

April 2006

# Wellington Region Welfare Plan

Draft



# Contents

1.	Introduction	3
2.	Structure of Wellington Region CDEM Welfare	5
3.	Roles and Responsibilities of key Wellington Region WAG members	8
4.	National Welfare Co-ordination	10
1.	Purpose of these terms of reference	15
2.	Membership of the Welfare Advisory Group	15
3.	Purpose of the Welfare Advisory Group	15
4.	Functions	16
5.	Costs	16
6.	Meetings	16
7.	Voting	16
8.	Variations	17
9.	Reporting	17
10.	Review	17

Draft

# 1. Introduction

## 1.1 Purpose

The Wellington Region Civil Defence Emergency Management Welfare Plan (WRWP) outlines the roles and responsibilities of agencies involved in welfare delivery across the Region during and after an emergency event. The WRWP provides for a coordinated approach to welfare services for both people and animals.

The WRWP specifies an organisational structure for the delivery of welfare services and provides for several appointments within the CDEM structure.

## 1.2 Outcome statement

This plan provides for the following outcome:

*Welfare services following a significant emergency event (level 4 and level 5) will be delivered in an effective, timely and co-ordinated manner. (Event stages are described in Appendix 1 of this Plan).*

## 1.3 Background

Emergency events may impact upon the physical, emotional and psychological wellbeing of large numbers of people. People may suffer trauma as a result of bereavement, physical injury or separation from families. They may also experience loss of personal effects, housing, household contents, employment, income etc. People may need support in their homes and workplaces or the emergency may necessitate the care of those who have been evacuated. For example, the provision of shelter, accommodation, food, clothing, financial assistance, personal support and advice may be required by people in or threatened by an emergency.

Further, experience of previous emergency events has shown that it is important that there is a welfare structure in place for domestic animals and livestock.

## 1.4 Regional and National Context

At a regional level, the Civil Defence Emergency Management Act 2002 (the Act) specifies that a Civil Defence Emergency Management Group (CDEM Group) must *respond to and manage the adverse effects of emergencies in its area* (s. 17(d)) and, while a state of emergency is in force, *provide for the relief of distress, including emergency food, clothing, and shelter* (s. 85(d)) and *provide for the conservation and supply of food, fuel, and other essential supplies* (s. 85(e)).

The Wellington CDEM Group Plan provides for a Regional Welfare Plan to be prepared. It also provides for the preparation of a Regional Recovery Plan. These two plans are inextricably linked.

At a national level, the National Civil Defence Emergency Management Plan Order 2005 outlines the following principles for providing welfare (s.41):

- (a) all welfare agencies work together in readiness, response, and recovery to ensure services provided are integrated to achieve the best outcomes for communities; and
- (b) welfare being co-ordinated or provided nationally by National Welfare Recovery Co-ordination Group (NWRCG) (operating as a cluster) must take into account local needs and processes; and
- (c) welfare provision succeeds when it supports local arrangements and networks, restoring self-reliance as the foundation for individual and community recovery; and
- (d) welfare agencies have pre-event continuity planning to ensure they can deliver services; and
- (e) during and following an emergency, agencies support their own staff and their co-ordinator liaises with the appropriate-level controller for their operation (local, group, or national).

## **1.5 Principles behind this Plan**

The following principles have guided the preparation of this plan

1. The ability of a community to be self-reliant is crucial for effective response and recovery to an emergency event.
2. Welfare response and recovery at the regional level will always support local welfare provision.
3. All civil defence emergency management agencies, including welfare agencies have a responsibility to ensure that they can function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.
4. Welfare agencies will work with other emergency management agencies in a co-ordinated manner to provide integrated emergency management response and recovery.

## **1.6 Duration of Plan and review**

The effectiveness of this Plan will be reviewed by the CDEM Group every five years or, if required, in the interim period.

Draft

## **2. Structure of Wellington Region CDEM Welfare**

### **2.1 Wellington Region Welfare Advisory Group (WAG)**

#### **2.1.1 Purpose**

To provide for a co-ordinated approach to welfare planning across the Region so that the outcome of this Plan can be achieved.

#### **2.1.2 Membership**

WAG membership comprises welfare agencies across the Region and local government representation. Membership is listed in Appendix 2. Additional agencies may be invited to join at any time.

#### **2.1.3 Role**

The role of the WAG is to:

- Plan for the effective and co-ordinated delivery of welfare services during and after an emergency event, including the consistent delivery of welfare services across the Region.
- Provide support and guidance to the Group Controller and Group Recovery Manager during and after an emergency event, if required.
- Nominate a Group Welfare Manager and alternate(s) to represent the WAG at the CDEM Group emergency operations centre during an emergency event, if required.
- Ensure that all member welfare agencies are able to operate in an emergency event, even though this may be at a reduced level.
- Identify areas of welfare services that require or will benefit from a regionally co-ordinated approach.
- Ensure that the local level delivery of welfare services is supported at Group level.
- Provide advice and assistance to the CDEM Group and the Co-ordinating Executive Group (CEG) about the provision of welfare services.

### **2.2 Group Welfare Manager**

#### **2.2.1 Purpose**

To ensure that effective welfare services are provided in the response and recovery phases of an emergency event.

#### **2.2.2 Role**

The role of the Group Welfare Manager is to:

- Chair the Wellington Region Welfare Advisory Group. (This is desirable but not essential. It may be that another welfare representative is better suited to carrying out this function)
- Represent the WAG at the Group Emergency Operations Centre and to provide advice and support to the Group Controller and Group Recovery Manager.
- Ensure the co-ordinated delivery of welfare services during and after an emergency event

A job description for the Group Welfare Manager is provided in Appendix 5.

## **2.3 Local Welfare Advisory Group**

Local Welfare Advisory Groups are co-ordinated by the emergency management officers of each territorial authority in the Region.

### **2.3.1 Purpose**

To provide for a co-ordinated approach to welfare planning for a territorial authority area so that the outcome of this Plan can be achieved at the local level.

### **2.3.2 Role**

- Plan for the effective and co-ordinated delivery of welfare services during and after an emergency event.
- Provide support and guidance to the Local Controller and Local Recovery Manager during and after an emergency event, if required.
- Nominate a Local Welfare Manager and alternate(s) to represent the Local WAG at the local emergency operations centre during an emergency event, if required.
- Ensure that all member welfare agencies are able to operate in an emergency event, even though this may be at a reduced level.
- Identify areas of welfare services that require or will benefit from a locally co-ordinated approach.

## **2.4 Local Welfare Manager**

### **2.4.1 Purpose**

To ensure that effective welfare services are provided at the local level in the response and recovery phases of an emergency event.

### **2.4.2 Role**

To co-ordinate the planning and delivery of welfare services to the local community during and after an emergency event.

## **2.5 Group Recovery Manager**

### **2.5.1 Purpose**

To ensure that the Wellington Region recovers from an emergency event.

### **2.5.2 Role**

The role of the Group Recovery Manager is to:

- Ensure that sufficient planning is in place to enable the community to recover as soon as practicably possible after an emergency event.
- To manage the recovery phase of an emergency event.
- To ensure that recovery issues are taken into account during the response phase of emergency management.

- To advise the CDEM Group and the Co-ordinating Executive Group (CEG) about recovery issues and progress.

## **2.6 Local Emergency Welfare Centres**

Emergency welfare centres are the point of contact for members of the affected community to receive welfare support. They are activated by the local Welfare Manager and provide an interface between the community and responding agencies. They are designed to provide a 'one-stop-shop' for emergency welfare services and may have the following functions: provision of temporary shelter or alternate accommodation; registration of displaced and missing persons; provision of catering, information, first aid, clothing, animal welfare, coordination of manpower, receipt and distribution of goods and services.

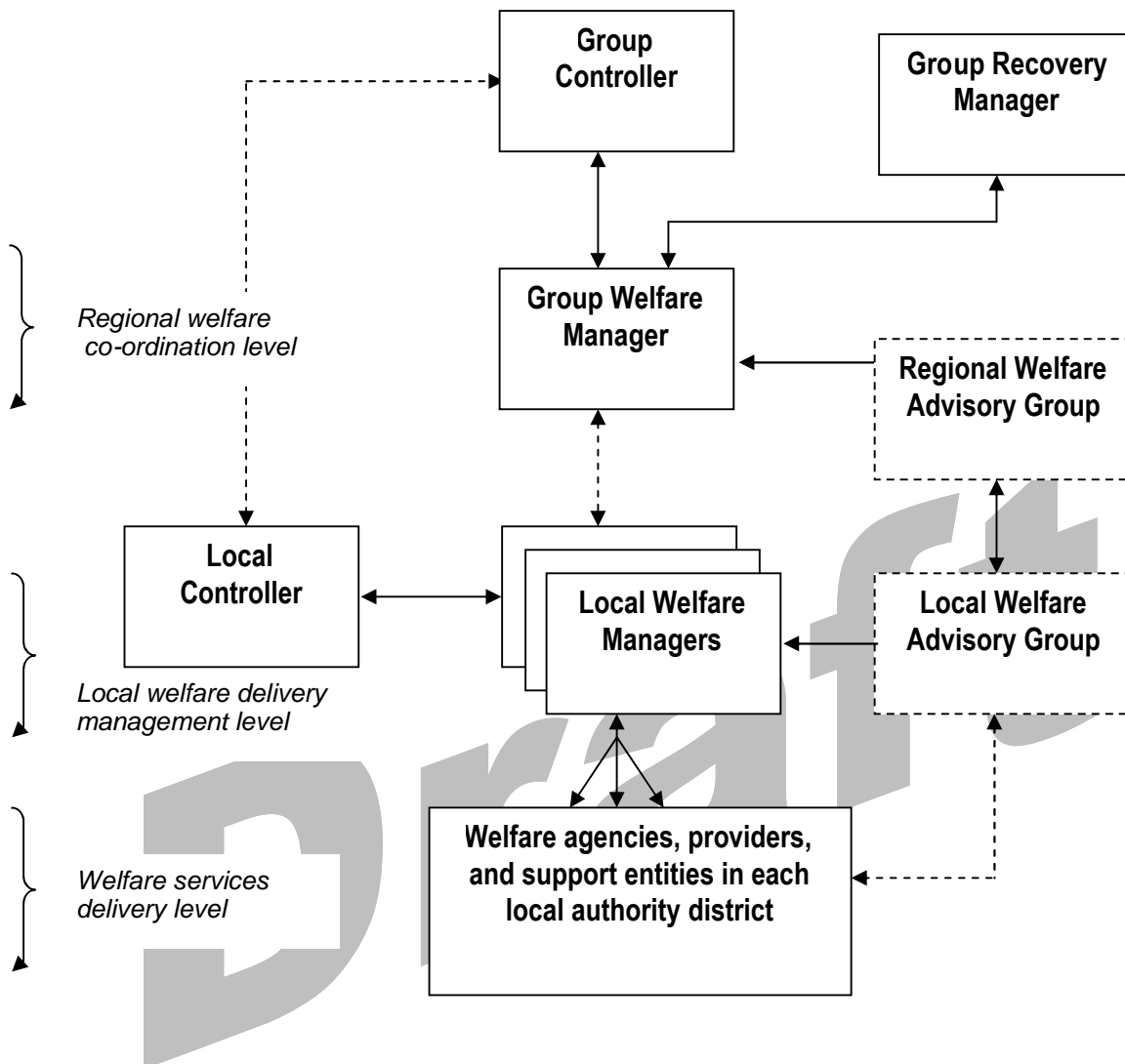
Designated Emergency Welfare Centres have been identified and are listed in local Welfare Plans.

## **2.7 Welfare structure for response and recovery phases of an emergency event**

Figure 1 below outlines the structure for welfare delivery during the response and recovery phases for levels 3, 4, and 5 emergency events.

**Figure 1**

**Draft**



### 3. Roles and Responsibilities of key Wellington Region WAG members

#### 3.1 Territorial authorities

Territorial authorities co-ordinate the Local Welfare Advisory Groups in their areas and will be the lead agencies for the coordination of welfare response and recovery in those areas.

Each territorial authority will have a local welfare plan and be represented on the Wellington Region Welfare Advisory Group. In an emergency event, there will be close communication between the Group and local welfare managers.



### **3.2 Work and Income (W&I)**

Work and Income (a service line of the Ministry of Social Development) will be responsible for the delivery of financial support and information services. Work and Income will be the lead agency for the provision of financial services for affected persons following a disaster. Financial services include:

- emergency payments, financial assistance and billeting arrangements
- co-ordination of the provision of information relating to financial issues, tax, insurance, ACC, and banking
- staffing for local Emergency Welfare Centres or elsewhere to receive and process applications for financial assistance and to advise and assist affected persons
- identification of labour for recovery purposes.

### **3.3 Housing New Zealand Corporation (HNZC)**

HNZC will be the lead agency for accommodation and will be responsible for planning and delivering temporary and long-term accommodation options for people who have been displaced from their normal dwellings.

The provision of immediate emergency accommodation will be the prime responsibility of local authorities. HNZC will assume prime responsibility for the provision of longer term post response accommodation, albeit with territorial authority support.

### **3.4 Child Youth & Family Services (CYFS)**

Child Youth & Family Services will be responsible for the provision of care and services for children and young people who have been identified as separated from their parents or normal guardians by the emergency event.

### **3.5 Wellington Region District Health Boards**

The District Health Boards (Capital & Coast, Hutt Valley and Wairarapa DHBs) will coordinate the medical and psychosocial needs of those affected by a disaster in the Wellington region.

### **3.6 Regional Public Health (RPH)**

RPH will coordinate the response to matters relating to public health, in collaboration with other agencies. It will focus particularly on the provision of public health expertise and advice that is necessary to maintain the health of the wider community during and following an emergency. This may include, but will not be limited to, matters relating to hygiene, sanitation, quarantine, surveillance and rapid community needs assessment.

### **3.7 Ministry of Education (MoE)**

The Ministry of Education will, in co-operation with Child Youth & Family Services, coordinate care of children who have been separated from their parents or normal caregivers during normal school hours because of an emergency event.

### **3.8 Inland Revenue Department (IRD)**

IRD will be responsible for providing advice about, and payment of, Family Support and Child Support to the public. IRD's responsibilities will include staffing facilities at emergency welfare centres, where appropriate, to advise and assist the public in matters relating to taxation, and upholding the collection and distribution of Family and Child Support payments.

### **3.9 The Salvation Army**

The Salvation Army will offer a variety of welfare support services across the region including:

- stand alone catering units
- pastoral welfare support units
- welfare needs assessments (clothing and furnishings)
- meet and greet reception
- critical incident stress support (trained) teams

The Salvation Army will provide other welfare services where able to do so. It will endeavour to have Memoranda of Understanding with local welfare agencies using a Service Agreement to document the services that can be provided.

### **3.10 NZ Red Cross**

The NZ Red Cross will provide welfare assistance and advice in accordance with local civil defence emergency management arrangements and the Wellington Region CDEM Group Plan. It will, through its national office, provide assistance with, and information on, international offers of assistance. Through international partners, it will provide an international tracing facility. NZ Red Cross will also run a national appeal to support affected areas and provide a national enquiry centre relating to affected persons.

### **3.11 Victim Support**

Victim Support will assist with the initial crisis response by providing emotional and practical support to people affected by emergencies in collaboration with other welfare agencies. Victim Support will assist with the needs assessment of victims and co-ordinate ongoing support to ensure those needs are being met.

### **3.12 Wellington Civil Defence Emergency Management Group (CDEM Group)**

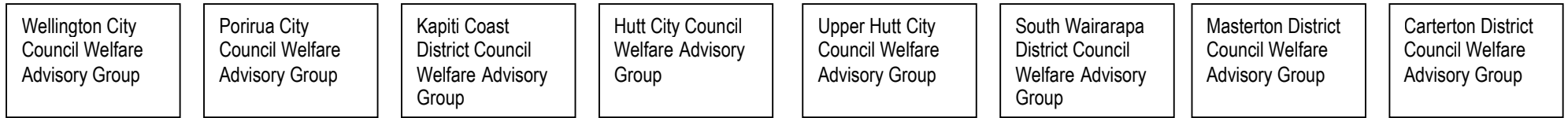
The CDEM Group acknowledges its obligation to support the community in an emergency. It will support and advise the WAG members on emergency management procedures where they affect welfare agencies especially where major changes are made to the National or Wellington Civil Defence Emergency Management Group Plans.

The CDEM Group will, where possible, advise the Chairperson of the WAG if a declaration of a state of local emergency is imminent or has occurred, or if a state of national emergency has been declared.

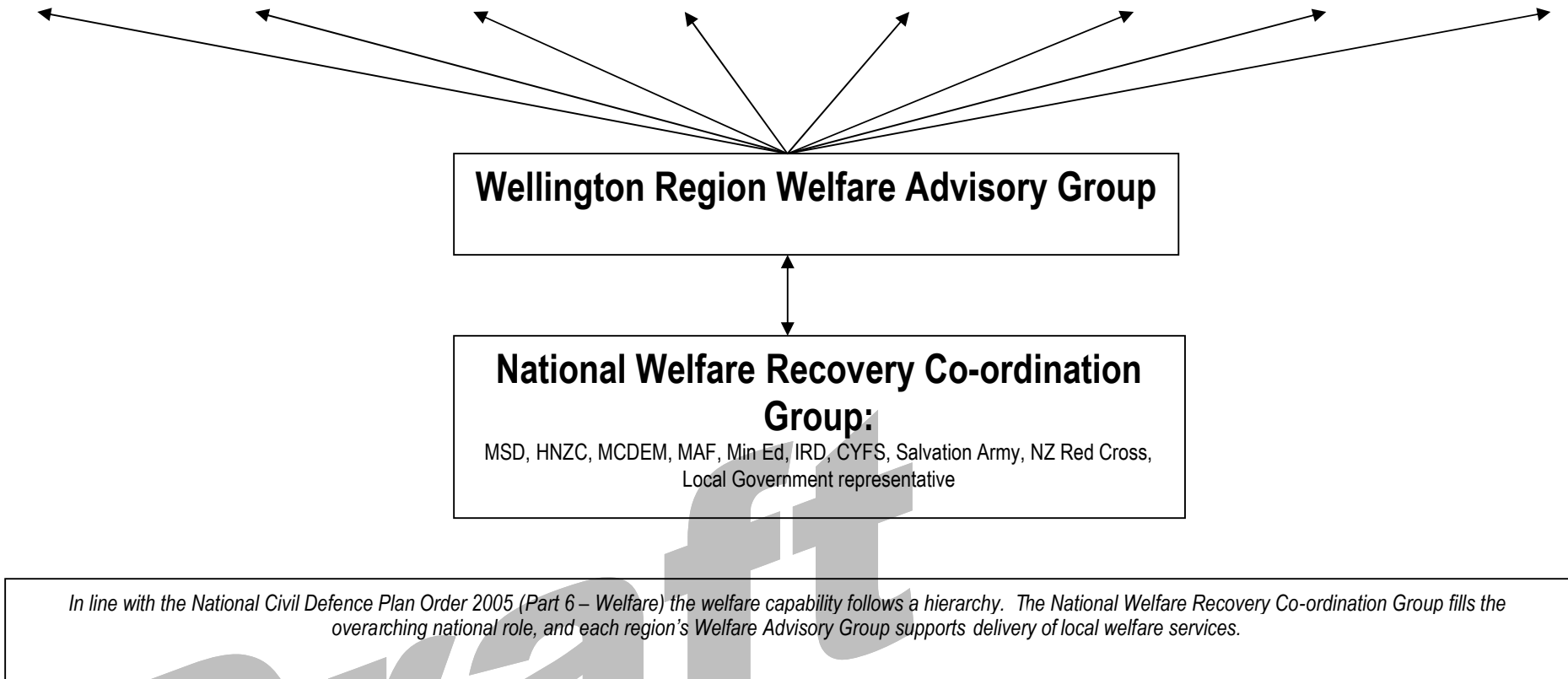
## **4. National Welfare Co-ordination**

If the Wellington CDEM Group is unable to meet demand for welfare assistance, help may be available from the National Welfare Recovery Co-ordination Group or the National Controller. The level of assistance required will depend on the resources of the affected areas and the consequences to be managed (s.43 of the National Civil Defence Emergency Management Plan Order 2005). The hierarchy of welfare responsibility is outlined in Figure 2.

**Figure 2 – Hierarchy of welfare responsibilities**



Draft



## Appendix 1 - Event Types and Status

Level	Description	Declaration status	EOC role	Control
Level 1  '111 type emergency	Local incident(s). No CDEM input	No declaration	No EOC involvement. Some monitoring by CDEM staff possible	Lead agency using CIMS
Level 2  CDEM Group Response	Some CDEM input required. No CDEM powers required	No declaration	Local and Group EOC may be partially or fully activated	Lead agency or emergency response co-ordinated by CDEM Local Controller, Group Controller in support
Level 3  CDEM Group Response	CDEM input required in one territorial authority area. CDEM powers required	Declaration for one territorial authority area	Local EOC fully active  Group EOC active in support	Group Controller and Local Controllers in place
Level 4  CDEM Group Response	CDEM input required in whole Group area. CDEM powers required	Declaration for whole Group area	Group EOC fully active  Local EOCs fully active	Group Controller and Local Controllers in place
Level 5  National Response	National emergency	National declaration	NCMC fully active  Group EOC fully active  Local EOCs fully active	National Controller in place. Group Controller continues under co-ordination of National Controller  Local Controllers continue under co-ordination of Group Controller



## **Appendix 2 - Terms of Reference for the Wellington Region Welfare Advisory Group**

### **1. Purpose of these terms of reference**

The purpose of this Terms of Reference is to:

- Provide for the establishment of a Wellington Region Welfare Advisory Group for the Civil Defence Emergency Management Group (CDEMG).
- Define the functions of the Welfare Advisory Group.

### **2. Membership of the Welfare Advisory Group**

The following organisations have a designated welfare role in Part 6 of the National Civil Defence Emergency Management Plan Order 2005, and others named here have expressed a willingness to be members of the Welfare Advisory Group:

- Carterton District Council
- Greater Wellington Regional Council
- Hutt City Council
- Kapiti Coast District Council
- Masterton District Council
- Porirua City Council
- South Wairarapa District Council
- Upper Hutt City Council
- Wellington City Council
- Child Youth & Family Services
- Housing New Zealand
- NZ Red Cross
- Regional Public Health
- The Salvation Army
- Victim Support
- Work and Income
- Capital and Coast District Health Board
- Hutt Valley District Health Board
- Wairarapa District Health Board
- Ministry of Social Development
- Ministry of Agriculture & Forestry
- Ministry of Education
- Inland Revenue Department

Other organisations may be invited to be part of the Welfare Advisory Group if the Group agrees that this is desirable.

The Chairperson of the Welfare Advisory group shall be the Group Welfare Manager. However, this is desirable but not essential. It may be that another welfare representative is better suited to carrying out this function. Any appointment will be made by the Group itself.

### **3. Purpose of the Welfare Advisory Group**

To provide for a co-ordinated approach to welfare planning across the Region so that the outcome of the Group Welfare Plan can be achieved.

## 4. Functions

The role of the WAG is to:

- Plan for the effective and co-ordinated delivery of welfare services during and after an emergency event, including the consistent delivery of welfare services across the Region.
- Provide support and guidance to the Group Controller and Group Recovery Manager during and after an emergency event, if required.
- Nominate a Group Welfare Manager and alternate(s) to represent the WAG at the CDEM Group emergency operations centre during an emergency event, if required.
- Ensure that all member welfare agencies are able to operate in an emergency event, even though this may be at a reduced level.
- Identify areas of welfare services that require or will benefit from a regionally co-ordinated approach
- Ensure that the local level delivery of welfare services is supported at Group level.
- Provide advice and assistance to the CDEM Group and the Co-ordinating Executive Group (CEG) about the provision of welfare services.

## 5. Costs

Each organisation represented on the Welfare Advisory Group will be responsible for any costs incurred by its representative as a result of that organisation and person's participation in the Welfare Advisory Group.

## 6. Meetings

The Wellington Region Welfare Advisory Group agrees to meet on a regular basis, and no less than three times a year, to ensure that it can carry out adequate planning to respond effectively in an emergency event.

Meetings will be hosted in turn by the local authorities.

The Chairperson of the Group will be responsible for recording the business of the Group.

Full minutes will be distributed to all members of the Group no later than 10 working days after each meeting.

Minutes are to include an action sheet with actions, timeframes and responsibilities.

Members will undertake that, should their nominated representative be unable to attend a meeting, a substitute representative will attend.

## 7. Voting

Each member organisation has one vote. Members of the Wellington Region Welfare Advisory Group will use their best endeavours to obtain consensus. A casting vote shall not be used.



## **8. Variations**

Any member organisation may propose a variation, deletion or addition to this Terms of Reference by putting the wording of the proposed variation, deletion or addition to a meeting of the Group. The proposed variation, deletion or addition must be approved and adopted by the Group before the Terms of Reference are amended.

## **9. Reporting**

The Chairperson will be responsible for providing meeting minutes and additional reports to the Manager of the Group Emergency Management Office, who will present these to the CEG.

Each representative will be responsible for reporting back to their own organisations.

## **10. Review**

The Group will review the Terms of Reference annually.

**Draft**

## Appendix 5 – Group Welfare Manager job description

### Introduction

Welfare services are defined as any activity that provides aid, support, relief, or comfort to persons or animals affected by an emergency event.

The Group Welfare Manager is an advisor to the Group Controller and Recovery Manager on the support and co-ordination of welfare services following an emergency in the Region. The Welfare Manager has a role in the response phase of an emergency, which continues throughout the Recovery phase. Welfare services are delivered primarily at the local level, i.e. by local authority welfare organisations under the management of a Local Welfare Manager. The Group Welfare Manager is concerned primarily with strategic management issues for the Region.

### Roles

#### Readiness phase

- Active leadership in the Regional Welfare Advisory Group (WAG)
- Participate in the review of the Group Welfare Plan
- Contribute to regional welfare activities and projects
- Contribute to assessment of local civil defence welfare capacity in the Region

#### Response and recovery phase

Each emergency is different and requires unique patterns of delivery of welfare services. Therefore, this list is generic, and may need to be interpreted for the particular circumstances of each emergency.

The transition from response to recovery should be a seamless one, and the tasks listed below may be required to be undertaken for one or both phases.

- Advise the Group Controller on the support and co-ordination of welfare services in the Region.
- Liaise with Local Welfare Managers to obtain overview and trends of the situation (egg. meet with local Civil Defence Welfare Managers and ensure that there is an efficient delivery of welfare services on a regional basis.
- Make contact with regional managers of welfare agencies.
- Co-ordinate a welfare task group at regional level.
- Provide assistance with issues of:
  - Co-ordination between other agencies and entities delivering welfare services when these cannot be resolved at the local level or regional level
  - Co-ordination of resources and logistical issues for local authorities and other welfare agencies when these cannot be resolved at the local level

- Collect and consolidate reports from Local Civil Defence Welfare Managers for inclusion in reports by the Group Controller to the CDEM Group, the CEG and/or central government. Communicate this information out to the Local Welfare Managers.
- Request regular reports (e.g. weekly) from local CD Welfare Managers, on local recovery activities and issues, recovery centres and statistics, and co-ordinate regional meetings of local welfare manager as necessary.
- Arrange coverage with Alternate Group Welfare Manager when going on leave etc.

Draft