Marlborough Civil Defence Emergency Management

Group Welfare Plan 2018 - 2023

Mā whero mā pango ka oti ai te mahi

With red and black the work will be complete

This whakatauki refers to co-operation where if everyone does their part, the work will be complete. The colours refer to the traditional kowhaiwhai patterns on the inside of the meeting houses and can also refer to the role of the chief (red) and the people (black).

In the context of welfare, this whakatauki can be seen as reflecting the fact that welfare in emergencies is about a wide range of people working together – it is about all of us.

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**Marlborough
Emergency Management
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GROUP

1. Introduction

Emergencies impact on the emotional, psychological and physical wellbeing of people, their family/whānau and their communities. Planning for the welfare of people before, during and after an emergency means that the individuals and those around them, are better equipped to deal with an emergency and have a better chance of recovering in the weeks and months that follow.

People's lives can be affected in far-reaching ways, such as experiencing loss of those close to them, physical injury or trauma, separation, loss of property and possessions (including pets), employment and income. Even people who are not directly affected by an emergency can be vulnerable to its impacts.

Welfare takes a coordinated and holistic approach by addressing the social and cultural, built, natural and economic environments when planning for, and delivering services during and after an emergency. This plan sets out how this approach can be applied across Marlborough, by working with local and regional communities and welfare agencies.

2. Purpose

The Marlborough Civil Defence Emergency Management Group Welfare Plan (the Welfare Plan) outlines how we will plan for and address the needs of people and communities in an emergency.

Welfare as a function of emergency management is responsible for managing the consequences of an incident on individuals, families/whānau, and communities. The Group Welfare Manager (the Welfare Manager) also advises on welfare resources, organisational structure, and facilities.

This plan has been prepared under the authority of the Marlborough Welfare Coordination Group (WCG) and is the governance document for the provision of welfare services to the Marlborough district.

The Welfare Plan aligns with *Welfare Services in an Emergency: Director's Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency* (the Director's Guideline)[1] and reflects the '4Rs' of emergency management:

- Reduction
- Readiness
- Response
- Recovery

The term of this Plan is from 2018-2023.

3. Principles

The principles guiding the Welfare Plan reflect those stated in the Director's Guideline and the Marlborough Civil Defence Emergency Management Plan (Marlborough CDEM Plan) which are to:[2]

- Recognise the diverse and dynamic nature of communities in Marlborough

- Strengthen self-reliance as the foundation for individual, family and whānau and community resilience.

Ensure that emergency welfare services address the specific welfare needs of individuals and families and whānau and communities

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[1] Ministry of Civil Defence and Emergency Management, 2015
[2] Marlborough Civil Defence Emergency Management Plan 2017-2022

- Ensure flexibility in the services provided and how they are best delivered; and
- Integrate and align with local arrangements and existing welfare needs.

The following principles have been added to reflect the nature of the welfare function in Marlborough.

- Assist welfare agencies to identify and respond to emerging issues at an early stage
- Support community understanding of the role of emergency welfare management
- Foster engagement with communities in the delivery of emergency welfare services.

4. Context

4.1 Scope and boundaries

The boundaries of the Marlborough CDEM Group are the same as the boundaries of the Marlborough District Council (MDC), a unitary authority that performs both district and regional council functions. The WCG is responsible for the provision of welfare services across Marlborough, through WCG members' relationships with a wide range of other agencies.

4.2 Social environment

This Welfare Plan recognises the diversity of Marlborough's communities. Marlborough has a resident population of around 45,500 people, but experiences significant population growth during peak tourist season, including over 100,000 cruise ship visitors each season. Throughout the year the Marlborough population also expands as a result of the temporary workforce employed in vineyards. In an emergency, Marlborough may need to respond to greater numbers of people than the usual resident population.

People in Marlborough live in a range of environments, from towns such as Blenheim and Picton to small rural towns and isolated rural settings. More than 55% of the Marlborough population lives in Blenheim, with a further 16% in Picton and Renwick. The Marlborough Sounds and the Awatere Valley present particular challenges in an emergency, because of their challenging terrain and relative isolation.

Marlborough has the highest proportion of older people in New Zealand, with around 20.5% of our population aged 65 or more. Within this group are people who are physically active and actively engaged in their communities, are volunteers or in the workforce, as well as those who have significant limitations as a result of their age and associated health conditions. Older people who are isolated from their communities or who are in poor health, have particular needs that will need to be addressed in an emergency.

Approximately 5,000 Māori live in the Marlborough region[3], representing iwi from throughout New Zealand as well as the seven iwi in our region; Ngati Apa, Ngati Kuia, Rangitane, Ngati Rarua, Ngai Tahu (Kati Kuri), Te Atiawa, Ngati Toa. Engagement and representation of iwi is crucial to the effective delivery of welfare services in an emergency. This plan acknowledges the responsibilities of the range of welfare agencies to Marlborough iwi, hapu and whānau, as reflected in the principles embodied in the Treaty of Waitangi.

The Marlborough population is becoming more ethnically and culturally diverse, with a growing population of seasonal workers from Vanuatu and Thailand, employed under the Recognised Seasonal Employer scheme (RSE). This means that Marlborough CDEM has responsibilities for working with RSE providers to ensure the safety and wellbeing of their staff.

Marlborough is often perceived as a relatively wealthy province, largely because of our successful viticulture and aquaculture industries. However, although Marlborough has comparatively low unemployment rates, both our median and annual incomes for people aged

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[3] Statistics New Zealand

15 years and over are slightly below those of New Zealand as a whole[4]. People on low incomes may need additional support during and following an emergency.

5. Welfare in civil defence emergency management

5.1 Delivering welfare services in an emergency

Welfare services carry out activities across the 4Rs to prepare and provide for the needs of people affected by an emergency and to minimise the consequences of the emergency for individuals, family and whānau, and communities. The delivery of welfare services is governed by the agencies responsible for the delivery of welfare sub-functions. In the context of Marlborough CDEM, these are:[5]

Responsible agency	Welfare sub-function
Marlborough CDEM	Registration Needs assessment Household goods and services Shelter and emergency accommodation
New Zealand Police	Inquiry
Oranga Tamariki Ministry for Children	Care and protection services for children and young people
Nelson Marlborough Health	Secondary psychosocial and physical health support
Ministry of Social Development (Work and Income)	Financial support
Ministry of Business Innovation and Employment	Temporary accommodation
Ministry for Primary Industries	Animal welfare
Agencies working across welfare sub-functions	
Te Puni Kōkiri	Works across sub-functions to support iwi, hapu and whānau
Marlborough Primary Health	Providing psychosocial support and primary physical health support to the Marlborough community and facilitating access to appropriate health and social services.
Red Cross	Works across sub-functions, including registration, needs assessment, psychosocial support, household goods and services and other sub-functions as required
Salvation Army	Works across sub-functions, provides support to the EOC and across communities as required.
Iwi, Mana Whenua and Maataa Waka	Provide support to tangata whenua and facilitate access to appropriate services.

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[4] ibid
[5] For a fuller explanation see *Section 7.1, Welfare Coordination Group*

Te Hora Marae and Waikawa Marae	Civil Defence Centres (CDCs) as negotiated at the time of an emergency.
Local businesses, community groups and other organisations including but not limited to local NGOs such as local supermarkets, Mitre 10, Bunnings Hardware, Neighbourhood Support, SPCA, Victim Support. RNZAF Base Woodbourne may provide emergency accommodation and other services, depending on available resources.	

Welfare services in an emergency may be accessed by, or delivered to communities and individuals in a number of ways. One of the aims of welfare services is to support people in the safest location possible. For most people, this will be in their home or with family, but may also be in the workplace, holiday accommodation, emergency shelter, or emergency or temporary accommodation.

Welfare services are flexible through mobile facilities, community based organisations, at Civil Defence Centres (CDCs), online (including social media), existing agency offices, telephone and outreach.

5.2   Welfare relationships in Marlborough

Marlborough CDEM is dependent on relationships that support the provision of services in an emergency, including welfare.

Civil defence centres

Civil defence centres[6] (CDCs) are in place throughout Marlborough (see pages 15 and 16 for a complete list). Each CDC sector has its own operational guides and emergency response plans. In an emergency, a CDC can be opened and operated by volunteers from the surrounding community, with support from the Welfare Manager and staff at the EOC.

News media and social media

There is no single way of providing people with information prior to and during an emergency. The news media is important in ensuring that key messaging and information is available to Marlborough communities. The welfare team works closely with the MDC to prepare and promote welfare before and during an emergency, through the Public Information Management (PIM) team. The MDC also maintains an active social media presence including Twitter, Facebook and the Marlborough District Council websites.

Volunteers

Marlborough CDEM provides access to training for volunteers and communities. The Regional Incident Management Team (RIMT) and the Marlborough Emergency Response Team (MERT) also participate in regular volunteer training. A welfare operations team is included in the RIMT.

Marlborough CDEM also has 'Commitment to Assist' agreements with a range of Marlborough-based organisations that can support the delivery of welfare in an emergency. See Appendix D for more information.

www.marlborough.govt.nz/services/emergency-management/civil-defence

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[6] Civil defence centres are established and managed by CDEM during an emergency to support individuals, families/whānau and the community (section 4.3.3, *Welfare Services in an Emergency Director's Guideline*)

6. National and local guidelines and plans

This Welfare Plan sits within a structure that is based on national and local plans and Director's Guidelines issued by the Ministry of Civil Defence and Emergency Management (MCDEM). In summary, that structure includes:

National Civil Defence Emergency Management Plan 2015 (the National CDEM Plan)

The National CDEM Plan 2015 is made under sections 39-47 of the Civil Defence Emergency Management Act 2002 (CDEM Act 2002). It aims to integrate and align agencies' CDEM planning and operational activities at the national level.

The National CDEM Plan provides information about the legislative arrangements for welfare responsibilities and responsibilities for welfare services (sections 62-75 refer).

Welfare Services in an Emergency [DGL 11/15] (Director's Guideline)

The Director's Guideline describes the function of welfare in a civil defence emergency management (CDEM) context, and provides guidance that supports the coordination of welfare services in an emergency.

Marlborough Civil Defence Emergency Management Plan 2017-2022 (The Group Plan)

The Marlborough CDEM Plan 2017-2022 reflects the requirements of Sections 48 and 49(2) of the Civil Defence Emergency Management Act 2002, within the Marlborough context. The Group Plan addresses a variety of threats and hazards and considers how these may be dealt with before, during and after they occur. Welfare is a key component of the Plan[7].

Marlborough CDEM is responsible for the preparation and implementation of a Welfare Plan for the Marlborough District, reflecting the vision, principles, issues and priorities, and objectives identified in the Group Plan. The vision of the Marlborough CDEM Group (below) reflects the importance of an integrated effort; one of partnership and cooperation with agencies working together for the benefit of the community.

> *Improve the resilience of the District to all foreseeable emergency events through the active engagement of communities and the effective integration of support agencies*

Goal (5) of the Marlborough CDEM Plan refines this vision in respect of welfare responsibilities:

> *To establish relationships and best practice that ensure welfare services are delivered to all the members of the effected communities in a coordinated and effective manner.*

- Future capability assessments find no significant gaps in welfare management

- Activities will be carried out across the 4Rs to provide for the needs of people affected by an emergency and to minimise the consequences of the emergency for individuals, families and whānau and communities.
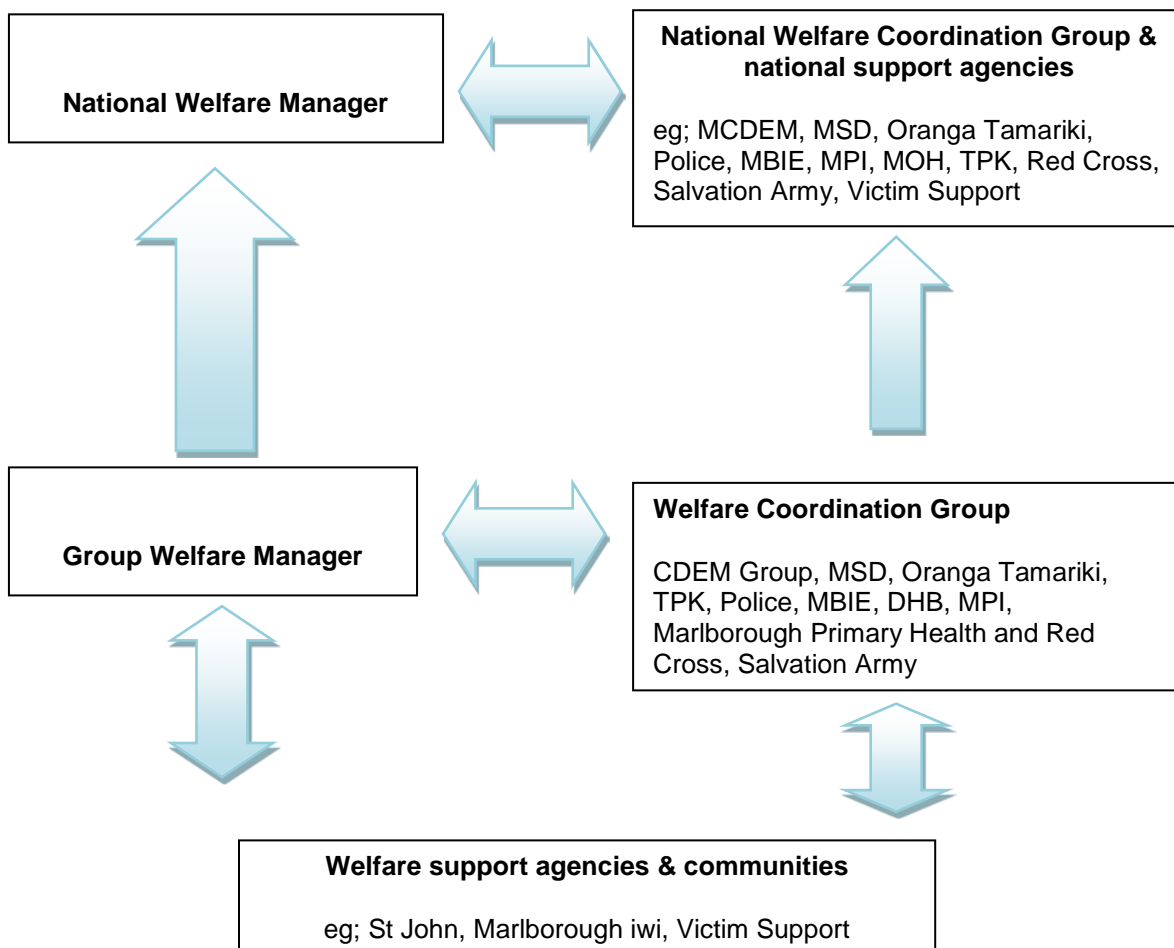
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[7] *Marlborough Civil Defence Emergency Management Plan 2017-2022* Section 7

7.   Governance and management

CDEM welfare consists of three levels of coordination and management: national, regional and local. Because Marlborough District Council is a unitary authority the regional and local welfare functions are combined and the Welfare Manager acts for the whole Marlborough CDEM district. If necessary, the delivery of welfare services within the Marlborough region can be supported by neighbouring South Island regions and by national functions.

Welfare coordination in Marlborough

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┌──────────────────────────┐          ┌──────────────────────────────────┐
│                          │          │  National Welfare Coordination   │
│                          │  ⇄       │  Group & national support         │
│  National Welfare        │          │  agencies                         │
│  Manager                 │          │                                   │
│                          │          │  eg; MCDEM, MSD, Oranga Tamariki, │
│                          │          │  Police, MBIE, MPI, MOH, TPK,     │
│                          │          │  Red Cross, Salvation Army,       │
│                          │          │  Victim Support                   │
└──────────────────────────┘          └──────────────────────────────────┘
         ⇧                                          ⇧
┌──────────────────────────┐          ┌──────────────────────────────────┐
│                          │          │  Welfare Coordination Group       │
│                          │  ⇄       │                                   │
│  Group Welfare Manager    │          │  CDEM Group, MSD, Oranga Tamariki,│
│                          │          │  TPK, Police, MBIE, DHB, MPI,     │
│                          │          │  Marlborough Primary Health and   │
│                          │          │  Red Cross, Salvation Army        │
└──────────────────────────┘          └──────────────────────────────────┘
         ⇩                                          ⇧
              ┌────────────────────────────────────────┐
              │  Welfare support agencies & communities  │
              │                                          │
              │  eg; St John, Marlborough iwi,           │
              │  Victim Support                          │
              └────────────────────────────────────────┘
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Welfare is managed at the national level through the National Welfare Coordination Group (NWCG). In Marlborough, welfare is managed at the local and regional level by the Welfare Coordination Group (WCG), chaired by the Welfare Manager. The WCG has a role across the 4Rs and coordinates the delivery of welfare services in planning for, responding to and recovering from an emergency.

At the CDEM Group level, the Coordinating Executive Group (CEG) is responsible for planning and coordinating welfare services in reduction and readiness. In Marlborough, the Welfare Manager is a member of the CEG.

At national level, MCDEM is the agency responsible for coordination across welfare services sub-functions and appoints a National Welfare Manager to fulfil this function.

7.1   Welfare Coordination Group

The Marlborough WCG is a collective of agencies responsible for welfare services that are active at the Marlborough CDEM Group level. The WCG provides the structure for collaboration and coordination between agencies, working together to plan for the effective delivery of welfare services. The WCG will develop an annual work programme.

The WCG is chaired by the Welfare Manager and its members represent the lead agencies for the sub-functions of welfare management in an event. Members are expected to actively represent their organisations, be able to make decisions on behalf of their agency, provide information and expertise, and participate fully in WCG meetings and activities.

The member agencies of the Marlborough WCG are:

- Nelson Marlborough Health (the district health board)

- Marlborough Primary Health Organisation

- Ministry of Social Development (MSD)

- Oranga Tamariki Ministry for Children

- New Zealand Police

- Ministry of Business Innovation and Employment (MBIE)

- Ministry of Primary Industries (MPI)

- Te Puni Kōkiri (represented on the WCG by Te Putahitanga o Te Waipounamu to maintain relationships with Iwi Tangata and Maataa Waka)

- Group Recovery Manager

- Ministry of Civil Defence and Emergency Management, Christchurch office (MCDEM)

- CDEM Group Manager.

The Salvation Army and New Zealand Red Cross are support agencies across a number of functions (including welfare) and are members of the Marlborough WCG.

The WCG provides planning, input and coordination to the Marlborough CDEM Group, and supports the delivery of welfare services throughout Marlborough. The WCG operates under the Terms of Reference attached (Appendix B).

7.2   Welfare services sub-functions

WCG member agencies are expected to:

- Actively participate in group welfare planning and preparedness activities

- Identify strategies and actions to support effective coordination of services

- Work with support agencies to ensure community needs are being met

- Develop capacity and capability to support the WCG in an emergency

- Provide welfare professional development opportunities for their staff on a regular basis

- Plan, resource, and undertake exercises for the welfare response to emergency scenarios of varying types and scales

- Have a robust business continuity plan in place that enables them to continue to provide their core business services during response and recovery, while also meeting their responsibilities as outlined in this plan.

The WCG Chair, with support from others in Marlborough CDEM may provide guidance to support member agencies to carry out their own readiness planning.

7.3   Roles and functions of WCG agencies

Welfare support agencies include government, local government, and non-government organisations that can provide assistance and direction on CDEM welfare before, during and after an emergency event. WCG support agencies are expected to develop and review their own plans to ensure continuity of supplies and essential services when required.

The following summary represents the function of core welfare agencies and local organisations in emergency management in Marlborough. This is not intended to be an exhaustive list of support agencies; rather, it provides an indication of the range of support provided in an emergency. Other local and national agencies also provide support depending on the nature and scope of the emergency. For more detailed information, and a more complete description of each sub-function, refer to the Director's Guide.

Registration, needs assessment, shelter & emergency accommodation, household goods & services - Marlborough CDEM Group
Collecting information about people directly affected by an emergency and identifying their needs.

Providing advice, shelter and accommodation for people who have to leave their home as a result of an emergency, and household goods and essential items and services to people affected by an emergency

Support agencies

New Zealand Red Cross, Ministry for Primary Industries, Ministry of Social Development, New Zealand Police, The Office for Disability Issues (through MSD), Ministry of Foreign Affairs and Trade (Wellington), Te Puni Kōkiri, Te Putahitanga o Te Waipounamu or nominated representative, Iwi Tangata and Maataa Waka), Salvation Army, Victim Support, Nelson Marlborough Health (with advice from the Ministry of Health), Ministry for Primary Industries, St John, Marlborough District Council, New Zealand Defence Force (Woodbourne Air Base), Ministry of Education, Marlborough Primary Health
Commercial providers (hotels, motels, property management services), community-based organisation (primarily providing pastoral care and recovery support services).

Animal Welfare - Ministry for Primary Industries
To help provide for the needs of animals when their owners (or persons in charge) are not able to do so themselves, because of the consequences of the emergency.

Support agencies

Federated Farmers of New Zealand, New Zealand Companion Animal Council, New Zealand Veterinary Association, Ministry for Primary Industries, Rural Support Trusts, Marlborough SPCA, RNZSPCA, Marlborough District Council (through Maataa Waka Ki Te Tau Ihu Trust) animal control, World Animal Protection

Inquiry - New Zealand Police
Identifying people who have been affected by an emergency and assisting family, whānau and significant others to make contact.

Support agencies

MCDEM, Marlborough CDEM Group, Ministry of Foreign Affairs and Trade, Ministry of Health, Marlborough District Council, Ministry of Education, Nelson Marlborough Health, Marlborough Primary Health, St John

Financial assistance - Ministry of Social Development (MSD)
Providing information about, and access to, the range of financial assistance available to people affected in an emergency

Support agencies

Accident Compensation Corporation, Earthquake Commission, Inland Revenue, Insurance Council of New Zealand, Ministry of Business, Innovation and Employment, Ministry for Primary Industries, Red Cross, Salvation Army, Marlborough District Council (if a disaster relief fund is established), Iwi Tangata and Maataa Waka (supporting tangata whenua to return home), banks, Chamber of Commerce

Psychosocial support - Nelson Marlborough Health (district health board)
Focusing on the psychological and social interventions that will support community recovery

Support agencies

Ministry of Health, Marlborough Primary Health, Red Cross, Victim Support, Salvation Army, Te Puni Kōkiri, Ministry for Primary Industries, Ministry of Education, Ministry of Social Development, Save the Children NZ and local services including Supporting Families, school counsellors, Rural Support Trust, Whānau Ora providers, Iwi Tangata and Maataa Waka

Temporary accommodation - Ministry of Business Innovation and Employment (MBIE)
Coordinating the provision of temporary accommodation for displaced people who cannot return to their homes for a prolonged period, from several weeks to possibly months or years.

Support agencies

Marlborough District Council, Housing New Zealand, Te Puni Kōkiri, Ministry of Social Development, Ministry of Health, New Zealand Defence Force and commercial providers such as hotels, motels, property management services.

Care and protection services for children and young people - Oranga Tamariki Ministry for Children
Planning the delivery and coordination of statutory care and protection services to those children and young people who have been identified (after registration) as being unaccompanied/separated from their parents, legal guardians, or usual caregivers during an emergency.

Support agencies

Ministry of Education, Police, New Zealand Red Cross, Nelson Marlborough Health, Te Puni Kōkiri and in Marlborough, Māori Women's Welfare League, Maataa Waka Ki Te Tau Ihu, Marlborough Māori wardens, Whānau Resilience Navigator

7.4   Local welfare support agencies

Marlborough CDEM relies on strong working relationships with local communities and locally-based organisations to support the delivery of welfare services in our region.

The Marlborough CDEM Group works with welfare agencies in fostering and maintaining relationships with key community support groups within the Marlborough District, including but not exclusive to:

- Destination Marlborough
- Civil Defence Centres and volunteers supporting CDCs
- Marlborough Iwi and Marae
- SPCA Animal Welfare
- St John New Zealand
- RNZAF Base Woodbourne
- Federated Farmers Marlborough
- Top of the South Rural Support Trust
- Blenheim Lions Club
- Neighbourhood Support
- Rural Women New Zealand, Marlborough Provincial

Support activities with local welfare support agencies include advice and information for community groups, scenario-based training at CDCs and CDEM staff participation in community events.

7.5   Civil defence centres (CDCs)

Civil defence centres (CDCs) may be established in response to an emergency. They can be self-activated in response to local needs (localised flooding, fire) or be directed to activate by the Welfare Manager. They provide welfare functions, ranging from registration to the provision of information related to the emergency.

A CDC will not always be opened in an emergency event. The Welfare Manager will notify the public when and if a CDC is opened.

The purpose of a CDC is to [8]:

- Establish a local point where affected people can assemble and be directed to or receive welfare services.

- Establish and maintain communication with the Welfare Manager at the Blenheim EOC to receive or report information.

- Partner with local emergency services and community organisations for a coordinated local response to an emergency.

- Develop and maintain a Community Contact / Resource list (confidential to the CDC Supervisor and Marlborough CDEM). This list will have key names and contact details and may include a list of equipment and resources appropriate to the area.

- Encourage closer contact within the community for support.

Across the Marlborough district, 16 facilities have been identified as CDCs. Each CDC is equipped with a VHF radio and a field administration box. Weekly radio checks are carried out with each facility using volunteers in the EOC. The CDCs are based at:

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[8] *Civil Defence Centre Guidelines,* Marlborough CDEM (under review)

- Okiwi Bay Community Hall and Fire Station
- Wakamarina, Canvastown Te Hora Marae
- Linkwater Community Hall and Fire Station
- Okaramio Community Hall
- Wairau Valley School and Community Hall
- Rai Valley School and Fire Station
- Havelock School
- Rarangi Community Hall and Fire Station
- Tuamarina School Hall
- Waikawa Marae (Picton)
- Holy Trinity Church (Picton)
- Queen Charlotte College (Picton)
- Renwick Community Hall (School)
- Seddon School
- Ward School
- Riverlands School [9]

Each CDC has a Standard Operating Plan (SOP) to assist them in setting up in an emergency. The SOP is supported by a Health and Safety Plan, identifying hazards and procedures to be followed prior to use in an emergency. This will involve an initial site inspection prior to activation and if necessary, will involve assessments by Marlborough Public Health, Environmental Protection (MDC) and the MDC's Building Inspector.

Roles and responsibilities for CDCs include:

Reception	Welcoming people, identifying any immediate needs and referring them to the appropriate services to address those needs.
Information	Providing, collecting and where possible, verifying information (eg; reported road closures).
Registration	Recording details of people affected by the event such as displaced people, self-evacuated people, those who may be particularly vulnerable and children and young people separated from parents or caregivers. This may include assisting people to connect with friends and family, for example, by providing internet access and/or power to charge phones.
Catering	Initial catering such as basic food and hot drinks. Further catering requirements will be coordinated through Marlborough CDEM.
Clothing	Basic clothing and blankets may need to come from the community until additional resources can be supplied.
Accommodation	Accommodation in a CDC should only be as a last resort, for brief periods, eg; overnight. A CDC should encourage people to make their own arrangements for emergency accommodation (eg; with friends or family). If this is not possible, the matter should be referred to the EOC.
Access to services	In an extended event, social service agencies such as MSD or Oranga Tamariki may need to be located at a CDC.
First aid	First aid can be provided for minor injuries by trained volunteers if available.
Animal welfare	A CDC should be able to provide temporary shelter for pets, close to but separate from the main centre. Pet owners are responsible for their own animals, including the provision of food and other necessities. Only disability assist dogs[10] are permitted inside a CDC.

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[9] Note: schools need to continue or recommence their primary role as soon as possible. This may impact on the duration for which a school is used as a CDC.
[10] A disability assist dog is defined in the *Dog Control Act 1996* as a dog trained (or undergoing training) by specified organisations to assist a person with a disability.

Any temporary resources such as food, blankets or clothing need to be able to be supplied by the local community unless and until a larger and more coordinated response can be organised by the Welfare team.

Marlborough CDEM also maintains a register of facilities within Blenheim urban area that can be used as a CDC in an emergency. These can be activated following consultation between the Incident Controller, the Welfare Manager and the managers of those facilities, and following a safety inspection as described above.

8. Vulnerable people & communities

Anyone can be vulnerable in an emergency. 'Vulnerability' refers to the degree to which an individual, organisation, community or system is unable to anticipate, cope with, resist or recover from the impact of hazards[11]. All people and communities have strengths as well as vulnerabilities, and these can change over time. An alternative term is 'priority populations'. By understanding our communities, Marlborough CDEM can work collaboratively with other agencies to reduce vulnerability and to better support people and communities during an emergency. Marlborough communities that may be particularly vulnerable in an emergency are:

- People with disabilities[12,13] or other health conditions that increase reliance on services to support daily living (eg; people reliant on supplementary oxygen)

- Older people who are isolated or in poor health

- Children, including those at schools or in child care

- Residents with English as a second language, including vineyard staff employed through the RSE scheme

- Domestic and international visitors

- People in remote or isolated communities

- People living in low-income households or who are homeless[14]

- Business owners

- Agencies providing welfare sub-functions are responsible for ensuring that the services they provide in an emergency can meet the needs of vulnerable people.

People with disabilities or other health conditions

Marlborough CDEM will work with Nelson Marlborough Health (NMH) to ensure that registers are in place to identify people who are likely to be vulnerable in an emergency as a result of their disability or other health condition. Marlborough CDEM will work with local organisations providing services to people with disabilities, to strengthen the inclusion of people with disabilities in emergency planning and response.

NMH is responsible for ensuring that plans are developed for the care of individuals identified as vulnerable because of their disability or health condition, and where possible, take steps to promote readiness and reduce the vulnerability of such individuals. NMH will also work with

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[11] National Health Emergency Plan, Ministry of Health, 2015
[12] A disability is an impairment that has a long-term, limiting effect on a person's ability to carry out day-to-day activities. 'Long-term' is defined as six months or longer. 'Limiting effect' means a restriction or lack of ability to perform. Impairments can be physical, sensory, intellectual, psychological/psychiatric or other (source: Statistics New Zealand)
[13] Disability is a consequence of someone with impairment (physical, sensory, neurological, intellectual, physical and/or mental) being disadvantaged by barriers to their lives in ordinary society (Director's Guideline, page 234).
[14] 'Homelessness' is defined as a living situation where people with no other options to acquire safe and secure housing are: without shelter, in temporary accommodation, sharing accommodation with a household, or living in uninhabitable housing. (source: Statistics New Zealand)

Marlborough Lines to ensure that people who are reliant on assistive technology and medical devices (such as respirators or home dialysis equipment) continue to have access to emergency power supplies in an emergency.

www.civildefence.govt.nz/get-ready/people-with-disabilities

www.health.govt.nz/publication/national-health-emergency-plan-framework-health-and-disability-sector

Older people who are isolated or in poor health

Marlborough is a preferred location for people to retire and has the highest proportion of people aged over 65 years in New Zealand. As many people over the age of 65 are active and independent and are no more vulnerable in an emergency than other members of their community, it would be a mistake to perceive the older population as helpless or dependent. Many older people are able to cope and adapt well in emergencies but may be more vulnerable to the impacts of an emergency over time. However, some older people may be particularly vulnerable to the impacts of an emergency, as a result of deteriorating health, age-related disability or isolation.

Marlborough CDEM will work with social housing providers, residential care providers and interest groups such as Age Concern and Grey Power, in promoting the importance of emergency preparedness by and for vulnerable older people and those responsible for their care.

www.who.int/ageing/publications/Hutton_report_small.pdf

Children in schools or child care

Children can be particularly vulnerable to the effects of emergencies, especially if they are separated from family and whānau or if they live with the impact of an emergency over a prolonged period.

All schools and educational facilities are required to have emergency plans and procedures in place. Currently, all Year 5-6 students in Marlborough participate in *Clued Up Kids*[15] which promotes emergency and civil defence preparedness.

Resources such as the Child Friendly Spaces[16] programme can be valuable in an emergency and may be used within a CDC or in emergency accommodation, as appropriate.

People with English as a second language, including RSE staff and their employers

People with English as their second language may not find it easy to access information prior to, during and following an emergency. This can result in increased risk to individuals as well as reduced access to support services. People who are not residents of New Zealand may also be ineligible for some services.

Marlborough CDEM will promote the distribution of plain English information and in translation, through local organisations such as the Marlborough Migrant Centre, the Marlborough Citizens Advice Bureau and frameworks such as Talanoa Mo'ui (Talking Health, Marlborough Primary Health).

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[15] Clued up Kids is a programme delivered through the Marlborough Child Safety Group designed to instil confidence and develop life skills, through hands-on learning in a safe environment.
[16] Child Friendly Spaces is Save the Children's emergency response programme that ensure children are safe and protected can engage in fun and age appropriate activities during and after an emergency.

Marlborough CDEM will also work with employers including Recognised Seasonal Employee (RSE) providers, and with MBIE to encourage them to have emergency preparedness plans in place and to distribute relevant emergency information to their workers.

Welfare services also need to be aware that people with experience as refugees (including lived experience of armed conflict, natural disaster and prolonger displacement) may be particularly vulnerable in an emergency and may not be prepared for the kinds of emergencies that occur in New Zealand.

Domestic and international visitors

Marlborough is a popular holiday destination for New Zealanders as well as international visitors. In peak holiday season, local populations can double or more. Visitors are unlikely to be prepared or resourced for an emergency while on holiday. International visitors may have limited English language skills, little or no understanding of the natural hazards that exist in New Zealand and limited preparedness for an emergency. In some instances, international visitors will need to be repatriated to reduce the impact on local services.

Destination Marlborough has prepared extensive emergency procedures to deal with visitors to the Marlborough region. Destination Marlborough also works with tourist operators to ensure that emergency plans are in place.

Marlborough CDEM will work with Destination Marlborough to plan for the effective management of domestic and international visitors who may be affected by an emergency, including repatriation.

People in isolated communities

People living in rural communities in Marlborough can (and do) become isolated during an emergency because of limited or no road access, geography and remoteness.

Marlborough CDEM will work alongside communities in these areas, to prepare localised communication, evacuation and emergency information plans and other resources.

People living in low-income households or who are homeless

Marlborough has an increasing population of people living in low-income households, including people who are homeless. Limited income as well an insecure housing, can make it difficult for people to prepare for an emergency. The rental accommodation market can also be subject to significant pressure in an emergency, with disproportionate impacts on low-income families and individuals who are reliant on rental housing.

The Ministry of Social Development is the agency responsible for financial assistance in an emergency, including ensuring that people are informed of their entitlements.

Marlborough CDEM will continue to work with local agencies engaged in working with people living in low-income housing and with organisations working with people who are homeless.

Marlborough CDEM will also monitor the impact of changes to the rental market following the 2013 and 2016 earthquakes.

Business owners

Businesses in Marlborough are vulnerable to events that impact on infrastructure, their staff and/or their customers. Emergencies affecting aquaculture, viticulture or tourism are likely to have significant 'flow on' effects for other local businesses. These impacts may arise as a result of restricted access (road closures or restrictions on movement during a biosecurity event), reduced income within Marlborough as well as increased demand for some services such as repairs or reconstruction.

Through its Public Education Communications Strategy Marlborough CDEM will support business owners to ensure they are aware of their vulnerabilities, and their responsibilities to staff and customers in an emergency.

Marlborough CDEM will also work with businesses and through the Marlborough Chamber of Commerce and business leaders, to encourage local businesses to develop continuity plans.

www.business.govt.nz/risks-and-operations/planning-for-the-unexpected-bcp/emergency-and-continuity-planning

www.civildefence.govt.nz/get-ready/at-work

9. Welfare across the 4Rs

Welfare is not limited to response and recovery; it is an essential part of the 4Rs of emergency management. Marlborough CDEM works with Marlborough communities to support people to be able to care for themselves and each other, as much as possible, when the normal functions of daily life are disrupted.

9.1 Reduction

Reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level. In the welfare context, reduction means all measures undertaken that reduce community needs and requirements for the provision of welfare before, during, and after emergencies.

Like much of New Zealand, Marlborough is at risk from a range of hazards, including flood, fire, severe weather events, earthquakes and tsunami. We are also vulnerable to emergencies that can impact our economy such as introduction of a pest or disease that affects the viticulture or aquaculture industries.

Marlborough CDEM contributes to reduction in the welfare context by:

- Understanding communities and their risks and vulnerabilities (part of identifying and analysing long-term risks to human life).

- Linking with welfare agencies' policies and programmes (part of reducing the magnitude of the impacts of risks).

Reduced vulnerability can translate into improved consequences for people. This can result in less demand for welfare services, and reduce the time over which welfare services are necessary. The following actions support reduction in the context of welfare:

Community engagement

- Consistent public messaging through social media, radio, newspapers[17].

- Preparation of Community Response Plans that focus on identified threats and hazards for specific areas faced with isolation, fire, flood, earthquake and tsunami.

- Building community resilience by engaging with vulnerable groups (see Section 1.2 of this plan).

- Helping to prepare tsunami evacuation plans for coastal communities at risk.

Organisational resilience and business continuity planning for the wider community

- Promoting awareness and encouraging the development of business continuity plans that provide emergency protocols for businesses and other organisations, including staff (and their families), and for corporate entities in the event of an emergency. This will be achieved

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[17] *Civil Defence Marlborough: Public education communications strategy 2017*

by meeting with business interest groups, disseminating information at business forums and facilitating business resilience education for local non-government organisations.

- Providing psychological first aid skills to the Marlborough Emergency Response Team (MERT) members by supporting their participation in training.

Community connectedness

- Meeting with and presenting to community-based groups (interest groups, sports clubs and social groups) to encourage support networks within organisations.

- Working with Neighbourhood Support to build strong communities.

Community education

- Supporting national public education strategies, including: Long, Strong, Gone; Drop Cover Hold; Never Happens/Happens; Get Ready Get Thru.

- Emphasising appropriate and accessible messaging in all Marlborough CDEM publications.

- By having a presence and distributing promotional material in appropriate settings (A & P Show, trade and public displays).

- Facilitating educational programmes for schools (Marlborough Clued Up Kids, school presentations).

- Supporting resilience-building in communities.

9.2 Readiness

Planning for the coordination and delivery of welfare services is a fundamental part of readiness. The WCG provides planning and coordination at the CDEM Group level and supports the development of welfare arrangements in Marlborough.

Readiness activities in the Marlborough CDEM welfare context include:

Planning

Having protocols and processes in place to prepare for immediate implementation

Evacuation plans in the case of an emergency event

Relationship management

Establishing effective working relationships with key agencies and community groups

Welfare capability development

Identifying and training welfare function staff and volunteers to assist at the EOC

Fostering the capability of community groups to assist response teams or at designated centre

Supporting MERT to respond in an emergency to the welfare needs of a specific community

Training in protocols for registration, rapid needs assessment, communication skills

Marlborough CDEM will continue to encourage and where appropriate, facilitate training for welfare stakeholders.

Other welfare activities that will continue for the duration of this plan include:

- Building and maintaining local welfare delivery capability and capacity.

- Supporting communities to prepare their own plans and responses.

- Using exercises and simulations to build capability.

- Monitoring and evaluating readiness within communities, through workshops and surveys as appropriate

Community readiness focuses on the ability of communities, families and individuals to be able to meet their own needs during and after an emergency. Marlborough CDEM will engage with a range of community organisations to develop resilient communities that are prepared to support themselves in an emergency.[18]

Among the issues raised in section 8 of this Plan (vulnerable people and communities) Marlborough CDEM has identified the following factors that impact on the readiness of communities to respond in an emergency:

- People in Marlborough need to remain aware of the importance of readiness, without being overloaded with information, or becoming complacent.

- Not all communities in Marlborough have response plans in place.

- Social media is increasingly becoming a primary information source prior to, during and following an emergency.

These issues will continue to inform the work of Marlborough CDEM and the implementation of this plan.

9.3 Response

The provision of welfare services begins in response, and continues into recovery. Coordination and delivery of welfare services lies at the heart of emergency management. A response must be carried out by relevant agencies in a timely manner with appropriate resources and in a safe and coordinated fashion. To do this, responding agencies need to have strong working relationships prior to an emergency. Response is supported by volunteers who are trained, well-equipped and able to operate safely and collaboratively in an emergency.

Marlborough CDEM is the agency responsible for the overall coordination, management and provision of welfare services in an emergency for Marlborough. The core welfare activities within response and recovery are:

- Activation of welfare response;

- Continuous monitoring and identification of current and emerging welfare needs, including the coordination of information gathered through the needs assessment process;

- Identification and confirmation of welfare priorities, and provision of strategic and operational advice to Controllers or Recovery Managers;

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[18] *Marlborough Civil Defence Emergency Management Plan 2017-2011:* page 28

- Ensuring delivery of welfare services to the community by supporting and working with community volunteers and organisations to meet local welfare needs;

- Integration of the Welfare function into planning, analysis, priority development, decision-making, and monitoring and evaluation functions; and

- Ensuring timely and accurate reporting to and from communities, CDCs, EOC, MCDEM/NCMC, the REMA and welfare agencies.

The role of the Welfare Manager in response is to:

- Ensure that welfare is fully integrated into response;

- Report directly to Controllers (during response) or Recovery Managers (in transition);

- Be fully integrated into the Incident Management Team;

- Lead and coordinate the delivery of welfare teams;

- Working alongside the Public Information Managers (PIM) to ensure continuous communication flows to and from communities, and that appropriate communication to stakeholders occurs;

- Ensure linkages are made to other CIMS functions;

- Act as a point of contact for CDCs;

- Liaise with WCG members to ensure the delivery of welfare services; and

- Coordinate with the National Welfare Manager and other CDEM Group Welfare Managers to ensure consistent and coordinated delivery of welfare services and information to affected communities (where relevant).

The focus of the WCG in response is to ensure that each member agency operates as part of a coordinated welfare response.

9.4 Activating the Welfare function in response

Because the welfare function does not need to be fully activated in all emergencies, there are four levels of activation for welfare services. These are:

Warning alert – If there is a possibility of an emergency event, the Welfare Manager may choose to send a text to members of the WCG. The Welfare Manager will continue to provide WCG members with updated information as it arises.

Partial activation ('stand by') – If there is significant risk of an event, the Welfare Manager will notify WCG members by text to 'stand by' for activation. WCG members should respond with advice on their readiness to respond.

Full activation – if an emergency event has occurred or there is an imminent risk of an event (eg; tsunami), the Welfare Manager will notify WCG members by text to deploy welfare services in conjunction with MERT. If possible, WCG members should provide a representative to the EOC for a verbal briefing.

Stand down – if the Controller advises that an event has finished or the risk has diminished, and that welfare services are no longer required, the Welfare Manager can advise WCG members that they can 'stand down'. However, welfare services may continue to be needed once the EOC has been stood down.

9.5   Welfare in the CIMS Structure

CIMS is the structure that guides the provision of services in the event of an emergency. The welfare functions are a key part of the CIMS structure, outlined below.
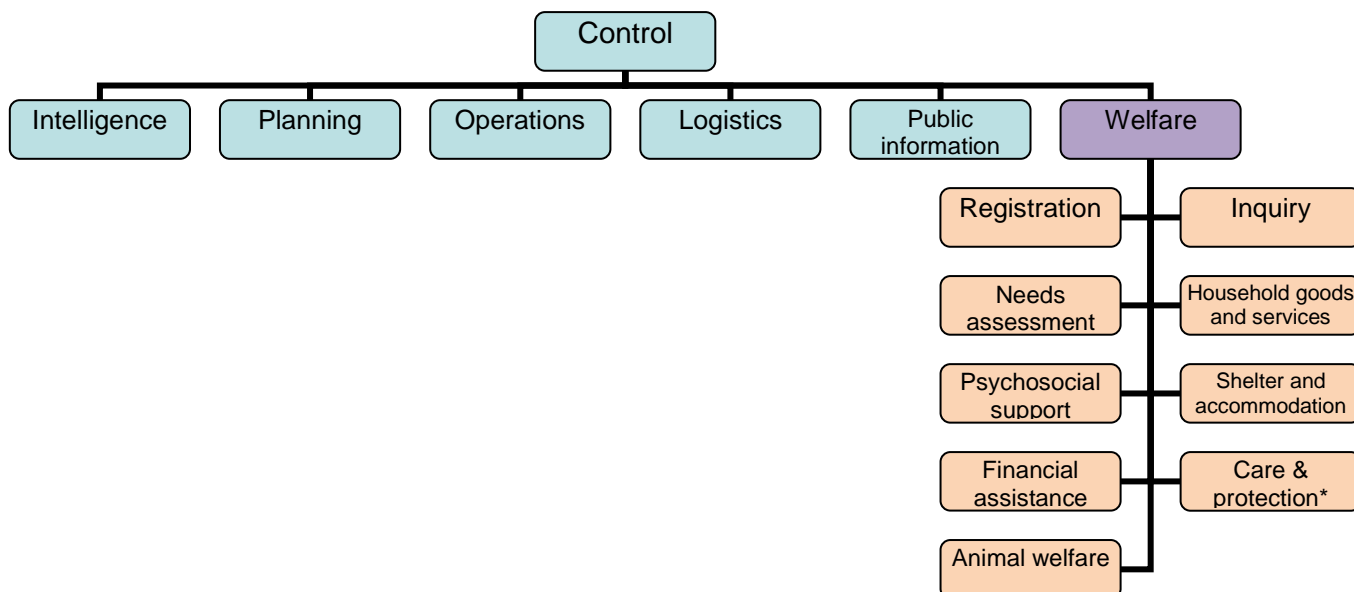
*Care and protection for children and young people

Welfare and its sub-functions must be considered in all emergency events. However, the consequences of an incident dictate the extent of emergency welfare services required. For example, events affecting only a few people may only require a welfare response involving shelter in a safe place and information. Decisions about the extent of the need for welfare services are made by the Welfare Manager in consultation with the Incident Controller and WCG members.

☞   http://www.civildefence.govt.nz/assets/Uploads/publications/CIMS-2nd-edition-print.pdf

9.6 Recovery

Recovery is 'the coordinated efforts and processes used to bring about the immediate, medium term and long term holistic regeneration and enhancement of a community following an emergency'[19]. Transition from response to recovery is a formal process, set out in the CDEM Act 2016. It begins on the first day of the event and builds on existing planning within and between agencies. Welfare services may continue to be required throughout recovery, as part of a broader social recovery focus.

Transition may involve decisions about the status of CDCs that have been opened as a part of the response. The Welfare Manager is responsible for developing an exit strategy for CDCs in conjunction with the Incident Controller. This will also involve the transitioning of functions to WCG sub-function agencies.

9.7 Welfare in recovery

Welfare is an integral part of recovery and supports the sometimes more obvious recovery activities such as repairs and rebuild. In transition and throughout recovery, welfare agencies continue to provide services as required, working with the Recovery Manager. Welfare in

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[19] Civil Defence Emergency Management Amendment Act 2016, section 4

recovery relies on all welfare agencies having a comprehensive understanding of the evolving needs of communities impacted by an emergency, as well as having the ability to continue their business as usual.

The Welfare Manager will work with the Recovery Manager and the WCG, to ensure the welfare needs of affected communities, families and whānau and individuals are reflected throughout the recovery process.

In Marlborough, the Welfare Manager will be a member of the Recovery Group[20], involving welfare services and community support organisations, to meet recovery needs as they change over time. The WCG will convene as frequently as necessary throughout recovery, coordinating and aligning their activities with wider recovery activities and the objectives of the Recovery Manager.

10. Monitoring, reporting, and review

10.1 Monitoring activities

Work plans

Welfare activities for Marlborough CDEM will be guided by an annual workplan, with oversight from the CEG. The WCG will also develop an annual work plan, in which WCG member agencies identify the actions they intend to take to support welfare across the 4Rs. The work plan will be updated prior to WCG meetings and progress reported by means of a 'traffic light' system.

Action plans in response and recovery

The Welfare Manager and the WCG will develop action plans throughout response and into recovery. Action plans provide transparency about the activities taken by welfare agencies during response and provide a mechanism to ensure that issues are not over-looked in recovery.

Monitoring and evaluation

The Welfare Manager in collaboration with the Recovery Manager may develop a monitoring plan for specific events. Wherever practicable, monitoring should reflect the perspectives of communities and of the range of organisations delivering welfare services. Monitoring should be designed so that it is not intrusive and does not impede the delivery of welfare services.

Subject to the nature of the event, monitoring will include reporting against identified deliverables and milestones, using a range of quantitative and qualitative information. Information gained through monitoring will be to assess the effectiveness of welfare services and to identify priorities for recovery planning.

10.2 Reporting mechanisms

The WCG reports to the CEG at its quarterly meetings. This will include reports from the Welfare Manager, updates on the status of the work plan and updates from WCG member agencies.

10.3 Review of the Welfare Plan

The term of the Welfare Group Plan is from 2018-2023. The Welfare Manager in collaboration with the WCG may make minor amendments to the Plan, prior to its review in 2023. Such amendments will reflect legislative changes and alterations to the Marlborough CDEM Plan, but will not impact on the substance of the Plan.

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[20] Refer to *Marlborough CDEM Plan 2017-2022* page 60

Appendix A - WCG Membership as at 1 May 2018

- Marlborough CDEM - Group Welfare Manager (Chair) - Catherine Coates

- Ministry of Business Innovation and Employment - Joel Browne

- Rural Support Trust - Chris Faulls

- Oranga Tamariki Ministry for Children - Kaye MacDonald

- Ministry of Social Development - Robin Mortimer

- Nelson Marlborough Health - Peter Kara (Nelson)

- Marlborough Primary Health – Beth Tester

- New Zealand Police, Tasman District - Peter Payne

- Te Puni Kokiri – Te Ra Morris, Te Pūtahitanga

- MCDEM (Christchurch) - John Lovell

- New Zealand Red Cross - Donna Mote (Blenheim Coordinator)

- Salvation Army – Deane Goldsack.

Wider Membership

In the event of an emergency, wider WCG membership may include any of the community support groups who support the welfare services sub-functions. It may also include representatives of community-based or volunteer organisations who are active at the regional or local level. In Marlborough, representatives may be invited from Lions International, Federated Farmers, Marlborough SPCA, Inland Revenue, Ministry of Education, Environmental Health (MDC), and representatives of local iwi.

Appendix B - Terms of Reference for Marlborough Welfare Coordination Group

Introduction

This document provides a framework for the convening, operation, administration, and evaluation of the Marlborough Civil Defence Emergency Management Group's Welfare Coordination Group (WCG) for the delivery of welfare services.

Definition of welfare services

Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare services are managed and delivered at the local level and coordinated and supported at the regional and national levels.

The objective of the welfare services function is to carry out activities across the 4Rs to provide for the needs of people affected by an emergency and to minimise the consequences of the emergency for individuals, families and whānau, and communities.

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

- shelter or accommodation

- food, water, or clothing

- assistance with contacting family/whānau or significant others

- psychosocial support

- financial assistance

- medication, medical assistance, and assistance with other health needs, or

- veterinary assistance, food, and/or shelter for their pets.

Purpose of the WCG

The WCG coordinates and supports the delivery of welfare services by local authorities and agencies prior to, and during, an emergency.

The WCG, which is chaired by the CDEM Group Welfare Manager, ensures that welfare service delivery is planned, organised, integrated, coordinated and supported. Membership in the WCG enables welfare agencies to understand their roles and responsibilities across the 4Rs under the *National CDEM Plan 2015*, the CDEM Group Plan, and the Group Welfare Plan.

The mandate for an establishment of a WCG is set out in the *National CDEM Plan 2015* (section 65).

Objectives

The following objectives will guide the WCG's planning and decision making.

1. Support community-led welfare responses as a mechanism to meet their emergency welfare needs. Adhere to the ten response objectives established by the New Zealand CIMS 2nd edition.

2. Recognise that an integrated approach to the coordinated delivery of welfare services across the 4Rs will lead to optimal outcomes for individuals, families, whānau and communities.

3. Ensure a people-centric approach at all times, recognising the diverse and dynamic nature of communities within the region.

4. Recognise that regular communication of welfare information to the public is essential during

response and recovery.

5. Support the delivery of welfare services in peoples' own homes where this is desirable, safe and feasible.

6. Acknowledge that Civil Defence Centres provide a useful mechanism to deliver welfare services and support.

7. Support the concept of mobile welfare services where appropriate.

8. Include in planning and coordination of welfare services:

   a. A list of support agencies as identified in the *National CDEM Plan 2015*

   b. A list of other relevant agencies or community-based organisations and networks.

Accountability

The WCG is a formal committee of the Coordinating Executive Group (CEG), and is governed by the CEG.

The WCG Chair (CDEM Group Welfare Manager) gives reports to the CEG, and attends CEG meetings.

Responsibilities of the Welfare Coordination Group across the 4Rs

Reduction	Contribute to reduction in the welfare context by:

- Working together to build an understanding of communities and their risks and vulnerabilities.

- Building links between individual welfare services agencies' policies and programmes.

- Ensuring public resilience education is integrated into CDEM reduction activities.

Readiness	The following are recommended activities that help maintain an effective WCG.

- Develop, complete, and review an annual WCG work plan and associated programmes of work.

- Contribute to the review of the CDEM Group Welfare plan.

- Contribute to the review and update of the CDEM Group Plan (as requested).

- Ensure that district/local welfare plans are held by each local authority (where appropriate) and are relevant and up to date.

- Meet periodically (eg; four times a year for core members, and an additional two times a year including wider WGG members).

- Maintain a current Terms of Reference: review at least annually, and amend as required.

- Ensure that welfare services agencies understand their roles.

- Encourage business continuity planning for agencies with responsibilities for welfare services (to ensure they are able to contribute in an emergency).

	• Identify welfare vulnerabilities and gaps across the region and work with Emergency Management Officers and Local Welfare Managers (where appropriate) to mitigate their consequences.
	• Participate in CDEM Group exercises as required.
	• Members attend all relevant training opportunities.
	• Plan and deliver an annual welfare forum.
Response	• Convene as directed by the WCG Chair/CDEM Group Welfare Manager.
	• Maintain an overview of the overall welfare situation and response.
	• Analyse incoming information to produce intelligence and a common operating picture.
	• Undertake tasks assigned by the Controller/ECC and respond to requests for assistance.
	• Maintain a record of decisions made.
	• Contribute relevant local and regional information and intelligence.
	• Anticipate and identify any gaps or oversights in welfare service delivery at the local level.
	• Identify developing trends.
	• Plan for and coordinate the deployment of any regional resources into the affected local area(s).
	• Request any further support/resources required via the ECC.
	• Anticipate welfare services requirements that may arise over the next 2-3 days. Ensure that resources will be available to meet these needs.
	• Anticipate welfare services requirements that may arise over the next 1-2 weeks. Ensure that resources will be available to meet these needs.
	• Identify and address potential welfare impacts or implications for adjoining local authorities.
	• Contribute to any key welfare communications messages to the public.
	• Produce a welfare services situation report to inform the CDEM Group/ECC situation report.
	• WCG Chair/CDEM Group Welfare Manager to regularly liaise with the National Crisis Management Centre – Welfare function, and National Welfare Coordination Group as required.
	• If requested by the ECC, develop short- and medium-term welfare services contributions to an Action Plan.
Recovery	• Continue to provide welfare services as required, working with the CDEM Group Recovery Manager.
	• Review WCG's response and recovery performance and identify opportunities for improvement.

WCG membership

The WCG is comprised of regional representatives from central and local government agencies, non-government organisations, and other community organisations with a responsibility for delivering welfare services under the *National CDEM Plan 2015*, in the Marlborough *CDEM Group area*.

The WCG is chaired by the CDEM Group Welfare Manager.

Core membership	Core membership comprises those government agencies with responsibility for coordinating each of the nine welfare services sub-functions.
Wider membership	Wider membership includes (but is not limited to) any agencies listed as support agencies for the nine welfare services sub-functions. Table 1 shows the membership of the Marlborough WCG.

Table 1 Core WCG membership

Agency	Responsibility for welfare services sub-function
Marlborough CDEM Group	Registration Needs assessment Household goods and services Shelter and emergency accommodation
New Zealand Police	Inquiry
Oranga Tamariki Ministry for Children	Care & protection services for children and young people
Nelson Marlborough Health Marlborough PHO	Psychosocial support
Ministry of Business, Innovation and Employment	Temporary accommodation
Ministry of Social Development	Financial assistance
Ministry for Primary Industries	Animal welfare
Ministry of Civil Defence & Emergency Management	Inquiry
New Zealand Red Cross	Needs assessment Inquiry Care and protection services for children and young people Psychosocial support Household goods & services Financial assistance
Salvation Army	Psychosocial support Household goods & services

Structure of the Marlborough WCG

Chair	The CDEM Group Welfare Manager is the Chair of the WCG. A Deputy Chair may also be appointed.
	The Deputy Chair shall fulfil the role and responsibilities of the Chair in the Chair's absence.
	If both the Chair and Deputy are absent from a meeting without proxy, the WCG shall elect a Chair to lead the meeting.
Secretariat support	Administration and secretariat support to the WCG Chair is provided by the Marlborough District Council.
Sub committees	The WCG may establish sub-committees that are responsible for completing programmes of work that have been included in the annual WCG work plan. These work programmes are reported back to WCG via the agencies responsible for each welfare services sub-function.

Marlborough WCG meetings (during business as usual)

The purpose of WCG meetings during business as usual is to maintain relationships, share information, and plan and review an annual WCG programme of work.

Meeting frequency will be decided by the Chair (CDEM Group Welfare Manager). Dates for these meetings will be set at the beginning of each year.

Core WCG membership	The meeting frequency for the core members of the Marlborough WCG is at least bi-annually or more often as required.
	All core members are expected to attend scheduled meetings, or to send a representative who has the equivalent decision-making authority.
Decision making	As far as practicable, decisions will be made by consensus. If it is not possible to achieve agreement then a vote shall be held.
	• The decision outcome will be based on the majority of votes.
	• Each member is entitled to vote once on an issue.
	• A quorum of 5 attendees is required.
Agenda items	At least 10 working days before the WCG meeting, members will be invited to submit agenda items. Any documents that need to be discussed at the meetings will also be circulated 10 working days before the meeting.
	Administration tasks will be managed by staff from the Marlborough CDEM Group.
Meeting follow up	All members will be updated following all meetings with distribution of papers and minutes.

Marlborough WCG meetings (during response)

	During an emergency or an anticipated emergency, the decision to convene the WCG will be made after a discussion between the WCG chair (CDEM Group Welfare Manager) and the Group Controller.
	Note: For some responses, it may be necessary to convene the WCG before meeting with the Group Controller.
Meeting purpose	The purpose of the WCG meeting during response is to enact tasks as assigned by the Group Controller, via the Chair (CDEM Group Welfare Manager).

Meeting frequency	During an emergency the WCG may meet as often as required, according to the scale, scope, and consequences of the emergency.
Regular reporting	Outside of meetings, core members of the WCG (agencies responsible for coordinating each of the nine welfare services sub-functions) must give regular reports to the Chair (CDEM Group Welfare Manager) on the performance of its sub-function.
Response meeting procedure	Table 2 shows the procedure for WCG meetings held during response.
	The WCG Chair is supported in their role by a minute taker.
	Note: A similar meeting frequency and process may be applied during recovery.

Table 2 WCG response meeting procedure

Step	Action
1	Chair (CDEM Group Welfare Manager) welcomes members and explains content and length of meeting. Any additional attendees introduced and welcomed, including the CDEM Group Recovery Manager.
2	Chair (CDEM Group Welfare Manager) provides an updated (overall) common operating picture of the emergency, its consequences, and the priorities of the Controller/ECC.
3	Chair (CDEM Group Welfare Manager) provides more detailed update on consequences of the emergency on communities. The local welfare response is detailed including activities of any local welfare committee(s).
4	WCG members add any relevant information to this picture. The focus is on the consequences of the emergency on communities, and other intelligence (not on their agency's business as usual operation).
	WCG members report on progress of any previously assigned tasks.
5	Chair (CDEM Group Welfare Manager) leads discussion to ensure that local welfare needs are correctly identified and prioritised, and to identify how agencies can contribute any extra resources to respond to priority areas.
6	WCG members are to anticipate and predict the main welfare related needs of affected communities in the medium term (24-72 hours).
	Define whether local welfare resources will meet future needs/demand for welfare services (including people with disabilities and CALD communities).
7	Any resource gaps (capability and capacity issues) are identified and noted for escalation to the Group Controller and National Welfare Coordination Group.
8	New tasks are identified, and assigned to the appropriate agency.
9	CDEM Group Recovery Manager (if attending) leads a discussion on arrangements for transition to recovery as appropriate.
10	Next meeting time/date agreed.
11	Meeting closes.
12	Welfare function status update for CDEM Group/ECC Situation Report completed and submitted.
13	Minutes are distributed.

Appendix C - Overview of welfare sub-functions

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

Registration can be face-to-face in a community setting (i.e. in a CDC or by mobile teams), or remotely. Registration is a voluntary process, using trained volunteers or MERT members. It aims to ensure that people's immediate needs are identified and addressed. Trained Salvation Army and or Red Cross personnel may also be used. Registration supports needs assessment.

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

Needs assessment accompanies registration. It involves the collection and analysis of welfare needs to guide support agencies to meet those needs through information and service delivery. Support agencies include NMH, MPI, MSD, Police, Red Cross, Salvation Army and local organisations where appropriate.

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

Most people should be encouraged to try their usual means of contact, including social media, mobile phone or texting. Police can become involved if these means have not been effective and where there are genuine fears about a person's safety. Nelson Marlborough Health and the Ministry of Education may also be able to assist people in finding family members who have been affected by an emergency.

Care and protection services to children and young people: providing statutory care and protection services to children and young people separated from their parent, legal guardian, or usual caregiver during an emergency.

This sub-function is led by Oranga Tamariki, with the support of the Ministry of Education (schools), Police, Red Cross and Te Puni Kōkiri. The key principles of providing care and protection to children and young people are:

- Children are to be kept safe and cared for

- Children should be reunited with their parent, legal guardian or usual caregiver as soon as possible

Psychosocial support: focusing on the psychological and social interventions that support community recovery; to ensure that other aspects of the recovery process (eg; rebuilding) do not result in further harm to individuals or their communities.

Nelson Marlborough Health is responsible for the coordination and provision of psychosocial support in an emergency. This is delegated to the Marlborough PHO and is supported by the Red Cross, Ministry of Education, Rural Support Trust, Ministry of Social Development, Red Cross, Salvation Army and community-based organisations.

Household goods and services: providing basic household goods and services to people who have been displaced or who are sheltering in place as a result of an emergency.

Marlborough CDEM will coordinate the provision of basic household goods and services include water, clothing, bedding and other items or services necessary for warmth, cleaning, preparing food, or general health and hygiene. They are only needed if normal providers are unavailable, unsuitable or unable to meet demand. The Salvation Army and Red Cross support this sub-function.

Emergency shelter and accommodation: emergency shelter for people who have to leave their homes as a result of emergency.

Marlborough CDEM will also facilitate emergency accommodation for people who cannot return to their usual home and are unable to find alternative accommodation, for up to two weeks. Destination Marlborough and if necessary, NZDF Base Woodbourne are key support agencies for this sub-function.

Temporary accommodation: facilitating and if necessary providing temporary accommodation for people who cannot return to their homes for a prolonged period.

MBIE operates pursuant to a Temporary Accommodation Coordination Contingency Plan (TACCP) which sets out how it will prepare for and respond to events. Key objectives of the TACCP include (a) support individuals, households and communities to return to self-sufficiency as quickly as possible, (b) provide a broad range of flexible, temporary accommodation options, and (c) integrate temporary accommodation assistance with related community support services and long-term recovery efforts.

Financial assistance: coordinating the provision of information about, and access to, the range of financial assistance available to people affected by an emergency.

MSD is the lead agency for this sub-function. Support agencies include ACC, Earthquake Commission, Inland Revenue, MBIE, MPI, Salvation Army, Red Cross and community-based organisations.

Animal welfare: to help provide for the needs of animals when their owners (or persons in charge) are not able to do so themselves, because of the consequences of the emergency.

Animal welfare includes animal rescue, shelter, food, water, husbandry and veterinary care and other essentials for all animals. In carrying out this sub-function, MPI will liaise with Federated Farmers, Top of the South Rural Support Trust, NZ Companion Animal Council, NZ Veterinary Association, RSPCA and other nationally recognised agencies for the protection and welfare of all animals.

Appendix D – Welfare Community Support Groups

Civil Defence Centres	Commitment to Assist Commercial holders	Local Community Support Groups	Emergency Operations Team
Okiwi Bay	Bunnings Hardware	Salvation Army	Welfare Manager
Canvastown (Te Hora Marae)	Destination Marlborough	SPCA	Alternate Welfare Manager(s)
Linkwater (Community Hall)	Cross Roads	Animal Control	WCG sub-functions
Okaramio (Community Hall	Placemakers Blenheim	St John	Emergency Services Officer
Rai Valley School	Blenheim Mitre 10 Mega	Top of the South Rural Support Trust	
Wairau Valley School and Community Hall	New World Supermarket Blenheim	NZ Defence Force Base Woodbourne	Data Entry Team
Havelock School	Roast on the Run	Federated Farmers	• Registration CDCs
Rarangi Community Hall	Pak n Save Supermarket Blenheim	Ministry of Education	• Needs Assessment
Tuamarina School	Countdown, Redwoodtown	Victim Support	
Waikawa Marae	Chamber of Commerce	Lions International Representative	Recorder
Holy Trinity Church		Primary Health Organisation	Reception / Host
Queen Charlotte College	MediaWorks	Environmental Health	
Renwick School Community Hall	Brian FM	Neighbourhood Support	
Seddon School		Citizens Advice Bureau	
Ward School		Housing New Zealand	
Riverlands School		Inland Revenue	
		Iwi tangata	

Māori health providers in the Marlborough Region

Maataa Waka ki Te Tauihu	Gail MacDonald (03) 577 9256
Serving the needs of the Māori community – whānau /family Services, rangatahi/youth Services, stopping violence, financial mentoring; animal control; Whānau Ora navigator	
Te Hauora o Ngati Rarua	Molly Luke (03) 577 8404
Delivering free mobile health services to the Māori community of Marlborough; Maara Oranga; Te Ara Mahana (Like Minds Like Mine); Rongoā Māori (traditional Māori therapy, Whānau Ora navigator	
Te Putahitanga o Te Waipounamu	Te Ra Morris (03) 974 0159
South Island Commissioning Agency for Whānau Ora.	
Te Piki Oranga	Ripeka Houkamau (03) 578 5750
Regional Māori health provider under NMH contract	

Appendix E - Commitment to Assist Template

Parties:

Between   Marlborough Civil Defence Emergency Management Group - Welfare Manager

And

Background

In the event of an emergency, Marlborough Civil Defence Emergency Management (Welfare function) may request assistance from support agencies. Support agencies are those departments of local government, non-profit organisations, central government agencies and non-government organisations that can provide services, materials, resources or direction on welfare, before, during and after an emergency event.

Welfare Manager

Before an emergency, the Welfare Manager will build and maintain relationships with support agency representatives and ensures arrangements are in place for the delivery of services and supplies during an emergency.

During an emergency the Welfare Manager will manage, coordinate and distribute emergency welfare support across the District and support the actions of Civil Defence Centres. Although the Welfare Manager is the link to support agencies, requests may also come from the Logistics Manager.

Term

The term of this agreement shall be for 1 year from the signed date.

It may be reviewed at any time by either party or superseded at the end of the agreed term. As this is a non-binding agreement, either party may opt to cancel by advising the other in writing.

Costs

Any costs incurred by the support agency involving routine meetings, training and exercises will lie where they fall.

Cost Recovery

During emergency requests the support agency will ensure that all expenditure they wish to claim for has been authorised by the Welfare Manager or by the Logistics Manager and that all adequate financial records and receipts are available. Where possible an official Marlborough District Council purchase order should be used.

Confidentiality

All information and details contained in this agreement are confidential and may not be released to anyone outside of the parties listed.

Agreements

Marlborough Emergency Management Group Welfare Manager builds and maintains relationships with the member support agency representative and ensures that they have an affective business continuity plan in place for the delivery of services and supplies during an emergency.

The support agency shall regularly review their own plans to ensure business continuity and assurance of supply when required during an emergency, and:

- Provide a representative to the Marlborough Local Welfare Committee (MLWC) if established

- Provide names and contact details of relevant staff who can be contacted outside of normal working hours

- Ensure that people can continue to lodge claims and receive payments on existing claims

- Provide staff at the Emergency Response Centres to advise and support displaced people if required.

Emergency Staff Contacts

Name	Home Phone	Mobile

Signed: …………………………………………………………………. (Branch Manager)

Dated: …………………………………………..

Appendix F - Marae Protocol for Civil Defence Emergencies

The following outlines the procedures for marae that are designated as Civil Defence Centres (CDCs) for use in an emergency. The use of any facility by Marlborough CDEM is generally with the agreement of owners and in the case of a CDC, agreement prior to an emergency.

The intent of this document is to ensure that no misunderstandings occur at the time of an emergency in relation to resources, payment for services or lines of control.

The nature of an emergency will impact on the level of support required at the marae.

This document sets out the core principles and processes for working with marae that have been designated as CDCs. This can be done on the advice of the Emergency Manager, and with confirmation by the Welfare Manager and the Controller, and requires the agreement of the Chair of the relevant marae committee. Although the *Civil Defence Emergency Management Act 2002* contains provisions permitting certain individuals to requisition property (including land and buildings) during a state of emergency, Marlborough CDEM prefers to work with marae on a cooperative and respectful basis.

The Marlborough District is subject to a range of emergencies, including floods, severe wind storms, fire, earthquakes and tsunami. A marae (as with any other CDC) will not be used as a CDC if it is structurally unsound or at risk during an event (eg; flooding, tsunami)

Marae courtesy

It is suggested that the marae appoint a liaison officer to ensure the courtesies pertaining to their particular marae are explained and observed and that the cultural integrity of the marae is not abused. People coming onto the marae as a result of an emergency should be informed of the protocols they are expected to follow (eg; removing shoes at the door).

If a marae is needed for a tangihanga during an emergency the marae committee and the whānau will decide how best to manage the role of the marae as a CDC. If necessary, the marae liaison officer will work with Marlborough CDEM to make other arrangements for CDC functions so the tangihanga can proceed and the needs of grieving iwi, hapū and whānau are respected.

Resources

'Resources' refer to any item that a marae may need to fulfil its role as a CDC and can include staff and items needed to meet the needs of people affected by an emergency. People coming onto the marae are generally expected to meet their own needs for food, medications and clothing in the short term.

Resources used to support welfare functions in an emergency may be provided through the EOC. If a marae needs to purchase additional items to provide for people in an emergency, payment can be organized with approval from the EOC.

Appendix G - Role of the Group Welfare Manager

Marlborough CDEM employs an Emergency Services Officer: Welfare (0.75 FTE) based at the EOC to undertake the role, amongst other duties, of Group Welfare Manager[21]. The Group Welfare manager will:

During reduction and readiness…

- Co-ordinate the CDEM Group welfare services function during reduction and readiness; and

- Chair the CDEM Group's Welfare Co-ordination Group, whose members are the agencies responsible for each of the welfare services sub-functions in the CDEM Group area

- Oversee the establishment and maintenance of arrangements and plans

- Delivery of welfare services at the local level during response and recovery

- Co-ordination across welfare services sub-functions during response and recovery

- Communicate and report on the progress of the readiness activities for the welfare services function to the Co-ordinating Executive Group, Welfare Co-ordination Group members, and the National Welfare Manager.

Before an emergency…

Provide input on welfare related readiness measures and coordination of welfare readiness

Build and maintain relationships with WCG, welfare community support groups, CERCs and volunteer groups, organisations and individuals

Ensure that the welfare team in the EOC are able to support and coordinate welfare delivery and services to affected individuals and communities in an emergency

Facilitate training for volunteers and EOC helpers

Facilitate the development and regular revision of the Welfare Plan, including the regular updating of all contact lists

During and in the period after an emergency…

Advise the Controller on welfare matters

Develop and review action plans

Assist with the activation of the Welfare section of the Marlborough EOC

Liaise with CERCs on the provision of welfare services within their area

Liaise with the Public Information Manager to ensure appropriate and timely public information

Liaise with the Recovery Manager

Assist in resolving issues of coordination, resource and logistics for the delivery of welfare services

During response and recovery the Group Welfare Manager…

Be responsible to the Group Controller in response or the CDEM Group Recovery Manager during recovery for co-ordination of the delivery of services; and

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[21] *Marlborough Civil Defence Emergency Management Plan 2017-2022*

Co-ordinate the agencies responsible for welfare services sub-functions during response and recovery to ensure that the delivery of services and information are integrated and aligned to meet community needs; and

Communicate and report on the provision of welfare services and provide advice to the Group Controller; and

Co-ordinate with the National Welfare Manager and other CDEM Group Welfare Managers to ensure consistent and co-ordinated delivery of welfare services and information to affected communities; and

Be capable of assisting in welfare services co-ordination at any ECC or, if requested, the NCMC.

In consultation with the Recovery Manager, liaise with social environment task groups and any specific welfare sub-task groups on the development, coordination and implementation of welfare programmes for affected communities

Glossary of Terms

CDEM	Civil Defence Emergency Management
MCDEM	The Ministry of Civil Defence Emergency Management. MCDEM provides leadership, strategic guidance, national coordination and facilitation for activities across the CDEM sector and across the 4Rs
Marlborough CDEM	Marlborough Civil Defence Emergency Management (the CDEM Group). The structure that controls civil defence activities in Marlborough.
CEG	Coordinating Executive Group. Functions include providing advice to the CDEM Group; coordinating and overseeing the implementation of decisions by the CDEM Group or by individual members; and overseeing the implementation, development, maintenance, monitoring and evaluation of the Marlborough CDEM Plan 2017-2022
CDC	Civil Defence Centre (formerly referred to as a welfare centre).
CIMS	Coordinated Incident Management System: a framework to assist in effective, efficient and consistent response to an incident (including an emergency event).
Community support group	Any community group that assists a lead agency in an emergency, by providing services, resources, information, or otherwise contributing to response or recovery
DHB	District health board
EOC	Emergency Operations Centre. The Marlborough District Council facility (4 Wither Road) coordinating emergency response.
MBIE	Ministry of Business Innovation and Employment. The lead agency for temporary and long term housing for people affected by an emergency.
MDC	Marlborough District Council
MERT	Marlborough Emergency Response Team
MPI	Ministry for Primary Industries. The lead agency for animal welfare and the rural sector.
NMH	Nelson Marlborough Health: the DHB responsible for health services across Nelson and Marlborough.
Oranga Tamariki	Oranga Tamariki Ministry for Children, (formerly Child Youth and Family CYF)
PFA	Psychological First Aid.
PHO	Marlborough Primary Health Organisation. Delegated by the DHB to coordinate the psychosocial response during response and recovery.
4Rs	Reduction, readiness, response and recovery (see below)
Readiness	Developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities and other agencies and developing self-help and response programmes for the general public.

Reduction   Identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level. In the welfare context reduction involves activities that contribute to reduced individual and community vulnerability to the consequences of hazards, and subsequently, reduced consequences and loss in communities.

Response   Actions taken immediately before, during or directly after an emergency to save lives and property and to help communities begin to recover

Recovery   The coordinated efforts and processes used to bring about the short, medium and long-term holistic regeneration and enhancement of a community after an emergency.

WCG   Welfare Coordination Group; a collective of welfare services agencies that provides a mechanism to plan for and establish arrangements for the effective delivery of welfare services and develop work programmes.

Welfare services agencies   Agencies with responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the National CDEM Plan 2015.

Welfare Services Agencies aligned with Welfare Sub-Functions

Legend: **R** = Agency responsible (dark), **S** = Support Agency (light)

Welfare sub-function	Animal Welfare	Financial assistance	Shelter and Accommodation	Household goods and Services	Psychosocial support	Care and protection services for children and young people	Needs assessments	Inquiry	Registration	Sub-function engagement
Civil Defence Emergency Management			R	R			R	S	R	5
District Health Board	R		S	S	R		S	S		7
NZ Police						S	S	R		4
Ministry of Education			S		S	S	S			5
Department of Corrections										1
Ministry of Social Development		R					S			4
St John										1
Ministry for Primary Industries	R	S			S		S			5
Te Puni Kōkiri, Tangata Whenua and Maataa Waka					S		S			4
NZ Red Cross		S	S		S		S	S	S	6
The Salvation Army		S	S	S	S					5
Victim support					S		S			3
Oranga Tamariki						R				1
NZ Defence Force			S	S						2
Ministry of Business Innovation and Employment		S	R							2
Housing NZ			S							1
Inland Revenue		S								1
Accident Compensation Corporation		S								1
Earthquake Commission		S								1
Federated Farmers	S									1
Community-based organisations		S	S	S	S					4
NZ Veterinary Association	S									1
NZ Companion Animal Council	S									1
SPCA	S									1
Ministry of Foreign Affairs and Trade								S		2
Employee assistance programmes					S					1
Local businesses				S						1
Commercial providers			S							1
Insurance Council of NZ		S								1
Local Authorities	S	S	S	S					S	5
World Animal Protection	S									1
Number of agencies	**8**	**11**	**12**	**9**	**10**	**5**	**14**	**6**	**6**	

Welfare services agencies responsible for welfare services sub-functions

Agency responsible	Support Agency

Record No. 17128820