



*Educating In, On and Under the Water*

# Pacific Peoples Water Safety Strategy 2008 - 2012



## Foreword



New Zealand has a significant drowning issue. The issue is accentuated when considering the context of some drowning incidents and associated demographics, especially for Pacific people.

All New Zealanders are at risk of drowning. Only about 40% of all drowning deaths occur when the victim intended on being in the water for recreational purposes. Water Safety New Zealand's (WSNZ) aim is to reduce the number of drowning incidents in New Zealand through education.

The nature by which the majority of Pacific people drown has significant cause for concern. Recreational incidents account for two thirds of all Pacific drowning deaths. Typically activities such as fishing (net fishing and land based) along with boating and swimming are the most common. These usually take place at either popular picnic or family gathering spots, or at locations renowned for gathering seafood.

Assessing the behavioural tendencies of Pacific people is an important part of developing the strategy. The *Pacific Peoples Water Safety Strategy* has been developed through community engagement. The Pacific community in New Zealand has shaped and will benefit from the strategy. The *Pacific Peoples Water Safety Strategy* is about connecting with what matters for Pacific people - family! It is about understanding the issue and hearing with the heart.

WSNZ is especially grateful to its key funding partners the New Zealand Lottery Grants Board and ACC in supporting the Pacific Peoples Water Safety Strategy.

The *Pacific Peoples Water Safety Strategy* logo has been developed by the Samoan youth group of the Grey Lynn Community Church in Auckland. The design depicts the importance of family in Pacific culture, especially the role of adults in the development, guidance and supervision of younger family members. The design illustrates the strategy by embracing "our families, our future".

WSNZ is pleased to have been able to facilitate the development of the *Pacific Peoples Water Safety Strategy* in conjunction with the Pacific community. WSNZ looks forward to achieving success and reducing the number of Pacific people drowning in New Zealand every year in partnership with the community, stakeholders and funding partners.

Alan Muir  
**Executive Director**

# Executive Summary



This Pacific Peoples Water Safety Strategy for Water Safety New Zealand (WSNZ) is intentionally a strategy for Pacific families to be implemented from July 2008 to June 2012. It provides a direction, which will enable WSNZ to meet its mission:

## ***Through water safety education prevent injury and death***

For WSNZ to achieve its mission, it will need to ensure that all aspects of its operations are responsive to the needs of Pacific peoples. Fundamental to the success of this plan is the need for WSNZ to consult with Pacific communities and involve Pacific peoples in the organisation's efforts to address issues for Pacific peoples in New Zealand.

By incorporating Pacific values, principles and beliefs into its organisational culture, WSNZ is likely to enhance the effectiveness and responsiveness of its programmes and service to Pacific peoples. Ideally evidence demonstrates that a Pacific person, using Pacific models of care that are underpinned by Pacific strategies and concepts, best serves the needs of Pacific peoples.

WSNZ is currently investing in the development of its Pacific capacity and capabilities, to ensure the long-term success of its service to Pacific peoples in New Zealand, demonstrated in the development of this Pacific Strategy.

Given the paucity of research information on water safety relative to Pacific peoples, WSNZ requires further research in order to provide quality information to inform the development of policies and initiatives specifically pertaining to Pacific peoples.

While further research and data collection will clarify some of the initiatives, this Pacific Strategy proposes that there is already sufficient evidence to commence action. These activities can be reviewed and modified, if necessary, as new information comes to light.

Table 1 lists the three goals for the Pacific Peoples Water Safety Strategy and the objectives for achieving each goal.

**Table 1: Pacific Goals and Objectives for 3 key focus areas for raising awareness of Water Safety issues to Pacific communities: Pacific Engagement, Churches Roadshow and Community Groups Roadshow**

Pacific Goals	Objectives
<p><b>PACIFIC ENGAGEMENT</b></p> <p><b>Goal 1:</b></p> <p>To raise the awareness of Water Safety issues to Pacific communities utilising regional and national Pacific media</p>	<p><b>Objective 1.1</b> Information Sharing</p> <p><b>Objective 1.2</b> Community Dialogue</p> <p><b>Objective 1.3</b> Resource Development</p> <p><b>Objective 1.4</b> Communications Plan</p>
<p><b>CHURCHES ROADSHOW</b></p> <p><b>Goal 2:</b></p> <p>To raise the awareness of Water Safety issues to Pacific communities utilising regional and national Pacific churches networks</p>	<p><b>Objective 2.1</b> Identify church networks</p> <p><b>Objective 2.2</b> Develop roadshow package</p> <p><b>Objective 2.3</b> Deliver roadshows nationally</p> <p><b>Objective 2.4</b> Evaluate effectiveness of churches roadshows</p>
<p><b>COMMUNITY GROUPS ROADSHOW</b></p> <p><b>Goal 3:</b></p> <p>To raise the awareness of Water Safety issues to Pacific communities utilising regional and national community networks</p>	<p><b>Objective 3.1</b> Identify relevant community networks</p> <p><b>Objective 3.2</b> Customise community roadshow packages</p> <p><b>Objective 3.3</b> Delivery local community roadshows nationally</p> <p><b>Objective 3.4</b> Evaluate effectiveness of community roadshows</p>

# 1. Introduction



## **Background Drowning**

On average 130 people drown in New Zealand every year and about 650 are hospitalised as a result of water-related injuries.<sup>1</sup> There have been 39 Pacific drowning deaths in New Zealand from January 2003 – 31 December 2007. WSNZ and water safety agencies have not specifically targeted or approached the area of Pacific peoples drowning with a direct intervention or proactive strategy. Historically this has been catered for via regular mainstream direct and indirect education and/or via the Maori Water Safety Strategy.

## **Government Priorities**

The *Drowning Prevention Strategy: Towards a Water Safe New Zealand 2005 – 2015*, provides a framework to guide the efforts of the water safety sector towards a water safe New Zealand, free from drowning.<sup>2</sup> This Pacific Peoples Water Safety Strategy reflects WSNZ's commitment to the goals highlighted in the Drowning Prevention Strategy (DPS). ACC is the government agency responsible for developing the implementation plan for the DPS.

Pacific peoples' views in relation to reducing inequalities are summed up by the following themes:<sup>3</sup>  
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- "By Pacific for Pacific" reflects the need to involve and develop the capacity of, Pacific communities in finding solutions to issues affecting Pacific peoples.
- "More Pacific staff, more Pacific solutions" reflects the need to develop Pacific capacity through recruiting sufficient Pacific staff to meet the demand from Pacific peoples for WSNZ's services.

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<sup>1</sup> ACC's Drowning Prevention Strategy: Towards a Water Safe New Zealand 2005 – 2015.

<sup>2</sup> Governor-General Sir Michael Hardie Boys, *Speech from the Throne* (21 December 1999). 'Reducing Inequalities' was previously referred to as 'Closing the Gaps'.

<sup>3</sup> Pacific Capacity Building Programmes of Action 2000, Ministry of Pacific Island Affairs, 2000.

<sup>4</sup> Governor-General Sir Michael Hardie Boys, *Speech from the Throne* (21 December 1999) and in subsequent decisions reported as 'Reducing Inequalities for Pacific Peoples'.

## **DPS Goals & Objectives that Impact on WSNZ Business**

There are two high-level goals supporting the Drowning Prevention Strategy's vision and aim to help create a water safety culture. Eight interrelated objectives support these goals. Together they provide the main framework for co-ordinating work under the Strategy. The goals and objectives are broadly grouped as:

<b>Goal 1: Leadership</b> Provision of effective leadership by the water safety sector and government	<b>Goal 2: Water safety services</b> Delivery of exceptional water safety services
<b>Objective 1</b> To provide strategic direction and effective coordination by and for the water safety sector	<b>Objective 5</b> To provide quality water safety emergency rescue services
<b>Objective 2</b> To ensure an appropriate water safety infrastructure	<b>Objective 6</b> To provide quality water safety education and awareness
<b>Objective 3</b> To ensure an appropriate level and distribution of resourcing for water safety initiatives and agencies	<b>Objective 7</b> To create safer environments in, on under and around water
<b>Objective 4</b> To improve our water safety knowledge through research and development	<b>Objective 8</b> To enhance community and sector engagement in water safety initiatives

## **WSNZ Strategic Direction**

WSNZ's vision is:

***Everyone in New Zealand will have the water safe skills and behaviour necessary to use and enjoy the water safely***

## **Pacific Vision**

WSNZ's vision for Pacific people is:

***Pacific Families & Communities in New Zealand will have the water safe skills and behaviour necessary to use and enjoy the water safely***

## 2. Principles & Values



WSNZ is committed to the following principles and values:

### Leadership

- Community needs
- Safety through education
- Integrity

### Quality

- Innovation
- Co-operation, co-ordination, communication
- Skill and expertise
- Accountability
- Shared vision
- Partnerships

WSNZ is also committed to *Pacific cultural values and beliefs* and will incorporate the following Pacific values into its services:

- maintenance of relationships through the correct **cultural protocols**;
- family obligations through **reciprocity**;
- leadership and authority within families is established by **consensus**, succession and/or by hereditary rights;
- the importance of religion and **spirituality** in the lives of Pacific peoples;
- **relationships**: WSNZ will work in collaboration with Pacific communities to develop and maintain effective working relationships;
- **diversity**: WSNZ acknowledges the diversity of Pacific peoples in New Zealand – six main nations, each with its own unique culture and language. Island born/raised and New Zealand born/raised Pacific peoples also have notable different needs and issues;
- **consultation**: WSNZ recognises that consultation with Pacific communities is crucial for obtaining information for the development of policies for Pacific peoples. The Ministry of Pacific Island Affairs has a Framework (PAF – Pacific Analysis Framework) to guide consultation with Pacific communities and the development of policies using Pacific peoples' input.

### 3. Rationale & Purpose



#### **Rationale**

This section illustrates why it is necessary for WSNZ to develop a specific strategy and plan to address water safety issues pertaining to Pacific peoples within Aotearoa New Zealand and to guide its efforts in addressing these issues appropriately and effectively.

#### **Key Issues**

##### **Context**

The Pacific population is very diverse made up of people from many Pacific ethnicities, comprising primarily Samoan, Cook Islands, Tongan, Niuean, Fijian and Tokelauan groups, with smaller numbers from Tuvalu, Kiribati, Papua New Guinea, Vanuatu, the Solomon Islands and the small island States of Micronesia.<sup>5</sup>

Pacific peoples speak at least 13 distinct languages and comprise both people born in the Pacific Islands and also Pacific peoples born in New Zealand (58%). In 2006 265,974 people identified with this ethnic group, representing 6.9 percent of the total New Zealand population. In 2001 there were 231,801 Pacific peoples, comprising 6.5 percent of the total population.

<b>Seven Largest Pacific Peoples Ethnic Groups 2001 – 2006 Censuses</b>			
<b>Ethnic Group</b>	<b>2001 count</b>	<b>2006 count</b>	<b>Percentage change 2001 - 2006</b>
Samoan	115,017	131,103	14.0
Cook Island Maori	52,569	58,008	10.3
Tongan	40,719	50,481	24.0
Niuean	20,148	22,476	11.6
Fijian	7,041	9,864	40.1
Tokelauan	6,204	6,819	9.9
Tuvaluan	1,965	2,628	33.7

**Note:** People can choose to identify with more than one ethnic group, therefore figures may not sum to totals.

The Pacific population is very youthful and should continue to grow rapidly for some time. This group had the highest proportion of children (people aged 0 to 14 years) of all the major ethnic groups, at 37.7 percent. The median age is 21 years compared with 35 years for the total New Zealand population.

Pacific peoples are located throughout New Zealand, particularly within the urban areas of Auckland, Wellington and Christchurch. Migration to provincial areas has also occurred in line with work opportunities. Over ninety-three percent (93.4%) of Pacific peoples living in New Zealand lived in the North Island. Two-thirds (66.9%) of Pacific peoples lived in the Auckland region.

Generally, Pacific peoples are more likely to experience poor health, have low socio-economic status and lower educational achievement compared to the total New Zealand population. These sociocultural factors reflect the heterogeneity of Pacific populations.

<sup>5</sup> Ministry of Pacific Island Affairs Pacific Analysis Framework 2006.

As a result different approaches are needed to communicate effectively with these audiences. This includes targeting those with multiple ethnicities, many of whom are young and born and raised in New Zealand. Their lifestyle choices can differ considerably to other segments of the Pacific population. Other factors such as ethnic specific differences and which Pacific languages are being spoken and by whom, will also influence the means of communication for particular subgroups.

## **Background**

In 2007 there were 11 Pacific drowning deaths. There have been 39 Pacific drowning deaths in New Zealand from January 2003 – 31 December 2007.

<b>YEAR</b>	<b>PACIFIC PEOPLE</b>	<b>TOTAL</b>
2003	11 (8.8%)	125
2004	10 (8.2%)	122
2005	5 (4.2%)	120
2006	2 (2.2%)	89
2007	11 (10%)	110
<b>TOTAL</b>	<b>39 (6.9%)</b>	<b>566</b>

The time has come to develop a direct proactive intervention, based on the evidence available, for addressing the educational water safety needs of Pacific peoples to ensure that drownings for this population in New Zealand remain at the lower end of the scale into the future.

## **Need**

WSNZ considers that all preventable drowning incidents in New Zealand should be countered by at least one form of education intervention. Pacific peoples continue to drown in New Zealand and there is currently not specific initiative either creating awareness or educating within Pacific communities to affect change in behaviour along with enhanced knowledge and skill development.

## **Analysis**

Current data indicates that:

- 67% of all Pacific peoples drowning victims are in the 15-44 years age grouping
- 89% of all Pacific peoples drowning victims are male
- 33% of all Pacific peoples drowning occur in the Auckland region
- 22% of all Pacific peoples drowning occur in the Waikato region
- 28% of Pacific peoples drownings are at surf beaches and the rocky foreshore
- 25% of Pacific peoples drownings occur in rivers
- 19% of Pacific peoples drownings occur in open waters or on river/harbour bars
- Recreational drowning breakdown includes:
  - 28% Swimming
  - 22% Angling/net fishing/shell fishing
  - 19% Boating
- Non Recreational drowning breakdown includes:
  - 31% Accidental immersion/rescuing others/flood

## ***Purpose***

The Pacific Peoples Water Safety Strategy provides a focus for WSNZ's work with Pacific peoples. It provides a specific and targeted approach to addressing Pacific peoples' water safety education needs in a manner that is likely to be effective, responsive and culturally appropriate, thereby increasing WSNZ's effectiveness in reaching Pacific communities with key safety messages.

Key goals are focused on raising awareness of water safety issues through Pacific Engagement, Churches Roadshows and Community Roadshows with a view to immediate runs on the board.

Over time WSNZ must develop the capacity and capability to grow its Pacific business based on historical evidence of successful outcomes. Pacific communities are a potential growth area of the WSNZ's business which can have a positive impact on the rest of the organisation and society as whole.

## 4. Goals & Objectives



### **Goal 1: PACIFIC ENGAGEMENT**

**To raise the awareness of Water Safety issues to Pacific communities utilising regional and national Pacific media.**

#### **Objective1.1:**

- **Information Sharing:** Development of Pacific Information Packs
  - Pacific information packs provide data on Pacific drowning and appropriate water safety strategies to prevent an increase in further drowning.
  - Monitoring of where these information packs are distributed and their impact is tracked.

#### **Objective1.2:**

- **Community Dialogue:** Development of mechanisms for dialogue with Pacific communities
  - A media schedule is in place for WSNZ to participate in dialogue with Pacific communities via Pacific talkback radio

#### **Objective1.3:**

- **Resource Development:** Development of Relevant High Impact Pacific Resources
  - Relevant High Impact Resources with Pacific branding are developed that reach Pacific communities with key messages to address water safety issues
  - Posters, 1 page pamphlets or DVDs will be developed to support delivery of regional and national churches and community roadshows

#### **Objective1.4:**

- **Pacific Communications Plan:** Development of Pacific Communications Plan
  - A three year Communications plan detailing Pacific media contacts and relevant approaches for reaching Pacific communities with timely key messages to address Pacific issues of water safety is developed
  - Marketing strategies will include use of website facilities and information communication technology (ICT) as well as face to face marketing and other promotional resource materials

## **Goal 2: CHURCHES ROADSHOW**

**To raise the awareness of Water Safety issues to Pacific communities utilising regional and national Pacific churches networks.**

### **Objective 2.1:**

- **Identify church networks:** Source appropriate regional and national church contacts.
  - A database of key Pacific church contacts beginning with Auckland, Waikato, Wellington, Christchurch will be established and maintained to develop and support Pacific capacity in the delivery of key water safety messages to Pacific church families
  - Key churches will be contacted for future engagement

### **Objective 2.2:**

- **Develop roadshow package:** Develop relevant messages and approaches for church roadshows.
  - Relevant and appropriately pitched (language and content) resources e.g. posters and 1 page pamphlets or DVDs will be developed to deliver key water safety messages to Pacific church families

### **Objective 2.3:**

- **Deliver roadshows nationally:** Engage key churches for roadshows to achieve maximum reach and impact in regional and national Pacific churches.
  - Prepare and implement a plan to develop and support Pacific capacity in the delivery of key water safety messages to Pacific church families beginning in Auckland, Waikato, Wellington and Christchurch.

### **Objective 2.4:**

- **Evaluate effectiveness of churches roadshows:** Roadshows will be evaluated to demonstrate reach and impact with churches covered.
  - An evaluation of the roadshow package will be part of the roadshow delivery
  - Evaluation of the roadshows will be available after each session and at the conclusion

### **Goal 3: COMMUNITY GROUPS ROADSHOW**

**To raise the awareness of Water Safety issues to Pacific communities utilising regional and national community networks.**

#### **Objective 3.1:**

- **Identify relevant community networks:** Source appropriate regional and national community networks.
  - A database of key regional and national Pacific community networks beginning with Auckland, Waikato, Wellington, Christchurch will be established and maintained to develop and support Pacific capacity in the delivery of key water safety messages to Pacific church families
  - Key community networks will be contacted for future engagement and possible partnerships

#### **Objective 3.2:**

- **Customise community roadshow packages:** Develop a flexible roadshow package with relevant applicability to each particular Pacific community e.g. geographically and ethnically.
  - Relevant and appropriately pitched (language and content) resources will be developed to deliver key water safety messages to Pacific communities

#### **Objective 3.3:**

- **Deliver community roadshows nationally:** Engage key community networks for roadshows to achieve maximum reach and impact in regional and national communities.
  - Prepare and implement a plan to develop and support Pacific capacity in the delivery of key water safety messages to Pacific communities beginning in Auckland, Waikato, Wellington and Christchurch

#### **Objective 3.4:**

- **Evaluate effectiveness of community roadshows:** Roadshows will be evaluated to demonstrate reach and impact with communities covered.
  - An evaluation of the roadshow package will be part of the roadshow delivery
  - Evaluation of the roadshows will be available after each session and at the conclusion

## 5. Future Considerations



Scoping for this plan provided the opportunity to glean other issues for future consideration. The following issues emerged and though not appropriate for inclusion in this strategy document are certainly worth noting for medium to long term strategic planning in the consideration of services to and with Pacific communities.

To complement implementation of the proposed strategies WSNZ needs to build its Pacific capacity and capability. The visibility of 'one of their own' amongst Pacific communities goes a long way to providing impetus for progressing Pacific initiatives as highlighted in other organisations in health, education and social agencies striving to reach Pacific communities with their key messages

Pacific leadership at an operational level and at Board level is imperative to building Pacific capacity and capability within WSNZ.

Evidence from other settings<sup>6</sup> suggests a Pacific Reference/Advisory group, the make up of which will be determined by the needs of the organisation, is another necessary future consideration.

With the right help WSNZ will not only be able to meet the education needs around water safety amongst Pacific communities in New Zealand but also the opportunity to enhance organisational objectives. Early engagement of experienced Pacific expertise to assist WSNZ in its endeavours amongst Pacific communities will ensure successful outcomes.

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<sup>6</sup> ACC, ALAC, Ministry of Health, Ministry of Education, Ministry of Social Development, Auckland City Council, Manukau City Council, Waitakere City Council...to name a few.

## 6. References



Accident Compensation Corporation. 2005. Drowning Prevention Strategy: Towards a Water Safe New Zealand 2005 – 2015. Wellington: ACC.

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- [www.minpac.govt.nz](http://www.minpac.govt.nz)
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