



# **PARTNERSHIP FRAMEWORK – SAFER WALKING (WANDER) SAR**

***‘Supporting, educating and reducing the risk of people that, potentially or actually, get lost or go missing due to cognitive impairment in NZ’***

**May 2013**



## A Partnership Framework

***'Supporting, educating and reducing the risk of people that, potentially or actually, get lost or go missing due to cognitive impairment in NZ'***

### **Purpose Statement:**

The purpose of developing this 'Safer Walking' strategy is to enhance connectivity and awareness of the 'safer walking' (known by SAR agencies as 'wander') sector in order to achieve greater alignment and coordination in the support and provision of services for people with cognitive impairment who potentially and actually get lost or go missing.

### **Executive Summary:**

- In 2008 there were 40,000+ dementia cases, increasing at 12,000+ each year.
- By 2026 this will increase to over 74,000
- By 2050 this will be 150,000 cases increasing by nearly 45,000 each year.
- According to the Alzheimer's New Zealand 'Dementia Economic Impact Report 2008' the total cost of dementia in New Zealand was estimated at \$712.9M with a global trend of dementia cases doubling every 20 years.
- 13% of all land based searches (SAROP's) are Dementia or other form of cognitive impairment related (people with who get lost or go missing) (260 cases per year).
- There are an unknown quantity of unreported cases where a person with a cognitive impairment that got lost or went missing that didn't reach formal SAROP status due to the missing person being located by whanau, community or carer service.
- There are a broad range of tools being used through various service delivery models around NZ which appear to dilute the advantages of a collective, aligned effort.
- In considering the location of formal SAROP cases where a person with cognitive impairment who has got lost or gone missing, the most significant areas of activity appear to be in urban cities.
- There are a broad range of stakeholders involved in the 'safer walking sector' with no lead regulatory / statutory authority for direct responsibility or oversight (or funding of) the 'safer walking sector'. On further investigation, this appears to be as a result of ' issues surrounding people with cognitive impairment who get lost or go missing, being fragmented into a range of governmental and non-governmental efforts across NZ Police, Ministry of Health, NZSAR, LandSAR, Alzheimer's NZ, Autism NZ, IHC, Red Cross and others.
- Because there is no 'lead agency' or established 'governance model' there is a national inability to collectively, across the agencies names above, drive a consistent service delivery model across NZ to address this important challenge.
- Development of a partnership framework may provide a platform/blueprint for 'safer walking sector' agencies to work more collectively to support people with cognitive impairment who may get lost or go missing.

# Safer Walking Partnership Framework - Explained

## 1. Leadership, Collaboration, Governance

At the core of the partnership framework is the need for the 'safer walking' sector to provide collective leadership through the application of effective governance and the exercising of collaboration.

The governance group's remit should include oversight of the effective achievement of the partnership framework's key goals, review of progress against each goal, and, where warranted, evolution of the key goals.

## 2. Safer Walking Partnership Framework – Key Goals:

- To reduce the likelihood that 'people with cognitive impairment' will move out of a safe environment
- To ensure readiness of whanau, carers and response agencies should a response be required.
- To locate and return the affected person(s) to most appropriate place as quickly as possible
- To learn from experiences, collective thinking and research to enhance 'safer walking' sector capability

### Therefore, 'safer walking' stakeholders need to:

- a) **Identify, Educate and Inform** individuals, whanau, the community and industry organisations of the risk of people getting lost or going missing due to cognitive impairment and how the likelihood of this occurring may be reduced.
- b) **Prepare** whanau, the community and industry organisations to respond in the event of an individual with cognitive impairment getting lost or going missing.
- c) **Respond** using the capability of the sector to locate and return the missing person
- d) **Capture and share** information across the safer walking sector in the pursuit of continuous improvement.

## 3. An effective collective approach will offset key challenges/causal factors:

- Affected person(s) in an insecure or unprepared environment, or, insufficient supervision/monitoring in place.
- Unorganised or uncoordinated training, equipment, systems and processes for what to do when a person with cognitive impairment gets lost or goes missing.
- Inability to respond effectively due to EMS activation delay, lack of tracking device or limited informant data.
- Lack of information sharing across the sector to enhance reduction, readiness and response

## 4. Stakeholder Groups supporting an effective partnership framework:

Affected Individuals, Emergency Services, Whanau, Carers & Community, specialist NGO groups, government agencies.

# PARTNERSHIP FRAMEWORK – SUPPORTING ‘SAFE WALKING’

*‘Supporting, educating and reducing the risk of people that, potentially or actually, get lost or go missing due to cognitive impairment in NZ’.*



## 1. Leadership, Collaboration, Governance

<b>Goal:</b>	A solution that provides the 'safer walking' sector with a peak body or council that facilitates collective leadership through the application of effective governance and the exercising of collaboration.	<b>Leadership Collaboration Governance</b>
<b>Challenges:</b>	<ul style="list-style-type: none"> <li>• Individual agency parochialism</li> <li>• Varied levels of willingness to collaborate</li> <li>• No 'obvious' parent body for such a group to align itself with</li> <li>• Views by government ministries that the 'safer walking' issue doesn't sit neatly with any specific agency but all agree the issue is of interest to such agencies.</li> </ul>	
<b>Identified Stakeholders:</b>	All sector agencies with an interest in 'safer walking'	

Reference	Recommended Development / Solutions	Commentary
1.1	<ul style="list-style-type: none"> <li>• Formation of a national stakeholder reference group (SRG) consisting of representatives of NZ Police, Autism NZ, Alzheimer's NZ, IHC, Ministry of Health, Red Cross, NZDSN, LandSAR NZ and any other agreed national organisations.</li> <li>• Focus of the SRG would be to a) 'own' the Safer Walking Partnership Framework/Strategy, b) be a collective voice representing the interests of cognitively impaired individuals that may get lost or go missing, c) provide position statements / best practice statements for critical elements of 'safer walking' such as processes for identifying and providing people with the potential to get lost or go missing (and their families, carers and community) with education and awareness to keep them safe / low risk, provision of position statements regarding the use of tracking resources and tools in NZ (what, who, how etc).</li> <li>• The above areas generally focus on "Reduction" and "Readiness" in terms of the Safer Walking Partnership Framework however such activity will enhance the ability of NZ Police to lead the "Response" activities by reducing the volume of SAR cases and/or for those that do get lost or go missing, reduce location time by being better prepared.</li> </ul>	<p>The reason for this proposal is that the 'safer walking' sector currently sits in a space that doesn't align it to any one group nationally. As a result of this, there is a lack of funding going in to the issue of people with cognitive impairment getting lost or going missing, a lack of cohesion in providing potential victims or their whanau with education and awareness and a lack of alignment in provision of tracking services.</p> <p>By establishing a new stakeholder reference group, it can allow a collective approach to developing business cases for support for this challenge and to offer the regional providers of education, awareness and tracking services a direct peak body to align with which will drive enhanced alignment across NZ over time.</p> <p>Within the work plan of the SRG it may be that organisations that are part of the service either volunteer or are funded to undertake various elements of development on behalf of the group (where they have specific expertise).</p> <p>The SRG development will be supported by NZSAR for the next 2-3 years however it is agreed among stakeholders this may change as needed to meet the needs of the SRG in the future.</p>

## 2. Reduction

<b>Goal:</b>	To reduce the likelihood that 'people with cognitive impairment' will move out of a safe environment	Reduction
<b>Challenges:</b>	<ul style="list-style-type: none"> <li>• People with cognitive impairment not supported with safe living environment.</li> <li>• "It is not an issue of who does it... it is an issue of who funds it!"</li> <li>• How are 'people who have cognitive impairment who have the potential to get lost or go missing' identified in the first place? Don't generally show risk factors when initially diagnosed. At what point can a person with cognitive impairment who has the 'potential' to get lost or go missing be referred to support services (tracking, access to information for whanau to ensure safe living environment etc)</li> <li>• Challenges with getting information to families and carers of people living with cognitive impairment who could potentially get lost or go missing.</li> <li>• In reality we can't reduce to 0, always an inherent risk, need to target the major gain opportunities (NZ's urban areas are highest wander volume).</li> <li>• Sector acceptance of collective thinking / shared resources, willingness to collaborate</li> <li>• Understanding who the sector is and communicating with the sector</li> <li>• Resources and finance – who will fund the education and awareness resources etc?</li> <li>• Cultural challenges – not one shoe fits all, need to consider cultural elements in targeting information and awareness</li> <li>• Commercialism and the impact this has on capability of rest homes – is there willingness to engage in reduction initiatives by the carer industry?</li> </ul>	
<b>Identified Stakeholders:</b>	GP's, Alzheimer's NZ, Red Cross, Autism NZ, IHC, DHB services, NZDSN	

Reference	Recommended Development / Solutions	Commentary
2.1	Integrate in existing prevention and education plans already run by Health and drive safer walking strategy into the existing health effort into elderly (already education and awareness channels and stakeholder capacity to use).	There are already information, education and support services provided to cognitively impaired individuals and their whanau. If the collective safer walking sector could provide these 'outlets' with materials they could get to the desired target market.
2.2	Have GP's or local Alzheimer's/Autism/IHC staff complete a risk assessment on each person diagnosed with a cognitive impairment to assess their risk of getting lost or going missing and then, where there is a risk, refer to appropriate local service provider for support (access services identified on the Dementia Pathway currently under development by MoH).	A risk assessment process would allow for appropriate support to be engaged relative to the needs of each individual diagnosed with a cognitive impairment.
2.3	Stock take of existing resources and, depending on outcome, development of collective education and awareness materials to support safe living environment with focus on reducing the event of people with cognitive impairment getting lost or going missing (similar to water safety code – collective across all agencies).	There needs to be resources available that provide whanau or carers with important risk management education and support for people with cognitive impairment who have the potential to get lost or go missing. This could be a joint project across the sector to create a consistent range of resources (consistent messaging)

### 3. Readiness

<b>Goal:</b>	To ensure readiness of whanau, carers and response agencies should a response be required.	Readiness
<b>Challenges:</b>	<ul style="list-style-type: none"> <li>• Unorganised or uncoordinated training, equipment, systems and processes for what to do when a person gets lost or goes missing.</li> <li>• Lack of system, procedures and people in place to respond</li> <li>• Communication and cohesion among range of service providers</li> <li>• Resources / Finance – no clear income stream</li> <li>• Limited role clarity driving attitude of “not my job”</li> <li>• Lack of national consistency and support</li> <li>• ‘Hero’ complex – empire building mentality (lack of cooperation, impacts on project resilience)</li> <li>• Death of volunteerism – reducing volunteer capacity</li> <li>• Lack of clarity in governance / responsibility (who will drive national standards?)</li> <li>• Over Investment – investment in the wrong places – need to match risk and risk treatment</li> </ul>	
<b>Identified Stakeholders:</b>	Alzheimer’s NZ, Autism NZ, IHC, Red Cross, LandSAR, NZ Police, MoH, MSD, NZDSN	
<b>Reference Document:</b>	Aikman, R (2012). <i>An evaluation of the efficacy of people location systems for cognitively impaired individuals in NZ</i> . MBA Research Project – The University of Auckland Business School.	

Reference	Recommended Development / Solutions	Commentary
3.1	<p>Support the establishment of localised stakeholder reference groups to provide tracking devices for cognitively impaired individuals that require such support.</p> <p>Such reference groups would essentially be regional structures that allow funding to be received and resources/services provided (and managed).</p>	In setting up a localised stakeholder reference group, it is recommended that any documentation supports alignment of the localised stakeholder reference group to the national SRG (NZCITS). This will assist with obtaining funds and with aligning the service delivery model. In some areas where there is an effective model in place, these should continue although such groups / providers should work towards being aligned with the national SRG.
3.2	Promote sector wide understanding of the roles of each agency across the Safer Walking Partnership Framework.	This involves each stakeholder promoting / communicating the Wander Partnership Framework within their organisations to encourage localised uptake of the framework’s key goals.
3.3	Develop, and promote across the sector, Standard Operating Procedures (SOP’s) for management of situations where a person with cognitive impairment gets lost or goes missing.	This could be a joint NZ Police, LandSAR, sector NGO project to gain agreement on SOPs which are then implemented nationally.
3.4	Develop sector agreement and an effective supply chain for the most appropriate people locative solutions for use in New Zealand.	Over time, to achieve enhanced cohesion, there needs to be greater alignment of people locative solutions
3.5	Ensure access and provision of specific ‘ training programmes relating to people with cognitive impairment who get lost or go missing across the stakeholder band width including NZ Police, LandSAR, Alzheimer’s NZ, Autism NZ, IHC & residential care facilities.	‘Training specific to people with cognitive impairment who get lost or go missing’ developed and implemented nationally would enhance role clarity leading to better preparedness – which is likely to enhance potential response services when required.

#### 4. Response

<b>Goal:</b>	To locate and return the affected person(s) to most appropriate place as quickly as possible	Response
<b>Challenges:</b>	<ul style="list-style-type: none"> <li>Inability to respond effectively due to EMS activation delay, lack of tracking device or limited informant data.</li> <li>Lack of consistently provided tracking service to underpin the search response</li> <li>Reluctance to involve NZ Police</li> <li>Societal attitudes / family attitudes / Cultural issues – don't want to ask for help</li> <li>Overwhelming response for assistance (non-trained searchers)</li> <li>Timeliness of activation of EMS (when is it serious enough to call NZ Police?!) </li> <li>Survivability – environment, climate</li> <li>Conflicting priorities of responding group (i.e. other jobs etc)</li> <li>Inter-agency cooperation (Whanau, Police, LandSAR etc)</li> <li>Too many cases yet in some ways not enough (in terms of gaining priority in terms of funding)</li> <li>Technology is changing very quickly making it hard to invest...vs No technology or using traditional methodologies to respond!</li> </ul>	
<b>Identified Stakeholders:</b>	NZ Police, LandSAR, NZSAR, Carers, Rest Homes, Whanau/Community, NGO's, NZDSN	

Reference	Recommended Development / Solutions	Commentary
4.1	NZ Police SOP's for SAR incidents remain core response protocol for missing people. Over time, there is a desire of the wider SRG to work with NZ Police to align the response protocols across NZ (i.e. where there is interface between NZ Police and other agencies supporting the response process.	NZ Police are the statutory authority for response to missing persons in NZ.  There are technical expertise within other agencies (such as Alzheimer's NZ, Autism NZ, IHC, LandSAR etc) that can offer important insights into incidents and issues surrounding people with cognitive impairment who get lost or go missing.. It is recommended that the NZ Police continue to engage with such groups in refining best practice SOP's for responding to incidents where the missing person has a cognitive impairment
4.2	Develop streamlined communications plan to more effectively mobilise communities through media messaging (i.e. use of radio, social networking or TV to rapidly expand the alertness of the wider community to the missing person.	In trying to return a missing person as promptly as possible, activating a communications plan may allow 'non-searchers' to support search agencies by knowing the description of the missing person and last known location. If these were transmitted on radio stations, on local NZ Police twitter accounts which other groups can subscribe to feeds from it may reduce search times in many incidents.
4.3	Ensure each regional tracking service has an agreed SOP with the local NZ Police to access and activate tracking devices in a search situation in a timely and efficient manner.	It is recommended that a national template SOP be developed and used to underpin operations between agencies at a local level. Aligned tools and resources will assist with this approach.

## 5. Recovery

<b>Goal:</b>	To learn from experiences, collective thinking and research to enhance performance across all key goal areas of this framework.	Recovery
<b>Challenges:</b>	<ul style="list-style-type: none"> <li>• Lack of information sharing across the sector to enhance reduction, readiness and response</li> <li>• Resources available to invest time/people in to debrief activities</li> <li>• Allowing time /opportunity to improve</li> <li>• Allocating responsibility for 'lessons learned'</li> <li>• Useful monitoring of information and sharing of information between agencies/stakeholders right across 'safer walking' sector</li> </ul>	
<b>Identified Stakeholders:</b>	All sector agencies with an interest in managing people with cognitive impairment who have the potential to get lost or go missing.	

Reference	Recommended Development / Solutions	Commentary
5.1	Develop method/system for capturing lessons learned and make that information available to interested / relevant people or groups. Information needs to be shared on the ground at a local level (see 5.2) but also fed into the national network to enhance the wider sector.	Possible options could be that one agency will agree to maintain a national 'Safer Walking' learning's log which all agencies within the Safer Walking Partnership Framework could submit to with the learning's then disseminated via quarterly E-news, used at the various conferences across SAR sector, Cognitive Impairment sector etc. May be an existing publication that could be used to promote such learning's.
5.2	Specific review (post incident) of the person's circumstances and care arrangements (case by case learning with outcomes used to enhance care arrangements in order to reduce risk of future incidents)	Difficult for NZ Police due to other commitments at the time (i.e. other incidents etc), however, where possible, it would be advantageous to 'unpack' the incident with the carer, whanau, local tracking service to debrief with any learning's being implemented (i.e. earlier 111 activation, better supervision, more timely activation of tracking device and so on).
5.3	Ensure appropriate R and D including testing of new tools and resources before being 'approved' for use by the national governance group.	Reality is that whatever tools are 'adopted' in the short term will become outdated over time. Therefore, agencies need to monitor developments internationally on an on-going basis and test new tools here in NZ before adopting their use. If funding is able to be sourced centrally for devices, this will be a critical leverage point to enhance resource and tool alignment across NZ.
5.4	Formal review of Safer Walking Partnership Framework and the various development / solutions achieved to further enhance the collective achievements of the safer walking sector.	The focus, challenges and recommended development highlighted within this framework will change over time and thus, to ensure the safer walking sector evolves to meet the needs of cognitively impaired people at risk of getting lost or going missing, it should be reviewed periodically by the national governance group.

## 'Safer Walking' Sector Stakeholders

The following organisations / agencies have a known interest in the 'Safer Walking Sector' and have contributed to the development of the 'Safer Walking Partnership Framework - 2013'. As additional organisations are identified, they should be added to this list to enhance the objective of creating greater communication and cohesion across the sector.

Organisation	Contact Person (Feb 2013)	Contact Email Address	Organisation Website
Police National Headquarters	Bruce Johnston	<a href="mailto:Bruce.Johnston@police.govt.nz">Bruce.Johnston@police.govt.nz</a>	<a href="http://www.police.govt.nz/service/sar">www.police.govt.nz/service/sar</a>
Wellington Police	Anthony Harmer	<a href="mailto:Anthony.Harmer@police.govt.nz">Anthony.Harmer@police.govt.nz</a>	<a href="http://www.police.govt.nz/service/sar">www.police.govt.nz/service/sar</a>
Wellington Wander Trust	Ray Harkness	<a href="mailto:rayh@paradise.net.nz">rayh@paradise.net.nz</a>	
Auckland Police	Dean Duthie	<a href="mailto:Dene.Duthie@police.govt.nz">Dene.Duthie@police.govt.nz</a>	<a href="http://www.police.govt.nz/service/sar">www.police.govt.nz/service/sar</a>
Auckland Police	Delaine Halton	<a href="mailto:Delanie.Halton@police.govt.nz">Delanie.Halton@police.govt.nz</a>	<a href="http://www.police.govt.nz/service/sar">www.police.govt.nz/service/sar</a>
Christchurch Police	Ryan O'Rourke	<a href="mailto:Ryan.O'Rourke@police.govt.nz">Ryan.O'Rourke@police.govt.nz</a>	<a href="http://www.police.govt.nz/service/sar">www.police.govt.nz/service/sar</a>
Alzheimer's New Zealand	Catherine Hall	<a href="mailto:catherine.hall@alzheimers.org.nz">catherine.hall@alzheimers.org.nz</a>	<a href="http://www.alzheimers.org.nz/">www.alzheimers.org.nz/</a>
Alzheimer's Canterbury	Darral Campbell	<a href="mailto:Darral@alzcanty.co.nz">Darral@alzcanty.co.nz</a>	<a href="http://www.alzheimers.org.nz/canterbury">http://www.alzheimers.org.nz/canterbury</a>
LandSAR New Zealand	Harry Maher	<a href="mailto:CEO@Landsar.org.nz">CEO@Landsar.org.nz</a>	<a href="http://www.landsar.org.nz">www.landsar.org.nz</a>
LandSAR New Zealand	Pete Corbett	<a href="mailto:pete.corbett@landsar.org.nz">pete.corbett@landsar.org.nz</a>	<a href="http://www.landsar.org.nz">www.landsar.org.nz</a>
NZSAR	Duncan Ferner	<a href="mailto:d.ferner@transport.govt.nz">d.ferner@transport.govt.nz</a>	<a href="http://www.searchandrescuecouncil.org.nz/">www.searchandrescuecouncil.org.nz/</a>
NZSAR	Philip Burgess	<a href="mailto:p.burgess@transport.govt.nz">p.burgess@transport.govt.nz</a>	<a href="http://www.searchandrescuecouncil.org.nz/">www.searchandrescuecouncil.org.nz/</a>
Ministry of Health	Trina TauTau	<a href="mailto:Trina_Tautau@moh.govt.nz">Trina_Tautau@moh.govt.nz</a>	<a href="http://www.health.govt.nz/">http://www.health.govt.nz/</a>
Red Cross New Zealand	Adrienne Transom	<a href="mailto:adrienne.transom@redcross.org.nz">adrienne.transom@redcross.org.nz</a>	<a href="https://www.redcross.org.nz/">https://www.redcross.org.nz/</a>
Autism New Zealand			<a href="http://www.autismnz.org.nz/">www.autismnz.org.nz/</a>
IHC New Zealand /	Sean Stowers	<a href="mailto:Sean.Stowers@IDEA.ORG.NZ">Sean.Stowers@IDEA.ORG.NZ</a>	<a href="http://www.ihc.org.nz/">www.ihc.org.nz/</a> <a href="http://www.nzdsn.org.nz/">www.nzdsn.org.nz/</a>
NZ Disability Support Network	Clare Teague	<a href="mailto:clareteague@nzdsn.org.nz">clareteague@nzdsn.org.nz</a>	<a href="http://www.nzdsn.org.nz">www.nzdsn.org.nz</a>
NZ Disability Support Network	Matt Frost	<a href="mailto:mattf@nzdsn.org.nz">mattf@nzdsn.org.nz</a>	<a href="http://www.nzdsn.org.nz">www.nzdsn.org.nz</a>
IDEA / IHC	Sharon Brandford	<a href="mailto:sharon.brandford@idea.org.nz">sharon.brandford@idea.org.nz</a>	<a href="http://www.ihc.org.nz">www.ihc.org.nz</a>

### National Stakeholder Reference Group – Roles (self identified) of participating organisations

Organisation	Leadership / Advocacy	Reduction	Readiness	Response	Recovery
NZSAR	Partner in the governance and leadership of the strategy (convene meetings, invest seed funding to support meetings and contractors to set up strategy).	From the involvement outlined under 'leadership/advocacy' provision of guidelines, templates to support reduction strategies.	From the involvement outlined under 'leadership/advocacy' provision of guidelines, templates to support readiness strategies.	From the involvement outlined under 'leadership/advocacy' provision of guidelines, templates to support response strategies.	From the involvement outlined under 'leadership/advocacy' provision of guidelines, templates to support recovery strategies.
NZ Police	Partner in the governance and leadership of the strategy.	Assist partners to ID best practice and communicate out through police network.	Engage with stakeholders to promote continuous improvement or readiness activity.	Lead agency for missing persons (Cat 1). Lead formal response activity.	Debrief incidents and share appropriate information and findings with others to enhance future response activity.
IDEA / IHC	Partner in the governance and leadership of the strategy. Investment into further research.	Sharing of existing risk management tools and risk mitigations (passive and active devices to promote safe walking),	Participate in local groups.	No role identified.	Sharing of debrief reports, provide communications resource to support cross-sector newsletter (or similar).
Alzheimer's NZ	Partner in the governance and leadership of the strategy.	To be confirmed.	To be confirmed.	To be confirmed.	To be confirmed.
MoH	Partner in the governance and leadership of the strategy.	Supporting network development to enhance awareness and risk reduction.	Supporting family / carers and services to be ready to respond with education and information.	Support role	Support role and partnership to develop local networks for sharing information.
LandSAR	Partner in the governance and leadership of the strategy.	No significant role.	Local SAR readiness for responders (no role in readiness for the potential 'walker').	Lead response resource supporting NZ Police.	Provision of data as agreed.
NZ DSN	Disability sector leadership – act on behalf of member base,	Support communication to member organisations.	Promote best practice within disability sector.	No identified role.	No identified role.