

Southland Civil Defence  
Emergency Management Group

# WELFARE PLAN



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# 1. Introduction

## 1.1 PURPOSE AND PLAN OVERVIEW

The purpose of this Welfare Plan is to enable effective and efficient management of Welfare Service delivery in Southland during and following an emergency response. Welfare planning involves taking a coordinated approach to provide for the needs of people affected by an emergency, and to minimise impacts for individuals, families, whanau and communities.

This plan outlines our vision, goals and objectives for welfare delivery in Southland, and provides a framework for how we will:

- plan within the four well-beings – social, economic, environmental and cultural
- encourage strong working relationships with welfare agencies, both those legislated nationally and local support agencies
- work with our communities to develop a community-led response capacity
- provide for the delivery of emergency welfare support and relief

This plan has been written with the Southland Welfare Coordination Group (WCG) who are jointly responsible for Welfare Service delivery in the region during an emergency.

The Southland Welfare Plan has been developed to support the Southland Group Plan and is closely aligned with national welfare planning.

**The Southland Civil Defence Emergency Management Group vision is for “Safer, strong communities understanding and managing their hazards”. The goal of welfare planning in Southland is to ensure that these communities are supported, and that Welfare needs of those in the region are met during an emergency response and recovery.**

## 1.2 PRINCIPLES

There are four key principles which guide welfare planning in Southland. These include the ability to:

- recognise and adapt planning to meet the changing and diverse nature of our communities
- consult with and be guided by the needs of those in our communities
- encourage communities to support themselves and others when possible
- develop partnerships and build relationships with individuals and organisations in our region, to provide access to a greater level of welfare support if required.

## 1.3 CONTEXT

The boundaries of the Southland CDEM Group are outlined in detail in the Southland Group Plan and include the geographic boundaries of the four councils in the region Environment Southland, Gore District Council, Invercargill City Council and Southland District Council. Emergency Management Southland (EMS) delivers Civil Defence services on behalf of these four councils.

The large geographic area of Southland includes a number of sparsely populated towns and settlements, with over half the region’s population located in Invercargill city. To support welfare service delivery in isolated communities, Southland has a Community Response Planning work programme. This work programme will increase the capacity of communities to respond to the welfare needs in their community during the initial stages of an emergency response.



Southland also includes the iconic international tourist destination of Milford Sound, serviced by the Te Anau township. With a resident population of around 2000 and annual visitor numbers of close to one million, the continued growth in tourist numbers needs to be considered in Southland's planning for welfare delivery needs.

Southland has an increasing ethnically diverse population due to growing international student numbers and employment options in the region. We aim to work alongside and partner with tertiary providers and employers in the province to understand any specific welfare needs of these populations.

## 1.4 WELFARE UNDER THE 4 Rs

### ► Reduction and Readiness

In CDEM, Reduction refers to the identification of risks and taking steps to eliminate those risks if possible, or to reduce the magnitude of the impact or its likelihood.

In the welfare context, Emergency Management Southland works in reduction by:

- understanding local communities and having transparent conversations about risk and hazard management so people understand any potential consequences.

**Readiness involves ensuring communities are prepared for any impacts from the hazards they may face.**

In the welfare context, Emergency Management Southland works in readiness by:

- undertaking an intensive community planning programme
- informing and educating communities about what they need to be prepared for
- undertaking welfare planning and capability development
- developing partnerships and relationships with support agencies

### ► Response and Recovery

Welfare service delivery begins in response and continues into recovery.

Emergency Management Southland is responsible for the overall coordination, management and provision of welfare services in an emergency in Southland. Core welfare activities in a response include:

- Welfare Coordination Group activation
- monitoring, identification and understanding of current and ongoing welfare needs
- timely reporting and coordination with other response functions and sub-functions
- ensuring appropriate welfare services are delivered for the community

The Welfare Manager will provide advice and support to the Recovery Manager on existing and ongoing needs within the social environment. More detailed information about recovery planning is included in the Southland Recovery Plan.

## 1.5 INTENDED AUDIENCE

The intended audience for this plan is:

- Joint Committee (JC)
- Coordinating Executive Group (CEG)
- Welfare Coordination Group (WCG)
- Group Welfare Managers (GWM's)
- Emergency Coordination Centre (ECC) Welfare staff
- Southland Stakeholders and community members

## 1.6 RELEVANT KEY DOCUMENTS

The following documents are relevant to welfare planning and provide more detailed information about CDEM planning and arrangements in Southland.

- Southland CDEM Group Plan - [link](#)
- Southland Recovery Plan - [link](#)
- National CDEM Plan 2015 - [link](#)
- Welfare Services in an Emergency Director's Guideline 2015- [link](#)
- The Civil Defence and Emergency Management Act (CDEM Act 2002) - [link](#)

## 1.7 DURATION OF PLAN AND REVIEW

This plan will be effective from 30 June 2019 following approval of the Southland Joint Committee. It is subject to review in five years, following the review of the Southland CDEM Group Plan. However, amendments may be made following a significant emergency event, exercise, or as a result of changes in legislation or in the direction of national welfare planning.

## 2. CDEM welfare governance and structure

Nationally CDEM welfare consists of three levels of coordination and management: national, regional and local. Southland is a shared service of the four councils, which means regional and local welfare functions are combined and will be coordinated from the Southland ECC rather than a Territorial Authority level.

### 2.1 NATIONAL COORDINATION STRUCTURE

The Ministry of Civil Defence and Emergency Management (MCDEM) is the responsible agency at the national level for the co-ordination of emergency welfare services and appoints a National Welfare Manager who chairs and leads the National Welfare Coordination Group (NWCG). The NWCG is responsible for the planning and coordination of emergency welfare services and their respective sub-functions during a response and into recovery at a national level.

### 2.2 SOUTHLAND COORDINATION STRUCTURE

The Southland CDEM Group is the responsible agency for the coordination of emergency welfare services in the region and appoints a Group Welfare Manager who chairs the Southland Welfare Coordination Group (WCG).

**The Southland WCG is responsible for the planning and coordination of emergency welfare services and their respective sub-functions during a response and into recovery at a regional level.**

The core group meets twice yearly, and a meeting is held annually to include community organisations who have been identified as valuable partners for response and recovery welfare support.

### 2.3 WELFARE COORDINATION GROUP

Emergency Welfare delivery is supported by specific service delivery sub-functions. Each of these sub-functions has an identified lead or responsible agency. Representatives from these agencies form the core WCG for the region:

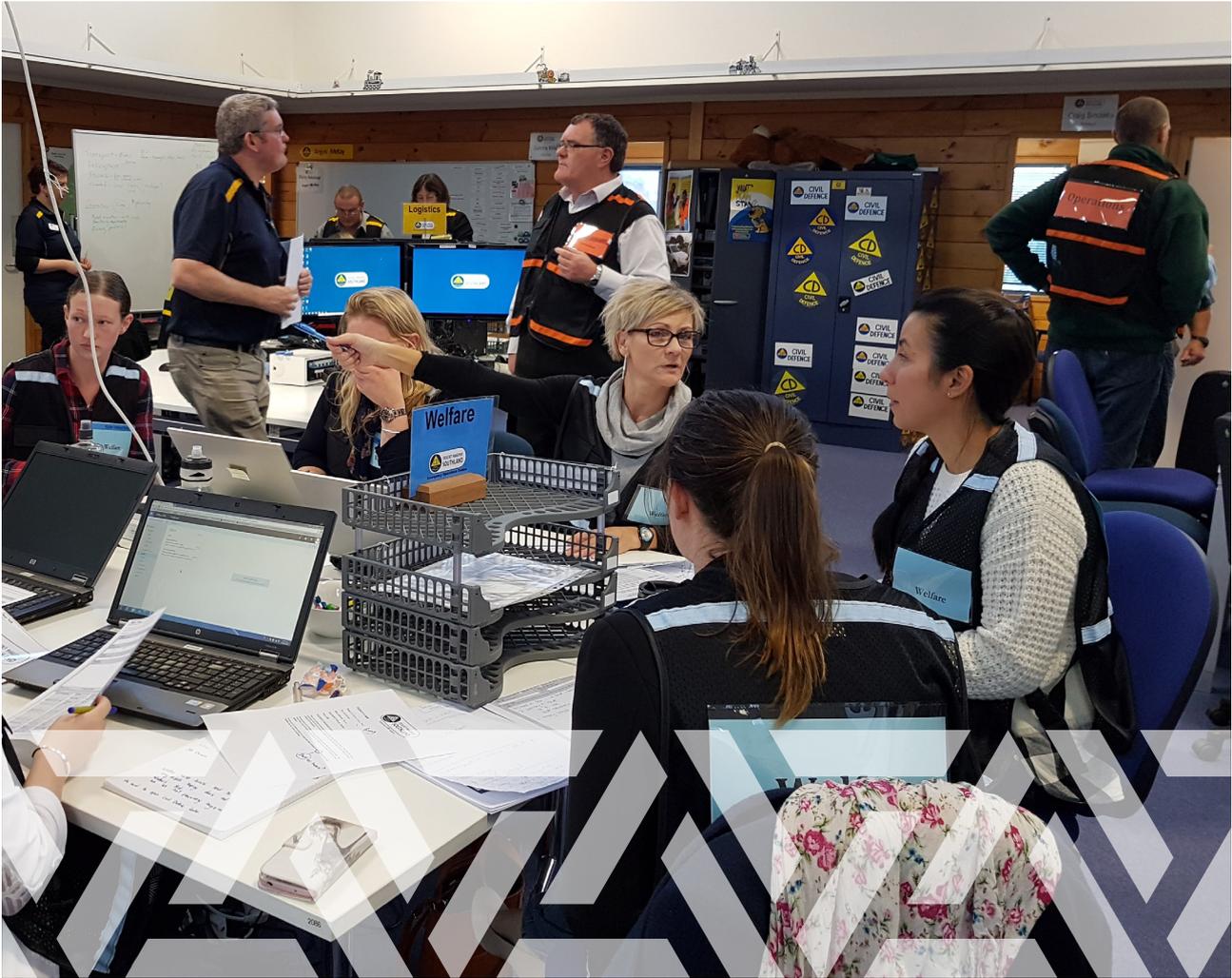
- Southland CDEM
- New Zealand Police
- Oranga Tamariki
- Southern District Health Board
- Ministry of Social Development
- Ministry of Business, Innovation and Employment
- Ministry for Primary Industries

Southland also has agencies which closely support one or more of these sub-functions who are also represented on the WCG:

- Southland Rural Support Trust
- Red Cross

The government agencies responsible for the welfare coordination of each of the sub-functions is accountable for planning for that sub-function area. This includes holding sub-function meetings with support agencies and ensuring effective service delivery planning is place for an emergency response and recovery.

<b>SUB-FUNCTION</b>	<b>LEAD AGENCY</b>	<b>SUPPORT AGENCIES</b>
<b>Registration</b>	CDEM	Registration will only be undertaken if there is an identified need, so support agencies will be the same across registration and needs assessment sub-functions.
<b>Needs assessment</b>	CDEM	Southland Rural Support Trust, Red Cross, local service groups, council staff
<b>Inquiry</b>	New Zealand Police	Ministry of Education, Ministry of Foreign Affairs and Trade, Red Cross, Southern District Health Board
<b>Care and protection of children and young people</b>	Oranga Tamariki	Ministry of Education, Red Cross, Police, local social agencies, Te Puni Kokiri
<b>Psychosocial support</b>	Southern District Health Board	Ministry of Education, Ministry for Primary Industries, Ministry of Social Development, Te Puni Kokiri, Red Cross, Salvation Army, Victim Support, community social service agencies
<b>Household goods and services</b>	CDEM	NZ Defence Force, Red Cross, Salvation Army, Ministry for Primary Industries, Public Health South, Southern District Health Board, local supermarkets and department stores
<b>Shelter and accommodation</b>	Shelter and Emergency Accommodation CDEM Temporary Accommodation MBIE	Local Authorities, Housing New Zealand, Ministry of Social Development, Te Puni Kokiri, Salvation Army, Commercial providers, New Zealand Defence Force
<b>Financial assistance</b>	Ministry for Social Development	ACC, Earthquake Commission, Inland Revenue, Ministry of Business and Innovation, Ministry for Primary Industries, Red Cross
<b>Animal welfare</b>	Ministry for Primary Industries	New Zealand Veterinary Association, RSPCA, Council Animal Control staff, Public Health South, Federated Farmers, Southland Rural Support Trust



## 2.4 EMERGENCY MANAGEMENT SOUTHLAND WELFARE WORKPLAN

An annual workplan for the delivery of welfare services in Southland provides direction for welfare planning in Southland. This work plan is developed in consultation with the Group Manager and WCG and forms the basis on what is reported on to CEG regarding welfare capability in the region. The outcomes from the workplan include:

- providing leadership in planning for and the delivery of welfare services in an emergency
- appointing a CDEM Group welfare manager and alternates
- training suitable staff for the welfare function in the Emergency Coordination Centre
- leading community readiness in the region
- developing planning for Civil Defence Centres to provide coordinated welfare services in the community
- helping responsible agencies undertake planning for their sub-functions
- chairing and coordinating meetings of the Southland WCG
- ongoing community-led response planning
- undertaking welfare plan monitoring and evaluation

# 3. Welfare planning during readiness

## 3.1 SUB-FUNCTION PLANNING

The lead agencies for each of the nine welfare sub-functions are responsible for developing planning for their areas of responsibility during an emergency response and recovery. Due to the region’s geographic location and demographic makeup, there are challenges faced within each of the nine sub-functions which will impact on planning and delivery. By understanding these challenges, planning can be undertaken during readiness to mitigate any adverse impacts during a response and recovery.

Sub-function	Description	Challenges/opportunities
<b>Registration and needs assessment</b>	<p>Needs assessment provides information regarding the needs of people affected by an emergency.</p> <p>It provides sub-function agencies the data they need to undertake more in-depth planning and meet the on-going needs of the community.</p> <p>These needs will change over time so may need to be updated frequently. Data must be kept up to date, be relevant and protect the privacy of those providing the information.</p> <p>Community-led needs assessments will enable people to self-register if they have a need.</p> <p>There is only a need to register people who are affected by an emergency and who have a need for welfare services.</p>	<ul style="list-style-type: none"> <li>• Increasing language and cultural barriers</li> <li>• Ensuring the process is people-focused, not process-focused</li> <li>• Usefulness of data collected</li> <li>• Unified data collection systems</li> </ul>
<b>Inquiry</b>	<p>Inquiry allows for the identification of people who have been affected by an emergency and assists family, whanau and significant others to make contact.</p>	<ul style="list-style-type: none"> <li>• Ensuring up to-date, quality information is collected and reported</li> <li>• Contacting foreign nationals, especially tourist populations</li> </ul>
<b>Care and protection of children and young people</b>	<p>To plan for and coordinate care and protection services for children and young people who have been identified as being separated from their parents, legal guardians or caregivers. Children and young people need to be reunited with their parent or care giver as soon as possible.</p>	<ul style="list-style-type: none"> <li>• Increasing language and cultural barriers</li> <li>• Working with transient youth</li> <li>• Additional pressure on an already vulnerable population.</li> </ul>

Sub-function	Description	Challenges/opportunities
<b>Psychosocial support</b>	Many people will experience psychosocial needs during an emergency, most within a manageable range. For many they will need support in the form of someone to talk to and offer comfort. A smaller number will require additional support and professional intervention.	<ul style="list-style-type: none"> <li>• Culturally appropriate support</li> <li>• Accessing additional support for those with higher needs</li> <li>• Accurate identification of level of support required</li> </ul>
<b>Household goods and services</b>	Basic household goods and service may be required to support people during an emergency. This includes food, water, clothing, bedding, furniture and hygiene products. These goods and services are provided until normal supply systems become available.	<ul style="list-style-type: none"> <li>• Managing offers of assistance and donated items</li> <li>• Ensuring all affected people are supported as fairly as possible</li> <li>• A widely geographically spread population</li> <li>• 'Just in time' global logistics and limited supplies of fast-moving consumer goods.</li> </ul>
<b>Shelter and accommodation</b>	The provision of shelter and accommodation is for people who have had to leave their homes as a result of an emergency. Sheltering in place if it is safe is the preferred option for those who are able to do so. Emergency or temporary accommodation should only be provided if it is unsafe or impractical for people to remain in their home or stay with family and friends.	<ul style="list-style-type: none"> <li>• Lack of housing stock in Southland</li> <li>• Ageing buildings</li> <li>• Shortage of commercial accommodation options</li> </ul>
<b>Financial assistance</b>	The Ministry of Social Development coordinates the provision of information about and access to the range of financial assistance available to people affected by an emergency. Public messaging through the Public Information Management function will be vital in ensuring people know what support they are entitled to.	<ul style="list-style-type: none"> <li>• Providing accurate, timely information about financial support options</li> <li>• Tracking and ensuring people don't access two or more services for the same support</li> </ul>
<b>Animal welfare</b>	Animal welfare helps support the needs of animals when their owners or those responsible for them are unable to do so themselves, as a consequence of an emergency. Animal owners are encouraged to develop their own plans and ensure they are prepared to provide for their animals in an emergency.	<ul style="list-style-type: none"> <li>• Identification of animals</li> <li>• Temporary housing for animals</li> <li>• Large number of farmed animals in the region</li> <li>• Dairy sector - daily milking requirements</li> </ul>

### 3.2 COMMUNITY-LED PLANNING

Working with local communities to develop community-led response plans, community emergency hubs and community response groups will ensure people are empowered to look after the welfare needs of their community and lessen the potential demands on government services.

Southland has prioritised community engagement as a workstream to support the development of planning which meets the needs of each of community in the region, however that community defines itself i.e. geographic, interest, religious or cultural.

Supporting communities to develop plans includes:

- working with community organisations and businesses
- engaging with local community leaders
- being proactive in delivering public education

### 3.3 ENGAGING WITH MARAE

The relationships with the four Southland Runanga is an essential element in welfare planning in the region. Developing preparedness with marae plans outlines the role marae have in supporting welfare services, and ensures that correct protocols are understood by those accessing support from marae in an emergency response.

Marae and Rūnanga involved in Southland welfare planning include:

- Awarua Rūnanga – Te Rau Aroha Marae
- Ōraka Aparima Rūnanga – Takutai o Te Titi Marae
- Hokonui Rūnanga – Hokonui Marae
- Waihōpai Rūnanga – Murihiku Marae

This plan also acknowledges the responsibilities of welfare agencies to Southland iwi, hapu and whanau, as reflected in the principles embodied in the treaty of Waitangi.

### 3.4 CIVIL DEFENCE CENTRES (CDCs)

Planning for centres for people to shelter, get information and access support services is a key welfare planning outcome. Civil Defence Centres also house government agencies responsible for welfare service delivery and offer registration and needs assessment for affected people requiring additional support.

CDCs are located throughout the Southland region, and locations are available on the Emergency Management Southland website. Each CDC has a guide for how to open and operate during an emergency, and a list of trained staff able to set up and operate the CDC. During an emergency, a CDC will be opened by the Welfare Manager under the direction of the Southland Group Controller.

Community Emergency Hubs (CEHs) are also located throughout Southland. CEHs are led and operated by community members. In the event a community is unable to provide the level of support needed for those living in that community, CEHs can be given extra resources and transition to become CDCs and offer official government support services.

Welfare services during a response may be offered through various channels, including CDCs, directly through agencies and their online, telephone and outreach services.

# 4. Welfare coordination during a response

The coordination and delivery of welfare services lies at the heart of emergency management. Response activities must be carried out by relevant agencies with appropriate resources in a safe, timely and coordinated manner.

Emergency Management Southland is responsible for the overall coordination, management and provision of welfare services in an emergency in Southland. The core welfare activities within a response and recovery are held within the welfare function in the Southland Emergency Coordination Centre.

- reporting to the Group Controller (during response) and recovery manager (during recovery)
- working alongside Public Information Managers to ensure continuous communication flows to and from communities
- liaising with WCG members to ensure welfare services are effectively delivered
- ensuring contact is maintained with CDCs and CEHs
- coordinating with the National Welfare Manager and other CDEM Group Welfare Managers as required

## 4.1 GROUP WELFARE MANAGER

The Group Welfare Manager is responsible for overseeing the general coordination of all welfare sub-functions, in particular the four which are the responsibility of the Southland CDEM Group, and additional activities overseen by welfare during a response, including:

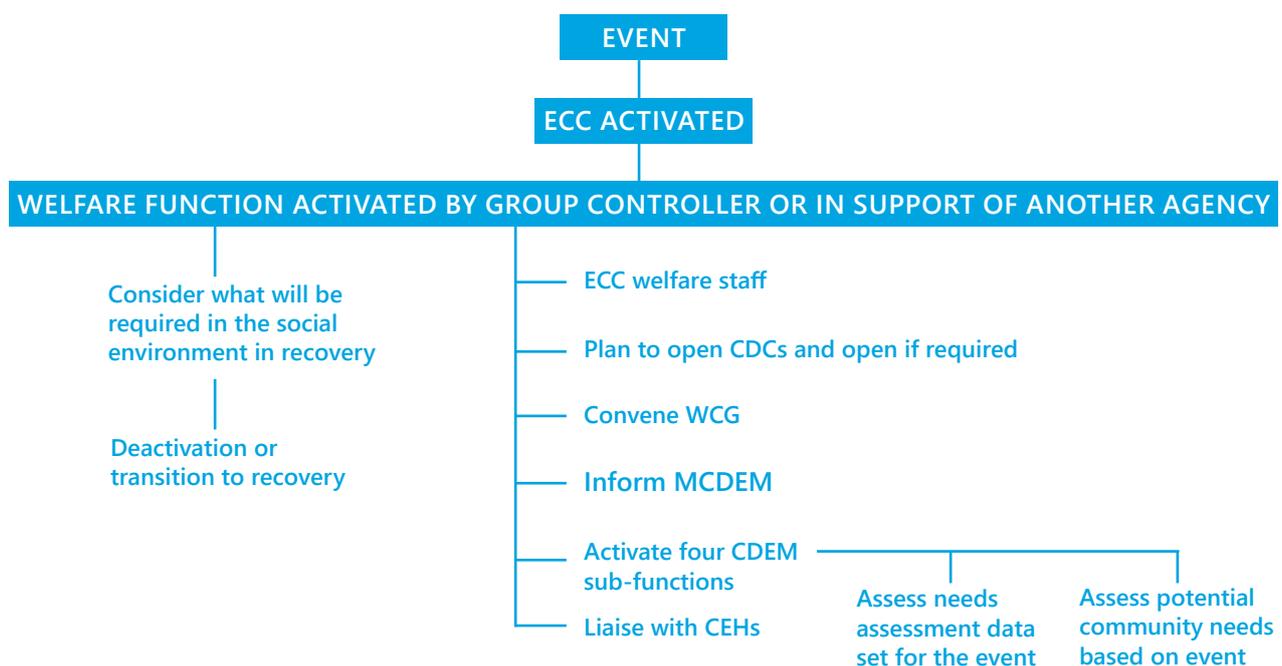
- ensuring welfare is fully integrated into the response

## 4.2 ACTIVATION OF THE WELFARE FUNCTION

The welfare function does not need to be fully activated in all emergencies, so the activation process can be scaled up or down as needed.

If an emergency has occurred or there is the significant risk of an event, the Welfare Manager will, under the direction of the Group Controller, begin the activation process.

Figure 1: Welfare function activation process



## 4.3 WELFARE COORDINATION IN THE ECC

Within the ECC the Welfare function is responsible for coordination of the sub-functions, volunteer coordination and community liaison. These include the four sub-functions which are the responsibility of the Southland CDEM group as detailed below.

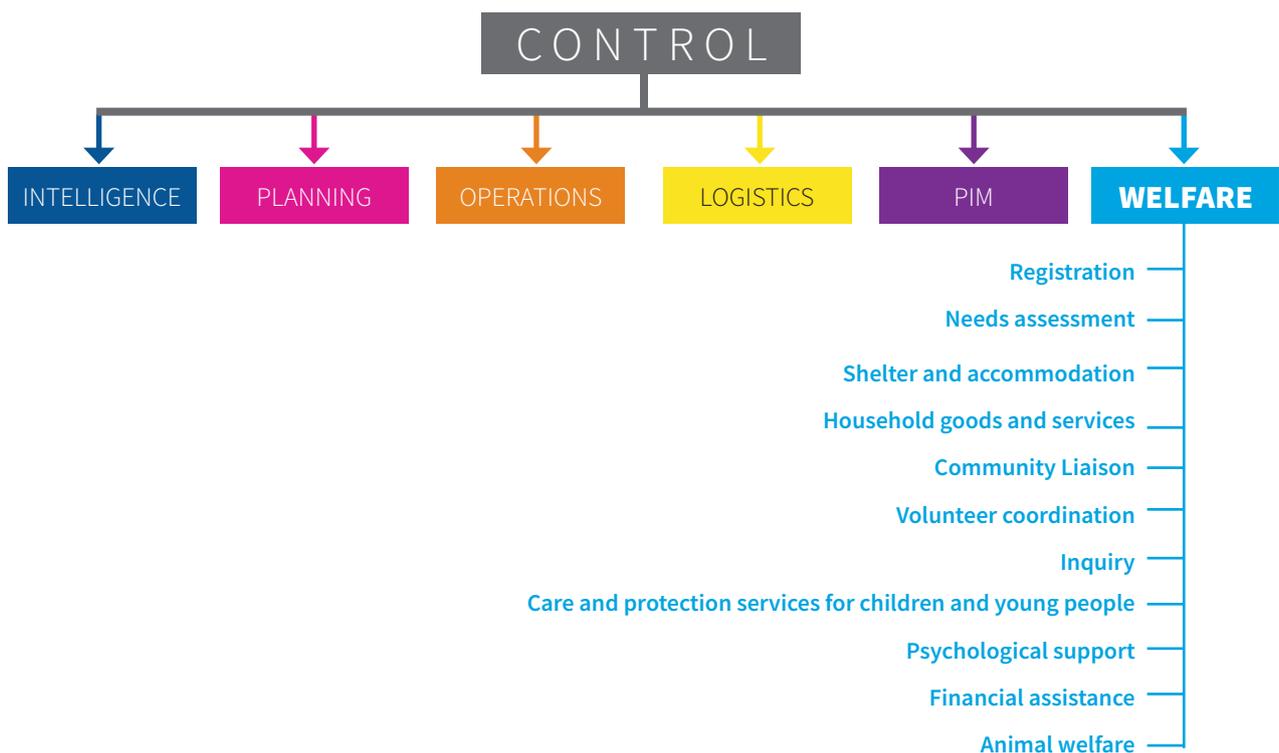
### ▶ Registration and needs assessment

- coordinate the use of EMS systems to record the needs assessment of affected people
- ensure needs assessment information is triaged effectively and urgent cases are escalated
- ensure information from needs assessment is compatible with other EMS systems and can be used effectively in the Response e.g. GIS analysis
- coordinate other agencies who may be collecting needs assessment data e.g. Red Cross, Federated Farmers etc.
- ensure privacy concerns are addressed
- maintain accurate records

### ▶ Shelter and emergency accommodation

- maintain up-to-date situational awareness of emergency accommodation providers and bed space
- provide displaced people with emergency accommodation / shelter
- maintain effective records of those accommodated and track any movements
- keep displaced people informed with regular updates and key messages from PIM
- find longer term solutions for displaced people and liaise with MBIE for a longer-term event
- monitor the ongoing need to provide emergency accommodation

Figure 2: CIMS structure and welfare sub-functions



## ▶ Household goods and services

### **Goods include:**

- water
- food and grocery items (including infant food and feeding equipment)
- pet food
- clothing (including footwear according to climatic conditions and cultural practices)
- bedding and blankets
- cooking and eating utensils
- fuel for cooking and heating
- medication
- cleaning and sanitary products (e.g. bathing and laundry soap, disinfectant, female hygiene products, disposable nappies, incontinence products)
- equipment and temporary facilities for sanitation (portable toilets or shower units)

### **Services include:**

- procurement
- distribution
- sanitation
- maintenance of sanitation units
- disposal of waste (waste water/solid waste) and
- desludging

## ▶ Community liaison

- ensure effective communication exists between affected communities and the ECC
- seek out information and pass on to Intelligence
- provide up-to-date information to communities in line with key messages provided by PIM
- liaise with Operations to ensure any community tasking is done in an effective manner
- liaise with community groups for support with undertaking tasks as directed by Operations
- maintain communication with Community Emergency Hubs
- maintain communication with Civil Defence Centres
- escalate issues and resource requests to the Welfare Manager

## ▶ Volunteer coordination

- maintain records of volunteers used
- ensure health & safety policies are followed
- assign tasks to volunteers as directed by Operations
- assign tasks to spontaneous volunteer coordinators as directed by Operations
- feed situational information to Intelligence
- keep volunteers informed with key messages from PIM

The Welfare Manager also advises on the Welfare resources, organisational structure, and facilities.

**The consequences of an incident dictate the extent of emergency welfare services required. At incident level these services relate to meet the immediate needs of those affected people.**

For incidents affecting only a few people, emergency welfare requirements may only include providing shelter in a safe place, and information about the response.

# 5. Recovery – the social environment

Recovery in the social environment is closely linked to the work undertaken by the welfare function during a response and the work carried out by Emergency Management Southland in readiness.

During the transition to Recovery the Group Welfare Manager will work with the Recovery Manager, providing advice and support in planning for the community's social recovery.

Social recovery includes access to quality housing, transport, education, health and community support services. Restoring social wellbeing for a community is holistic and collaborative.

Encouraging and supporting local authorities, business and social agencies to undertake Business Continuity Planning for their organisations will help ensure essential Welfare support services are able to remain open. Social opportunities for people such as recreational activities will be able to either stay open or reopen sooner. People will be able to get back to employment which will ease financial anxiety. Individuals and communities will be able start functioning and living in their new normal reducing stress and increasing community wellness.

By ensuring partnerships are developed and relationships are built during readiness, the Recovery team will be able to quickly understand what is important to a community and how to best create opportunities for consultation when they look at undertaking planning for recovery.





## 6. Monitoring and evaluation

Ongoing monitoring and reporting is essential in ensuring welfare arrangements and activities remain fit for purpose.

### 6.1 MONITORING ACTIVITIES

#### ► Work Plans

Welfare activities for Emergency Management Southland will be guided by an annual workplan, which will be reported on to CEG at each meeting, and annually to the Joint Committee.

An update on workplan progress will also be discussed at WCG meetings, as it is possible some of the workplan objectives will depend on work carried out by WCG members.

### 6.2 EVALUATION ACTIVITIES

The plan will be regularly evaluated to ensure it remains in line with changes in legislation - either CDEM or one of the lead agencies. The plan will be evaluated annually or as directed by the Group Manager.

### 6.3 PLAN REVISIONS

Minor amendments to this plan may be made at the direction of the Emergency Management Southland Group Manager.

Significant changes must be approved by the CEG and Joint Committee.



