

# Mass Relief National Approach

Information for the Civil Defence Emergency  
Management Sector [IS 17/25]



**Te Kāwanatanga o Aotearoa**  
New Zealand Government



**National Emergency  
Management Agency**  
Te Rākau Whakamarumarū

Version 1.0

## **Mass Relief National Approach**

Information for the Civil Defence Emergency Management Sector [IS 17/25]  
Version 1.0

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## Foreword

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*He aha te mea nui o te ao?  
He tāngata, he tāngata, he tāngata.*

*What is the most important thing in the world?  
It is people, it is people, it is people.*

Aotearoa New Zealand's exposure to natural hazard risk means we must plan for events of a scale that will impact tens of thousands of people. Behind those numbers, there will be individuals. Behind every statistic about people who are displaced, who have no electricity, food or water, who are in isolated communities, there will be deeply human stories.



There is no doubt that an event of this scale will overwhelm our usual systems and processes. With this in mind, NEMA's catastrophic event planning work began in 2022, and this Mass Relief National Approach continues this crucial work. It outlines how the emergency management system could operate to provide essential supplies to affected people in the immediate aftermath of a catastrophic event, when usual emergency support arrangements cannot operate or are not sufficient.

Planning for a catastrophic event has been a paradigm shift for all of us – but while an event like this will change life in Aotearoa New Zealand, it does not change the emergency management system's role. In the wake of a disaster, we must ensure that everyone in Aotearoa New Zealand has safe access to what they need to preserve and sustain life and ease suffering.

People are at the heart of emergency management, and our everyday mahi is for the community, with the community. A strong sense of connectedness and social cohesion helps communities unite, adapt, and navigate the impacts of disasters. However, an event of this size is likely to overwhelm even the tightest communities. The Government will need to step in with additional support, and this approach provides a framework for that. We will work quickly and flexibly to help those most at risk, while supporting communities to reduce the long-term effects of a catastrophic event.

As always, I want to thank everyone who has contributed to this document. In any emergency, one of our core focuses is to reduce harm to communities and maintain the public's trust and confidence in our system. Whether in planning or in response and recovery, we are always stronger when we work together.



**John Price**

Director, Civil Defence Emergency Management



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# Section 1 Introduction

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<b>Purpose</b>	The purpose of this document is to outline the national approach for the delivery of welfare services in the initial response phases of a catastrophic event, referred to here as Mass Relief.
<b>Scope</b>	<p>This Information Series document:</p> <ul style="list-style-type: none"><li>• outlines the Mass Relief national approach, and</li><li>• details the key service delivery areas of Mass Relief.</li></ul>
<b>Out of scope</b>	<p>The delivery of Mass Relief relies on a complex network of response mechanisms, such as logistics arrangements for its distribution, which are out of scope of this document.</p> <p>Funding arrangements to implement Mass Relief are out of scope of this document. The decision to implement a Mass Relief approach will be subject to special funding being made available by the Government of the day to support and enable the approach.</p>
<b>Audience</b>	<p>This document should be read in conjunction with the <a href="#">Catastrophic Event Handbook</a>.</p> <p>This document is for agencies and Civil Defence Emergency Management (CDEM) Groups with a role in the delivery of welfare services in a catastrophic event.</p> <p>Agencies responsible for delivering welfare services subfunctions are encouraged to use this document as a guide when developing arrangements for catastrophic events.</p>

## 1.1 Definitions, facts and assumptions

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<b>Definition of Mass Relief</b>	<p>Mass Relief is the immediate provision of essential supplies such as food and non-food items, water, sanitation services, medical supplies and medication, and shelter to preserve life and ease the suffering of people and animals impacted by a catastrophic event.</p> <p>Mass Relief focuses on providing for the basic needs of impacted communities at a population scale. It is implemented when the scale of impact is such that the general welfare services delivery arrangements under Sections 62-75 of the <a href="#">National Civil Defence Emergency Management Plan Order 2015</a> (National CDEM Plan 2015) are insufficient for the preservation of life and the relief of suffering of impacted communities in the short term.</p> <p>Mass Relief resources will be provided using a 'push' process where goods and services are delivered to impacted communities on a 'no regrets' basis.</p> <p>In this context, a 'no regrets' basis describes a proactive approach to providing aid which prefers the risk of over-supplying relief supplies than</p>
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the risk of undersupplying while awaiting specific confirmation of need. This is opposed to individualised welfare services provision as outlined in the [National CDEM Plan 2015](#).

### Definition of Catastrophic Event

The [Catastrophic Event Handbook](#) defines a catastrophic event as either an emergency as defined in the [Civil Defence Emergency Management Act 2002](#) (CDEM Act 2002), or a series of emergencies, that causes (or may cause):

- significant loss of life
- serious and prolonged disruption to the normal functioning of society
- widespread destruction of the built and natural environment.

Attributes of a catastrophic event are described in Section 1.1 of the [Catastrophic Event Handbook](#).

### Facts

The decision to implement a Mass Relief approach will be subject to special funding being made available by the Government of the day to support and enable the approach. The Government financial support to local authorities arrangements set out in Section 33 of [the Guide to the National CDEM Plan 2015](#) does not enable funding for the Mass Relief national approach. As such, alternative funding arrangements will be required.

The National Controller will decide whether to implement a Mass Relief national approach. This decision will be specific to the response and aimed at minimising any unnecessary delays in delivering relief to those affected.

The need for Mass Relief resources is assessed on a population level rather than on an individual level. A Population-Based Needs Assessment (PBNA) process will need to be conducted as quickly as possible after a catastrophic event.

The nature and design of a Mass Relief will depend heavily on the specific impacts of an event. Flexibility in relief provision planning will be required.

A significant number of impacted people and animals will need support, either within the affected area or at evacuation centres.

Arrangements to coordinate International Non-Government Organisations (INGOs) who assist in providing Mass Relief need refining.

### Assumptions

The primary factors driving the need for Mass Relief are the impacts on the transport and supply systems, and isolation of some areas from this supply. These isolated areas are the most likely to require Mass Relief. Areas that remain connected to the normal commercial transport and supply system do not require Mass Relief.

The national logistics workstream (per the [Catastrophic Event Handbook](#)) will manage the emergency supply chain to enable supply and transportation of Mass Relief resources to impacted regions.



International resources to support the Mass Relief approach will take significant time to arrive due to the volume of aid required and the emergency management system's capacity to request, receive, and move resources. This delay must be factored into early response planning.

An unofficial community-led response will be established outside the formal government-led response and begin soon after impacts are realised. Individuals will support each other as far as possible with the resources they have available. The Mass Relief approach must ensure that such community-led response is supported where possible.

The resources available from the official and unofficial community-led response will initially be insufficient to meet the needs of impacted populations. The consequences from this may be life-threatening.

The healthcare system will be significantly impacted and operating at a reduced capacity. Access to healthcare services will likely be significantly impacted and alternative arrangements will possibly be needed to support the health needs of communities.

Many people will lose access to critical medications. This loss could impact the status of their ongoing health.

Disruptions to telecommunications and electricity networks may interfere with digital banking and card transactions, preventing the public paying for goods (especially considering people typically do not hold much cash).

The urgency and scale of response required will mean available goods are unfamiliar or unsuitable for long-term use by affected communities.

Where possible, nationally delivered welfare services will be tailored to each area's needs when possible. This applies when:

- CDEM Groups request specific assistance based on known needs.
- Standard welfare provision arrangements are expected to not meet the needs of the population.

## 1.2 Service delivery areas

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### Components

In Mass Relief there are four key service delivery areas:<sup>1</sup>

1. Population-Based Needs Assessment (PBNA)
2. Food and Non-Food Items
3. Mass Shelter and Accommodation
4. Water Supply, Sanitation and Hygiene Promotion (WASH)

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<sup>1</sup> The four service delivery areas are derived from international best practice in Humanitarian Response as outlined in the Sphere Handbook 2018.

**Population-Based  
Needs  
Assessment  
(PBNA)**

A PBNA is a rapid needs assessment that uses population data to estimate the type and quantity of goods and services needed in an impacted area. It guides decisions and informs the other three Mass Relief service delivery areas.

**Food and Non-  
Food Items**

Immediately after a catastrophic event, large quantities of food and non-food items will need to be delivered to impacted areas. This will require a significant logistical effort and substantial resources. Efforts will be made to minimise duplication and waste where possible.

This key service delivery area aims to:

1. Ensure access to safe and nutritious food for impacted individuals, communities, and animals.
2. Provide timely, appropriate, and sufficient food assistance to meet the basic nutritional needs of impacted populations at a large scale.
3. Account for the nutritional and cultural needs of impacted populations, where possible.
4. Ensure the safety and hygiene of food throughout the supply chain to prevent foodborne illnesses and contamination.
5. Ensure access to critical non-food items, including hygiene supplies, bedding, and cooking equipment.

**Mass Shelter and  
Accommodation**

Following a catastrophic event the number of displaced people and animals may be on a scale not yet experienced in New Zealand. Some catastrophic events may not result in displacement. For those displaced, the rapid provision of shelter will be vital to protect them from the elements, dangerous conditions, and potential harm.

This key service delivery area aims to:

1. Provide immediate shelter options to displaced populations.
2. Cater for the specific shelter needs of disproportionately impacted populations, including but not limited to:
  - disabled people
  - culturally and linguistically diverse communities
  - older people.
3. Design mass shelter solutions that are safe and inclusive, and protect vulnerable populations from discrimination, exploitation, and abuse.
4. Facilitate community participation in the design of mass shelter solutions, to ensure the long-term wellbeing of impacted communities.
5. Ensure that shelter solutions meet basic standards of structural soundness, weather resistance, privacy, security, and ventilation.

6. Provide a secure environment in shelter facilities, to protect vulnerable populations, maintain order, and facilitate health and wellbeing.
7. Monitor and evaluate the quality and design of shelter facilities to ensure continuous improvement over the course of their required lifecycle.
8. Provide accommodation solutions to those unable to return to their homes.

#### Water Supply, Sanitation and Hygiene Promotion

Providing safe drinking water supply and adequate sanitation services is vital to maintaining population health and limiting the spread of disease during response and recovery.

This key service delivery area aims to:

1. Ensure impacted populations have safe access to drinking water.
2. Encourage responsible water conservation and safe water management practices.
3. Provide hygienic sanitation facilities, including but not limited to toilets for impacted communities.
4. Implement waste management systems to ensure safe disposal of human and animal waste.
5. Minimise potential environmental and water services contamination.
6. Address, when designing facilities, the needs of disproportionately impacted populations such as women, children, older people, and disabled people.
7. Manage stormwater in Mass Shelter and Accommodation.

## 1.3 Implementation of Mass Relief

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#### Considerations

Mass Relief requires substantially higher input from the national response and is likely to incur significantly higher costs than typical delivery of the welfare service arrangements. Therefore, it is important to identify considerations that warrant its implementation at the national level.

The actual consequences of a specific catastrophe will determine which arrangements are used. In the [Catastrophic Event Handbook](#):

- The flexible arrangements allow for a response and recovery tailored to the specific emergency.
- The key actions reflect the more serious end of the scale but can be adapted to less severe events.

Mass Relief aims to meet the minimum standards for basic resource provision outlined in the Sphere Handbook ([Humanitarian Charter and Minimum Standards in Humanitarian Response, 2018](#)).

The provision of Mass Relief resources will be undertaken following the principles of:

1. **Humanity:** Resources will be delivered with the aim of preserving human dignity, preserving life, relieving suffering, and promoting respect for communities and individuals.
2. **Impartiality:** Resources will be delivered based on the needs of impacted populations in an equitable manner.
3. **Independence:** Resources will be delivered with freedom from external influences, whether political, economic, or otherwise.

As a general principle, the decision to implement Mass Relief will be made when the scale of impact is such that the general welfare services delivery arrangements and national, regional, and local capacity are insufficient for the preservation of life and the relief of suffering of impacted populations in the short term.

National response leadership should consider the following factors when deciding whether to implement a national Mass Relief approach:

1. **Scale of direct human need:** the estimated number of people requiring assistance, the severity of their needs, the number of casualties, and the likelihood of large numbers of internally displaced persons.
2. **Scale of companion animal and disability assist dogs:<sup>2</sup>** the estimated number of companion and disability assist dogs requiring assistance, such as food, water, shelter, and veterinary treatment (including euthanasia).
3. **Impact on community and the built environment:** the level of damage to lifeline utilities, the level of impact on livelihoods and communities, and the increased vulnerability of disproportionately impacted populations.
4. **Capacity of local government to respond:** whether the capacity of local government to respond effectively is overwhelmed.
5. **Capacity of central government to meet need:** whether the capacity and capability of the national response is overwhelmed, and support is required from the international community to preserve life effectively and ease suffering.
6. **Capacity of the commercial sector to meet need:** the capacity of the commercial sector to transport resources from outside to the impacted area, and the sector's capacity within the impacted area to help distribute relief (such as through supermarkets and local shops).

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<sup>2</sup> Any animal that lives with humans as a companion and is dependent on humans for its welfare. Certified disability assist dogs have been specifically trained, or are being trained, to help disabled people. Schedule 5 of the Dog Control Act 1996 lists organisations authorised to certify dogs as disability assist dogs.

7. **Intelligence reports indicating severe impact:** early impact assessments from reconnaissance and information-gathering efforts indicating extreme, widespread impacts that will have severe consequences for communities.
8. **Lack of communication channels to impacted areas:** inability to communicate with the regional response, the local response, or key community leaders.
9. **Isolated communities:** whether large segments of the population are isolated from their general service networks.

## 1.4 National Controller's initial actions

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### Actions

1. Confirm the decision to implement a national Mass Relief approach, i.e., confirm that the national response will push resources into impacted areas on a 'no regrets' basis,<sup>3</sup> based on the above considerations.
2. Commission a PBNA for severely impacted areas.
3. Direct the convening of the National Welfare Coordination Group (NWCG)<sup>4</sup> or alternate NWCG, through the National Welfare Manager.
4. Establish planning cells to plan for and coordinate the provision of the following key service delivery areas:
  - Food and Non-Food Items
  - WASH
  - Mass Shelter and Accommodation
5. Commission initial action planning for Mass Relief service provision.
6. Identify and establish strategic staging locations to receive Mass Relief resources in impacted regions.
7. Where necessary, source, requisition, and/or mobilise domestic Mass Relief resources to meet the needs indicated by the PBNA.

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<sup>3</sup> In this context, a 'no regrets' basis describes a proactive approach to providing aid which prefers the risk of over-supplying relief supplies than the risk of undersupplying aid while awaiting specific confirmation of need (section 3.5 [Catastrophic Event Handbook](#)).

<sup>4</sup> As defined in section 64(3) of the [National CDEM Plan 2015](#). The NWCG is a cluster comprising agencies responsible for coordinating delivery of emergency welfare services. It is led by NEMA. Equivalent Welfare Coordination Groups (WCGs) exist at the CDEM Group level.

8. Activate Memoranda of Understanding (MoUs) with international partners through the National Crisis Management Centre (NCMC) International Assistance sub-function to begin mobilising Mass Relief resources. Note there may be delays in the arrival of international assistance.

## 1.5 Desired end state

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### End state

Impacted populations have safe access to life preserving and sustaining necessities, and a transition is occurring in emergency response activities to deliver welfare services that meet the specific needs of the impacted population, as set out in the welfare services arrangements in the [National CDEM Plan 2015](#).

More specifically, the end state of the Mass Relief approach will see that affected communities have safe access to the following key resources and services:

- Shelter
- Food
- Non-food items
- Drinking water
- Hygiene and sanitation services
- Critical medication and medical supplies

The Mass Relief national approach will reduce impacts of the event on communities, including long-term effects. The Mass Relief national approach will place communities into a position where they are able to take proactive local ownership of their overall wellbeing and transition effectively into the ongoing response and short to long-term recovery.

## 1.6 Considerations for a transition out of a Mass Relief approach

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### Considerations

The Mass Relief national approach focuses on preserving life and easing suffering but does not fully address the specific needs of impacted populations. To meet these needs effectively, the response must transition to general welfare services arrangements, as detailed in section 14 of the [National CDEM Plan 2015](#), as soon as possible.

The following considerations can assist the NCMC in deciding when to transition from the 'push' approach of Mass Relief to provision of general welfare services, noting that the timing of this shift will vary across different areas of the response.

- **Capacity of local government to respond:** whether local response agencies can procure and distribute relief resources effectively.

- **Restoration of the Lifeline Utility Network:** whether local infrastructure networks, particularly Fast-Moving Consumer Goods (FMCG) networks, are functioning effectively.
- **Process for assessing individualised needs:** whether response agencies can effectively assess the needs of impacted communities through individualised needs assessment rather than a PBNA.
- **Effective functioning of social service providers:** whether social service providers can provide enhanced business-as-usual services.
- **Scale of direct human need:** whether the scale of need of impacted populations has reduced sufficiently.

## 1.7 Roles and responsibilities – National CDEM Plan 2015

### Roles and responsibilities

The roles and responsibilities of agencies involved in Mass Relief align with those set out in the [National CDEM Plan 2015](#).

However, WASH does not align to a specific welfare services sub-function. WASH arrangements are coordinated through multiple subfunctions and with the wider NCMC.

Table 1 shows how the Mass Relief service delivery areas correspond to the [National CDEM Plan 2015](#). Table 2 lists agency roles and responsibilities for the Mass Relief service delivery areas at the national level.

**Table 1 Alignment of Mass Relief service delivery areas with roles and responsibilities in the National CDEM Plan 2015**

Mass Relief service delivery area	Welfare services sub-function	National CDEM Plan Order 2015 section
PBNA	Needs Assessment	Section 68
Food and Non-Food Items	Household Goods and Services	Section 72
Mass Shelter and Accommodation	Shelter and Accommodation	Section 73
WASH	No direct correlation	Not currently specified

**Table 2 Mass Relief national roles and responsibilities**

Mass Relief service delivery area	Agencies <sup>5</sup>
PBNA	<p>Agency Responsible for Coordination</p> <ul style="list-style-type: none"> <li>• NEMA</li> </ul> <p>Support</p> <ul style="list-style-type: none"> <li>• Ministry of Foreign Affairs and Trade</li> <li>• Ministry of Health</li> <li>• Health New Zealand – Te Whatu Ora</li> <li>• Ministry of Social Development</li> <li>• Ministry for Primary Industries</li> <li>• New Zealand Police</li> <li>• Te Puni Kōkiri</li> <li>• Statistics New Zealand</li> <li>• New Zealand Red Cross</li> <li>• The Salvation Army</li> <li>• CDEM Groups</li> </ul>
Food and Non-Food Items	<p>Agency Responsible for Coordination</p> <ul style="list-style-type: none"> <li>• NEMA</li> </ul> <p>Support</p> <ul style="list-style-type: none"> <li>• Ministry of Health</li> <li>• Health New Zealand – Te Whatu Ora</li> <li>• New Zealand Defence Force</li> <li>• New Zealand Red Cross</li> <li>• New Zealand Food and Grocery Council</li> <li>• Ministry for Primary Industries</li> <li>• The Salvation Army</li> <li>• Fast Moving Consumer Goods Sector</li> </ul>

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<sup>5</sup> Bodies including government agencies, non-government agencies, bodies auxiliary to government and lifeline utilities (as defined in the [Catastrophic Event Handbook](#)).



Mass Relief service delivery area	Agencies <sup>5</sup>
Mass Shelter and Accommodation	<p>Agencies Responsible for Coordination</p> <ul style="list-style-type: none"> <li>• NEMA</li> <li>• Ministry of Business, Innovation and Employment (MBIE)</li> </ul> <p>Support</p> <ul style="list-style-type: none"> <li>• Kāinga Ora</li> <li>• Ministry of Education</li> <li>• Ministry of Health</li> <li>• Health New Zealand – Te Whatu Ora</li> <li>• Ministry of Social Development</li> <li>• New Zealand Defence Force</li> <li>• MBIE (Regulatory Units)</li> <li>• Te Puni Kōkiri</li> <li>• The Salvation Army</li> <li>• New Zealand Red Cross</li> <li>• Ministry for Primary Industries</li> </ul>
WASH	<p><b>Agency Responsible for Coordination</b></p> <ul style="list-style-type: none"> <li>• To be determined</li> </ul> <p><b>Support</b></p> <ul style="list-style-type: none"> <li>• NEMA</li> <li>• Ministry of Health</li> <li>• Health New Zealand – Te Whatu Ora</li> <li>• New Zealand Defence Force</li> <li>• Taumata Arowai</li> <li>• Territorial Local Authorities</li> <li>• New Zealand Red Cross</li> </ul>

Section 3.5 of the [Catastrophic Event Handbook](#) specifies actions by agency and by operational response phase for the implementation of Mass Relief.

## 1.8 Context and interdependencies

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### International context

New Zealand is a signatory to several international frameworks that outline the requirement to provide a minimum standard of life preserving and sustaining necessities in emergencies. These include:

- [Universal Declaration of Human Rights](#)
- [International Covenant on Economic, Social and Cultural Rights](#)
- [United Nations Convention on the Rights of the Child](#)
- [The Sphere Handbook \(through support for the Red Cross and Red Crescent Movement\)](#).

### National context

As Mass Relief is a new approach for New Zealand, some of the content of this document differs from other guidance such as the [Wellington Earthquake National Initial Response Plan](#) and the [Director's Guideline for Welfare Services in an Emergency](#). The content of these documents will be considered and aligned as they are updated.

### Interdependencies

This Framework complements the [Catastrophic Event Handbook](#). Mass Relief is one of the Handbook's 11 workstreams and has significant interdependencies with other workstreams:

- Command, Control, Coordination and Communication – Instituting effective response structures early in a response is crucial for the planning and establishment of Mass Relief arrangements.
- Intelligence – Outputs produced by the Intelligence workstream will be vital to successfully undertake a PBNA.
- Logistics – The Logistics workstream manages the emergency supply chain that physically transports key resources to impacted regions, including for Mass Relief.
- Lifeline Utilities and the Built Environment – Impacts to infrastructure and lifeline utilities will influence the Mass Relief national approach and determine timeframes.
- Public Information – Accurate and effective public information messaging plays a key role across the delivery of Mass Relief services, particularly in ensuring adherence to good hygiene and sanitation practices and setting expectations. Effective messaging before an event helps reduce impacts by encouraging preparedness and building community resilience.
- Critical Resources and Capabilities – The provision of Mass Relief is a resource intensive process. It requires a sound understanding of what critical resources we have available domestically and internationally so that agencies can deploy them rapidly in response.

- Recovery – Mass Relief ensures communities receive essential support to withstand the immediate impacts of the emergency and establishes the foundation for continued social service delivery during the sustained response and transition to recovery phases.

## Section 2 Population-Based Needs Assessment

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### 2.1 Definition and assumptions

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#### Definition

A Population-Based Needs Assessment (PBNA) is the rapid assessment of the needs of a population impacted by a catastrophic event, based on pre-existing data and analysis collected during readiness. It is conducted to guide the design and composition of a Mass Relief response.

The PBNA process involves collecting and analysing population-level information to estimate the essential needs of the affected population. This process informs the national response on the resources needed for a Mass Relief 'push' approach.

PBNA is typically used when individualised needs assessments are not feasible to support welfare services delivery. As conditions improve, efforts should shift to individualised needs assessments and the delivery of tailored welfare services.

#### Purpose

A PBNA aims to determine the type and quantity of goods and services needed to preserve life and ease suffering, and to be pushed into an impacted area after a catastrophic event.

PBNA focuses on determining the needs of an impacted population in the other key Mass Relief service delivery areas:

- Food and Non-Food Items
- Mass Shelter and Accommodation
- WASH

PBNA supports planning processes and informs decision making around the prioritisation of resources of the early relief and welfare response at the national level. PBNA aims to ensure that resources are directed where they will have the most significant impact during response efforts.

PBNA information links into and directly informs national situational awareness and wider response activities.

#### Assumptions

While the national response will not directly measure individual needs in the early phases, individualised needs assessments will be carried out at the local and regional levels when viable. This transition will be coordinated with CDEM Groups and welfare services agencies, to ensure that tailored service delivery can commence at the earliest possible time.

The PBNA process will be used in instances where the standard approach to Needs Assessment will not meet the scale of need that is posed by a catastrophic event.

Development of the PBNA service delivery area concept will not replace the general arrangements under the [National CDEM Plan 2015](#).

## 2.2 PBNA service delivery area concept

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### PBNA in readiness

Doing PBNA in readiness will improve outcomes in response. Due to the scale and complexity of response to a catastrophic event, and the possibility of limited communication between national, regional, and local levels, it is best practice for PBNA to be carried out in the readiness phase.

CDEM Groups have established networks among community partners and agencies, positioning them well to contribute to the PBNA process in readiness. This process allows the development of shared understanding of estimated community needs prior to an emergency requiring a Mass Relief national approach.

CDEM Groups in conjunction with NEMA will undertake PBNA on areas that are expected to be significantly impacted by large emergencies. This will allow for the identification of the potential resources required to be pushed into the region to preserve life and ease suffering after a catastrophic event.

PBNA results gathered during readiness should be shared at the national level and stored in an accessible but appropriately secure database. If a catastrophic event occurs and communication cannot be established, the national response can use this information to begin planning for relief efforts in a timely manner.

Undertaking PBNA in readiness will allow for a higher level of population detail and the opportunity to incorporate local knowledge. This enhanced detail will support the Mass Relief national approach to better meet the needs of populations impacted by a catastrophic event.

PBNA in readiness will also provide a platform for response agencies to coordinate and undertake needs assessment in collaboration with communities. At the same time, this will provide the wider response with vital information that will guide early planning for the mobilisation of Mass Relief resources in the initial stages of the response.

### PBNA in response

In instances where PBNA information from impacted areas cannot be accessed or has not been compiled, the national response will conduct PBNA for areas identified as severely impacted.

The NCMC will be responsible for the PBNA process. Information gathered will feed directly into the wider response intelligence to inform logistics efforts for the movement of Mass Relief resources. This will involve collaboration with relevant agencies.

Where possible, the national response will collaborate with the CDEM Groups in severely impacted areas to develop a PBNA that accounts for regional considerations.

As the response develops, PBNA processes will continue to refine the understanding of needs in impacted areas. Where possible, CDEM Group involvement in the PBNA process should be prioritised.

## 2.3 Population Indicators

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### Population indicators

Population indicators provide a framework for the collection of essential information for understanding the demographics, vulnerabilities, and specific needs of impacted populations.

To understand the needs of an impacted population most effectively in the wake of a catastrophic event, the PBNA process will use a set of key population indicators to guide relief estimates.

The baseline population indicators that will be identified through the PBNA process are:

1. Total population of an impacted area
2. Population over 65
3. Population under 5
4. Population age 5-19
5. Gender disaggregation
6. Urban population
7. Rural population
8. Households with companion animals
9. Number of people with disabilities
10. Ethnicity profile and languages spoken
11. New Zealand Index of Deprivation
12. Tenants and homeowners

## 2.4 Key considerations

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### Partnership and coordination

In readiness and response, PBNA must be undertaken in collaboration with partner agencies at the national and regional levels. It is vital that partner agencies can contribute their information requirements and that the needs assessment informs all response partners.

### Interoperability and information sharing

Information collated via PBNA contributes to situational awareness and informs the wider response. Ensuring all key partners have access to PBNA is vital to avoiding duplication, optimising resource provision, and supporting well-informed decision-making.

### Community partnership

In readiness, PBNA should be undertaken in partnership with communities that may be impacted. This helps inform communities about potential impacts and provides response agencies insight into community needs. During response, it is important to ensure that, where possible, CDEM Groups contribute to the process and have access to the results.

<b>Protection and security of disproportionately impacted groups</b>	When conducting PBNA in readiness or response, the wellbeing and security of our most vulnerable populations needs to be considered. In readiness, this requires an understanding of vulnerabilities to tailor interventions effectively and ensure protection. Local authorities, with access to higher-quality data specific to their populations, are well-positioned to identify these vulnerabilities.
<b>Accountability</b>	Feedback and complaint mechanisms should also be established. These enable impacted communities to share complaints and suggestions, contributing to accountability and ensuring responsiveness to community needs.
<b>Equity</b>	When undertaking PBNA, ensure that, where possible, population data collected is sufficient to inform the broad needs of the diverse communities that may be impacted. This will enable more equitable service delivery.
<b>Population data inputs</b>	In readiness, regional entities should draw on population data that is collected by agencies that work closely with their communities to get the most accurate understanding of their population. In the absence of pre-collected results, it is likely that publicly available data (such as Census data) will provide the basis of PBNA in response, especially in instances where the NCMC is undertaking the assessment.
<b>PBNA phasing</b>	If completed during the readiness phase, PBNA will significantly improve the ability of the response to meet the needs of communities most disproportionately impacted. Implementing PBNA during the readiness phase will provide the national response with information required to prepare a Mass Relief 'push' approach that reflects the needs of communities impacted.
<b>Avoiding unintended consequences</b>	<p>The unintended consequences of PBNA may include the following and must be taken into consideration when using PBNA to inform a Mass Relief 'push' of resources into an impacted area:</p> <ul style="list-style-type: none"> <li>• Overlooking individual needs</li> <li>• Inequitable resource allocation</li> <li>• Exacerbation of potential discrimination</li> <li>• Ineffective targeting of resources</li> <li>• Underestimation of community resilience and capacity to cope.</li> </ul>
<b>Individualised needs assessment</b>	<p>At the earliest possible time, individualised needs assessments need to be carried out to ensure that service delivery can be tailored more specifically to individual need. The following are suggested indicators for when a transition should take place:</p> <ul style="list-style-type: none"> <li>• The local and regional response can conduct individual needs assessments at scale.</li> <li>• Access to relief resources has improved to the point where a 'push' approach is no longer necessary.</li> <li>• The relief response is meeting baseline humanitarian needs.</li> </ul>

## 2.5 Key agencies

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NEMA will be the agency responsible for the coordination of PBNA in the wake of a catastrophic event. NEMA is the agency responsible at the national level for providing advice and coordinating the Needs Assessment welfare sub-function as per Section 68 of the [National CDEM Plan 2015](#). NEMA is also responsible for facilitating the collection of data to inform the assessment of immediate and ongoing welfare needs.

In readiness, NEMA, CDEM Groups, and other support agencies will work in collaboration to coordinate and execute PBNA processes.

In readiness, NEMA will also work to collate and securely store PBNA data at the national level.

## 2.6 Calculating relief supplies

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PBNA will inform the composition of a Mass Relief approach.

Relief supply calculations will be based on the minimum standards set by the [Sphere Handbook 2018](#) for humanitarian response efforts.

The Sphere Handbook stipulates that calculations should be made from the following baselines:

- Food: 2100 kilo calories per person per day (approximately 2kg)
- Water: 15 litres per person per day

Appendix C of the [Wellington Earthquake National Initial Response Plan](#) is a good example of potential requirements to support affected populations. This table has population by district, and the amount of water, fuel, and food required to sustain each population.

## 2.7 PBNA methodology

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### Methodology intent

The proposed methodology is intended to enable consistent and swift PBNA, while allowing for varying applications and levels of accuracy. It is a methodology only, not a technological tool or system to facilitate the process.

This methodology is intended to estimate the quantity of goods within the three other Mass Relief service areas.

### Context

PBNA methodology can be applied in readiness (based on scenarios or hazard modelling) and response. Each of these steps can be conducted with varying levels of accuracy, from a national-level assessment to a more detailed, community-level assessment. Community-level assessment is more likely to be done during readiness or in response to smaller-scale emergencies, as it requires local knowledge.



## Methodology steps

The PBNA process can be summarised into the following key steps:

1. Collate population information.
2. Identify areas that require Mass Relief.
3. Estimate proportion of population requiring Mass Relief.
4. Estimate the type and quantity of goods required to service impacted population.

### Step 1:

#### Collate Population Information

Collate Statistics NZ population data at Statistical Area (SA) 1 level:

- Total population
- Population 65 years and over
- Population under 5
- Population age 5-19
- Gender disaggregation
- Urban population
- Rural population
- Households with companion animals
- Number of people with disabilities
- Ethnicity profile and languages spoken
- New Zealand Index of Deprivation
- Tenants and homeowners

Where possible, regional or local data, local knowledge, and community response planning information should be included.

### Step 2:

#### Identify areas that require Mass Relief

Source information on impact areas. Sources could include hazard footprint maps (such as shaking maps and tsunami inundation areas), satellite imagery, flyovers, modelling, initial Situation Reports, interviews with key knowledge holders, anecdotal impact reports, and site visits.

Estimate extents of areas that are:

- Severely impacted (e.g., Modified Mercalli Index 8 (MM8) or higher)
- Inaccessible for traditional needs assessment processes (e.g., isolated, no communications, overwhelmed)

Identify which SAs are within these areas. SA1 or SA2 may be used.<sup>6</sup>

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<sup>6</sup> SA2 provides a higher aggregation of population data (approximately 1000-4000 residents) than SA1 (approximately 100-200 residents) ([Geographic hierarchy | Stats NZ](#)).

### Step 3:

Estimate proportion  
of population  
requiring Mass  
Relief in these area

Consider status of lifelines infrastructure and resources within the impacted community including:

- Impacts on access to key resources
- Alternative sources of key resources
- Estimated levels of preparedness (e.g., self-sufficient for three days)
- Changes in needs (e.g., evacuation reducing population, injuries increasing medical supply need).

Estimate the proportion of the population in the impacted area would require:

- **Food and Non-Food Items:**
  - Number of people requiring food<sup>7</sup>
  - Resources required to support shelter (e.g., heaters and bedding)
  - Number of people requiring specific resources.
- **Mass Shelter and Accommodation:**
  - Number of people requiring shelter<sup>8</sup>
  - Resources required to support or temporarily fix shelters.
- **WASH:**
  - Number of people requiring water
  - Number of people requiring sanitation non-food items
  - Number of people requiring waste disposal systems.<sup>9</sup>

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<sup>7</sup> Non-food items include pet food for companion and disability assist dogs.

<sup>8</sup> Assumption (refer section 4.1) is that companion and disability assist dogs will seek shelter with owners.

<sup>9</sup> As above, the assumption that companion animals and disability assist dogs shelter with owners means some planning is required for animal waste disposal.

**Step 4:**

Estimate the  
quantity of goods  
required

Calculate the approximate quantities of relief resource required to sustain impacted populations. When undertaking these calculations, refer to the *Food and Non-Food Items Pack Lists*, the *Mass Shelter and Accommodation Options Overview*, and the population information.<sup>10</sup>

- **Food and Non-Food Items:**
  - Food: approximately 2kg per person per day
  - Non-Food Items.
- **Mass Shelter and Accommodation:**
  - Shelter resource for number of displaced
  - Potential temporary accommodation resource for number of displaced.
- **WASH:**
  - Water: 15 litres per person per day
  - Sanitation: hygiene kits

**Step 5:**

PBNA review

Given that PBNA creates a picture at a point in time, it is critical that PBNA is reviewed to reflect the changing needs of impacted populations as the response and the intelligence picture develops. While the Mass Relief approach is still underway, PBNA must be revisited in alignment with the planning cycle, as determined by response leadership.

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<sup>10</sup> These are draft working NCMC documents maintained by NEMA which are not publicly available.

## Section 3 Food and Non-Food Items

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### 3.1 Definition and assumptions

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#### Definition

The Food and Non-Food Items service delivery area refers to the goods, services, and resources that are essential to address the immediate and ongoing needs of impacted populations, with the aim of preserving life and relieving suffering.

This section relates to the Household Goods and Services welfare sub-function in the [National CDEM Plan 2015](#). Roles and responsibilities for this sub-function are listed in the National CDEM Plan and apply to this Mass Relief approach.

As with all aspects of Mass Relief, the national response will lead and coordinate the Food and Non-Food Items component. However, private sector, regional, and community entities will play a key role in supplying and delivering the Food and Non-Food Items service delivery area.

#### Assumptions

Impacted communities will not have safe access to life preserving and sustaining Food and Non-Food Items due to the impacts of the catastrophe in the early stages of the response.

Although impacted communities may have sufficient resources to sustain themselves for a short period of time, the Mass Relief Food and Non-Food Items key service delivery area will need to be implemented quickly to ensure minimum standards are met.

The national logistics workstream will manage the emergency supply chain to enable supply and transportation of Food and Non-Food Items to impacted regions.

Critical medication and medical supplies are a key Non-Food Item for incorporation into a Mass Relief national approach. This will be arranged by Ministry of Health or Health New Zealand – Te Whatu Ora and supported logistically by established emergency supply chains.

The Food and Non-Food Items service delivery area will be used in instances where the standard approach to Household Goods and Services will not meet the scale of need that is posed by a catastrophic event.

Development of the Food and Non-Food Items service delivery area concept will not replace the general Household Goods and Services arrangements under the [National CDEM Plan 2015](#).

### 3.2 Food and Non-Food Items service delivery area concept

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#### Overview

In alignment with the Logistics Concept of Operations outlined in Appendix B of the [Catastrophic Event Handbook](#), the national Food and Non-Food Items key service delivery area aims to push resources at the national level to regional nodes. From there, the regional response will manage distribution to impacted communities.

<b>Needs assessment</b>	The need for the mass provision of Food and Non-Food Items will be identified through a PBNA conducted early in the response. This assessment will determine the type and quantity of Food and Non-Food Items the national response should push into impacted areas. Where possible, information on community needs collected by CDEM Groups will be incorporated into the PBNA process.
<b>Planning</b>	Initial planning for Food and Non-Food Items service delivery will be coordinated by the NCMC in collaboration with stakeholders in the Household Goods and Services welfare sub-function. This planning will align with the NCMC Planning function cycle. Private sector Food and Non-Food Items providers will also be engaged in the planning process.
<b>Coordination</b>	At the national level, the NCMC will be the primary coordination mechanism for Food and Non-Food Items service delivery with guidance from the NWCG and the FMCG sector.
<b>Execution</b>	The delivery of Food and Non-Food Items service delivery will be coordinated by government, supplied through enhanced supply chains within the private sector, delivered by the FMCG sector in partnership with the regional response, and facilitated by emergency supply chains established by the national response.
<b>Review</b>	The Food and Non-Food Items service delivery area will be reviewed in line with the national response planning cycle and community feedback.

### 3.3 Key considerations

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<b>Cultural and dietary considerations</b>	<p>Populations have diverse needs and vulnerabilities that necessitate Food and Non-Food Items to be tailored to meet the needs of population groups where possible.</p> <p>Where possible, resources provided need to be culturally acceptable and meet the health and dietary requirements of impacted populations. PBNA in readiness will facilitate this process.</p>
<b>Community resilience and economic considerations</b>	<p>Food and Non-Food Items planning must consider the following:</p> <ul style="list-style-type: none"> <li>• <b>Local resourcing levels:</b> The response must bridge the gap between the impacted populations' requirements and the resources available in impacted communities.</li> <li>• <b>Aid dependency:</b> As the response develops, Food and Non-Food Items service delivery must continue to address immediate needs whilst considering the long-term resilience of the impacted populations. Aid dependency must be avoided.</li> </ul>

- **Distortion of local economies:** Mass provision of Food and Non-Food Items can significantly impact the functioning of local economies. The impact of the national response in this area must be closely monitored to avoid unintended economic consequences.
- **Pricing:** Communities must be protected to ensure fair pricing of life preserving and sustaining goods in times of emergency.

#### Food and Non-Food Items procurement

Items are to be sourced locally wherever possible to reduce transportation times and economic impacts on impacted communities. Where this is not possible, resources should ideally be procured from within domestic supply mechanisms.

#### Scalability

Systems and processes guiding the provision of Food and Non-Food Items must be scalable and responsive to changes in demand and challenges in resource supply.

#### Food quality and safety

**Food quality:** All food aid should conform to New Zealand's regulatory frameworks regarding quality, packaging, labelling, shelf life, and perishability.

**Packaging:** Food aid packaging must be sturdy; convenient for handling, storage, and distribution; and not hazardous to communities or the environment. Packaging should allow for direct distribution without need for repackaging.

**Food hygiene:** Public information around the importance of food safety practices is vital. Public information campaigns must be an integral part of the relief response around Food and Non-Food Items. This needs to account for the following:

- safe food storage
- hand washing and general sanitation practices
- protection against water contamination
- safe food preparation measures.

#### Non-Food Items relevance

Non-Food Items must directly meet the immediate needs of the impacted population and should focus on the essential items required for a dignified existence. The following is a non-exhaustive overview of baseline Non-Food Items distribution:

- hygiene kits
- water containers
- cooking and eating utensils
- stoves and fuel
- shelter and household items (tents – tarpaulins – bedding)
- infant and child-care items
- clothing and footwear
- tools and “do it yourself” repair kits

- non-prescription medication
- lighting and energy (flashlights – solar lanterns – batteries)
- communications resources (phone chargers – radios)
- companion animal food.

#### Environmental considerations

Where possible, interventions should be designed to minimise harmful environmental impacts.

#### Accountability to impacted communities

When providing significant amounts of aid, the national and regional response must establish mechanisms that facilitate flexibility and adaptability in Food and Non-Food Items provision. Key elements include:

- Community and regional partnership in planning and coordination.
- Transparency in approach and provision of accessible information and regular updates regarding Food and Non-Food Items provision and accessibility details.
- Establishment of complaint and response mechanisms to provide efficient feedback to response agencies, ensuring flexibility and adaptability in the aid response.

#### Agency collaboration on specific needs

In instances where highly specific Non-Food Items, such as critical medication, are required to meet the needs of impacted people and animals, agencies responsible for their delivery must collaborate to ensure timely provision.

### 3.4 Composition of Food and Non-Food Items packs

#### Food and Non-Food Items Pack Lists

The composition of Food and Non-Food Items may be determined in alignment with the *Food and Non-Food Items Pack Lists*,<sup>11</sup> which act as a baseline guide for the composition of Food and Non-Food Items packages. These packages can be amended depending on the needs of communities and the scale of the response. Refer to the *Food and Non-Food Items Pack Lists* for further detail.

The provision of Food and Non-Food Items depends significantly on Mass Shelter and Accommodation. Therefore, Food and Non-Food Items should be compiled in consideration of the likely shelter arrangements for a catastrophic event.

Food and Non-Food Items should be assembled and provided to support differing shelter arrangements in response. These may comprise:

- household shelter-in-place
- community-scale support
- large-scale mass shelter and accommodation.

These categories are designed as a guide and can be re-modelled depending on the needs of the response.

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<sup>11</sup> This is a draft working NCMC document maintained by NEMA which is not publicly available.

## Section 4 Mass Shelter and Accommodation

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### 4.1 Definition and assumptions

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#### Definitions

**Mass Shelter** refers to facilities that provide basic shelter in the early stages of an emergency for those displaced. NEMA and CDEM Groups will lead and coordinate these efforts. Mass Shelter also includes shelter-in-place options.

**Mass Accommodation** refers to the provision of temporary accommodation solutions for displaced individuals and families beyond the initial response phases. MBIE will lead and coordinate these efforts.

#### Assumptions

It is assumed that domestic capacity for both Mass Shelter and Mass Accommodation will be insufficient to meet the needs of displaced populations. Therefore, international assistance will need to be integrated into Mass Shelter and Accommodation service delivery.

Companion animals and disability assist dogs will accompany their owners to shelters, and this needs to be planned for in Mass Shelter and Accommodation options.

The Mass Shelter and Accommodation service delivery area will be used in instances where the standard approach to Shelter and Accommodation will not meet the scale of need that is posed by a catastrophic event.

Development of the Mass Shelter and Accommodation concept will not replace the general Shelter and Accommodation arrangements under the [National CDEM Plan 2015](#).

### 4.2 Mass Shelter and Accommodation service delivery area concept

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#### Overview

The national Mass Shelter and Mass Accommodation service delivery area aims to facilitate and enable shelter and temporary accommodation solutions for populations displaced by a catastrophic event. The Mass Shelter and Accommodation effort will be heavily supported and enabled by the national response and will integrate with regional response efforts in implementation.

#### Needs assessment

The level of need for national-level support in Mass Shelter and Accommodation will be determined via the PBNA process, enabling early-stage planning and resource procurement. As the response progresses, Mass Accommodation needs analysis will incorporate community and individualised needs assessment processes conducted at the regional level.

#### Planning

Initial planning for a Mass Shelter response will be coordinated by the NCMC in collaboration with stakeholders in the Shelter and Accommodation welfare sub-function and CDEM Groups. Private sector shelter and accommodation providers will likely also be involved in the planning process.



Planning for Mass Accommodation efforts will be led by MBIE Temporary Accommodation Service (MBIE-TAS) with support from the NCMC, stakeholders in the Shelter and Accommodation welfare sub-function, and CDEM Groups.

#### Coordination

At the national level, the NCMC will be the primary coordination mechanism for the national Mass Shelter response with guidance from the Shelter and Accommodation welfare sub-function, relevant partners within the NWCG, and CDEM Groups.

National-level Mass Accommodation efforts will be coordinated by MBIE-TAS with the support of the NCMC, guidance from the Shelter and Accommodation welfare sub-function, relevant partners within the NWCG, and CDEM Groups.

#### Execution

CDEM Groups will deliver Mass Shelter supported by the NEMA-led national response. Mass Accommodation efforts will be led and coordinated by MBIE with support from relevant housing agencies with responsibilities under the [National CDEM Plan 2015](#).

#### Review

The delivery of Mass Shelter and Accommodation will be reviewed in line with the national response planning cycle and community feedback.

## 4.3 Mass Shelter overview

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#### Purpose

The primary purpose of Mass Shelter is to offer refuge and assistance to individuals and families who have been forced to evacuate their homes due to a catastrophic event. Mass Shelter facilities aim to provide a safe and secure environment where displaced populations can access basic relief supplies and plan for a transition back to their residences or into temporary accommodation.

#### Approach

Mass Shelter implementation will vary across impacted communities, depending on the resources available in each region. At the regional level, CDEM Groups will be responsible for planning, coordinating, and implementing Mass Shelter operations.

At the national level, NEMA will be responsible for ensuring that CDEM Groups are supported and equipped to effectively provide Mass Shelter to displaced individuals and families.

Sheltering in place is a primary option for Mass Shelter. Relief efforts across the response will aim to support impacted communities to shelter-in-place when it is appropriate and safe to do so.

Response efforts will aim to transition displaced populations out of Mass Shelter facilities at the earliest possible stage.

Residents of Mass Shelter facilities will transition into Mass Accommodation facilities as soon as practicable.

## 4.4 Mass Shelter considerations

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### Facility selection

Suitable locations for Mass Shelter facilities must be identified and assessed for their viability during readiness to accommodate large numbers of displaced people. Factors include accessibility from impacted areas, availability, exposure to natural hazards and risks, ability to house companion and disability assist dogs, proximity to infrastructure including water and waste-water capability, physical capacity to accommodate, and ability to meet ongoing needs e.g., food preparation and sanitation.

International experience in post-disaster settings is that temporary shelter often remains in place much longer than planned. While every effort should be made to transition people out of Mass Shelter as soon as possible, this experience should inform facilities selection and development.

### Risk assessment and mitigation

Thorough risk assessments must be undertaken to identify hazards and vulnerabilities present in facilities, particularly fire hazards and risk of disease outbreaks. This should be carried out in collaboration with local communities and regulating authorities in both readiness and response.

### Safety security and protection

Implementing measures to ensure the safety and security of shelter residents is crucial. Key considerations are:

- Emergency protocols.
- Site security to ensure protection of residents from potential violence and harm.
- Health screening capabilities to monitor communicable disease transmission and disease prevention measures.
- Capacity to effectively manage the above considerations must be planned for, to ensure simple procurement post event.
- Efforts to maintain morale within Mass Shelter facilities.

### Health and Sanitation

The management of sanitation at Mass Shelter facilities is of the utmost importance to ensure the health and wellbeing of residents. Protocols should be established to ensure the following:

- Maintenance and communication of health and hygiene standards.
- Monitoring the spread of communicable disease.
- Management of communicable disease outbreaks.
- Integration with primary healthcare services.
- Integration with WASH services.
- Access to mental health and psychosocial support services.
- Regular facility cleaning and disinfection protocols.
- Public health communication and messaging.

#### Resource allocation and logistics

Integration with emergency supply chain operations is vital to ensure the consistent resupply of critical shelter resources. The following should be considered for prioritisation:

- Shelter supplies – cots, bedding, cleaning products, washing and sanitation facilities.
- Food and catering supplies – food and food preparation resources.
- Primary health care services – medical supplies and staffing.
- Water supply and distribution mechanisms.
- Personal hygiene kits.
- Volunteer procurement and administration – baseline camp management expertise.

#### Information management and communication

The establishment of information management mechanisms is required to support Mass Shelter operations. Specific areas are as follows:

- Registration and tracking of Mass Shelter residents.<sup>12</sup>
- Inquiry and reunification.
- Public information – public, relevant stakeholders, and impacted populations.

#### Continuity of operations

Mechanisms to ensure the continuity of Mass Shelter operations should be established. To support this, the following should be considered:

- Including contingency plans for addressing disruptions.
- Rotating staff and volunteer shifts.
- Maintaining key supplies.
- Transitioning of residents to temporary accommodation options.

#### Community engagement and support

Engaging with impacted communities to gather input, address concerns, and mobilise local resources and support networks will enhance the effectiveness and sustainability of Mass Shelter efforts.

## 4.5 Mass Accommodation overview

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#### Purpose

Mass Accommodation refers to the provision of temporary accommodation solutions for displaced individuals and families beyond the initial response phases. The primary purpose of Mass Accommodation is to offer a sustainable response to the temporary accommodation needs of displaced populations in the aftermath of a catastrophic event. It aims to facilitate recovery, resilience, and a return to stable living conditions for those who have been impacted.

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<sup>12</sup> See [International Organisation for Migration – Displacement Tracking Matrix](#)

<b>Approach</b>	<p>Displaced residents should transition from Mass Shelter to Mass Accommodation arrangements as soon as possible. Depending on the nature of the response, Mass Shelter and Mass Accommodation operations may take place concurrently.</p> <p>MBIE-TAS will be responsible at the national level for the planning and coordination of Mass Accommodation operations. MBIE-TAS will work in collaboration with Shelter and Accommodation welfare sub-function stakeholders, as outlined in the <a href="#">National CDEM Plan 2015</a>, to implement Mass Accommodation solutions.</p>
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## 4.6 Mass Accommodation considerations

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<b>Needs assessment</b>	Conduct assessments to determine the scope and scale of housing needs among displaced populations, including the number of individuals and families requiring accommodation, their demographics, and specific requirements.
<b>Site selection and infrastructure</b>	Identify suitable locations for mass accommodation facilities based on factors such as proximity to impacted areas, accessibility, safety, availability of infrastructure (water, electricity, and sanitation), and zoning regulations.
<b>Capacity and resourcing</b>	Estimate the capacity requirements for mass accommodation facilities based on projected demand and available resources, including funding, staffing, supplies, and support services.
<b>Accessibility and inclusivity</b>	Ensure that mass accommodation facilities are accessible to all individuals. Implementing agencies must work closely with community and advocacy agencies to ensure that Mass Accommodation facilities meet the diverse needs of impacted communities.
<b>Mass accommodation options overview</b>	Develop an understanding of the temporary accommodation options that exist to ensure that all options are being explored when planning for implementation. A broad range of options should be developed to meet the varied needs of displaced populations, and the Mass Shelter considerations could also be applied. Refer to the <i>Mass Shelter and Accommodation Options Overview</i> <sup>13</sup> for additional information.
<b>Health and safety</b>	Implement health and safety protocols to prevent the spread of infectious diseases, ensure the safety and wellbeing of residents, and comply with public health guidelines and regulations, including measures such as sanitation, hygiene, ventilation, and physical distancing.

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<sup>13</sup> This is a draft working NCMC document maintained by NEMA and MBIE which is not publicly available.

### **Security and Emergency Preparedness**

Establishing appropriate security measures and emergency protocols to ensure the safety and security of residents in Mass Accommodation facilities is crucial.

Key elements are:

- Safety and emergency protocols.
- Site security to ensure protection of residents from potential violence and harm.
- Disease prevention measures and health screenings to monitor communicable disease transmission.
- Fire safety measures.
- Effective coordination with emergency services.

### **Wrap around support services for complex needs**

As soon as feasible, the provision of wraparound support to Mass Accommodation residents is needed to facilitate their recovery from a catastrophic event. Agencies responsible for social service provision will need to coordinate to provide solutions for complex needs, which may include:

- Counselling and psychosocial support.
- Job placement and assistance.
- Educational spaces and resources where schools and early childhood centres are unable to reopen.

### **Community engagement and partnership**

Engaging with impacted communities, stakeholders, and partners to solicit input will build trust, mobilise resources, and facilitate collaboration in planning, implementing, and sustaining Mass Accommodation initiatives.

# Section 5 Water Supply, Sanitation and Hygiene Promotion

## 5.1 Definition and assumptions

### Definition

The Water Supply, Sanitation and Hygiene Promotion (WASH) service delivery area refers to the process of supplying essential goods, services, and resources to ensure adequate and safe access to water, sanitation, and hygiene, thereby preserving life and relieving the suffering of communities impacted by a catastrophic event.

The main pathways for pathogens to infect humans are faeces, fluids, fingers, flies, and food. The primary objective of WASH is to reduce public health risks by implementing barriers along these pathways. Key WASH activities are:

- Promoting good hygiene practices.
- Providing safe drinking water and water for general sanitation.
- Providing appropriate sanitation facilities.
- Reducing environmental health risks.
- Ensuring conditions that allow people to live with good health, dignity, comfort, and safety.

### WASH activities

Figure 1 shows the core WASH activities from the [Sphere Handbook 2018](#).



Figure 1 Core WASH activities

### Assumptions

Some impacted communities will not have safe access to clean water and sanitation due to the impacts of the catastrophe in the early stages.

There will be reliance on NGOs and regional entities to supply and deliver WASH activities. Where requested, the national response will provide capacity and capability to support WASH implementation.

Where possible, given constraints, the WASH service delivery area will adopt a tailored approach to meeting the diverse needs of impacted populations.

WASH and Non-Food Items provisions may overlap. Deconfliction will avoid duplication of items.

The delivery of WASH is integrated with the other service delivery areas and aligned with the Shelter and Accommodation and the Household Goods and Services welfare sub-functions of the [National CDEM Plan](#)

[2015](#). The WASH arrangements introduced in this document will be used in instances where standard approaches will not meet the scale of need that is posed by a catastrophic event.

Development of the WASH service delivery area will not replace any general welfare arrangements under the [National CDEM Plan 2015](#).

## 5.2 WASH service delivery area concept

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<b>Overview</b>	The national WASH service delivery area aims to coordinate, and when required, push resources at the national level to regional distribution nodes. From there, the regional response will manage distribution into impacted communities. Successful coordination relies on good governance processes, pre-identified roles and responsibilities and strong relationships. There is increased complexity when responsibilities for operation and maintenance, regulation, and monitoring and evaluation are divided across multiple organisations.
<b>Needs assessment</b>	A PBNA early in the response will determine the type and quantity of WASH provisions required to be pushed into impacted areas by the national response.
<b>Planning</b>	Initial planning for WASH activities will be coordinated by the NCMC with the involvement of relevant stakeholders. This planning will align with the NCMC Planning function cycle. Private sector water entities will likely also be incorporated into the planning process.
<b>Coordination</b>	At the national level, the NCMC will be the primary coordination mechanism for the WASH service delivery area, with guidance from the NWCG, Government Water Authorities, and the FMCG sector. Public and community health providers play a key role in coordination of WASH activities.
<b>Execution</b>	The delivery of the WASH service delivery area will be coordinated by government; supplied by enhanced supply chains; delivered by the FMCG sector, councils, and contractors; and facilitated by emergency supply chains established by the national response.
<b>Review</b>	The WASH service delivery area will be reviewed in line with the national response planning cycle and community feedback.

## 5.3 Key considerations

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<b>Needs assessment</b>	In the early stages of the response, the level of need for WASH provisions will be determined by a PBNA. This baseline estimate will provide insights into approximate needs of impacted populations. Where possible, detailed population information should be incorporated into planning processes to ensure that WASH provisions are appropriate.
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## Inclusivity considerations

Where possible, resources provided need to be accessible within reasonable distance, preserve dignity, and accommodate mobility and disability challenges of impacted populations. A PBNA in readiness will facilitate this process significantly.

## Community resilience considerations

WASH planning must account for the following:

- **Community engagement and participation:** In readiness, active engagement and consultation with community partners must take place to ensure that interventions are able to meet the needs of diverse communities.
- **Assessment of local contexts:** Conduct thorough assessments to understand the specific WASH needs, cultural practices, and existing resources present in specific communities.
- **Resource mapping:** Evaluate local water sources, sanitation facilities, and hygiene practices to build on existing capacities.
- **Equity and inclusion:** Design WASH activities that are accessible and useable by all community members regardless of age, gender, disability, or socio-economic status.
- **Holistic approach:** Coordinate WASH activities with the Mass Shelter and Accommodation and Food and Non-Food Items service delivery areas and the Health response to ensure an integrated Mass Relief approach.
- **Cultural sensitivity:** WASH activities must be sufficiently flexible to meet the cultural needs and practices of impacted communities.

## WASH provision procurement

Wherever possible, resources are to be sourced locally to reduce transportation times and reduce economic impacts on impacted communities. Where this is not possible, resources should be procured from within domestic supply mechanisms, and internationally if needed.

## Flexibility and adaptability and scalability

Throughout response phases, planning for WASH must adapt based on the needs of impacted communities. It must be responsive to the voices of local response partners and communities alike.

Systems and processes guiding the provision of WASH must be scalable and responsive to demand and challenges faced in resources supply across the response phases.

## Public health and safety

**Safety:** All WASH provisions must conform to New Zealand's regulatory frameworks regarding safe drinking water and appropriate waste management (including wastewater and excreta management). Where applicable, WASH provisions must have appropriate lighting and safety features.

**Packaging:** Water and hygiene provisions packaging must be sturdy; convenient for handling, storage, and distribution; and not hazardous to communities or the environment. Packaging should allow for direct distribution without need for repackaging.



**Sanitation and hygiene:** Public information around the importance of good sanitation and hygiene practices is vital. Public information campaigns must be an integral part of the Mass Relief response around WASH. This needs to account for the following:

- Hand washing and general sanitation practices.
- Protection against water contamination.
- Safe disposal of waste – human (and animal, where possible).

#### **WASH relevance**

WASH distribution must directly address the needs of the impacted population. WASH should focus on the standards required for a dignified existence. The following is a non-exhaustive overview of baseline WASH distribution (some WASH provisions are included within the Non-Food Items provisions):

- Hygiene kits
- Clean water
- Water containers
- Toilet facilities – composting toilets, portaloos
- Shower facilities
- Tools for approved waste disposal
- Safe waste disposal containers
- Handwashing stations

#### **Community engagement and support**

Engagement with impacted communities should gather input, address concerns, mobilise local resources, and support networks to enhance the effectiveness and sustainability of WASH efforts.

#### **Accountability to Impacted communities**

When providing significant amounts of aid, the national and regional response must establish mechanisms which facilitate flexibility and adaptability in WASH provision. Key elements include:

- Community and regional partnership in planning and coordination.
- Transparency in approach and provision of accessible information and regular updates regarding WASH provision and accessibility details.
- Establishment of complaint and response mechanisms to ensure efficient feedback to inform flexibility and adaptability in the aid response.
- Where possible, interventions should be designed to minimise harmful environmental impacts.

## 5.4 Composition of WASH provision

### Food and Non-Food Items Pack Lists

The composition of water and hygiene provisions will be coordinated with the *Food and Non-Food Items Pack Lists*.<sup>14</sup>

WASH provision should be consolidated and provided to support differing shelter arrangements across the response. These may comprise:

- household shelter-in-place
- community-scale support
- large-scale mass shelter and accommodation.

These categories are designed as a guide and can be re-modelled depending on the needs of the response.

The Hygiene pack lists within the *Food and Non-Food Items Pack Lists* can guide the composition of hygiene and sanitation item provisions. Contents can be amended depending on the needs of communities and the scale of the response.

Refer to *Food and Non-Food Items Pack Lists*<sup>14</sup> for further detail.

## 5.5 WASH minimum standards

Table 3 outlines a set of minimum humanitarian standards that the response should aim to meet when implementing WASH provision in a catastrophic event (referenced from the [Sphere Handbook 2018](#)).

**Table 3 Minimum standards for implementation of WASH**

WASH activity	Minimum standard
Drinking Water	2.5 – 3L per person per day
Water for Hygiene Practices	2 – 6L per person per day
Water for Basic Cooking	3 – 6L per person per day
Total Basic Water	7.5 – 15L per person per day
Soap (Personal Hygiene/Bathing)	250g per person per month
Soap (Laundry)	100g per person per month
Shared Toilets	Minimum 1 Toilet per 20 people
Maximum distance between dwelling and shared toilet	50 metres
Maximum number of people per water tap source (7.5L/minute)	250
Max number of people per hand pump (17L/minute)	500

<sup>14</sup> This is a draft working NCMC document maintained by NEMA which is not publicly available.

Maximum number of people per laundry facility	100
Maximum number of people per bathing facility	50

## Appendix A List of Acronyms and Initialisms

<b>A</b>	
aNWCG	Alternate National Welfare Coordination Group
<b>C</b>	
CDEM	Civil Defence Emergency Management
<b>F</b>	
FMCG	Fast Moving Consumer Goods
<b>I</b>	
INGO	International Non-Government Organisation
<b>M</b>	
MBIE	Ministry of Business, Innovation and Employment
MBIE-TAS	Ministry of Business, Innovation and Employment Temporary Accommodation Service
MoU	Memorandum of Cooperation
<b>N</b>	
NCMC	National Crisis Management Centre
NEMA	National Emergency Management Agency
NGO	Non-Government Organisation
NWCG	National Welfare Coordination Group
<b>P</b>	
PBNA	Population-Based Needs Assessment
<b>S</b>	
SA	Statistical Area
<b>W</b>	
WASH	Water Supply, Sanitation and Hygiene Promotion





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