

MAYOR'S FOREWORD

I have great pleasure in introducing **THE GISBORNE CIVIL DEFENCE EMERGENCY MANAGEMENT GROUP WELFARE PLAN** to you all. Planning is the most crucial tool in the success of any activity even more so in those that happen infrequently.

I take this opportunity to thank the 'team' for putting this plan together for all of us. It has been achieved with minimal resources but is still able to provide a valuable resource for planning, dealing with and recovering from emergencies.

I can say that the Plan should give us more confidence that the Group will be able to cope with an emergency BUT the overall success still depends on the majority of the public being prepared and able to cope without assistance.

I have every confidence in our staff and our trained civil defence coordinators in our region, that all our planning and training will lessen the trauma in case of an emergency.

Our team has experience with Cyclone Bola and the close calls we have had since. This has meant that the team that developed the Plan has reality based knowledge and experience behind them when preparing the Civil Defence Emergency Group Management Plan.

But even so we should still not be complacent as the impact of any event can still provide the unknown and in reality Bola was a small emergency.

We have a good group of civil defence volunteers (community link) ready to provide leadership in an emergency, a good communication infrastructure ready to communicate with the remote parts of our region and our Council will continue to provide funds to ensure that a reasonable level of preparedness is maintained and a response structure is in place.

As long as communities prepare to a credible level and 'organisational' support is maintained we should be able to cope with the majority of disasters that the region can expect.

Meng Foon
Mayor
GISBORNE DISTRICT COUNCIL

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Distribution

Miriam	Swarbrick	District Welfare Manager	13 Tukura Road	GISBORNE
Penny	Shaw	Deputy DWM	78 Iranui Road	GISBORNE
Raewynne	Cook	Resource Manager	716 Wainui Road	GISBORNE
Campbell	Stein	Centre Manager	69 Moana Road	GISBORNE
Graham	Milne	NZ Red Cross	336 Palmerston Road	GISBORNE
Mary	Dixon	Citizens Advice	McClaurins Road	GISBORNE
Henrietta	Redshaw	Te Puni Kokiri	PO Box 140	GISBORNE
Maureen	Harvey	Personal Services	P O Box 747	GISBORNE
Gary	Condon	Victim Support	PO Box 546	GISBORNE
Grant	Harris	Reception	118 Whitaker Street	GISBORNE
Anne	Milton-Tee	Personal Services	P O Box 63	GISBORNE
Val	Kerekere	WINZ	PO Box 482	GISBORNE
Karen	Nisbett	IRD	P O Box 1349	GISBORNE
Janet	Steele	Housing NZ	P O Box 7007	GISBORNE
Lynne	Campbell	WINZ	P O Box 1346	GISBORNE
Bruce	Duncan	Tairāwhiti District Health (PHU)	Private Bag 7001	GISBORNE
Nicola	Barrington	CYF	P O Box 554	GISBORNE
Georgina	Parker	Area Welfare Co-ordinator	Whakapourangi Road	RUATORIA
John	Biggs	Area Welfare Co-ordinator	15 Kanakanaia Road	TE KARAKA
Winnie	Wanoa	Area Welfare Co-ordinator	Paikea St	TE ARAROA

OPERATIONAL SCOPE OF THE WELFARE GROUP

A Welfare Group has been established within the District EOC to meet the obligations the Gisborne CDEM Group has in relation to any person, persons or family unit removed from or isolated in, their normal place of residence anywhere within the Gisborne District, because of an event that has resulted in an emergency.

Situations may also arise in non-declared events where parts of the welfare group may be activated to support the emergency services.

While this plan has been primarily written for the District EOC, the procedure outlined in it also apply to the Area and Community HQ's that have been established.

The district welfare effort is the managed by the District Welfare Manager (DWM).

In broad outline these responsibilities are

- housing, feeding, clothing and mental comfort of any person, persons or family unit that have had no choice but to leave their normal place of residence because of the effects of an event that has resulted in a Civil Defence emergency
- maintenance of suitable records, compiled from the whole District, so that a query relating to any person, persons or family unit can be answered, whether the query comes from a concerned individual or is an official query.
- co-ordination of effort required to gather and prepare for dispatch, the necessary welfare stores, that are required by any person, persons or family unit, isolated from their normal source of supply because of an emergency
- any post declaration co-ordination that is required to support any evacuee or isolated person, persons or family unit, within the Gisborne District, in as near as practical normal existence (see also Disaster Recovery Plan)

All of the above include support to each of the Area Headquarters that make up the Civil Defence Organisation. These Headquarters are

Te Araroa
Waiapu
Waikohu
Gisborne

It should also be noted that in respect of the first 3 Areas, only requests from the Area Headquarters will be acted upon. Each Area Headquarters has appointed an Area Welfare Co-ordinator to provide the liaison between their communities and the EOC.

The EOC Welfare function is divided into 2 Groups, the Welfare Operations Group and the Welfare Centre.

The 4 key functions of the Welfare are too

- look after the requirements of evacuees in the Gisborne Area, whether they have been evacuated to the Lawson Field Theatre or another centre within the Area
- provide welfare support as requested by the other 3 Areas
- co-ordinate support for isolated/stranded persons/families
- assist the Public Information Section with non recorded welfare related enquiries from members of the public or official Government Agencies

The specific tasks of each group are detailed separately, but in outline they are:

- **The Welfare Operations Group**, located in the Council Chambers, co-ordinates all welfare related activities and oversees the functions of the welfare centres. This group also has a team that maintains the computerised welfare registration system located in the Committee Room.
- **The Welfare Centre/s**, is the community link part of the welfare operation and acts as agent for the DWM in the following

receives, provides and co-ordinates any relief measures necessary to care for evacuees

may act as a preparation centre for supplies to go to isolated people

The key parts of a centre include

Centre Managers Group
Registration Group (Citizens Advice Bureau)
Personal Services Group
Catering Group (Salvation Army)

WELFARE MANAGEMENT TEAM

A Welfare Management Team will meet at regular intervals to ensure a functional Civil Defence Welfare response to any Civil Defence Emergency. Members of the Team are:

District Welfare Manager
Deputy District Welfare Manager
Welfare Centre Manager
Personal Services Co-ordinator
Human Resources Manager
Liaison Officers from:
WINZ
CYF
HNZ
IRD
TDH
Citizens Advice Bureau
Te Puni Kokiri
Victim Support
Salvation Army
Red Cross
SPCA

The Team will in conjunction with the Civil Defence Officer

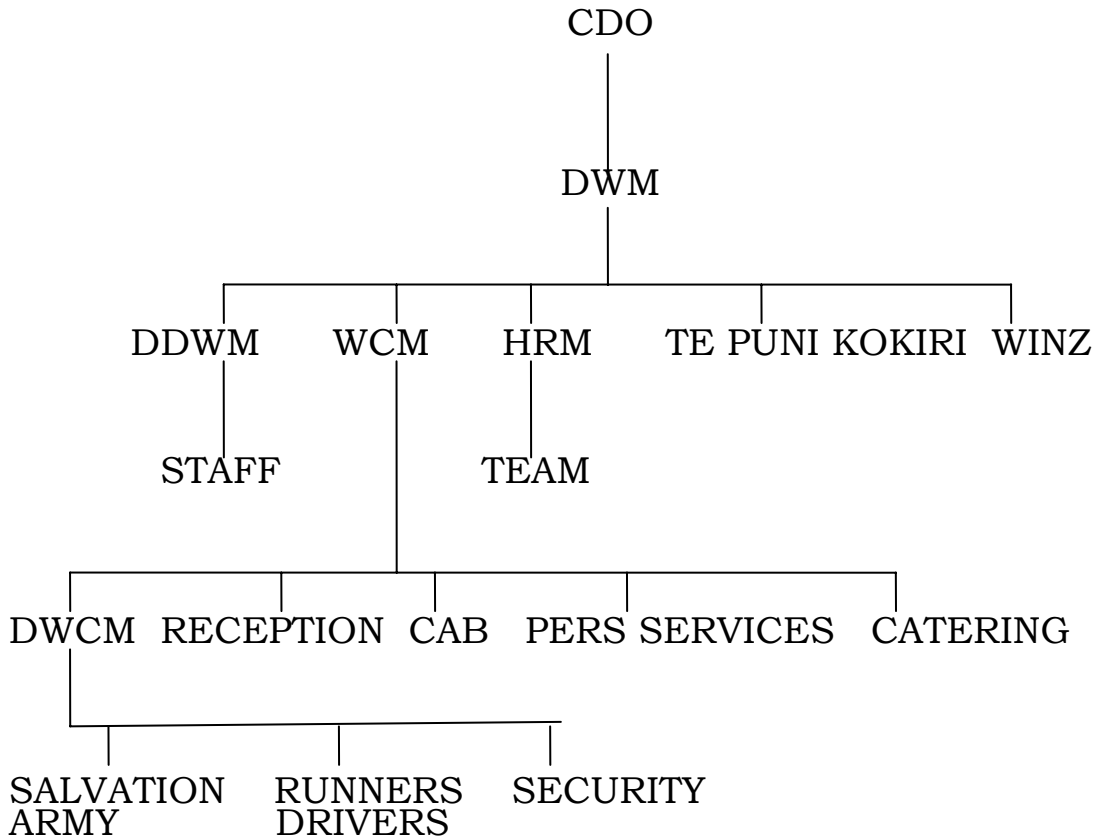
- Organise training and exercises for the welfare group
- formulate policy and plans for the welfare systems
- review procedures and section functions

CALLOUT

Callout of staff at all levels needs to follow set procedures so that people arrive at the right place, at the right time knowing what they are there for. They need to be told:

- report place
- report time
- why
- special instructions

The outline callout list is as shown



BRIEFING and SHIFT HANDOVER PROCEDURES

Briefings

Briefings should be conducted to cause minimum disruption to the Centre. A briefing for all staff should only occur when the Centre is not processing evacuees. If a briefing is necessary during processing then it should be given to sections heads who can then brief their sections individually.

For event updates the WCM should consider asking the DWM to get a suitable person from District EOC to brief the centre.

Shift Handovers

These are a critical part of the centres operation and must be conducted in a formal manner. The following are the guidelines to be followed:

- incoming staff must be given a report place
- staff must arrive 30 mins prior to shift start time
- short situation brief then given by WCM
- out going staff should be debriefed

staff then spend as much time as possible with person they are relieving and be fully briefed on what that work place has done, is doing and is likely to do.

Shifts as a general rule, for the Welfare Centre, will not exceed 8hrs.

DISTRICT WELFARE MANAGER

The District Welfare Manager (DWM) is appointed by the Co-ordinating Executive Group and is responsible in an emergency to the Controller.

Prior to an emergency the DWM will work with the Civil Defence Officer to ensure that all procedures and systems are in place for the various sections of Welfare.

The DWM as of right has attendance rights at the Co-ordinating Executive Group meetings and represents all parts of the District Welfare Organisation.

In an emergency the DWM is responsible to the Controller for:

- all welfare activities undertaken during the response phase in the boundaries of the Gisborne District
- any welfare activities delegated by the Recovery Manager or Disaster Recovery Co-ordinator during the recovery phase

The DWM will operate from the District EOC, but it is understood that time will need to be spent in the various centres within the District.

DEPUTY DISTRICT WELFARE MANAGER

The Deputy District Welfare Manager will be appointed by and be responsible to the DWM.

The DDWM will in an emergency manage the Welfare Operations Centre in the absence of the DWM.

Prior to an emergency the DDWM will work with the DWM to ensure that all procedures and systems are in place for the various sections of Welfare. The DDWM will be a member of the Welfare Management Team.

WELFARE OPERATIONS CENTRE

An operations team will be established in the Council Chambers under the control of the District Welfare Manager.

The role of this team will be to co-ordinate all the welfare functions in the Gisborne District.

This will include:

- having input into the planning of any evacuations
- providing assistance in tracing incoming enquires about non-recorded evacuees, this will usually be in conjunction with an area manager or public information.
- maintaining a master register of evacuees by computer database (situated in Committee Room). A manual system will also be maintained by the DWM using the green forms as the master register and the blue forms as a working database.
- Co-ordinating the ordering of all resources needed by the welfare organisation to carry out its function. This should normally be done through the logistics manager.
- maintain, in conjunction with the medical group, a register of injured and people in institutional care
- assist the Area Managers with requests from the Civil Defence Areas for welfare resources.
- co-ordinate the needs of the groups that have an input into welfare related activities during the response and those groups that aren't represented on the Welfare Management Team or may have a presence in the EOC e.g. Insurance Council Representative who needs SITREPS and updates
- ensure effective management of the welfare needs of isolated people

The unit will be setup in 2 parts, co-ordinating group and the Human Resources Group.

- the co-ordinating group, which comes under the direct control of the DWM, will be responsible for ensuring requests for assistance are actioned and evacuees get the support they need
- the Human Resource Group, under control of the Human Resource Manager (HRM). The HRM and Deputy will

collect/collate and disseminate welfare related information for internal use, up dating welfare centres and Area Welfare Groups. There will also be a need to ensure a link with the main EOC SITREP.

source accommodation for evacuees and stranded people, keep lists for use by Welfare Centre,

and over see the activities of

a telephone/data group responsible for collating evacuee registrations into the database, doing phone registrations and assisting with enquiries.

- as a general rule operators will change 1/2 hourly
- The HRM and Deputy will control separate shifts
- Hard copies of the evacuee register will be printed as required but distribution will be limited and subject to strict criteria.

Data on volunteer labour and offers of resources are kept by Logistics

CENTRE MANAGER

The Welfare Centre Manager (WCM) will be appointed by the DWM, and be responsible to the DWM in time of emergency for the efficient running of the Welfare Centre.

There are 2 parts to the function of the Centre Manager

1. Pre-event co-ordination
2. Event co-ordination

Part 1 Pre-event co-ordination

This will involve, in consultation with the DWM, liaising with the appropriate welfare agencies and ensuring systems are in place that will operate during an emergency. The WCM will be a member of the Welfare Management Team.

Part 2 Event Response

- The Welfare Centre Manager and/or deputy will in consultation with the DWM establish the Welfare Centre.
- The WCM will ensure close liaison between the various agencies in the welfare centre - personal services, registration, catering etc
- Ensure liaison is established and maintained with the EOC for supply and resupply of administrative equipment necessary to run the Centre,

and

- ensure co-ordination takes place with the Welfare Operations group for the maintenance of supplies necessary for local evacuees.
- Oversee the general welfare of the evacuees and the Centre staff.
- Keep the DWM fully informed of the situation within the centre and appraise quickly of problem areas.
- Conduct regular briefings for Centre staff to ensure awareness of situation within centre
update on event

In addition to the above be responsible for and maintain staff for:

- Security of the Centre
- Reception in and out of the Centre, including, initial comfort of evacuees e.g. blankets, warm drinks and need for PSM
- Administration tasks e.g. Runners Drivers
- Establish Area for Children

PERSONAL SERVICES

The District Welfare Manager will appoint suitable persons to act as the Personal Services Co-ordinators. The Personal Services Coordinators will report to the DWM.

The Coordinators will be members of the Welfare Management Team.

Personal Services is broken down into 3 distinct areas.

- Pre event co-ordination
- Event response
- Post event emergency welfare

Pre Event Co-ordination

This will involve liaising with agencies with responsibilities in the key welfare support activities and setting up systems which will operate during the event.

Key activities that need to be co-ordinated are:

- Psycho Support Mechanisms (Annex E)
- Financial
- Accommodation allocation
- Clothing (oversee Red Cross activity)

The Co-ordinators will also need to have a good understanding of the functions of the other groups in Welfare and where they will work during an event.

Event Response

The Personal Services Coordinators will oversee the following group of activities.

- A PSM/information service (Victim Support provide staff) area to ensure evacuees needs are being met, give assistance and/or refer to appropriate agency. Te Puni Kokiri will also assist with staff and co-ordinate any staff from the Runanga. (see Annex E)
- Co-ordinate accommodation requirements of evacuees (see registration form procedures for recording movement)
- Assistance in resolving financial issues
- The Red Cross will appoint a liaison person to work in the Personal Services section to assist with clothing/personal items for evacuees.

Post event emergency welfare

The recovery phase will be managed by the recovery team with identified agencies managing their respective responsibilities as appropriate and with the teams support (see Group Recovery Plan for details).

REGISTRATION

Registration within the Gisborne District Welfare Centre will be undertaken by the Citizens Advice Bureau. (CAB)

There are 3 key reasons that registrations must be kept, they are:

- to ensure that the needs of the evacuees are met, accurate numbers will also aid future planning
- to enable a track to be kept of evacuees for enquires
- to allow DSW to pay out quickly, those people genuinely affected

The CAB will appoint the Manager of the group to work in the centre. The Manager will be responsible to the Welfare Centre Manager.

The Manager will be a member of the Welfare management team.

The key role of the Registration group is to register:

- evacuees
- displaced people
- school pupils and child care centres, where they are retained overnight

All registrations will be done on the official Civil Defence Registration form CD7. The LATER MOVED TO panel should be completed at the initial registration if it is known, if it isn't it should be added at Personal Services.

Registration will take place essentially at each of the 4 Area Headquarters or their respective Welfare Centre. Other centres may be used if circumstances require. A master list compiled from all 4 Areas will be maintained at the District EOC on a computer database.

As a general rule all evacuees will be registered on a separate form, except that accompanied preschool children should be added to one of the parents forms.

PROCEDURES FOR THE CD7 FORM

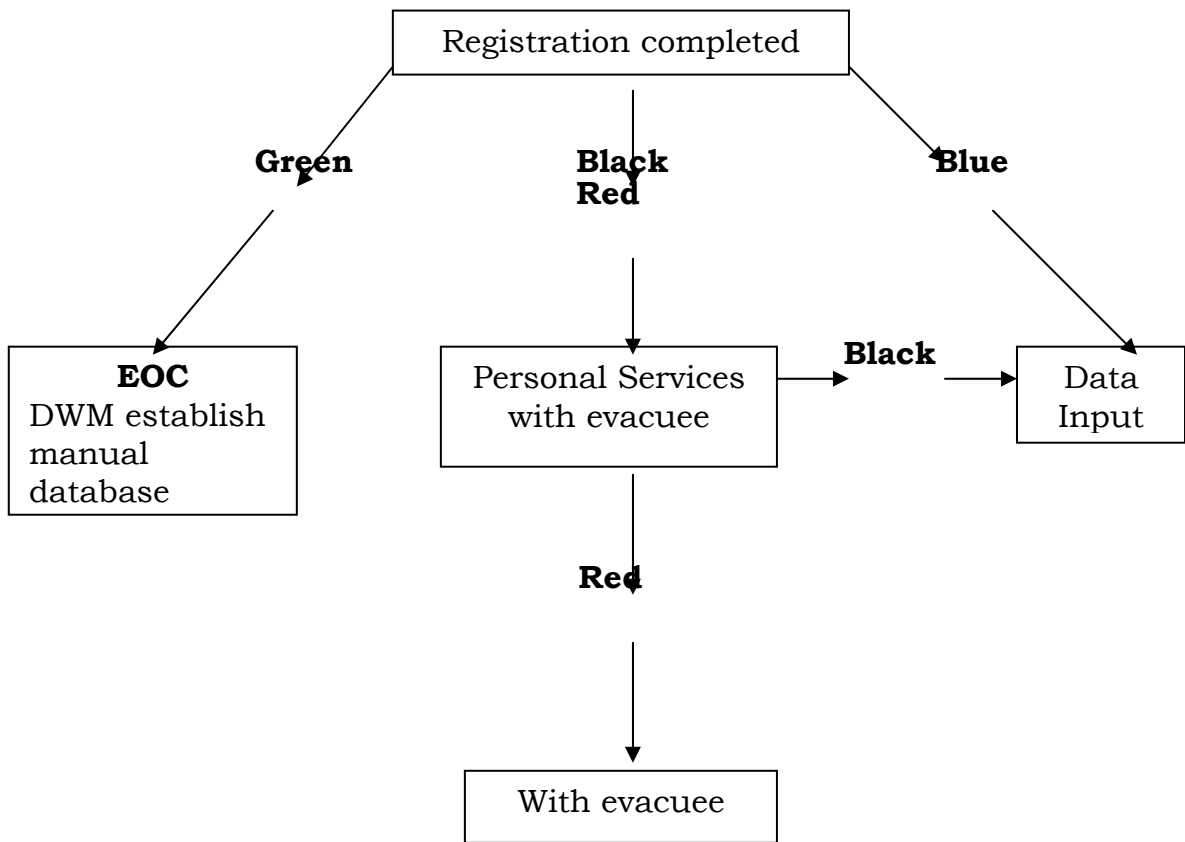
Green Gisborne Area to District EOC - WM for manual register
Rural Areas Retain

Blue Gisborne Area To District EOC, for database input
Rural Areas To District EOC, this must
have the LATER MOVED TO panel completed

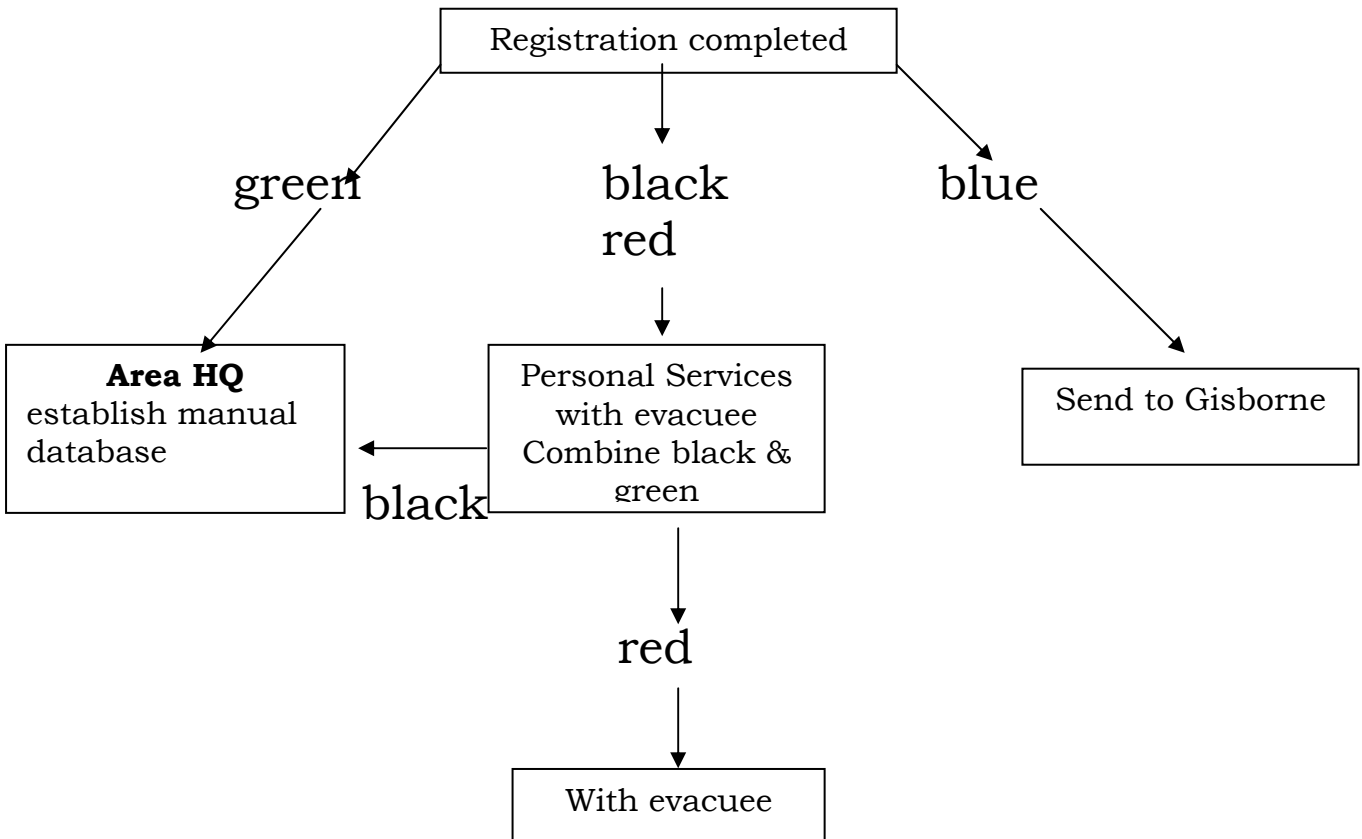
Black Gisborne Area To District EOC when LATER MOVED TO
completed by Personal Services,
Rural Areas Retain

Red Gisborne Area To evacuee
Rural Areas To evacuee

Gisborne EOC Procedures



Area Headquarters Procedures



CATERING

District EOC Catering Officer

The Catering Officer in the EOC Administration Team will be responsible for ordering all meals for all personnel working within the structure of the District EOC this includes Council Staff working from other buildings in Gisborne City. Section Heads will be responsible for passing to the Catering Officer the numbers of meals required and the locations of the people requiring them.

Salvation Army Catering Officer

The Salvation Army, within the Welfare Centre, will arrange for meals for evacuees and where required, organise tea/coffee/soup between meal times for staff working within the Centre. All food requirements will be notified to the Centre Manager who will order them through the Shift Manager. (District EOC)

The Salvation Army Catering Team will work under the Control of the Welfare Centre Manager.

Donated Foodstuffs

This falls into 2 categories, food from outside the District and food that is prepared by Locals for volunteers.

- A special group will be formed, if needed to take delivery of foodstuffs that come in from outside the District, sort it and control its distribution. The group set up will be under the control of the District Welfare Manager. If practical neighbouring Regions should be contacted and asked to intercept these deliveries and pre-sort them before they come to us. Soliciting donated goods will be actively discouraged.
- Food donated by locals for volunteer workers will be co-ordinated by the Salvation Army.

SPCA

The SPCA has resources which in an emergency could be utilised to help alleviate problems with evacuees domestic animals and to a limited extent farm animals.

As the SPCA is a specialist organisation, Civil Defence will only provide, where possible, practical help to them in carrying out their function. It must be remembered that the priority of effort must be directed towards people.

Any cost involved should be directed to the owner of the animals that they are dealing with. This includes boarding, feeding and transport. Civil Defence does not pick up any animal welfare related costs.

The SPCA should nominate a Liaison Officer once an emergency has been declared. This person will work to the District Welfare Manager. A person should also be nominated to be a member of the Welfare Management Team.

The SPCA will maintain their own ID system for any of their members who need to visit the Civil Defence EOC.

4R's

Reduction: ▶ activities that reduce the degree of long-term risk to human life and property arising from natural and man made hazards. Identifying and analysing long-term risks to human life and property from natural and man made hazards; taking steps to eliminate these risks not reducing the likelihood and magnitude of their impact.

Readiness: ▶ activities that develop operational capabilities for responding to an emergency.

Response: ▶ activities taken immediately before, during or directly after an emergency that can save lives, minimise property damage, or improve recovery.

Recovery: ▶ activities that stabilise the affected community and assure that life support systems are operational, and longer term actions for community rehabilitation and restoration. This restoration needs to have a Reduction focus i.e. it is important a robust risk management process is carried out so that the same hazard vulnerable community is not rebuilt.

Act, the, Civil Defence Emergency Management Act 2002.

Abbreviations

The following are common abbreviations used in the Plan not defined below:

- ❖ CDEM: Civil Defence Emergency Management
- ❖ CDEMO Civil Defence Emergency Management Officer
- ❖ CEG Co-ordinating Executive Group
- ❖ CYF Child Youth & Family
- ❖ DWM: District Welfare Manager
- ❖ DDWM Deputy DWM
- ❖ EMO: Emergency Management Office
- ❖ EOC Emergency Operations Centre
- ❖ HNZ Housing NZ
- ❖ HRM Human Resources Manager
- ❖ IRD In land Revenue Department
- ❖ MCDEM: Ministry of Civil Defence & Emergency Management
- ❖ PSM Psychological
- ❖ TDH Tairāwhiti District Health
- ❖ WINZ Work & Income NZ
- ❖ WCM Welfare Centre Manager

Civil Defence Emergency Management Group (CDEM Group): ▶ means a Group established under section 12 of the Act Civil Defence Emergency Management Act 2002 and for the purpose of this

constitution refers to the local authority defined area and resources of the Gisborne District and further;

CDEM Group (or Group): ▶ is also the name of the Group of elected representatives formed to provide the governance for emergency management in the Gisborne District. In respect of the Gisborne Group this is the Council.

Civil Defence Emergency Management Group Plan: ▶ means a Plan prepared and approved under Section 45, the Act.

Civil Defence Emergency Management Officer: ▶ The Council officer that is responsible for all the activities that occur in and services provided by the Emergency Management Office.

Co-ordinating Executive Group (CEG): ▶ means a Committee established under Section 20 the Act.

Community The ▶ The Community refers to the entire Gisborne District, its population, infrastructure, volunteers, non-government organisations and resources.

communities: ▶ refers to individual townships or geographical areas as defined in this Plan and their population, infrastructure and resources.

Emergency

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

Emergency Management Office: ▶ The office within Council that has the responsibility for emergency management.

Emergency Operation Centre: ▶ A facility where the response to an event may be supported and managed.

Emergency Services: ▶ means the New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities and hospital and health services.

Group, the: ▶ means a Group of elected representatives established under Section 12 of the Act, in this case Council.

Group Controller: ▶ means a person appointed as a Controller under Section 26, the Act.

Group Recovery Manager: ▶ means a person appointed by the Group to act as Recovery Manager. The function can be performed after an Adverse Event i.e. non-declared event or a after a declared event.

Hazard: ▶ means something that may cause, or contribute substantially to the impact of an emergency.

Levels of Emergency

To clarify responsibilities the Group recognises 3 Tiers of emergencies:

Tier 1: ▶ Any emergency that is managed by the ‘victim’ or an/several Emergency Services even if there is a need for some centralised co-ordination.

Tier 2: ▶ Any emergency that involves a declaration by legislation to use emergency powers. As a rural fire doesn’t need a declaration to invoke special powers consideration would be given to declaring a civil defence emergency where a fire posed a significant threat to life.

Tier 3: ▶ Any emergency that involves declaration at a national level.

Recovery Activities: ▶ means activities carried out under the Act or any civil defence emergency management plan after an emergency occurs, including, without limitation:

- a. The assessment of the needs of a community affected by the emergency; *and*
- b. The co-ordination of resources made available to the community; *and*
- c. Actions relating to community rehabilitation and restoration; *and*
- d. New measures to reduce hazards and risks.

Risk: ▶ is the relationship between likelihood/probability and consequences.

KEY WELFARE CONTACTS**ANNEX B**

Section	Contact	Address	Business No.	Home No.	Cell Phone
District Welfare Manager	Miriam Swarbrick	13 Tukura Rd	867 7675	868 5273	021 116 1281
Deputies	*Penny Shaw	51 Island Rd	869 0810 Ext 893	867 6523	
	*Gary Condon	PO Box 546	869 0200	868 5410	
Staff	Wendy Hyde	804 Back Ormond Rd		867 6407	
	Hilary Kennedy	13 Magnolia St	867 7675	868 9425	
Human Resource Manager	*Raewynne Cook	Amberly Farm, 716 Wainui Road		867 5991	027 256 4351
Deputy	Diane Saunders	315 Clifford	868 3601	867 5001	
Staff	Diane Graham	30 Bayley Street		867 0055	
Centre Manager	*Campbell Stein	69 Moana Rd	867 1310	867 4096	021 040 3837
Deputy	*Paul Rose	77 Iranui Rd	867 6988	868 5131	
Catering	Graham Medland	Cobham Place	868 9468	867 3539	
Clothing Red Cross	Graham Milne	336 Palmerston Rd	867 6616	862 8434	027 244 3684
Registration	*Mary Dixon	79 McClaurins Rd	867 2606	868 8994	

Section	Contact	Address	Business No.	Home No.	Cell Phone
Registration	Ian McIldowie	27 Fergusson Drive		867 7885	
Personal Services Managers	Maureen Harvey	11 Cobham Place	867 2049	868 8968	
	Anne Milton-Tee	33 Cobden St	867 3832	867 7088	021 231 9752
Victim Support	Gary Condon	PO Box 546	869 0200 Police 869 0259 Direct	868 4510	
Reception	Grant Harris	118 Whitaker St	867 3169	868 9264	
	Colin Clark	13 Loisel St	868 9468	867 6030	
Key Board Co-ord	Andrea Jenkins	18 Lyndhurst St	867 7176	867 8882	

SUPPORT SERVICES CONTACTS

Section	Contact	Address	Business No.	Home No.	Cell Phone
Works & Income	Val Kerekere		986 8638		029 236 1695
	Lynne Campbell		986 8557		029 237 9044
CYF	Nicola Barrington		986 4189		029 200 3763
HNZ	Janet Steele		869 0407	868 1902	021 951 018
IRD	*Karen Nisbett		986 2015		021 116 6111
SPCA	Donna Cullingford	14 Nursery Rd	867 9463		027 242 5316
Te Puni Kokiri	Mere Pohatu	188 Tyndall Rd	868 9035	868 9976	
	Henrietta Redshaw		868 0208	868 1134	025 780 619
Health	Bruce Duncan	211 Whitaker St	867 9119	867 7726	027 447 1618
Min of Defence	Nick Barber		867 2331	867 5124	027 444 7259

* DENOTES PERSON ON MANAGEMENT TEAM

**ONLY FOR SPECIFIC ISSUES

**WELFARE CENTRE LAYOUT
GUIDELINES TO DEVELOP**

ANNEX C

The following outlines the procedures for Marae that are designated as Civil Defence Welfare Centres for use in 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.

A Marae can be designated for 2 key functions during an emergency, either that of a full welfare centre or as an accommodation centre. Which ever option the community chooses for its Marae, will determine the level of support it will require.

This document and the procedures outlined pertain to those Marae that have been designated (shown at the end of the document) as emergency welfare centres. They will also apply to any Marae that is designated a welfare centre during an emergency. This can be done on the advice of the CEM (CEM), and with confirmation by the Controller, or in special circumstances, by the Area Co-ordinator. Agreement by the Marae will also be needed for this designation to occur – it is not envisaged, unless extreme circumstances dictate, that a Marae will be ‘requisitioned’ for use in an emergency.

The Threat

The Gisborne District is subject to the whole range of natural disasters, the more significant being, floods, earthquakes, severe wind storms, tsunami and volcanic fallout. The only threat that would preclude a Marae being a welfare centre would be the flood threat. Any Marae that is known to be at risk from flooding should not be considered. (this does not mean it cannot be selected ‘on the day’ during another type of event)

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 structural integrity of the Marae is not abused.

It must be remembered that evacuees are often wet, cold and in a state of shock. It would be expected however that evacuees obey the rules of the Marae, as they should any other home.

If the Marae is needed for a tangi during the emergency, then the decision on proceedings will be the responsibility of the Marae and whanau. Civil Defence would consult with the Marae Liaison Officer and if appropriate, make other arrangements for the evacuees.

Lines Of Control

In a civil defence emergency there is one boss, the Controller (Jon Davies). The Controller is empowered under the Civil Defence Emergency Management Act 2002 to carry out any action necessary for the well being of people. The Controller has several people in the community that can be authorised to carry out any actions. These people are called Area Co-ordinators and CEM's.

For each community identified in the Civil Defence Emergency Management Group Plan there is an appointed CEM, with a group of communities under the co-ordination of an Area Co-ordinator. The CEM unless otherwise directed by the Controller, is the civil defence authority for the identified community.

The Area Co-ordinator acts as an intermediary between the Controller and the Community Emergency Centre and in some cases has the authority to act for the Controller.

The use of any facility by civil defence is generally with the agreement of the owners and in the case of welfare centres, agreement prior to an emergency.

Civil defence will only "requisition" when there is no option for the well being of the public.

Although it must be recognised that a CEM can implement certain powers, if authorised, there is no intention to take over the normal Marae structure where it is a designated welfare centre. In fact Civil Defence would hope that the Marae would run the centre with the CEM providing any support required.

The general structure of the community link part of Civil Defence is shown on page 4, basic job functions are as follows.

Controller

Overall control and co-ordination of all activities and resources in the Gisborne District for the protection of the public. This protection covers activities to prevent loss of life, injury or distress and protect property. The authority to do this comes from the Civil Defence Emergency Management Act 2002.

Area Co-ordinator

The overall co-ordination of the activities in their designated area, to achieve this they

- provide backup support to communities

- collate information
- act as the Controllers agent in the field
- co-ordinate the distribution of resources to communities

If an event is so sudden or devastating that it cuts communications with Gisborne, the Area Co-ordinator been delegated powers to carry on with the response.

Community Emergency Manager

The CEM has the responsibility for maintaining a community organisation that is able to co-ordinate the activities and resources that its inhabitants require to survive a civil defence emergency.

During an emergency they

- *are the communities link to National resources and support*
- *collate information*
- *co-ordinate all activities, in partnership with the Emergency Services, necessary for the well being of the people*

Wardens

Wardens are the communities pre appointed and trained work force. They help the CEM carry out the above functions. They also provide the CEM with eyes and ears in the community.

Area Welfare

Is responsible to the Area Co-ordinator for overseeing the welfare requirements of the Communities.

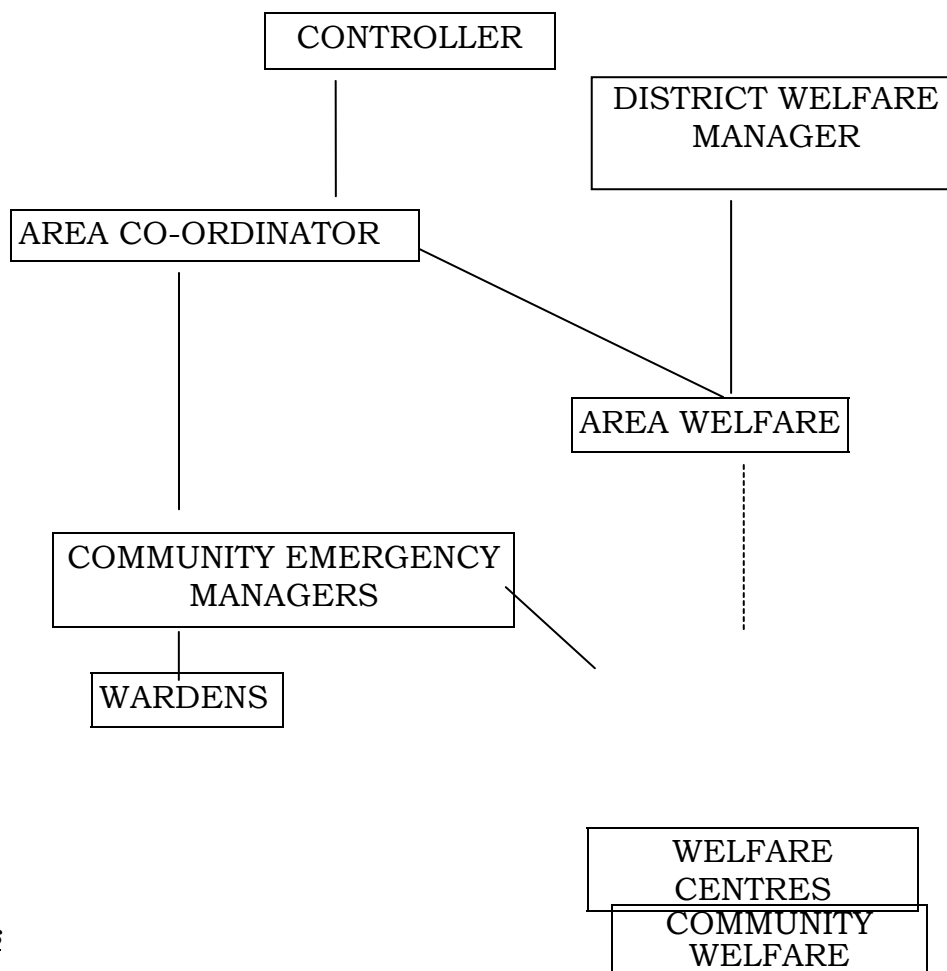
Community Welfare

Has the responsibility of looking after all the welfare requirements of people evacuated and isolated by any civil defence emergency, this generally includes

- *feeding*
- *accommodation*
- *registration*
- *personal services*

Welfare Centre

Is a designated building that allows for some or all of the above functions. Generally the Marae will only provide the first 2, feeding and accommodation, although the last 2 may be on going and overlap.



Resources

The term resources refers to any item that the welfare centre may need to look after the people evacuated to it by the civil defence organisation. This could be anything from food, to extra staff, to portaloos.

Civil Defence does not expect any Marae to handle any more people than they could be expected to handle under normal circumstances - so does not expect any Marae to carry out any abnormal preparations for a civil defence emergency. If an unexpected strain on resources does arise during an emergency, then it is Civil Defences responsibility to provide the necessary items to overcome the shortfall.

Food will come to the Marae from many sources, evacuees, donations and purchase. It is not expected that any payment will be made for any except that purchased. If evacuees bring food to the Marae then it should be seen as a donation for all the evacuees. If it is food that would have spoiled when they left it at home then they could be recompensed through insurance, WINZ or a Disaster Relief Fund. Food that is purchased should be bought through local business where possible. The CEM will help establish, where necessary supply and credit lines.

Finance

It is stressed that any purchases for the evacuees, that aren't done through the CEM, must use proper accounting procedures. Civil Defence will not pay for items that have been purchased and do not have accompanying documentation.

Civil Defence Emergencies

Civil Defence will pay for all legitimate costs, not billeting, for the people evacuated by Civil Defence to the Marae, that includes people who have to attend the Marae to look after them.

In addition to the above costs a billeting reimbursement will be paid by WINZ, which should be seen as recovery for food and board, at the following (current) rates.

	Weekly	Daily
Adults(over 16)	\$113.20	\$16.17
Couples	\$179.10	\$25.59
Each Child	\$36.90	\$5.27
Each Unaccompanied Child	\$47.40	\$6.67

Non Declared Emergencies

Compensation may come from a variety of sources, Police, Ministry Of Civil Defence & Emergency Management or private sources. Council will cover any shortfall if a Marae is used to evacuate people too and no other agency is responsible.

Marae Designated for Emergency Welfare Use in a Civil Defence Emergency

Potaka	Whakato
Hinemaurea	Takitimu
Hinerupe	Mangatu
Rahui	Matawai
Pakirikiri	
Hauiti	
Te Poho-O- Rawiri	
Muriwai	

Psychological Support Mechanisms (Support Mechanisms)

The purpose of this document is to outline the roles and responsibilities of those agencies that will be involved in the support mechanism processes during and after a declared emergency. (there may be some need for parts of this document to be activated in a large adverse event that is not declared)

The principle for 'healing' of emergency victims, (*do we label them as victims I'm not PC so don't know*) for the Gisborne CDEM Group, is based on self help (what the 'victim can do to help themselves) rather than providing a crutch and perpetuating the practice of reliance that pervades parts of our society today.

Definition of support mechanisms is:

The process of providing psychological and emotional support to persons involved in an emergency.

The activity is divided into 5 phases.

1. Pre planning and co-ordination
2. Social Support
3. Psychological Support
4. Critical Incident Stress Debriefing
5. Post Disaster Psychopathology Treatment

Phase 1 Pre planning and co-ordination

The Civil Defence Emergency Management (CDEM) Group is responsible for ensuring that pre planning and co-ordination occurs.

To do this a focus group has been established consisting of:

CDEMO (facilitator)

DHB

- MOH
- Mental Health

District Welfare Manager

Child Youth & Family

Victim Support

Te Puni Kokiri

and to be included, Maori Hauora Groups

This group will ensure that:

- Partnerships are built and maintained
- Joint training and exercises are conducted where appropriate
- All partners have a clear understanding of their own roles and responsibilities and how they fit into 'the big picture'
- Individuals or agencies that can provide specialist skills are identified

Phase 2 Social Support

Social support will begin as part of the response, but may well continue throughout the recovery phase. Persons involved in an emergency will experience a range of 'normal' psychological, behavioural, social and emotional reactions to unexpected events.

Most will 'heal' themselves but some will need someone with a 'caring face' they can talk to. That person should not only be able to provide some confidence that things will get better

(if possible steer them towards 'fixing their own problems') but also recognise signs of a more serious problem. They should also be able to identify quickly which is the appropriate agency to provide support for 'other' issues the 'victim' may need.

This activity starts in the response, generally in welfare centres, and carries on, where appropriate into the recovery. Recovery social support will generally take place at community meetings and will probably be organised by the recovery team, but could also be initiated by the communities themselves. If this is the case the support from the team should always appear to be 'in support' rather than in charge.

Responsible: The CDEM Group is responsible for ensuring that procedures and systems are in place for this to happen.

The focus group identified above will identify the framework for this activity and assist with liaison between the District Welfare Committee (DWC) and recovery.

The DWC will make provision for this activity in the welfare centres.

The Group Recovery Manager needs to ensure the Recovery Plan recognises and allows for a seamless handover of the activity.

Victim Support will be the initial provider of staff to be the 'caring face.' They will also co-ordinate other providers where their services are required.

Other agencies that could be used:

-
-
-

Phase 3 Psychological Support

It is quite possible there will be some overlap between Phases 2 & 3 especially in the identification of potential victims who will require triage.

Some people involved in an emergency will experience increased levels of stress. These people are those that are normally functioning well in society, but who have been severely impacted by the emergency – such as losing a home, or a family member. These people may require a greater level of support than those whose responses are limited to 'normal' psychological, behavioural, social and emotional shock reactions, as they may be experiencing greater anger, confusion or grief.

They could also be people who were on the 'brink' prior to and the added stress from the emergency has left them susceptible to a more serious illness if intervention is not timely.

This activity is more likely in the recovery but symptoms may be evident in the response so the 'caring face' needs to have some awareness about how to identify them and who to refer them too.

Intervention at this level needs personnel trained to listen to people in a crisis. The process is sometimes termed 'defusing'.

Responsible: The CDEM Group is responsible for ensuring that procedures and systems are in place for this to happen.

The Group Recovery Manager needs to be satisfied that the relevant agencies have procedures in place.

The focus group identified above will identify the framework for this activity and assist the Recovery Manager in its implementation.

Victim Support will be the initial provider of staff to be the 'Trained caring face.'

The DHB will provide suitably trained personnel to oversee and provide assistance to organisations offering help and triage those who may have serious problems.

Other agencies that could be used:

-
-
-
-

Phase 4 Critical Incident Stress Debriefing (CISD)

This kind of debriefing is targeted at and commonly used by the emergency services. Emergency service agencies in New Zealand have their own in-house capability for this to support their staff.

It is important that other groups of professionals involved in the emergency are also offered this kind of debriefing, such as local council workers, and CDEM group members who have had a role in managing the event. This could be done by arranging with the emergency services to tap into their existing services, or a CDEM Group may arrange their own counsellors for their staff. If this is done it is essential that the counsellors are experienced in the techniques used for CISD, or more harm can be caused to participants.

Responsibility: The CDEM planning arrangements may include arrangements for this level of psychological support for staff who choose to engage in this debriefing. The prime responsibility for this activity however lies with the individual agency.

Agencies in Gisborne District that have access to trained CISD resources include:

- CYF 20 (not locals)
-
-
-
-

Phase 5 Post Disaster Psychopathology Treatment

Following an emergency, a very small percentage of people (anecdotally for natural disasters this is estimated at 0.05%) will suffer severe psychological reactions that will continue over time and impact on their ability to function in society, maintain relationships and stay healthy. These types of reactions may not occur until some time after the emergency. This kind of reaction includes post-traumatic stress disorder (PTSD), and needs to be treated by experienced and trained personnel, and may require medical intervention as well.

Those with pre-existing but formerly unidentified psychological conditions or under severe stress from other causes, or those already being treated for psychological conditions may also evidence severe reactions.

Implications: The sooner PTSD and other such disorders can be identified in a person the more effective treatment. For this reason the inclusion of DHB for triage purposes personnel in the earlier stages of support provision is valuable. However it needs to be recognised that post disaster psychopathologies may not present for significant periods of time after an event.

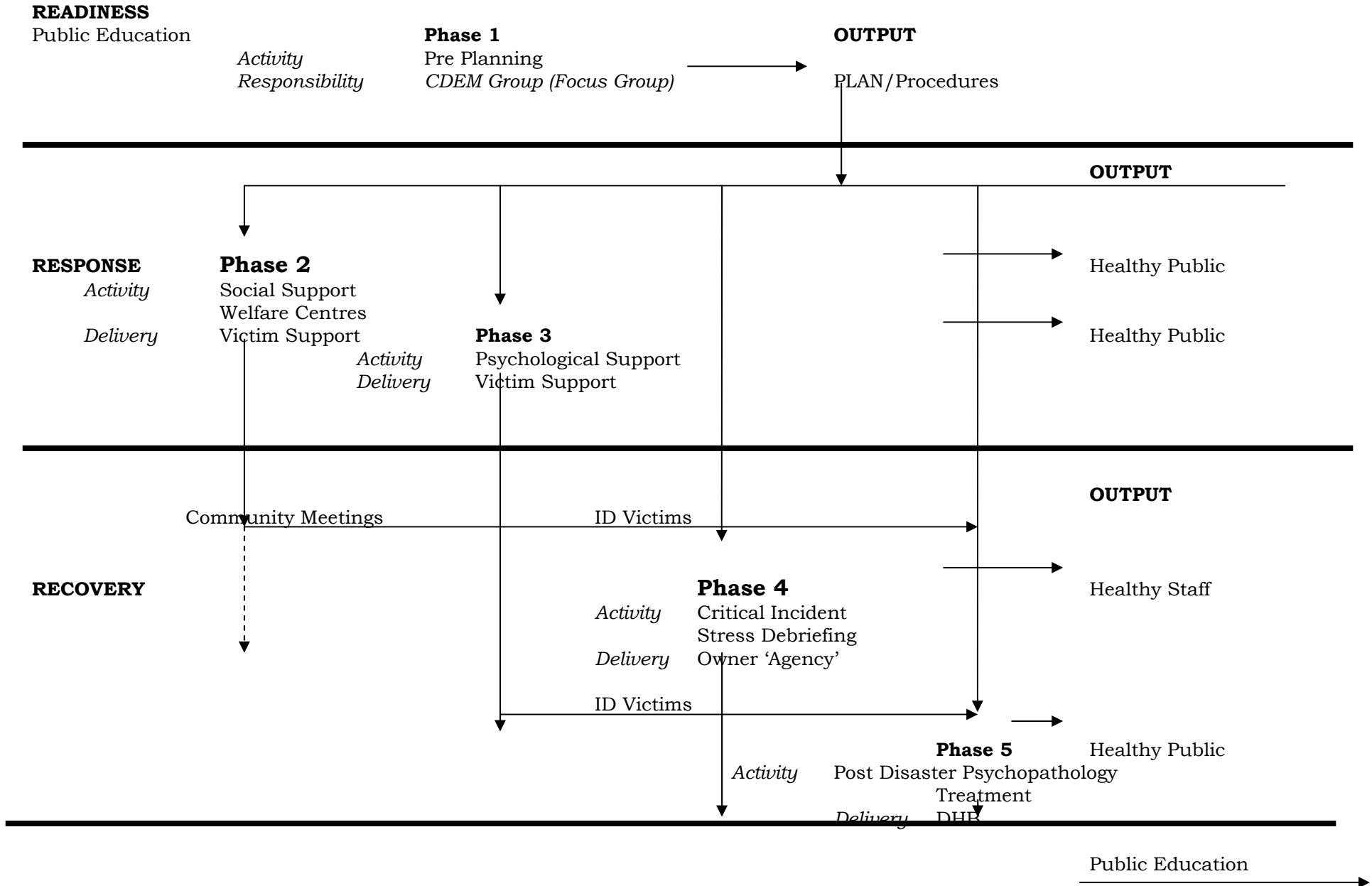
Treatment: Diagnosis, monitoring and treatment by trained and experienced clinical personnel.

Responsible: The local DHB is responsible for the treatment of people with this level of psychological disorder. Early involvement by DHB personnel will help ensure people with serious issues are identified. Persons affected would be treated through the existing health systems.

Identification of those that could be affected is the responsibility of all 'responders' both in the response and the recovery. Potential cases should be referred to the *MOH????*

NB Currently the DHB has no staff trained for this function, nor are they funded for it.

Support Mechanism Flow Chart



Flow patterns for mental health issues in the event of a CDEM event.

Key points:

Most people will require support to move from pre-event normal to new, post-event normal. The time for this process will depend on a number of factors:

- The event itself

- The impact of event on the individual and their immediate group eg whanau

Most people will be adequately cared for through the civil defence welfare processes, who have responsibility for co-ordinating population support.

Health care support will predominantly be through primary care (GPs, PHOs etc) and will take two forms

- Event related issues: trauma etc

- Care of pre-existing issues, eg diabetes

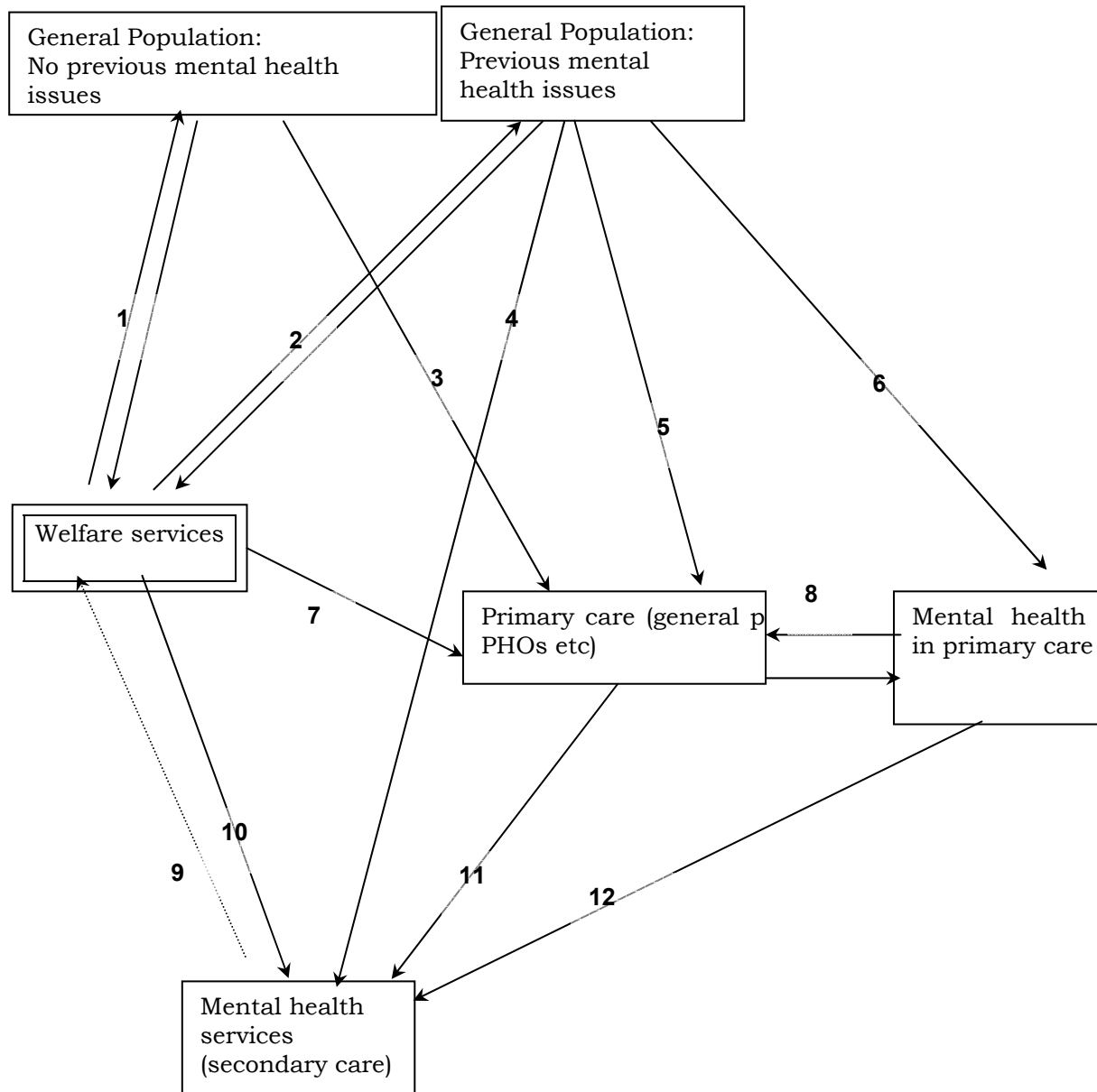
Very small number will require support from mental health services. These will predominantly be

- people with pre-existing mental health problems

- severe reactions, eg PTSD

The nature of flows will of course be event dependent: if the event is sufficiently damaging to require primary care/immediate care centres (ie, existing primary care is not available or cannot provide enough services) then flows from welfare may be higher.

The flow chart below indicates path for people exhibiting signs of distress, that can't be dealt within the 'welfare centre'.



1. People from the population moving in and out of the welfare arena
 2. People from the population with pre-existing mental health issues moving in an out of the welfare arena
 3. People from the general population visiting primary health care (including for mental health issues)
 4. People with pre-existing mental health issues seeking care from existing provider
 5. People with pre-existing mental health issues seeking care from primary health care (including for mental health issues)
 6. People with pre-existing mental health issues seeking care from primary health care mental health provider
 7. People attending welfare referred to primary health care (including for mental health issues)
 8. People with pre-existing mental health issues receiving care within primary health care environment
 9. Advice to welfare providers from mental health services
 10. Referral from welfare to secondary care mental health services
 11. Referral from primary health care to secondary care mental health services
 12. Referral from primary health care to secondary care mental health services
- See also notes on next page

Notes on flow chart

Volumes in the groups are difficult to predict however, for the health related events I would suggest the following:

Welfare Services are generally those managed during an emergency by the Civil Defence Welfare Team, but does not preclude individual 'welfare' agencies from the procedures. There are also groups within the Welfare Teams that are able to provide a low level of support for those affected without them having to enter to formal process.

3. Event dependent, but 1% of the population per day is reasonable starting point
4. 1-3% of community have severe mental health issues requiring secondary care
5. Mild to moderate <10% of GP attendances
6. Difficult to estimate as the impact of event will vary, but <5% of consultations
7. Likely to be small but steady numbers, again event dependent, will need to establish list of GP's available 'on the day'.
8. As above
10. Very small numbers, only those showing signs of major distress
11. Higher than background referrals, but small numbers – people identified with new diagnoses
12. As 11.

The referral criteria for pathways 4,11 and 12 are not likely to be different from criteria outside an event.

Pathway 7 will be clear: referral to primary health care will be for conditions where it is not appropriate for welfare agencies to be providing care. The range of care to be provided by welfare derives from CDEM planning, and will include counselling.

Pathway 10 (direct referral from welfare to secondary mental health services) will be rare and will include a small range of events, as determined by mental health services.