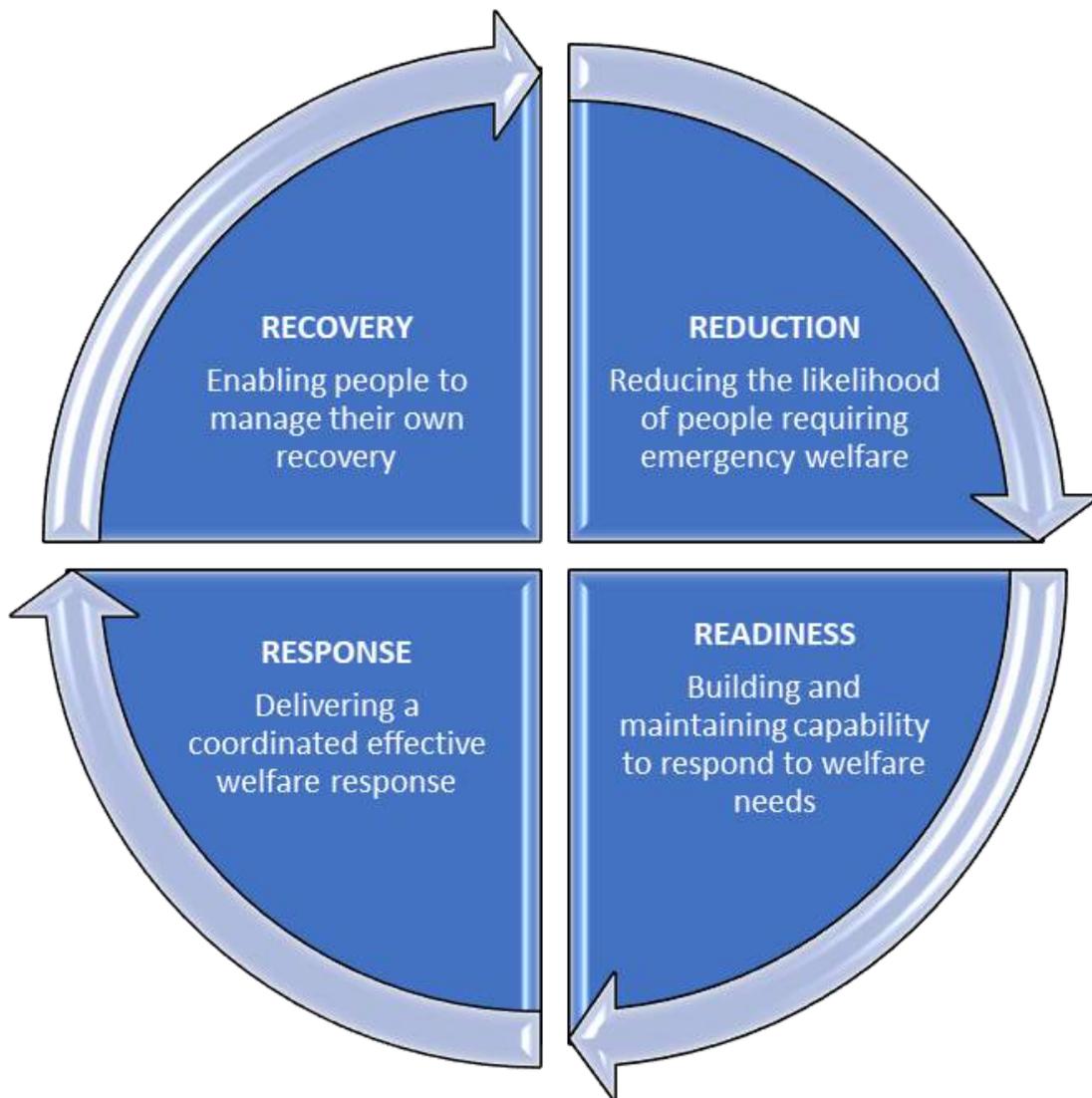
## WELFARE COSTS

The provision of welfare services in an emergency will incur costs to the relevant local authority. Common costs include provision of accommodation, provision of household goods and services, transport and helicopter drops (to isolated communities) if required.



# **REDUCTION, READINESS, RESPONSE & RECOVERY - NGĀ WHAKARAUORA**

This section details how welfare fits in to the 4Rs of emergency management.



## **REDUCTION:** Reducing the likelihood of people requiring emergency welfare

Participating in activities that seek to build individuals', communities', businesses' and organisations' resilience can reduce their welfare needs during an emergency. The resilience-building activities we carry out or support include community resilience planning, promoting business continuity planning, and leading and supporting public education initiatives.

Land use planning, community development initiatives and lifeline utility resilience projects indirectly reduce the need for welfare services.

## **READINESS:** Building and maintaining capability to respond to welfare needs

### Identifying welfare staff

- Staff from Hastings District Council, Napier City Council and Hawke's Bay Regional Council are identified as members of the welfare function in an emergency. This function is supplemented with a small number of staff from partner agencies.
- Staff need to be available for training and exercising to build their capability and confidence for their emergency role.
- Within the function, individuals are identified for development in roles such as Welfare Manager or Civil Defence Centre Supervisor.
- Local Welfare Managers and alternatives are identified in Wairoa and Central Hawke's Bay.

### Capability development

- Welfare function staff, agency staff, sector staff and volunteers all have capability development needs, which are identified as part of the Group Training Needs Analysis and inform the development of:
  - an annual training and exercising plan
  - individual learning/development pathways.
- There is an online induction to the HBCDEM Group that all staff and volunteers need to complete.
- Currently, welfare- learning and development is a mix between formal and informal training (packages such as Integrated Training Framework (ITF), shared experiences, discussions, workshops, desktops etc) using local or national resources.
- We use opportunities to develop capability and understanding when people come together, e.g. WCG meetings, welfare forums, and CEG and Joint Committee meetings.
- There may be opportunities to gain experience in real events either locally or as a deployment.

## Relationships

- Established and well-functioning relationships can help in emergency responses because we work well with people we know and trust.
- Relationships are formed and maintained at WCG meetings, forums, training sessions and exercises.
- We encourage welfare agencies to maintain relationships through collaborative planning.

## DEVELOPMENT OF PLANS, PROCEDURES AND TOOLS

### Plans

Flexible and scalable plans that provide guidance and are not too prescriptive are the most useful to responders. Despite this, during response these plans are rarely picked up and followed.

For this reason, plans will outline guiding principles and reflect best practice in welfare response. Plans need flexibility to add value to any response in any given situation.

The real benefits of plans often lie in the process of planning, and subsequent socialisation and exercising that enhances responders' capabilities. A collaborative planning process can help build relationships and understanding by anticipating issues and workshopping solutions. The final plans should be socialised and used as a basis for training and exercises.

Welfare planning must be integrated with other response plans (such as initial response plans/recovery).

### Standard Operating Procedures (SOP)

Procedures are generally more prescriptive and provide step-by-step instructions or check sheets applicable to a situation. These are generally developed where a consistent approach is needed, for example a of Welfare Coordination Group or Civil Defence centres activation.

### Tools

Checklists, aides memoire, decision-making processes and reference documents are examples of tools that can be developed to help responders.

## **RESPONSE: Delivering a coordinated effective welfare response**

Delivering a coordinated effective welfare response

A welfare response may be required in an emergency.

There may be some incidents that individual agencies manage in-house with their own resources that meet some of the above criteria. If that is the case, a Group-coordinated response is unlikely to be needed. Should the situation escalate agencies can ask for help.

Response structure

The HBCDEM Group Response Manual outlines response arrangements in more detail. This is an overview of welfare arrangements.

In Hawke's Bay, welfare is coordinated and managed centrally regardless of:

- where the emergency occurs in the region
- the scale/impact of the emergency.

Centralised management helps to streamline communication, pool resources, allow for consistent training, and enables organisation (structure) based on function. To ensure local knowledge is applied to the response, the Group Welfare function comprises people from across the region.

Wairoa and Central Hawke's Bay have Local Welfare Managers whose primary responsibility is planning for and delivering an initial local welfare response. The Group welfare function will fulfil the ongoing welfare management with support and input from the Local Welfare Manager/s. The Group welfare function will work closely with the National Welfare Manager/s.

Welfare is a function under the Coordinated Incident Management System (CIMS) and is organised into nine welfare services 'sub-functions'. The welfare function works collaboratively with the other CIMS functions and towards the objectives in the Action Plan and Welfare Task Plans.

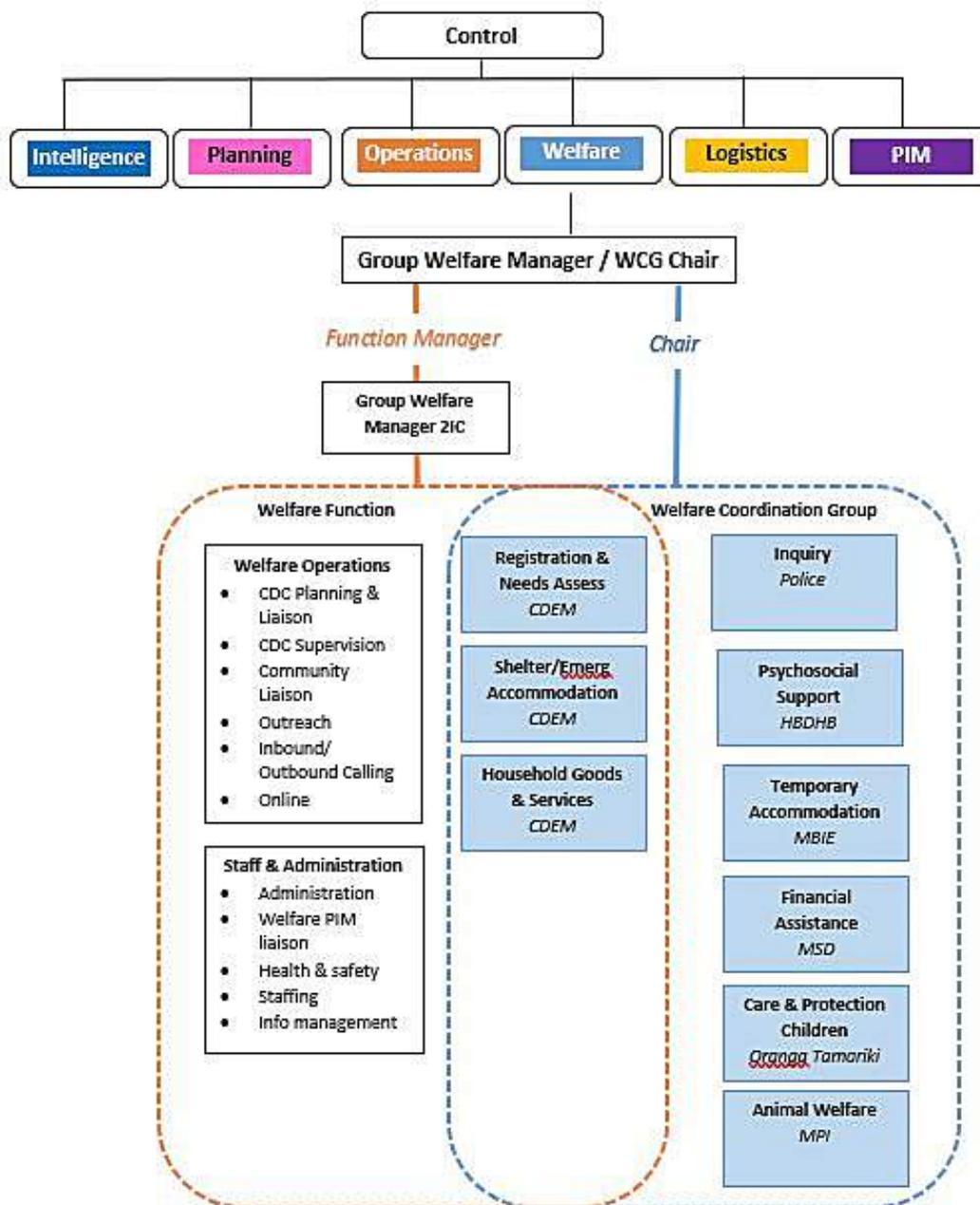
The Welfare Manager is a member of the incident management team (IMT) and reports to the Controller. To manage working hours for larger or ongoing responses, alternate welfare managers are identified from within the region, and welfare managers and staff may deploy from other regions.

The Welfare Coordination Group provides a critical mechanism to coordinate welfare across the welfare sub-functions. Each sub-function has an agency responsible for coordinating it and may have several agencies or NGOs that have supporting responsibilities.

The welfare response structure

Coordinated welfare is defined as the interactions between:

- CIMS functions (Control, Intelligence, Planning, Operations, Logistics, and PIM)
- welfare sub-functions (blue boxes)
- supporting activities of welfare operations and administration (white boxes)
- National welfare capability.



# ACTIVATION

A welfare response activation will depend on actual or potential welfare impacts triggered by an emergency event or warning. This could be in response to a CDEM-led emergency (e.g. flood/storm, earthquake, volcanic activity or tsunami) or by request to support another lead agency in an emergency (e.g. fire, pandemic, terrorism or plant/animal epidemic).

The welfare function will be activated through the Group activation system.

## Scalability

Welfare has the potential to be the largest of the CIMS functions. For example, the Canterbury Earthquake Welfare response function had around 60 people. In smaller-scale responses, the function could be just one to two people.

Welfare agencies have teams of people working within the agency or supporting the wider response.

The welfare response structure should be appropriate for the impacts and scale of the emergency. To allow for this, we think of the different sub-functions and roles as bricks we can assemble according to need. It is easier to scale down than up.

# WELFARE SUB FUNCTIONS

## Registration and needs assessment:

This function plans for delivering and managing registration and needs assessment. Registration is collating affected people's details and identifying immediate needs. Needs assessment is understanding the needs of people affected by an emergency. This is managed at the 'individual' level to ensure we understand a person's needs and connect them with appropriate support.

At a 'community' level, welfare considers the general needs of the population based on a variety of information sources.

Both individual and community needs assessment inform welfare services planning.

This is coordinated by CDEM as part of the welfare function.

## Inquiry:

Involves identifying people who have been affected by an emergency and assisting whānau and significant others to make contact (beyond usual means of contact).

This is coordinated by Police.

Care and protection services for children and young people:  
Delivers and coordinates statutory care and protection to children and young people who have been separated from their parents, legal guardian or usual caregivers during an emergency.

This is coordinated by Oranga Tamariki, Ministry for Children.

Psychosocial support:

Following an emergency involves focusing on the psychological and social interventions that will support community recovery. Psychosocial support is about easing the physical, psychological and social difficulties for individuals, whānau and communities, as well as enhancing wellbeing.

This is coordinated by the Hawke's Bay District Health Board.

Shelter and accommodation (emergency):

This function ensures we understand the accommodation needs, we consider options for accommodation and families are matched with appropriate accommodation. This function ensures early discussions (through the Group Welfare Manager) with MBIE to help understand the longer-term need and the transition to temporary accommodation.

This is coordinated by CDEM as part of the welfare function.

Shelter and accommodation (temporary):

Involves providing temporary accommodation (for people who cannot return to their homes for a prolonged period – several weeks to possibly years).

This is coordinated by Ministry of Business, Innovation and Employment.

Household goods and services are provided to people who have been displaced or who are sheltering in their usual place of residence because of an emergency.

This is coordinated by CDEM as part of the welfare function.

Financial assistance

Involves immediate or longer-term financial assistance (including tax relief and ACC payments) from government, and emergency grants from government and non-government agencies and organisations.

This is coordinated by Ministry for Social Development (MSD).

Animal welfare:

Involves assisting all animals affected by an emergency, including temporary shelter and care for companion animals and reuniting them with their owners.

It includes animal rescue, animal shelter, food, water, husbandry, and veterinary care and other essentials for all animals.

This is coordinated by Ministry for Primary Industries (MPI).

# ADDITIONAL SECTIONS WITHIN THE WELFARE FUNCTION

## Welfare Management

This section directs and manages welfare and ensures coordination across welfare agencies and the Incident Management Team (IMT – managers from all CIMS functions). The Group Welfare Manager Chairs the Welfare Coordination Group (WCG), which coordinates the welfare sub-functions and agencies. Welfare management provides the important link to the National Welfare Manager, advises the Controller and/or Recovery Manager on welfare matters and the social impact, and ensures welfare task planning is developed in line with the Action Plan. This section also provides leadership to the welfare function when making collective decisions.

## Staff and administration

This section looks after all welfare administrative matters, ensures rostering needs are identified and communicated to the logistics function in a timely manner, manages health and safety for the welfare function staff, and ensures welfare content for the Public Information Manager is coordinated.

## Welfare operations

This is the 'doing' part of the welfare function. This section:

- for activities such as Civil Defence centres, outreach and outbound calling
- understands, liaises with and supports community-led responses
- works closely with logistics to enable welfare operations
- works closely with operations to ensure activities on the ground are coordinated
- liaises closely with and tasks welfare organisations
- coordinates operations on behalf of other welfare sub-functions e.g. outbound calling for needs assessment
- manages household goods and services as this requires coordination with welfare delivery.

## The Emergency Coordination Centre (ECC)

The ECC is the facility established to coordinate and manage the overall response to an emergency. The Incident Management Team is in this facility and provides a coordinated and managed response. The group welfare function is part of this team.

### Key inputs

- specialist hazard advice and information
- status reports
- information/requests for assistance/offers of support from the public
- specific information requested of agencies and communities.

### Key outputs

- warnings
- situation reports
- action plans
- public information.

### Facilities

The welfare function will usually be coordinated from the Emergency Coordination Centre:

- HBCDEM Group Office, 311 Lyndon Rd East, Hastings (primary facility)
- Hawke's Bay Regional Council, 159 Dalton St, Napier (alternate facility).

Alternately, the function/Group Welfare Team could be deployed and set up elsewhere in the region (such as within a local Emergency Operations Centre).

There are several Civil Defence Centres across the region, while other facilities could be used if needed.

We expect the community to gather and open facilities that make sense to them for community-led responses, e.g. churches or club rooms. We refer to these as community-led centres.

### Welfare planning

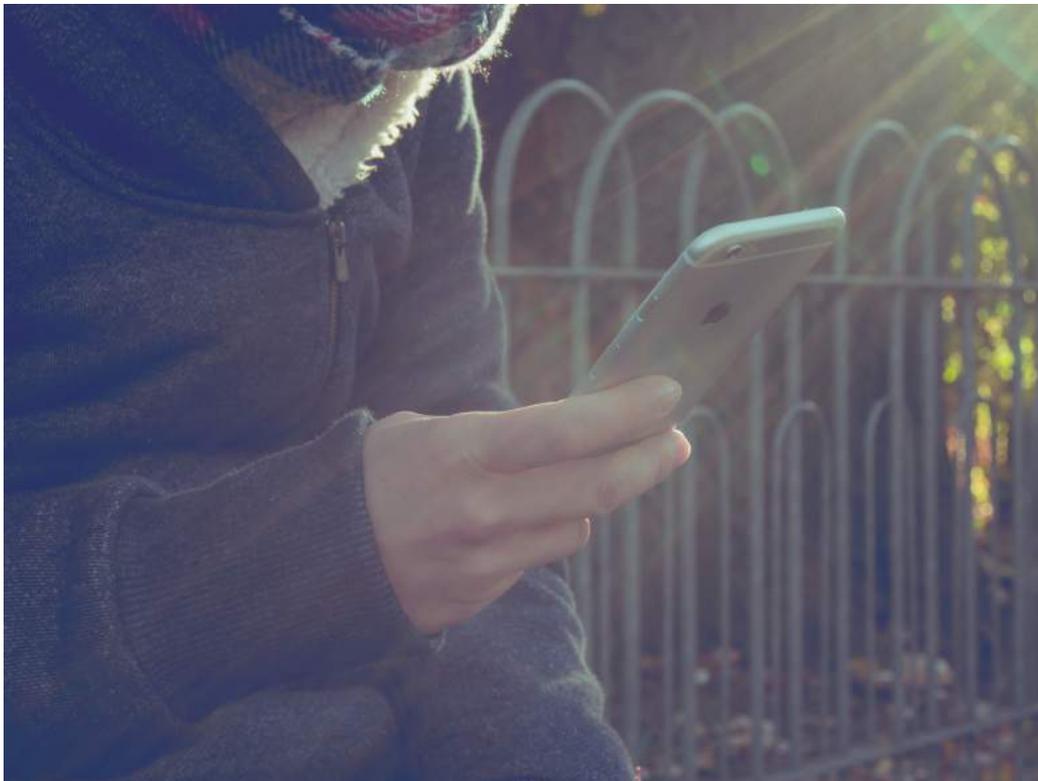
Initial Response Plans (IRPs) are written before an emergency and provide guidance to agencies on the immediate actions to be taken in an emergency – the 'rapid relief' plan is one example of an IRP.

Action planning is done during an emergency to be carried out over a specific period. The planning function leads the process with all CIMS functions working together to create the plan. The Controller is responsible for signing the plan off.

Task planning follows the release of the action plan. This type of planning is based on breaking down the large tasks (which have been assigned to a function or agency by the action plan) into smaller easy-to-achieve tasks. These task plans are then linked back to the action plan and tracked for progress.

## Modes of welfare services delivery

Mode	Description
Civil Defence Centres (CDC)	Facilities managed by CDEM providing information and support to the public. Services can include shelter, refreshments, needs assessment, psychological first aid, distribution of emergency supplies and agency services.
Outreach	Involves taking services into the community. This can be done by going door-to-door or using a bus or other pop-up type facility.
Community led	The community setting up a response, which could have been planned (community resilience planning) or spontaneous, to support people within and visitors to their community. It could involve opening a community-led facility (e.g. marae, sports club or church) for accommodation, sharing information, organising and distributing donations, organising clean-ups/working bees and supporting those in need. There may or may not be a CDEM presence at a community-led centre. CDEM should communicate with community-led responses and understand what if any additional support is appropriate for CDEM to provide. We are developing further guidance is on supporting community-led responses.
Phone (inbound or outbound)	Inbound involves advertising a helpline number to the public and providing call centre staff to take calls, provide information and refer people to further support. Outbound involves contacting individuals for a specific purpose, e.g. welfare check, needs assessment or follow up.
Online	Sharing and receiving information through messages, posts and online forms.
Agencies/NGOs	Agencies or NGOs using their own resources, services and networks to deliver emergency welfare.



# PUBLIC INFORMATION MANAGEMENT (PIM)



PIM is a specific function under the CIMS structure. This function is responsible for coordinating key messages and information to the public and managing communications channels. PIM plays a significant role in a welfare response and recovery, and the welfare function should work closely with the PIM function to achieve the best possible outcome.

Providing timely, helpful information can

- reassure those impacted by an emergency
- reduce welfare needs by communicating how people can help themselves during and after an event.

Welfare function responsibilities:

- connecting welfare services agencies to the PIM function
- identifying needs trends, which can be addressed through giving information
- providing information on welfare services
- answering frequently asked questions
- giving advice on translation.

PIM responsibilities:

- Sharing information through appropriate channels
- coordinating public meetings
- coordinating media releases and press conferences
- developing fact sheets in liaison with the welfare function
- passing on questions and/or information from the public.

Welfare response challenges

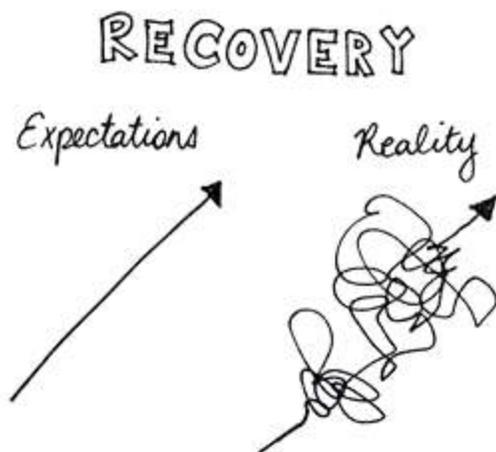
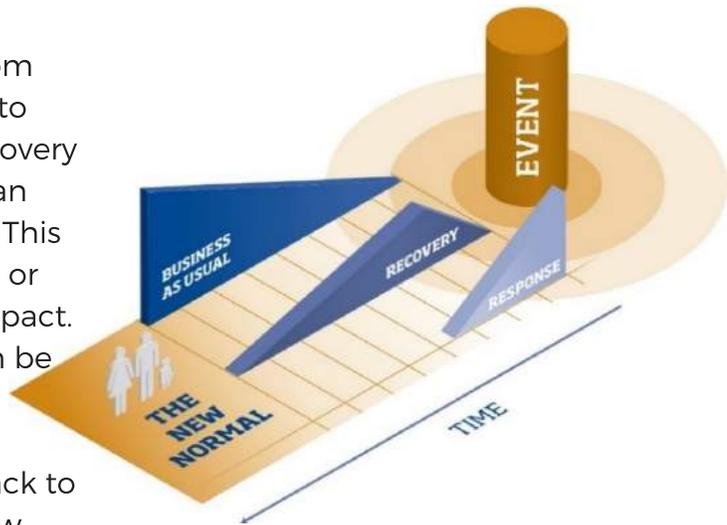
It can be challenging managing a welfare response but many issues can be mitigated through good planning and communication.

# RECOVERY: Enabling people to manage their own recovery

The welfare function is a sub set of social recovery. This section talks about social recovery in its wider form. Social recovery refers to both individual and community recovery. bit of body text

The recovery process is a journey from the event happening, the response to that event and then a managed recovery until 'business as usual' processes can support any further recovery needs. This process can take days, month, years or even decades depending on the impact. Recovery is rarely linear as there can be many setbacks along the way.

Recovery is not necessarily going back to the original state but rather to a 'new normal' state.

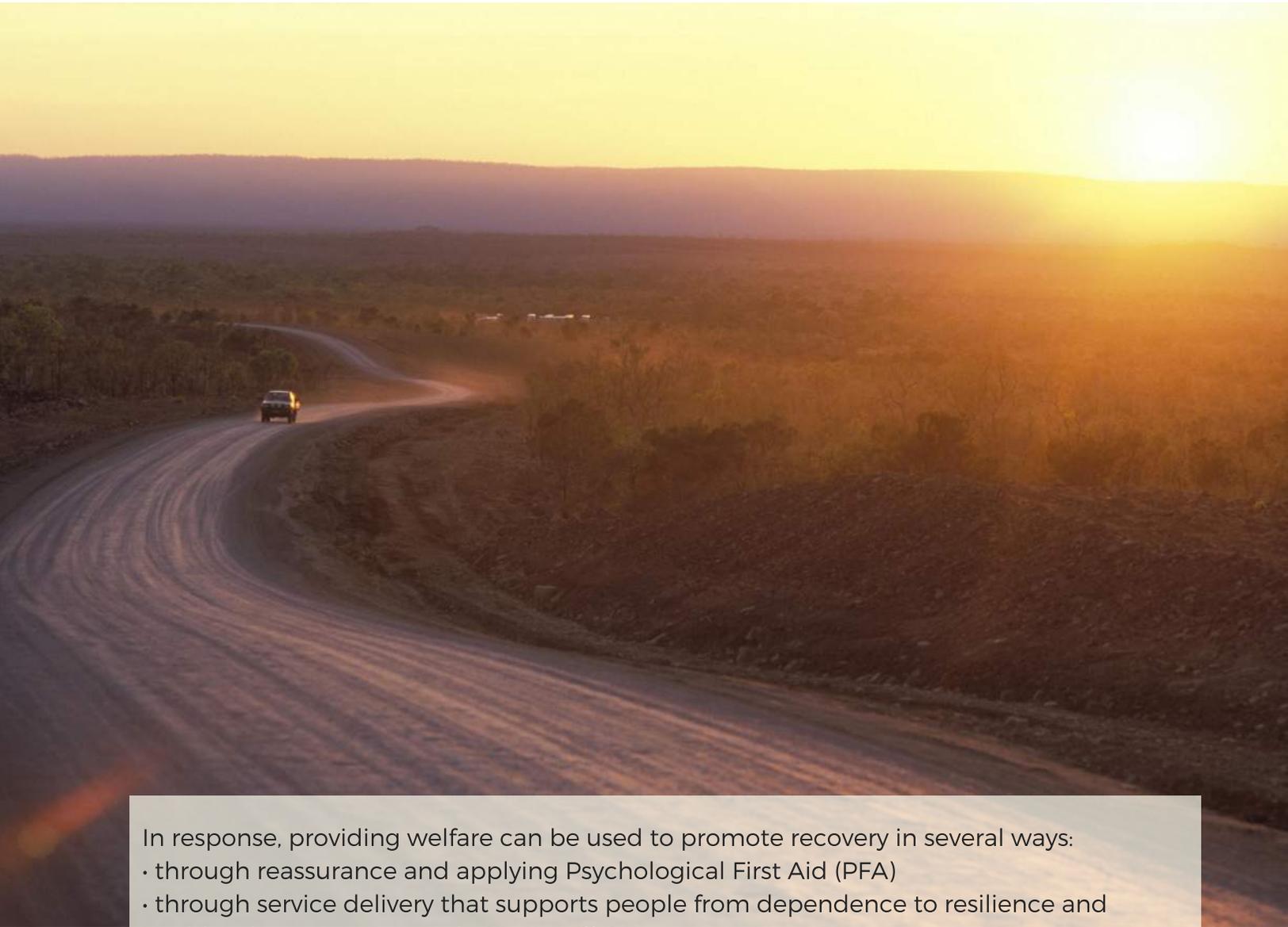


Some people will thrive in the new normal, others may have a reduced standard of living – regardless they will be able to manage their affairs and get on with life (self-sufficient).

Every recovery journey will look different – for some it will be straightforward and relatively quick, while others may experience many setbacks and take much longer.

Social recovery must be integrated within the wider recovery as there are many interdependencies between the social, built, natural and economic environments. Social recovery arrangements can be complex, and sometimes responsibilities are unclear as there are many stakeholders. Good communication, early engagement and relationships are critical.

## PROMOTING RECOVERY IN RESPONSE



In response, providing welfare can be used to promote recovery in several ways:

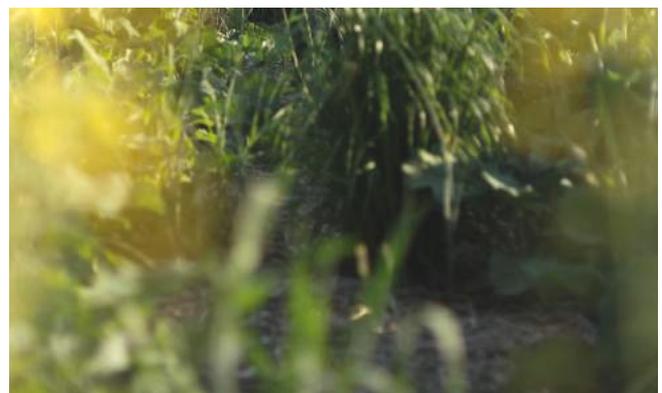
- through reassurance and applying Psychological First Aid (PFA)
- through service delivery that supports people from dependence to resilience and enables them to manage their own affairs.
- through referral processes that connect people to the services they need in a timely way
- by maintaining community connections where possible, e.g. when considering emergency accommodation
- by ensuring information is widely accessible so people can make informed decisions about their own recovery.

# TRANSITION FROM RESPONSE TO RECOVERY

Typically, the welfare response will continue into recovery and may take longer to fully transition.

The Welfare Manager guides the Recovery Manager to help the transition to recovery. We need to consider:

- any outstanding welfare response activities
- upscaling of welfare sub-functions that focus on recovery, particularly temporary accommodation and psychosocial support
- capacity for agencies with ongoing response and recovery responsibilities
- anticipating and resourcing social recovery challenges and considerations
- identifying communities with particular needs
- anticipating and resourcing long-term recovery needs
- identifying organisations to be involved in the social recovery task group and how best to coordinate their input
- identifying a social task group chair who is able to commit to the role
- explaining the consequences on the social environment of outstanding activities in other environments.



## RECOVERY ACTIVITIES

Social recovery activities include:

- identifying individual and community needs
- temporary housing solutions
- psychosocial support
- longer-term financial assistance e.g. recovery grants
- ongoing animal welfare support (urban and rural)
- clean-up/repair initiatives
- collaborative service design
- coordinated service delivery
- opportunities for volunteering/hands-on help with the recovery
- establishing and maintaining social service one-stop shops
- Involving communities in the recovery process and ensuring groups such as children are included.



## RECOVERY STRUCTURE

The HBCDEM Group Recovery Strategy outlines the recovery structure arrangements. Welfare (as a function) fits within the Social Environment task group.

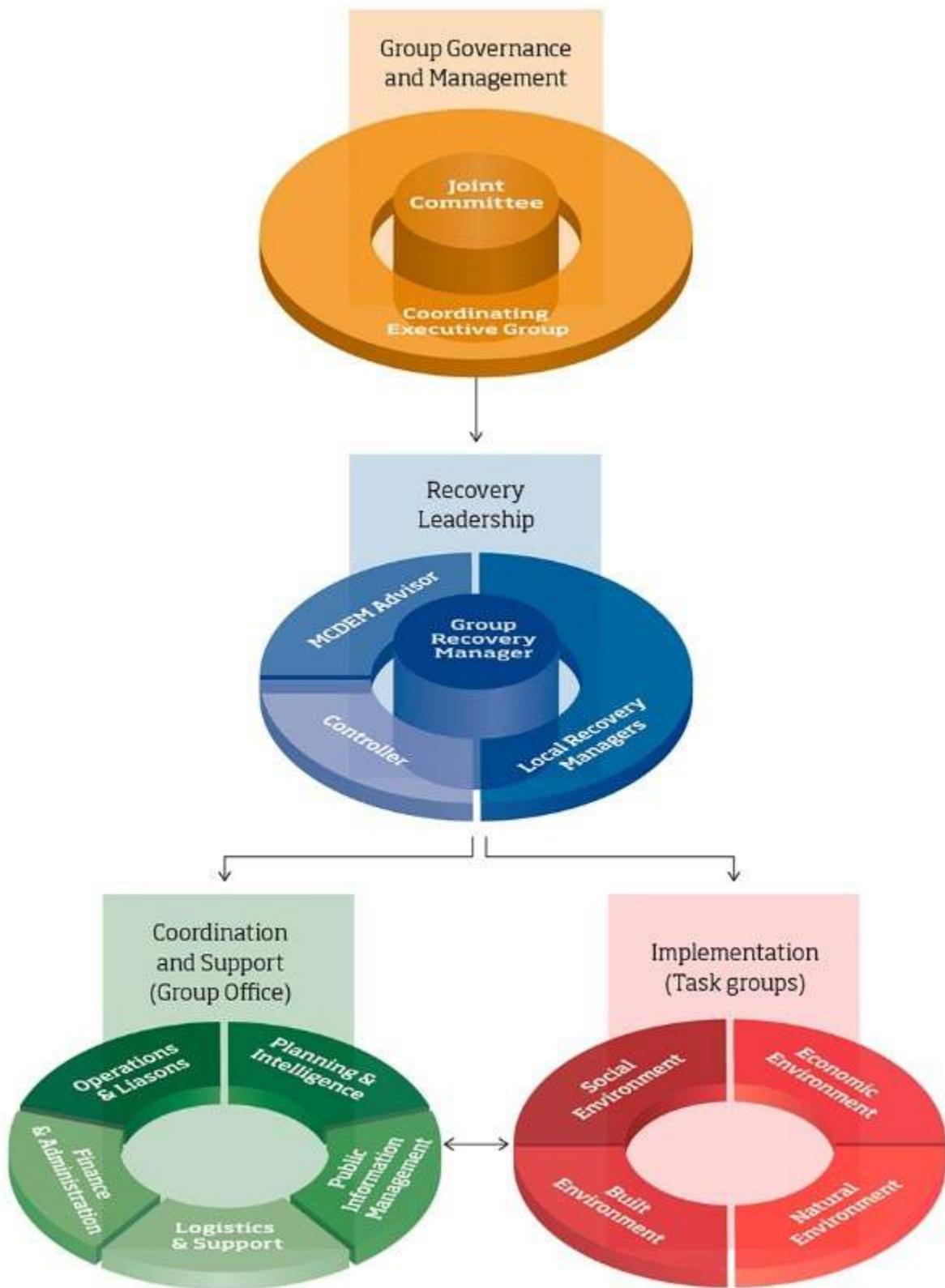
The Social Environment task group:

- is made up of agencies / organisations working in the social space
- has a chair who reports to the Group Recovery Manager
- works collaboratively with other task groups (built, economic, natural)
- provides input into the Recovery Action Plan
- oversees outstanding welfare response activities.

Transition to self sufficiency

Indicators that managed social recovery is no longer necessary are:

- community organisations have taken back the care of their community
- affected families are on a pathway to recovery
- business-as-usual services are adequate to support families to recover.



## PROMOTING RECOVERY IN REDUCTION AND READINESS

In reduction and readiness, people and communities can think about recovery issues, what recovery would look like for them, and what steps they can take in readiness to help their own recovery.

The Community Resilience Planning process asks communities to identify what matters to them, what they love about their community and wouldn't want to lose, and what could be improved. This means communities are well placed when faced with an actual recovery, as they should have increased their resilience, made connections, and thought about how to recover. This can be a great help as it is difficult to make decisions when the community is overwhelmed by the event. Tangitu Bay Watch and Marewa Napier South plans are examples of Community Resilience Plans. We are developing more plans with communities across the region.

Community Resilience Plans developed collaboratively between Territorial Local Authorities and communities provide an excellent guide on the community's aspirations and what is important to them, and should be used in recovery planning.

Wider reduction and readiness activities to make homes, businesses and infrastructure more resilient will also enhance recovery.

Specific initiatives such as the Clifton to Tangoio Coastal Strategy and Heretaunga Plains Urban Development Strategy will also provide excellent guidance.

# ROLES AND RESPONSIBILITIES - NGĀ TŪRANGA ME NGĀ HAEPAPA



This section details roles and responsibilities of the Group Welfare Manger and agencies that contribute to a coordinated welfare response. Role clarity is critical to ensure we work in an effective and coordinated way with no gaps or duplications in service.

Each CDEM group is responsible for:

- co-ordinating and arranging local welfare services delivery
- appointing a CDEM Group Welfare Manager
- appointing people to be alternative CDEM Group Welfare Managers and providing training so they can co-ordinate the welfare services function during response and recovery.

## THE WELFARE COORDINATION GROUP (WCG)

- The WCG is a collective of welfare agencies and NGOs with responsibilities to plan for and deliver welfare in an emergency.
- Its purpose is to ensure that welfare service delivery is planned, organised, integrated, coordinated and supported.
- It provides a mechanism for collaboration and coordination between agencies.
- During response, the WCG convenes as frequently as necessary and practicable. Its role is to ensure that each member agency operates as part of a coordinated collective, rather than as an individual agency.
- The WCG shares responsibility for delivery of the WCG Work Plan.
- The WCG is chaired by the Group Welfare Manager.

## THE WAIROA LOCAL WELFARE COMMITTEE (WLWC)

Given Wairoa's geographic isolation from the main centres in Hawke's Bay, it is important that the district has local capability to plan and respond to initial welfare needs. This response would subsequently be supported through the regional welfare response.

- The WLWC is a collective of agencies, NGOs and community members with local knowledge and networks.
- It is supported by the Local Welfare Manager and Emergency Management Officer with a focus to plan for an initial welfare response.
- It is an invaluable source of local knowledge and connections for response and recovery activities.

## THE HAWKE'S BAY RURAL ADVISORY GROUP (HBRAG)

The rural sector has established the HBRAG to:

- improve resilience in the rural sector
- liaise between the wider primary production sector and the response/recovery to better understand rural needs and coordinate the rural response

Rural Liaison sits with the welfare team in response.

HBRAG members are primary producer organisations, rural community groups, rural professionals and suppliers, and local and central government. The group's focus is on all primary production sectors, with emphasis on supporting production animals' needs assessment and welfare.

The scope of HBRAG's activity includes human welfare, production animal welfare, primary industry business resilience, risk reduction and recovery.

# THE GROUP WELFARE MANAGER

These responsibilities fall under alternate Group Welfare Managers where they are managing the welfare function.

Reduction and readiness	Response and recovery
<p><b>Mandated</b> Co-ordinate the CDEM Group welfare services function during reduction and readiness.</p> <p>Chair the CDEM Group’s Welfare Co-ordination Group.</p> <p>Oversee the establishment and maintenance of arrangements and plans for:</p> <ul style="list-style-type: none"> <li>• delivering local welfare services during response and recovery</li> <li>• coordinating welfare services sub-functions during response and recovery.</li> </ul> <p>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, and the National Welfare Manager.</p> <p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• document and consult on the WCG Work Plan</li> <li>• maintain relationships with welfare agencies</li> <li>• develop the capability of the welfare function</li> <li>• coordinate welfare input into CDEM readiness activities</li> <li>• contribute welfare issues to the wider CDEM community</li> <li>• maintain and exercise WCG activation procedure</li> <li>• induct WCG members.</li> </ul>	<p><b>Mandated</b> Be responsible to the Group Controller in response, or the CDEM Group Recovery Manager during recovery, for coordinating service delivery.</p> <p>Co-ordinate the agencies responsible for welfare services sub-functions during response and recovery.</p> <p>Co-ordinate with local welfare managers (where these arrangements exist) at local EOCs during response or the local recovery office during recovery.</p> <p>Co-ordinate and integrate their CDEM group welfare activities with other ECC functions and activities to support the Group Controller.</p> <p>Communicate and report on welfare services and advise the Group Controller.</p> <p>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.</p> <p>Assist in welfare services co-ordination at any ECC or the NCMC.</p> <p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• manage the group welfare function</li> <li>• activate the HBWCG as soon as practicable</li> <li>• advise the Recovery Manager on welfare implications for transition to recovery and establishing a social task group.</li> </ul>

# THE LOCAL WELFARE MANAGER

This role differs from the traditional role of Local Welfare Manager, in that it is to specifically plan and establish an initial welfare response in Wairoa and Central Hawke's Bay.

The Group Welfare team will coordinate and manage the ongoing welfare response to support those districts. The Local Welfare Manager will support the welfare response with local knowledge and connections.

Reduction and readiness	Response and recovery
<p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• Develop network of local contacts who could help support a welfare response.</li> <li>• Understand local resources available to support an initial welfare response.</li> <li>• Identify vulnerabilities and discuss with Group Welfare Manager.</li> <li>• Have arrangements in place to urgently shelter/feed/clothe people.</li> <li>• Have arrangements in place to open Civil Defence Centres or support community groups to use their facilities e.g.marae</li> <li>• Build connections with key community members who can provide information in an emergency.</li> </ul>	<p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• Contact Group Welfare.</li> <li>• Activate local contacts to support initial welfare response.</li> <li>• Attain and maintain local situational awareness and inform group.</li> <li>• Activate plans to meet immediate needs.</li> <li>• Liaise with Group Welfare about the local situation, ongoing resource requirements and planning.</li> <li>• Participate in Welfare Coordination Group meetings.</li> </ul>

# ROLES AND RESPONSIBILITIES FOR ALL WELFARE AGENCIES

Mandated roles and responsibilities are defined in The National CDEM Plan 2015 (s.62-75).

There may also be other responsibilities or expectations, which are agreed between agencies and the CDEM Group. These are also defined in this plan or in specific plans.

<b>All agencies</b>	<b>Additional for responsible agencies (agencies that coordinate a welfare sub-function)</b>
<p><b>Reduction/readiness</b></p> <p><b>Mandated</b>            Develop and review plans to ensure continuity of its essential services and contribution to wider welfare provision.</p> <p>Plan with agencies responsible for co-ordinating relevant welfare services sub-functions.</p> <p>Develop capacity and capability for its role in an emergency.</p> <p>Establish regular communication and reporting lines within local, regional and national offices.</p> <p>Establish and maintain inter-agency communications.</p> <p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• Understand mandated roles and responsibilities.</li> <li>• Maintain 24/7 point of contact for activation.</li> <li>• Maintain internal distribution lists.</li> <li>• Build and maintain relationships with other welfare organisations.</li> <li>• Participate in training and exercising opportunities.</li> <li>• Participate in regional welfare planning.</li> <li>• Deliver and report on progress against the WCG Work Plan.</li> <li>• Communicate regularly with the national office on CDEM matters.</li> <li>• Build staff preparedness levels.</li> <li>• Basic training in use of EMIS.</li> </ul>	<p><b>Reduction/readiness</b></p> <p><b>Mandated</b>            Provide leadership to support agencies to develop arrangements.</p> <p>Develop, maintain and exercise arrangements for the co-ordination or delivery of relevant welfare services sub-functions.</p> <p>Plan with all support agencies to deliver the welfare service's sub-function.</p> <p>Regularly test and exercise its response and recovery arrangements and participate in the National CDEM Exercise Programme.</p> <p>Participate on the HBWCG.</p> <p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• Regular communication with support agencies.</li> <li>• Attendance at WCG meetings and welfare activities.</li> <li>• Activation process for sub-function.</li> <li>• Procedures/plans and policies shared for the sub-function.</li> </ul>

# ROLES AND RESPONSIBILITIES FOR ALL WELFARE AGENCIES

All agencies	Additional for responsible agencies (agencies that coordinate a welfare sub-function)
<p><b>Response / recovery</b></p> <p><b>Mandated</b></p> <p>Provide timely services and information on those services to affected communities.</p> <p>Identify strategies and actions to support service co-ordination , and monitor and report to the responsible agency on welfare issues and activities.</p> <p>Establish regular communication and reporting lines within local, regional, and national offices.</p> <p>Support the welfare services function with additional people at national, CDEM Group and local levels when needed.</p> <p><b>Expectations</b></p> <ul style="list-style-type: none"> <li>• Carry out agreed responsibilities outlined response plans e.g. Initial Response Plan.</li> <li>• Attend WCG meetings.</li> <li>• Provide status reports.</li> <li>• Once the WCG is activated, work under the Action Plan and tasks from the lead agency.</li> <li>• Work under the Social Task Group in recovery.</li> </ul>	<p><b>Response / recovery</b></p> <p><b>Mandated</b></p> <p>Work with support agencies to ensure that community needs are being met and that services and information (for both operational and public information purposes) are integrated.</p> <p>Collaborate with agencies responsible for other welfare services sub-functions to ensure that services and information are co-ordinated, integrated, and aligned to meet community needs.</p> <p>Report on the welfare service’s sub-function co-ordination and performance to the CDEM Group Welfare Manager in the ECC during response, or the CDEM Group recovery office during recovery.</p>

## APPENDIX 1: SUPPORTING PLANS AND PROCEDURES

### Strategies, plans and guidelines

- HBCDEM Group Plan 2014-2019
- HBCDEM Group Recovery Strategy 2014-2019
- HBCDEM Group Managing Privacy and Information Sharing in an Emergency Guideline
- MBIE Temporary Accommodation Coordination Contingency Plan
- Psychosocial Support Plan
- Welfare Organisation Roles, Responsibilities and Expectations
- HBCDEM working together with communities in response
- HBCDEM navigation services guidelines

### Procedures

- SOP Civil Defence Centre Activation
- SOP Welfare Coordination Group Activation
- SOP Wairoa Emergency Operations

### Tools

- Options Analysis: Emergency Accommodation
- Options Analysis: Needs Assessment
- Kobotoolbox forms: various needs assessment, unaccompanied children and young people, accommodation.
- Fact sheets – there are numerous fact sheets created for emergencies that can be found on agency and CDEM websites

### Useful national documents

- Welfare Services in an Emergency – Director’s Guideline for CDEM Groups and Agencies with responsibilities for welfare services in an emergency [DGL 11/15]
- National Civil Defence Emergency Management Plan 2015
- MBIE Temporary Accommodation Coordination Contingency Plan (TACCP)
- Including people with disabilities – Information for the CDEM Sector [IS 12/13]
- Including culturally and linguistically diverse (CALD) communities – Information for the CDEM Sector [IS 12/13]
- Early Childhood Education Services Emergency Planning Guidance – CDEM Best Practice Guide [BPG 6/11]
- Mass Evacuation Planning Director’s Guideline for CDEM Groups [DGL 07/08]
- Donated Goods Management Planning: CDEM Best Practice Guide [BPG 02/06]

## APPENDIX 1: SUPPORTING PLANS AND PROCEDURES

### USEFUL INTERNATIONAL DOCUMENTS

- The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response

### TO BE COMPLETED/DEVELOPED

- HBCDEM Group Rapid Relief Plan
- HBCDEM Group Initial Response Plan
- HBCDEM Group Response Framework
- Registration and Needs Assessment Plan (in draft)
- Care and Protection Services for Children and Young People
- Household Goods and Services Plan
- Shelter and Emergency Accommodation Plan
- Financial Assistance Plan
- Animal Welfare Plan
- Inquiry Plan





TE RĀKAU WHAKAMARUMARU KI  
TE MATAU A MĀUI



2018-2023