

Safe Communities Foundation New Zealand

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Tauranga City Council International Safe Community Application for Designation & Site Visit Report

April, 2008

Safe Communities Foundation New Zealand (SCFNZ)

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Certifying Centre of the WHO Safe Community Network;

Affiliate Safe Community Support Centre of the WHO Collaborating Centre on Community Safety Promotion; &
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Application & Site Visit Report

Name of Community: Tauranga, New Zealand

Date of Site visit: 1st April, 2008

Reported: Dr Carolyn Coggan, Director,
Certifying Centre for Safe Community,
Auckland, New Zealand

Participating Experts for Site visit:

Dr Carolyn Coggan – Director Safe Communities Foundation NZ
Laurie Gabites - Trustee SCFNZ & Community Safety Manager – Wellington City Council
Geoff Wilson – Manager, NZIPS Secretariat (ACC)
Cristy Trewartha - Community Action Fund Advisor, Ministry of Social Development
Cathy Bruce - Project Manager Local Government at Alcohol Advisory Council of New Zealand
Jason Hope - ACC Team Manager Injury Prevention

Working Program:

Objectives of activity: Assessment of safe community in Tauranga, based upon the criteria for designation as a member of the International Safe Community Network.

Morning: Session 1: opportunity for members of site visit review team to meet to review procedures and to raise any relevant issues for further discussion.

 Session 2: introductions, initial question and response session between site visit review team and members from Safe Tauranga Community.

 Session 3: presentations from selected sector groups – Family Violence; Crime Prevention; Falls Prevention.

Lunch: Session 4: Cornerstone Pub – presentation from Alcohol sector

Afternoon: Session 5: Road Trip – Port of Tauranga (workplace safety); Surf Lifesaving (water safety); Summer Activity Task Force (New Years Eve at the Mount); Road Safety ('i Save the World' Papamoa School).

Overview:

The City of Tauranga is in the Bay of Plenty region of the North East coast, North Island, New Zealand. It is located at the head of a large harbour which extends along the western Bay of Plenty and is protected by Matakana Island. Due to its sheltered position Tauranga enjoys a warm dry climate which has made it a popular location to retire to. Additionally, during the summer months the population swells when holiday makers descend on the region. The Port of Tauranga is New Zealand's biggest export port handling much of the North Island's logs, dairy produce and other goods. Tauranga is one of the fastest growing districts in the country; in 2006 the usually resident population count for Tauranga City Council was 103,635 a change of 14% since 2001 whereas the population for New Zealand increased by 5.4% over the same period. Statistics New Zealand projects the population will climb to 113,900 by 2011 and to 131,300 by 2021.

Between 1993 and 1999 there were 277 deaths resulting from injury, the leading causes being suicide (34%) followed by motor vehicle crashes (27%), and falls (17%). Males accounted for the majority (68%) of these fatalities. Using Accident Compensation Corporation (ACC) data the volume of new claims shows an increase of 7.5% to 4,433 in the year ending 30th June 2007. This represents a cumulative 52% increase in the last five years. Thirty seven percent of the new claims were for slips, trips and loss of balance. Strenuous movement with lifting (13%) and strenuous movement without lifting (9%) accounted for another 22%, and 5% resulted from fighting or contact with another person. In addition, 30 claims from animal bites and kicks were made in this period. New Zealand Health Information Service (NZHIS) injury hospitalization data for the period 1993-2003 indicates that across all ages falls (37%) were the leading cause of hospitalisation, followed by motor vehicle crashes (11%), cutting and piercing (8%) attempted suicide/deliberate self harm (6%) striking an object or person (6%) and cycle crashes (4%). Total reported crime in the Western Bay of Plenty Police Area reduced by 8.7% for the fiscal year ending June 30th 2007 compared to the same period in 2006. However the frequency of serious and fatal crashes is a concern for Police, with 16 people killed in fatal crashes in the 2006-2007 period.

The Tauranga City Safe City project began in 2006 with the first step being the formation of a strong partnership which included Tauranga City Council (TCC), ACC, Bay of Plenty District Health Board (BOPDHB) and Fulton Hogan (private industry partner). The TCC sourced funding from these partners for a period of two years for the commencement of the project. In June of 2006 the TCC contracted the services of a project Coordinator to: identify and engage members of the community in the Tauranga City Council area; manage and direct the implementation of the Tauranga Safe City (TSC) Project; and support the specific goals of the coalition partners and the Tauranga Safe City Steering Committee.

The project's main aim was to make Tauranga City a 'safe place to live, work and play in' through forming and supporting a sustainable infrastructure based on partnership and collaboration, that actively contributes to the reduction in the incidence and severity of injury and other related harm. The objectives set out in the Safe City Strategic Plan are:

- To improve the evidence base for injury prevention action through the monitoring of injury issues in Tauranga City;
- Identify and support effective injury prevention and community safety programmes that address the highest priority areas of concern;
- Identifying opportunities for intervention; Partnerships, Collaboration, Advocacy;
- Networking: developing relationships with coalition partners;
- Achieve International Safe Communities accreditation.

At the same time Tauranga City also had a Crime Prevention Plan and a Crime Prevention Steering Group and implementation and monitoring of this Plan is currently done by staff in the Environmental Monitoring team at TCC on an 'over-and above' basis within existing duties. There are significant overlaps in priority focus areas of the Crime Prevention and Tauranga Safe City projects and for the 2008-2010 period, TCC has approved the amalgamation of these two projects. The TCC has also agreed to take responsibility for the governance of the project and day to day management of the coordinator and the implementation of the Strategic Plans. The TCC plans to establish a joint reference group to provide strategic oversight that will be known as the Tauranga Safe City Leadership Forum. This forum will meet periodically to advise, monitor and support the two plans. Members of the Leadership Forum will be: TCC; Tauranga Police; BOPDHB; ACC; Fulton Hogan; and Ministry of Justice (MoJ). This proposed structure showing funding, structure and governance is well laid out in a diagram on page 17 of the TCC application for designation as an International Safe Community.

The application was beautifully and thoughtfully put together, with a number of great photos and a novel layout documenting how all the criteria have been addressed and/or will be under the different priority areas for Safe Tauranga. Both in the application, and during the site visit, the time and effort that had gone into establishing the governance structure for Safe City Tauranga was evident. As discussed, this of course influenced the number of initiatives currently up and running but during the site visit it was evident that the planning for further initiatives was well underway. The novel approach adopted by Tauranga in the presentation of their application has proved to be a good way for them to provide details on how each priority area has addressed the six International Safe Communities' criteria required for designation. The remainder of this report provides details related to both the application and site visit on how TCC met each of the six criteria for designation as an International Safe Community.

Criteria 1: To achieve criteria 1 safe communities must have an infrastructure based on partnership and collaborations, governed by a cross-sectional group that is responsible for safety promotion in the region:

The Tauranga Safe City programme began in 2006 with the formation of a strong funding and governance partnership between the Tauranga City Council (TCC), Bay of Plenty District Health Board (BOPDHB), Fulton Hogan (private industry partner), and Accident Compensation Corporation (ACC). The site visit reinforced the view that the unique partnership has been critical to the success of the Tauranga Safe City programme. As was clearly demonstrated both in the application and during the site visit, the current funding partners have agreed to extend their funding for a further two years although BOPDHB, ACC and Fulton Hogan do not wish to continue in an active governance role after June 2008. The TCC has agreed to take responsibility for the governance of the project and day to day management of the coordinator and the implementation of the strategic plans from June 2008 onwards. These changes bode well for the sustainability of Safe Tauranga. As stated by Pat Heydon, the ACC strategic partner representative, *"today, really is a milestone that's come about by the planting of a safety seed for Tauranga and its people. This seed has been fertilized by forward thinking, proactive organisations, Tauranga City Council, Bay of Plenty DHB, Fulton Hogan, ACC and Safe Communities Foundation"*.

In the application, a very comprehensive structure for Tauranga Safe City and Crime Prevention Project (detailed on page 17) has been developed and will be in place after June 2008. The TCC plan to establish a joint reference group to provide strategic oversight that will be known as the Tauranga Safe City Leadership Forum. The details provided in the application related to the governance structure, both past and future, are very comprehensive and provide an excellent model of the cooperation that can be achieved between TLAs, government agencies and the private business sector. The strength of this governance structure was evident throughout the site visit. However, the plan by the council to establish a joint reference group, the Tauranga Safe City Leadership Forum, to provide strategic oversight will be important for ongoing implementation of safety initiatives throughout Tauranga.

Additionally, the Tauranga Safe City Coalition and the Crime Prevention Forum networks will be combined into one large Tauranga Safe City Coalition, recognising that specific activities are occurring within sector partnerships and informal collaborative projects. The Tauranga Safe City Coalition will meet twice a year.

The original Tauranga Safe City Strategic Plan was endorsed by the Tauranga Safe City Coalition – an unstructured and informal collective of agencies engaged in crime prevention and community safety activities. The coalition met twice a year. The project was governed by a Steering Committee, an ad hoc unincorporated committee, comprised of representatives from the funding partners. Since the commencement of the project the Steering Committee has met monthly. The Tauranga Safe City Coordinator was engaged under contract by TCC on behalf of the Steering Committee for three days a week to implement the Strategic Plan.

During the preparatory stage of the project the Steering Committee identified six priority areas; water safety, road safety, workplace safety, falls prevention, alcohol/street violence and suicide. Subsequently family violence was added to the priority areas. As previously mentioned, crime prevention was already a priority area for TCC.

Due to the novel approach of the Tauranga application, each priority area also has a section related to criteria one. This has provided this application with a more extensive view of the parties involved in addressing alcohol and street violence (section 4), crime prevention (section 5), family violence (section 6), older people's fall prevention (section 7), road safety (section 8), suicide prevention (section 9), water-safety (section 10) and workplace safety (section 11). For each priority area, relevant government and community organisations/groups involved are identified and, where relevant, their role/contribution is outlined. This is a real strength of this application and the Tauranga Safe City Coordinator together with the Steering Committee are to be highly commended for their efforts. Letters of support from the Mayor and Sponsors included in the application provide further evidence of the support and cooperation occurring in Tauranga City.

The considerable expertise and experience of the Tauranga Safe City Coordinator has strengthened the levels of partnerships and collaborations already achieved. It is pleasing that the coordinator position will continue on a fixed term contract for the 2008-10 period. It was encouraging to note that the mayor in his letter of support commented that *"Tauranga Safe City does not only enables us to meet the statutory requirements outlined in the Local Government Act 2002, it is also a focal point for introducing community safety principles and practice into the Council's strategic plans"*. During the site visit, it was also pleasing to observe the interest and support from key Council staff for Safe Tauranga.

Criteria 2: Safe communities must have long-term sustainable programmes covering both genders and all ages, environments and situations.

As previously mentioned, the Tauranga application for designation has been divided into eight distinct priority areas and each criteria has been addressed within these areas. The priority areas are: alcohol and street violence; crime prevention; family violence; older people's fall prevention; road safety; suicide prevention; water safety; and workplace safety. These priority areas have been based on the available evidence. The strength of such a novel approach is that it provides detailed information related to current and future safety initiatives within each of the eight priority areas. However, a challenge with this approach is distinguishing the reach of the individual initiatives. As was to be expected at this stage of development, some of the priority areas had more initiatives currently underway than others.

The following are initiatives identified in the application under the eight priority areas and an indication of their current status:

Alcohol and Street Violence:

Liquor Licensing activities:	Current
⇒ Analysis of alcolink data & relevant police statistics	
⇒ Implementation of graduated response model;	
⇒ Training & information for licensees etc;	
⇒ Enforcement action and referrals	
Bar Code	Current
Licensee Information & Training Forum	June 2007
Off-license Accord	Current
Place Management	Current
Alcohol Action and Health	Current
⇒ Targeted programmes & 'campaigns'	
⇒ Raising community awareness & responsiveness	
⇒ 'Think ... consequences' campaign & parent pack	May 2007
Moderating Our Drinking Squad	Current
Youth Access to Alcohol	Current

Crime Prevention:

Youth Offending & reoffending	Current
⇒ Resilience & positive outcomes for youth	
⇒ Community work	
⇒ Shoplifting	
⇒ Graffiti & tagging	
Property and Theft	Current
⇒ Neighbourhood Support	
⇒ Community Patrols	
⇒ CPTED training	
Alcohol and Drugs	Current

⇒ Youth access to alcohol	
⇒ Think consequences campaign – parent pack	
⇒ Street violence & other harm, including MOD squad campaign & summer passports	
⇒ Liquor licensing & enforcement;	
⇒ Drinking environments, including CPTED	
Family violence	Annual events
⇒ Public awareness campaigns, including ‘White Ribbon’ & ‘Blow the Whistle on Violence’	
Family Violence:	
Tauranga Moana Abuse Prevention Strategy (TMAPS) initiatives	Current
⇒ Case Management	
⇒ Family Violence Network	
White Ribbon Campaign	Annually
Blow the Whistle on Violence Campaign	Sept/October 2007
Shakti Ethnic Women’s Support Group	Current
Older People’s Fall Prevention:	
Medical, diagnosed high-risk rehabilitation services	Current
Otago Exercise Programme	Current
Tai Chi	Current
City on its Feet	Current
Safe Design within the home	Current
Injury Prevention Through Environmental Design (IPTED)	Proposed
Road Safety:	
Reduce number of drink drive offences & drug & alcohol related crashes	Current
Drive to the Conditions	Current
Child restraints	Current
Intersection behaviour	Current
Safe Cycling	Current
Youth and community activities	Current
Road Safety around schools	Current
School Travel Plans & Safer Routes Projects	Current
Suicide Prevention:	Proposed
Water Safety:	
Surf beaches	Current
Boating	Current
Swim for Life	Current
Private Pool safety compliance	Current

Workplace Safety:

Residential building	Current
Road Safety	Current
Manufacturing	Current
Horticulture	Current
Awards	Annually
Passport to Safety	Proposed

As discussed at the site visit, SCFNZ strongly recommends the use of a table which provides details related to: name of initiative, what it addresses, target population, length of operation, reach, results and partners. Although currently not a requirement for accreditation, international changes to the process for accreditation (currently under review) will result in this information being a requirement for all future applications.

It is acknowledged that in seven of the eight Tauranga priority areas considerable evidence of activities undertaken or planned in Tauranga City was provided. The exception was in the suicide prevention area, which is recognised as a challenge for all communities. With the launch of the New Zealand Suicide Prevention National Action Plan 2008-2012 in March 2008, this should now provide a framework for action by community groups. Tauranga is however to be commended for at least recognising the importance of including suicide prevention in its strategic plan.

The site visit provided a wonderful opportunity to see the enthusiasm and commitment from a wide range of community stakeholders. The challenges being faced by those groups working to reduce crime and family violence were evident, yet the level of achievement through their collaborative efforts was outstanding. Similarly the efforts to improve workplace safety on the Ports and those related to alcohol, particularly in and around the Strand, were very commendable. The site visit concluded with series of road safety presentations at Papamoa School. It was exciting to see the enthusiasm of all involved.

It was pleasing to note that the Tauranga Safe City Strategic Plan 2006-2010, included in the appendices, links the objectives of the International Safe Community's six criteria to those of the New Zealand Injury Prevention Strategy. This Tauranga Safe City Strategic Plan provides both regional and national links to community safety. Similarly included in the appendices is the Tauranga Crime Prevention Plan: Working towards reducing and preventing crime in Tauranga for the period 2007-2012. This is an extremely comprehensive and detailed strategic plan and will support ongoing community safety for Tauranga. Both of these plans provide excellent models for other communities wishing to improve community safety in a coordinated way.

Criteria 3 – Programmes that target high-risk groups and environments

In the application, high risk groups and environments were identified for each of the eight priority areas. The high risk groups and environments identified under the alcohol and street violence were extremely comprehensive and some interesting initiatives have been developed to address teenage drink driving, older male drink drive and vulnerable groups such as young women binge drinking and women and children experiencing family violence. High risk environments were also identified, including the Strand and New Year's Eve festivities. High risk groups and environments identified for road safety were also comprehensive and an excellent case study of the safety initiatives at Papamoa School was included. Details relating to many of these issues were discussed throughout the site visit and the challenges and opportunities were highlighted.

In the application, the high risk groups and environments were also listed for crime prevention and included creating safer public places and spaces, support for crime-free and violence-free homes and families, young people and alcohol-related harm, however no details were provided. Similarly for family violence, three high risk groups were identified: women and children in abusive relationships, other victims of family violence and perpetrators of family violence, again no details were provided. Quite appropriately the application highlighted that the initiatives identified under criteria 2 apply to criteria 3 for the old people's falls prevention priority area.

While high risk groups were identified under suicide, water safety and workplace safety no specific initiatives have, as yet, been implemented. It is appreciated that much time has been spent developing the governance structures for the future and that initiatives to address these high risk areas that have been appropriately identified will be developed. It is also appreciated that the way this application has been presented has meant that Criteria 3 was mentioned in every priority area rather than a selected few.

Criteria 4 - Documentation of the frequency and causes of injuries

The introduction and demographics section of this application provided a very comprehensive documentation of the data on the extent, cause and costs of injuries and crimes in Tauranga. This section is excellent and once again the coordinator, steering group and strategic partners are to be commended. It was pleasing to note that both the strengths and limitations of the data sources were identified in the application and further discussed during the site visit.

Additionally, within each of the eight priority areas criteria 4 was further addressed. For example, under alcohol and street violence, reference was made to how the analysis of alcoholink data and crime statistics inform the targeting and implementation of community-based programmes. Similarly, crime prevention statistics are available for Tauranga as is data on the incidence and prevalence of family violence. The way that the Tauranga Moana Abuse Prevention Strategy links its priorities to family violence issues was outlined in the application. The strength of the evidence-based approach adopted by TMAPS was ably demonstrated during the site visit. The challenges associated with attracting sufficient funding to address the frequency and causes of family violence in Tauranga was also highlighted during the site visit.

With regard to falls prevention, data from both ACC and the BoPDHB were used. A variety of data sources informed road safety initiatives (LTNZ, ACC, Police, Transit NZ, and Western Bay Joint Road Safety Committee). Data had also been collected which clearly identifies suicide as an important issue for Tauranga. This information was included in both the priority area section and in section two (introduction and demographics of the application). Information on drowning was provided by Water Safety NZ, Environment Bay of Plenty Harbourmaster, Surf Life Saving Bay of Plenty and Coastguard. Workplace safety data were provided by ACC and Department of Labour.

The site visit reinforced the impression that in this application, data informed the establishment of priorities and also allowed Safe Tauranga to be responsive to new and emerging situations. This is very commendable.

Criteria 5 – Evaluation measures to assess the programmes, processes and the effects of change

The first objective established for the Tauranga Safe City Strategic Plan was:

- ⇒ To improve the evidence base for injury prevention action through the monitoring of injury issues in Tauranga City.

As was evident throughout the application, evaluation measures to assess the development of initiatives were based on the best available evidence.

Under each of the priority areas potential evaluation measures to assess programmes, processes and the effects of change are listed. However, given the early stage of implementation of many of the individual initiatives, it is not surprising that little to no actual monitoring has been included in the application. This issue was discussed during the site visit and the reviewers were satisfied that processes will be established for the ongoing evaluation of Safe Tauranga. What is included currently in the application is a list of potential data (evaluation) sources. It will be important for the Safe Tauranga team to include changes in the patterns and incidence of injuries and crimes on an ongoing basis. As discussed, this type of information will be essential for redesignation.

It is pleasing to note that in the appendix, the Tauranga Safe City Strategic Plan 2006-2010 specifically states that:

The expectation is that programmes and services addressing injury prevention and community safety will be targeted at identified needs/gaps/priorities on the basis of sound research and the analysis of available data. And furthermore that the interventions will be based (whenever possible) on programmes and activities that have already proven to be successful in similar circumstances. This is not intended to stifle innovative or new programmes. In any event, monitoring outcomes will establish a measure of the effectiveness of any intervention.

Criteria 6 – Ongoing participation in national and international safe communities networks.

A major strength of the Tauranga application has been the linking of local initiatives with national priorities. This clearly demonstrated the extent to which Tauranga is involved in participating in national networks. Tauranga has also provided support to other regions in New Zealand, for example Rotorua, that are interested in finding out more about the processes associated with achieving the criteria for designation as an International Safe Community. Additionally, although not highlighted in the application, the Tauranga Safe City Coordinator also participated in the inaugural International Safe Community National Networking Day in October 2006. The networking links of the Tauranga Safe City Coordinator has greatly strengthened Tauranga's national profile.

However, Safe Communities is an international movement and, as such, communities are also required to participate at the international level. It is therefore expected that representatives from Tauranga will both attend and present at the 17th International Safe Communities Conference to be held in Christchurch in October 2008. This was discussed and agreed to at the site visit. Site visit attendees were also informed that a new requirement from the International Safe Community Network is that, representatives from designated communities are expected to participate in at least one international safe community initiative outside of their own country, within five years of achieving the criteria for designation.

Future Directions/Recommendations

In undertaking the site visit and review of Tauranga's Safe Community application for designation as an International Safe Community, the review team considered that the following points could further assist Tauranga in its continuous-improvement approach to community safety.

- ⇒ Tauranga needs to consider how best to increase their international profile, for example, by providing regular news items to the international Safe Communities monthly newsletter, or by attendance at international Safe Communities conferences.
- ⇒ That a series of case studies be developed to highlight the unique features of Tauranga's Safe Community programme. These case studies could, for example, focus on the interface between workplace and community safety.
- ⇒ That the Tauranga Safe community coordinator further investigates how to incorporate Passport to Safety in their programme.
- ⇒ That support be provided to Papamoa School to ensure the successful accreditation of this school as a Safe School. This would be a first for the Bay of Plenty region and provide a good opportunity to further highlight the role of schools in improving community safety.
- ⇒ That currently the strategic plan does not include reference to the Domestic Violence Act 1995 under Statutory Responsibilities. It is acknowledged by the site visit review team that this comment may be more for the Council to consider.
- ⇒ That currently the Crime Prevention Plan, family violence section, uses gender neutral language. The site visit review team considers it important to name women and children as the most common victims of family violence in this document.

Conclusion

- ⇒ Following the review of the City of Tauranga application and the results of the official site visit, the Safe Communities Foundation New Zealand, in its capacity as a Certifying Centre of the WHO Collaborating Centre on Community Safety Promotion, found that the City of Tauranga achieved the criteria to be designated as an International Safe Community by the WHO Collaborating Centre in Karolinska Institute, Stockholm, Sweden. The designation ceremony will take place in June 2008 in Tauranga and will be officiated by Dr Carolyn Coggan, Director, SCFNZ.