

Water Safety Sector Capability Plan



May 2018



Table of Contents

Executive Summary 1

Background 2

Timeline of Events 2

Review process 3

Capability Review Findings 4

Specific Findings - Complexity. 5

Specific Findings - Financial Stress & Pressure. 6

Specific Findings - Limited Capability. 7

Recommended actions 8

Capability development actions - Short Term 9

Capability development actions - Medium Term 10

Capability development actions - Long Term & Ongoing Timeframe 11

Implementation and funding issues 12

Appendix 1 - Sector Strategy 2020

Appendix 2 - Outcomes based definition of capability

Appendix 3 - An overview of the water safety sector relationships

Glossary

Term	Abbreviation	Insight
Water Safety NZ, Surf Lifesaving NZ, Swimming NZ, and Coastguard NZ	“Primary Agencies”	The four collaborating water safety sector agencies
Water Safety NZ	“WSNZ”	Water Safety NZ is the lead partner of this project
Water Safety Sector Strategy 2020	“Strategy 2020”	Launched in 2015, with the aim of the sector working collaboratively, to reduce NZs drowning toll
Cross Sector Reference Group	“CSRG”	An advisory group of senior people from across the water safety sector
Capability Working Group	“CWG”	Sub group of water safety sector Chief Executives and senior advisors
Project Owners Group	“POG”	The Chairs of the Board from Water Safety NZ, Surf Lifesaving NZ, Swimming NZ, and Coastguard NZ
Water Safety Sector Capability Review	“the Review”	This report summarises the process, findings and recommendations of the Review

Executive Summary

The Review and subsequent Capability Plan is a collaborative effort principally between Water Safety NZ, Surf Lifesaving NZ, Swimming NZ, and Coastguard NZ.

Drowning is estimated to be a \$400 million per annum problem for NZ.

The purpose of the Review is to develop a plan and improve the water safety sector's collective knowledge of capabilities, and effectiveness in drowning prevention. Developing the plan was identified as one of the six key actions of Strategy 2020, as endorsed by the Minister of Sport and Recreation. The Review has been completed by way of a carefully planned, structured and consultative process.

The current 'burning platform' highlights a sector highly vulnerable to risk of operational failure.

Current state sees the water safety sector unable to invest, grow, innovate or plan long term to meet growing expectation and demand from New Zealanders, nor achieve the step change required to reduce drownings. Status quo will see a rise in deaths and injuries that can be prevented.

The Review is incredibly timely as our environment is changing rapidly and risk mitigations have not necessarily kept up with the pace of change. For example, the significant decline in aquatic education through the school system, increased participation, growing immigration and an ageing population all happening at the same time that the sector battles with its own limited resources in the form of funding, volunteer time and increased compliance complexities.

The Review crystallised important findings, including:

1. The drowning prevention sector is complex and diverse.
2. Sustainable funding is a major issue, and the sector is financially stressed with minimal reserves.
3. Increasing demands, and a reduction in the available capacity to deliver are placing an enormous strain upon the sector.
4. The sector's capability to do more within existing constraints is very limited.

To ensure the sector is best able to deliver on the objectives and aspirations of the sector strategy, the following recommendations are proposed:

- Seek, as a matter of urgency, to secure sustainable funding streams for primary agencies from Government so they can focus management effort on developing 'step change' transformative actions;
- Raise awareness of the public good nature of drowning prevention and enhance the relationship with both central and local government agencies;
- Develop initiatives that will improve the collective operation of sector organisations and address key gaps in the coverage of drowning risk;
- Review the form, function and membership of the sector, and identify change proposals that will enhance the collective effectiveness of the water safety sector.

The Review also made it very clear that the sector is comprised of extremely passionate, motivated and highly experienced individuals who would give whatever it takes to help to achieve the sector's strategy. Their input into this capability review process has been very insightful and invaluable, and provided sufficient resources are made available to do their job effectively, our country's water safety is in very safe hands.

Securing the future of rescue and frontline water safety services is a must, as well as education and awareness campaigns to change attitudes and behaviour in, on and around water.

Background

Strategy 2020 was launched in September 2015 with the aim of reducing New Zealand’s drowning toll. A copy of the strategy is attached as Appendix 1. One of the strategy’s objectives was that by 2020 the sector would have the capability and capacity to work collectively to reduce drownings and injuries. This was to be achieved by the development and implementation of a sector capability plan that “identifies key assets, strengths and development needs to improve sector effectiveness”.

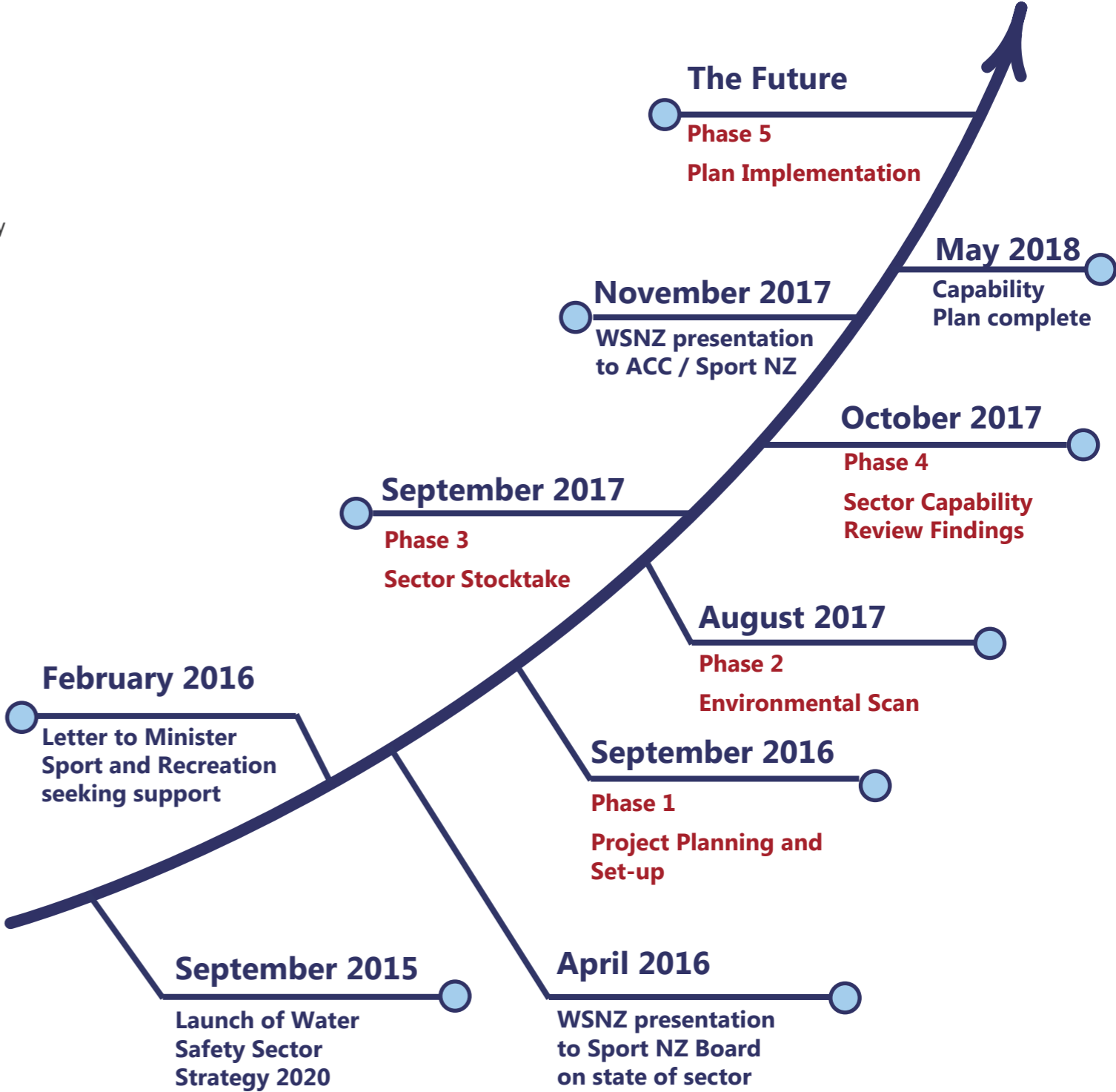
In late 2015 the broad parameters of a sector Capability Review were scoped with the CSRG – a group of water safety sector representatives that monitors and advises on the implementation of Strategy 2020.

In early 2016 the Minister for Sport and Recreation was advised by the Primary Agencies that a sector Capability Review was needed to ensure the objectives of Strategy 2020 could be achieved, and that new funding was required to undertake the Review. In April 2016 the scope of the proposed Capability Review was presented to the Board of Sport NZ as part of wider presentation on the current state of the water safety sector.

In August 2016 the Minister for Sport and Recreation indicated support for the objectives of the Review, but no extra funding was to be provided.

The Board of WSNZ approved a proposed approach to the Review in October 2016, and a project plan for the Review was developed and agreed with CSRG in November 2016. To ensure the project improved the water safety sector’s collective effectiveness in drowning prevention, the Review included both the capability of the Primary Agencies (whom have a practical focus on drowning prevention) and the capability of the other organisations within the sector that support and/or contribute to the project to ensure a fuller picture of the participants in the water safety sector and how they interact.

Timeline of Events



Review process

The Review was separated into distinct phases to allow progress to be made towards the Capability Plan in a measured way with maximum stakeholder contribution and commitment to the final outputs. The five phases are as follows:



Phase 1: project planning

Two key enabling tasks were undertaken in Phase 1:

1. The development of a pragmatic definition of ‘capability.’
2. The articulation of a more structured sector outcome set with clearly specified intermediate outcomes and impacts.

It was agreed that these tasks were inter-related, and an outcomes based definition of ‘capability’ was adopted. Attached as Appendix 2 is the detail behind the definition of ‘capability’ but in summary, the definition is to have a NZ water safety sector that is:

- World leading

- Able to meet identified needs and adapt to changing circumstances
- Consistent and unified in its activities and objectives

Phase 2: environmental scan

The environmental scan summarised key trends and changes in the operating environment of water safety sector over the next 10-15 years. The scan segmented the trends facing the organisations of the water safety sector into the following three categories:

1. **The Macro-environment** – broader trends in New Zealand society, environment and economy, often with international or global drivers;

2. **The Operating environment** - trends impacting on the business environment in New Zealand that water safety sector organisation operate in, including on regulation, funders and client/customers;
3. **The Internal environment** – trends in the internal environment of water safety organisations that impact on the staffing, funding, management, and governance of organisations in the water safety sector.

After identifying relevant trends in the environment using this structure, their anticipated impact on sector organisations were identified. From these impacts, the key five responses that need to be factored into sector capability development work programmes going forward were articulated.

Phase 3: sector stocktake

The sector stocktake sought to describe the current state of the water safety sector in relation to its capability for effective drowning prevention. It was based on information gathered from structured interviews, an online survey of sector stakeholders, and a broad ‘desk review’ of relevant documents.

Phase 4 and 5:

Phases 1 to 3 have been completed, and this report represents phase 4.

Phase 5 will commence after the recommendations within the Review are endorsed, and a detailed implementation plan prepared and approved.

Capability Review Findings

Context

Drowning is the leading cause of recreational death and an estimated \$400 million per annum cost to society. It is a complicated issue to deal with and there are no silver bullet solutions.

There are many organisations with levers to pull, doing good work to keep the death and injury toll down to its current levels. But it is difficult to co-ordinate activity, and for drowning prevention to be treated as a priority by organisations with only a partial interest (eg Government departments, schools, local authorities, Regional Sports Trusts).

This means that those with total focus on drowning prevention have to be resourced to do the ‘heavy lifting’ for the overall sectors.

As NZ’s water participation and drowning risks increase, it is very likely that the public and Government will have a growing expectation that coordinated and comprehensive national drowning prevention services will be provided. However, the organisations within the water safety sector will struggle to meet these expectations because they were not set up to deliver national drowning prevention functions or to act as a collective whole to reduce drownings. Each is responsible for their own specialised, local, membership or volunteer-based activities. Drowning prevention is often only one of many facets within the organisations.

The sector lacks an agreed and strong central mandate, the institutional history, incentives or operational funding and capacity to act cooperatively to deliver effective national drowning prevention services. Unless action is taken, agencies are likely to continue to prioritise delivery of their own core specialised activities.

In the face of growing demand for water safety services, agencies are experiencing reducing financial and operational capacity to meet core roles, and front line water safety services are increasingly at risk.

A significant amount of consultation, data gathering and analysis was completed during the environmental scan and sector stocktake phases, and the following section summarises the key findings.

High-Level Findings

Complexity

- Current sector complexity, a barrier to more collaboration.
- There are a number of inefficiencies and duplication of effort amongst sector organisations as a result of ‘siloed’ ways of operating and a lack of joint strategic planning.
- Government agencies whose mandate encompasses drowning prevention, or water safety, do not currently identify or engage with the sector.

Financial Stress

- The sector is largely reliant upon revenue that is “at risk” and volatile each year. This makes future focussed, strategic decision making and implementation difficult to achieve. This is especially the case for volunteer based charities.
- A large part of the sector’s funding comes from short term grants, sourced from gambling related sources with uncertain futures (Lotto, gambling trusts).
- Without appropriate reserves, and with rapidly increasing costs (eg insurance, building costs) and more competition for scarce resources, their futures are threatened.
- More sector resources are being directed to revenue generation and away from delivering frontline services.

Pressure

- The sector is comprised of extremely passionate and talented individuals, but their capacity to deliver is stretched.
- External environmental changes continue to impact the sector.
- Ability to cope with increasing demand is limited.
- The sector is at risk of slipping backwards unless more resources are invested to meet the proposed strategies. Sadly but likely inevitably, ultimately this could mean an increase in drownings.

Limited Capability

- Getting a step change in results will be very difficult with key organisations working flat out just to stand still. New investment and new approaches will be required. More investment in solutions for risk regions and environments (eg rivers) is needed.
- The ‘step change’ envisaged in Strategy 2020 is unable to be achieved when sector agencies are primarily focused on ensuring their financial survival.

Specific Findings

Complexity

1

The water safety sector's relationship with local government needs development

- There is a strong belief that local and regional government will increasingly have an important role to play for the water safety sector, with demographic and climate changes likely to drive greater risk that needs to be managed locally. In addition, any effort to improve fresh water safety will need to involve regional government.
- Recent changes to local government legislation provide sector organisations greater opportunities to input into local government planning processes, but the focus on value for money, inter-governmental cooperation and amalgamations could impact negatively on some of the 'public good' aspects of sector initiatives.

2

The sector's current structure is not suited to the functions that it are now increasingly being required to deliver

- The water safety sector is broad, diverse and complex, ranging from large public sector departments and TLAs through substantial NGOs to one-person private businesses, and from water safety education and training to drowning rescue and remediation.
- A precis overview of membership and relationships of the water safety sector has been summarised and provided in Appendix 3, and clearly demonstrates the size and complexity of the sector.
- There is a lack of cohesion and comprehensiveness in coverage of drowning risk, due to the way agencies naturally operate within their own 'silo' of activity / interest. As a result there are gaps in provision of drowning prevention programmes across key demographics of risk, and environments of risk such as lakes and rivers.
- The sector has a range of organisations that make different contributions to the core mission of drowning prevention. These contributions include operational delivery and support; research and evaluation; strategy and leadership; policy and advocacy; and education and training.
- There is a need to review the form and function of the sector - its extent and scope, roles, governance, and appropriate funding and other incentives to promote sector collaboration and cooperation.

3

Joint sector strategic planning process are required

- Responding to many of the anticipated long term changes in the sector's operating environment will require joint or coordinated responses by sector organisations, and to leverage existing sector capability to its maximum will also likely require effective joint planning.
- This suggests more collaborative or whole-of-sector strategic planning processes are required (like the development of the sector strategy). This is particularly the case with new technologies, as the benefits from the associated data and analytics activity likely to require joint investment and strategizing.

4

Government agencies whose mandate encompasses drowning prevention, or water safety, do not currently identify or engage with the sector

- Several large government agencies whose mandate encompasses drowning prevention, or who should have an active interest in water safety, do not currently identify or engage with the sector as a whole, specifically the Ministries of Education, Health, and Civil Defence & Emergency Management, DOC, MBIE, Tourism, Immigration, TPK, Pacific Peoples, DIA.
- For the majority of sector agencies where their level of focus on drowning prevention is low, even if their impact is high (such as the Ministry of Education), their agendas are being driven by other priorities, making coordination and collaboration extremely difficult.

5

Lack of cohesion and scale in coverage of drowning risk, due to the way agencies naturally operate within their own 'silo' of activity / interest

- While the improvement in sector cooperation and relationships over the past few years is widely acknowledged, some unease remains around competition for funding and/or perceived duplication of services.
- The establishment of the CSG and their Working Groups, and WSNZ's move to its new investment approach, e.g. establishment of the National Infrastructure Agencies (NIAs), appear to be useful steps towards greater sector collaboration. Joint sector planning was seen as a critical need.

Specific Findings

Financial Stress

1

The current financial viability of the sector is untenable

Adopting the Primary Agencies as a barometer of the sector:

- The individual Balance Sheets of those agencies have between zero and up to 12 months of cash reserves to cover operating expenses. A material and unforeseen funding change for any of organisations within the sector could be catastrophic.
- The combined income of the four Primary Agencies has also reduced over the past few years by millions of dollars.
- Meanwhile demands of services from the Primary Agencies has increased, as has added compliance complexities and costs, draining vital funds.

2

Significant revenue is 'at risk' and volatile year on year

- The sector is largely comprised of not-for-profit, charitable organisations who provide public good to their communities.
- Using the Primary Agencies as guide, significant amounts of funding is from the Lotteries Grant Board i.e. gambling sourced money. It is subject to annual volatility, and is perpetually at risk.
- A large part of the sector's funding comes from short term grants with uncertain futures (eg gambling or community trusts).
- More sector resources are being directed to revenue generation and away from delivering frontline services.

1

Sector organisations need to develop greater flexibility and responsiveness to changes in their operating environment to maintain their effectiveness

- To remain effective in rapidly changing operating environments quick decision making and execution is necessary. This organisational flexibility and responsiveness is potentially at odds with the stability of operation of community based organisations.
- It is likely that new business models for NGOs will come into play in the next decade and their applicability and value add will need to be assessed.
- External environmental changes continue to impact the sector.
- Ability to cope with increasing demand is limited.
- The sector is at risk of slipping backwards unless more resources are invested to meet the proposed strategies. Sadly but likely inevitably, ultimately this could mean an increase in drownings.

2

The sector's reliance on volunteerism is facing critical challenges and the growing professionalisation of NGOs will create pressure on the sector to respond

- Challenges are emerging to the traditional approach of volunteer-involving organisations from generation shifts in expectations, competition for volunteers' time, and the image of volunteering, amongst others.
- Volunteer recruitment and retention costs now figure as a key management challenge for many organisations. The growing pressure for professionalisation of NGOs is a key trend overseas that will increasingly manifest in New Zealand soon.
- This is a mutual finding of both the environmental scan, and sector stock take phases.
- There is widespread concern about being able to continue to recruit and retain the volunteers who are the mainstay of the sector workforce.
- While being anchored in local communities is an advantage in terms of providing a large volunteer workforce that is motivated and community supported, the locally federated structures of some sector organisations can potentially constrain effective deployment of capital and human resources.

Pressure

Specific Findings

Limited Capability

1

Investment is required in the sector’s capability to undertake research, monitoring and evaluation, and to utilise the information generated

- Philanthropic and public funding has become more results-focused and compliance with charities law changes also requires organisations to have clarity around their service performance. Both of these require an ability to identify and measure outcomes being achieved. This requires organisations to have an ability to undertake evaluative activity, including monitoring impacts and reporting against KPIs.
- For research and evidence to drive sector investment decisions and operational improvements requires clarity around critical knowledge needs and adequate funding for research to meet those needs. A sector data management plan is also a likely requirement.

2

Sector agencies require greater capacity and resource to take on new initiatives that will see a ‘step change’ in reducing drowning deaths and injuries

- Even as the drivers for drowning events increase – fewer school pools and children not learning water safety as in the past, far greater migration and tourism from countries without a background in water skills - the sector as a whole remains greatly under-resourced.
- Sector agencies are clearly struggling to ‘hold the line’ on the current drowning toll, and are unable to reduce rates of drowning injury. There is a ‘burning platform’ in a number of areas that could see agencies struggle to maintain services, and both morbidity and mortality increase.

- It is clear that none of the agencies has the capacity (funding or other resources) to take on new initiatives, particularly those that would see a ‘step change’ in reducing current rates of drowning injury and death. That will require a new level of investment in the sector, and in interventions quite different to those existing today, involving more collaborative multi-agency approaches.
- Across the sector, operational funding is a major constraint on the ability to deliver services, plan, and to direct resources for the greatest impact, and this is both the lack of funding and its sustainability, with one-off or annual funding occurring in most cases. Within the NGO sector, except for the 3 largest organisations, all are operating close to their break-even point.
- Lack of capital investment is also a significant sector issue, and critically so for the larger rescue / remediation NGOs.



Recommended actions

Overview

The findings identified through the environmental scan and sector stocktake phases were then passed through the CWG, the CSRG, and finally the POG for feedback and comments. These were analysed against the sector outcome set to identify gaps which determined the recommended actions. Through this robust process, a Capability Plan was prepared and is summarised in the following section.

The recommendations within the plan have been categorised into short-term, medium-term and long-term actions and have been aligned with the refresh of Strategy 2020.

The process confirmed that the immediate priority action is the need to secure sustainable funding streams for water safety sector organisations.

Sustainable funding

The research completed during the sector stocktake revealed that that agencies are under significant financial stress – in fact the Primary Agencies believe that maintaining financial viability is their key day-to-day management challenge. As a result, they are unable to focus on capability development activities because they are directing effort to securing operational funding and managing costs.

Therefore without additional operational funding the sector is highly unlikely to be able to look at meaningful capability development in the near future. Moreover, if no new funding is secured, sector agencies will have to be ‘right sized’ to fit their funding which may mean a reduction in coverage of frontline drowning prevention activity in parts of the country. It will also mean that any new, or extra demand for drowning prevention services are unlikely to be able to be met.

WSNZ has a key role to play in helping the sector secure sustainable funding. One of the objectives in WSNZ’s constitution is to “increase the effective pool of resources available for the water safety sector” (clause 3.2(f)). There is also a more general fundraising objective in the constitution: “Raise funds and seek financial and other support to enhance the ability to deliver and promote water safety in New Zealand” (Clause 3.2(e)).

Accordingly, WSNZ is currently preparing a Business Case for submission to ACC in 2018 for extra annual operational funding for the Primary Agencies. A similar collaborative and consultative approach that has been adopted for the Review has also been adopted for the Business Case.

During 2018 WSNZ will also engage with the Government on sustainable funding for the sector. This engagement is likely to be undertaken when estimates of the extra resources needed to implement this Capability Plan are finalised. If insufficient funding is obtained from either of these sources, frontline drowning prevention activities and proposed sector capability development actions are likely to be curtailed.

Long term capability development

A key driver for the Primary Agencies to secure sustainable funding is the ability to create ‘breathing space’ from their financial pressures and be able to focus on future strategy, including capability development. This is particularly the case with the larger, longer term, potentially more disruptive, capability actions (notably looking at the sector’s form and function). The Primary Agencies want to understand what needs to be done in order to prepare for implementing these actions, and undertake engagement with their members on what is being proposed and why.

It is recommended that these longer term capability development actions become the focus of the next Water Safety Sector Strategy. That is, the next sector strategy (covering the period 2020-25) is to be the vehicle for implementing the key structural and system changes to the sector required to achieve the step change proposed in the current sector strategy. Work on the next sector strategy will begin in 2019/20 in order to be complete by end of June 2020 – the beginning of the new 5 year sector strategy period.

In order to be able to implement these longer term actions via the next sector strategy, in addition to sustainable funding, the sector needs to have resolved some of the other capability issues identified by the Review by the end of 2018/19. Most of these are to be covered off by the proposed medium term capability actions outlined below. Progress on these medium term actions is again dependent on WSNZ’s and the sector’s financial situation.

Capability development actions

The following work programme is provisional, as further discussion with sector stakeholder organisations and their Boards is required. In addition, the CSRG is to be relaunched by WSNZ in 2018 to ensure a greater focus on, and capability to contribute to, the identification and addressing of the sector’s strategic issues. One of the first issues discussed will be implementing this Capability Plan and the strategic actions work programme.

Note that for a small number of findings no specific actions are identified as more information is needed on the wider issues at play, or on the responses of other sectors or organisations facing similar challenges. They are also likely to be part of the discussion on other capability development actions outlined below.

There are also some findings which have recommendations based over more than one timeframe e.g. the actions to develop relationships with Government are both short and medium term, and have different desired outcomes within each timeframe.

Capability development actions

Short Term Actions

Finding	Proposed Action	Responsibility	Outcomes
Financial Stress	Obtain Sustainable Funding streams from Government.	WSNZ lead with support from sector leaders.	<ul style="list-style-type: none">A more sustainable approach to operational funding and capital investment.
Complexity	Improve policy integration across the sector.	WSNZ lead with support from CSRG members.	<ul style="list-style-type: none">Agreed positions for key issues underpin consistent policies and communications.Future-oriented policy issues inform the development of sector research agenda and inform WSNZ policy advocacy.
	Develop a Water Safety Sector Maori Strategy.	WSNZ lead with support from CSRG members.	<ul style="list-style-type: none">Iwi/Maori able to lead drowning prevention activity for Maori in their rohe.Sustainable approach to engaging with Maori on water safety issues developedRelationships built with key Maori water safety stakeholders.
	Develop a sector action plan for Government engagement.	WSNZ and CSRG.	<ul style="list-style-type: none">Central government ownership of the public good of drowning prevention confirmed.Government lead agency for WSNZ and sector reconfirmed.Practical options for joint working with a diverse range of agencies identified.Processes for ensuring Ministerial awareness of water safety sector issues developed.Support sustainable funding action.
	Complete pilot Regional Water Safety Strategies.	WSNZ lead with support from CSRG members.	<ul style="list-style-type: none">A list of priority water safety work streams and investments in a region.‘Coalition of the willing’ built in each region.Generic regional water safety strategy development process tested.Potential Regional Preferred Providers for future WSNZ investment identified.Next tranche of regional water safety strategies to be identified.

Capability development actions

Medium Term Actions

Finding	Proposed Action	Responsibility	Outcomes
Limited Capabilty	Develop a sector Monitoring & Evaluation Strategy.	WSNZ with support from Research & Insights Working Group.	<ul style="list-style-type: none"> Evidence to inform investment in the most effective drowning prevention interventions generated. National standards for drowning prevention service provision developed.
Complexity	Develop a Sector fresh water safety strategy.	WSNZ in conjunction with CSG.	<ul style="list-style-type: none"> ‘Coalition of the willing’ built around fresh water safety. Practical options for improving the safety around rivers, lakes and estuaries identified.
	Explore options for joint strategic planning across the sector.	WSNZ in conjunction with CSG.	<ul style="list-style-type: none"> Joint strategic planning process able to deliver cross-sector integration and effective outcomes.
	Develop a Water Safety Sector Participation Framework.	WSNZ with support from CSG.	<ul style="list-style-type: none"> The water safety sector is defined – the way its current membership, scope of activities, organisational form and function are structured. Opportunities for collaboration and rationalisation of sector organisations’ programmes identified, and the value proposition of membership the water safety sector clarified. Expectations of being a member of the sector and of WSNZ as leader of the sector reviewed and restated.
	Develop a Water Safety Sector Local Government Engagement Strategy.	WSNZ	<ul style="list-style-type: none"> Engagement with local government about drowning prevention activity able to be undertaken in their jurisdiction completed. Sustainable approach to engaging with local government on water safety issues developed via LGNZ. Supports regional water safety strategy development process Supports fresh water safety strategy development process. Relationships built with key local government organisations.

Capability development actions

Long Term Actions

Finding	Proposed Action	Responsibility	Outcomes
Complexity	Review sector form and function.	Water Safety Sector	<ul style="list-style-type: none">Discussion about long term structure for water safety sector, including with those organisations with only a small interest in the sector.Options identified for addressing any disadvantages from the sector’s current structures, while retaining the advantages of local ownership and identity.
	Develop a Sector infrastructure plan.	The Primary Agencies.	<ul style="list-style-type: none">Long term asset management plan and investment targets for the sector’s key preventative and rescue assets and training programmes.

Ongoing Timeframe

Finding	Proposed Action	Responsibility
Complexity	<ul style="list-style-type: none">Any response to this finding needs to be worked through with sector organisations as improving organisational agility is not amenable to a ‘silver bullet’ solution, but is tied up with the structure and operations of sector organisations. This is a wider issue facing NGOs more broadly.Information on how any new NGO business models and governance arrangements currently being developed or trialled here or overseas would need to be assessed for the relevance and applicability. This is also likely to be part of the discussion on sector form and function and the membership of the water safety sector actions outlined below.	Sector Agencies
Pressure	<ul style="list-style-type: none">The issue of professionalisation is currently being examined as part of the establishment of Fire and Emergency NZ by Government. Any ‘lessons learned’ from this process would need to be assessed for their relevance and applicability to the water safety sector.These two findings are related and any responses to them will need to be developed with sector organisations, as volunteering is at the heart of the operations of sector organisations. Moreover, this is also a wider issue facing NGOs more broadly and again greater information on how the challenges of volunteering are being addressed here or overseas is needed.	Sector Agencies

Implementation and funding issues

Following discussion and approval of the recommended actions contained in this paper by the POG, and a general support from the sector, a detailed implementation plan will be developed by WSNZ in conjunction with the CWG. The actions from the implementation plan will then be built into WSNZ work programme for 2018/19 and outyears.

Resources for this will be addressed in the upcoming WSNZ 3 year investment case for new Zealand's national water safety agencies. This investment case will identify the resources WSNZ needs to implement the Sector Strategy, as well as the resources sector organisations need to sustain front-line drowning prevention services. The current approach to the investment case is to identify the resources needed to deliver the short and medium term recommended actions outlined above. Funding for the long term actions will be part of the discussion with Government on sustainable funding streams.

It should be noted however that all these actions are unlikely to address the major capability challenges the sector currently faces or lead to the 'step change' sought to future proof drowning prevention in New Zealand. Without additional, sustainable revenue, the sector will continue focus on day-to-day financial survival rather than planning strategically for future drowning prevention.



Appendix 1

- Sector Strategy 2020



New Zealand Water Safety
Sector Strategy 2020





The Need for a Sector Strategy

Welcome to the New Zealand Water Safety Sector Strategy 2020, New Zealand's first truly collaborative approach to addressing the issue of drowning in this country.

New Zealand has long had a committed and active water safety sector, but with its unenviable position as the nation with the 8th highest drowning toll (per 100,000) in the OECD, and almost double the Australian drowning rate, the time has come for a significant change in the way the sector works.

This strategy sets out the water safety sector's plan to work collectively over the next five years to achieve greater impact – working towards its vision of no one drowning.

The strategy is a joint effort, a partnership by water safety organisations including Accident Compensation Corporation, Coastguard New Zealand, Coastguard Boating Education, Maritime New Zealand, New Zealand Recreational Association, Surf Life Saving New Zealand, Swimming New Zealand, Water Safe Auckland and Water Safety New Zealand. Input from other sector members – both large and small – has also contributed significantly to this new approach.

The joint goals the sector has agreed on are ambitious - seeking to halve the male drowning toll and bring the pre-school drowning toll down to zero by 2020.

To achieve these goals, and to create a culture where all New Zealanders will enjoy the water safely, the sector will work together to deliver new and innovative programmes and drive attitudinal and behavioural change through communications and other campaigning. It will engage in research, set a policy agenda and resource drowning prevention initiatives according to what will have the greatest impact.

The sector will also stand accountable for its results.

Message from the Minister

As New Zealanders, we enjoy some of the most magnificent waterways in the world. The opportunities to swim, dive, surf, and boat are a fundamental part of Kiwi life.

However, we know that our waterways are not without risk and every year far too many people lose their lives, or are injured, in, on or around the water. The tragedy is that most of these drownings and injuries are preventable.

I welcome the Water Safety Sector Strategy 2020 as an important step towards reducing the drowning toll. The major water safety agencies have presented a plan for collective action that has the ambitious task of changing our culture so that all New Zealanders enjoy water safely.

I also congratulate the water safety sector for its leadership and commitment to collaborative action. No single organisation can significantly reduce drownings without the support of the broader sector.

I believe that this strategy will help to create a safer and more responsible approach to water for all New Zealanders.

Hon Dr Jonathan Coleman
Minister for Sport and Recreation





New Zealand's Drowning Problem

A Snapshot

New Zealanders love the water. Each year, three million people visit beaches, 1.5 million go boating, over 1.1 million participate in swimming and more than 630,000 go fishing. There are also over 20 million visits to public swimming pools.

On average*, **103 people** die by drowning in New Zealand waters each year, but up to **80** of these deaths are preventable**. A further **172** people are hospitalised as a result of water-based incidents. **1200** deaths are avoided each year through rescues.

Drowning is the **fourth highest** cause of accidental death in New Zealand – after motor vehicle accidents, falls and poisoning.

New Zealand ranks **8th** worst of the OECD countries for preventable drownings and has **double the Australian drowning rate** (per 100,000) and five times that of the UK.

Males are **four times more likely** to drown in New Zealand, making up 84% of total drownings. This is **twice the global average**.

Tragically, pre-schoolers are still drowning. Six infants under five years old drown (on average) each year and a further 34 are hospitalised. 87% of these deaths are attributed to **inadequate adult supervision** with just over half of pre-schooler drownings occurring in the home (52%).

Maori continue to be over represented in New Zealand's drowning figures at just 14% of the population, but making up 23% of those who drown. 90% of Maori who drown are men.

New Zealand's changing demographic is having an impact on water safety. Between 2001 and 2013 the population increased 14%, with the Asian population rising by 98% and Pacifica by 28%.

Socioeconomic status and **ethnicity** also have an impact on drownings, with higher drowning rates occurring in lower socioeconomic groups, in ethnic minorities and in rural populations.

Beaches (at 22%) and **rivers** (20%) closely followed by **offshore** (19%) are where the greatest number of drowning deaths occur. The largest number of drownings are **immersion incidents** (33%) where the victims had no intention of being in the water.

Boating (at 22% of preventable deaths) claims the second greatest number of lives and almost three quarters (73%) of those that drown in a boating incident are **not wearing lifejackets**. **Swimming** makes up 21% of preventable drownings and a further 39 hospitalisations per year. The majority of swimming deaths (39%) occur at beaches.

* Statistics are based on the five year average of preventable drowning fatalities 2010-2014

** Preventable drownings are defined as all drowning deaths other than those that result from suicides, homicides and vehicle accidents.

New Zealand's Drowning Problem

The Challenge

Drowning is a complex issue, with three key factors influencing New Zealand's high drowning toll.

- People – New Zealanders have varying degrees of knowledge, attitudes and behaviour towards water.
- Activities – A high number of New Zealanders enjoy participation in water based leisure, adventure and commercial activities.
- Environment - New Zealand's environment and weather patterns are unpredictable, increasing the risks for those without adequate water safety skills.

The problem that this strategy seeks to address can be broadly attributed to the tendency for New Zealanders (in particular men) to underestimate the risks and overestimate their abilities in, on and around the water. But at a deeper level, there is only a limited understanding of the root causes of drowning or the effectiveness of current water safety initiatives.

More research and investigation is required.

Adding to the challenge, drowning and water related injuries do not have as high a profile as they should both at a community level and within government. The water safety sector is also funded on a year-to-year basis, limiting the development of longer-term strategies.

The Water Safety Sector Strategy 2020 seeks to address these challenges.

Towards a Lower Drowning Toll – Together

As this sector strategy shows, there is much work to be done. But water safety organisations are united in the commitment to work together towards these goals and the ultimate, long-term vision that no one drowns. We are focused on ensuring that all New Zealanders have the skills and knowledge needed to enjoy this country's beautiful waters safely.





The New Zealand Water Safety Sector Strategy 2020

Vision	No one drowns.
Mission	To work collectively to reduce drowning and injuries so that all New Zealanders enjoy the water safely.

Outcomes	1. A changed culture in which every New Zealander: <ul style="list-style-type: none">understands the risks associated with water andhas the ability to survive in, on or around water.	2. Minimised social and economic costs from preventable drowning and injury.	3. A world leading water safety sector.
----------	---	--	---

2020 Goals	a. Every New Zealander has the opportunity to develop water safety knowledge and survival skills. b. New Zealand communities take the lead to promote the safe enjoyment of local water. c. Males improve their knowledge, attitudes and behaviour to take personal responsibility for water safety. d. Parents improve their knowledge, attitudes and behaviour to take personal responsibility for supervising preschool children around water.	a. Drowning deaths are reduced from 77 ¹ to 50 or less (- 35%). b. Drowning hospitalisations are reduced from 172 to 100 or less (- 42%). c. Male drowning deaths are halved from 66 to 33 or less. d. Preschool drowning deaths are reduced from six to zero.	a. The sector works together to maximise its collective impact. b. The sector's influence secures public and political support for water safety outcomes. c. The sector has the capability and capacity to achieve its mission. d. Research and evidence drives investment decisions and continuous improvement.
------------	--	--	---

¹ Preventable drownings are defined as all drowning deaths other than those that result from suicides, homicides and vehicle accidents. Statistics are expressed as a five year average

Challenges

- One hundred drowning deaths a year is not yet seen as a crisis by New Zealand society in the way that demands the scale of response received by road and workplace deaths.
- Business as usual is important to maintain and improve but it will **not** achieve the water safety sector outcomes. These require a significant step change.
- Achieving the outcomes will require new initiatives, with the sector working together for collective impact.
- A better understanding is needed of the underlying causes of the drowning problem, the impact of current interventions and how to use resources more effectively.

Strategic Actions

- Implement a sector policy agenda:
 - a sector capability plan identifies key assets, strengths and development needs to improve sector effectiveness.
 - a data and research plan helps understand the drowning problem, informs decisions and is used to improve sector performance.
 - agreed positions for key issues underpin consistent policies and communications.
- Implement a national engagement and communications strategy:
 - the sector is connected by sharing information, leveraging collaborative action and encouraging thought leadership.
 - new partnerships are established within the sector and new stakeholders are enrolled.
 - sector media, advocacy and communications plans build public and political support for water safety.
 - advocacy targets priority national water safety policies and supports consistent regulations and compliance enforcement.
- Implement a plan to ensure the development of water safety knowledge and survival skills for every New Zealander and the development of national standards.
- Implement prevention, education and awareness programmes that target males and parents focussed on achieving attitudinal and behavioural change.
- Resource and allocate existing preventative and rescue assets and training according to their greatest impact.
- Obtain additional resources and allocate them to initiatives of greatest impact.

Appendix 2 - Outcomes based definition of capability

End outcome

High Performing - The New Zealand water safety sector is world leading

What does this look like?

- Consistent delivery of cost-effective drowning prevention over time
- Internationally recognised within water safety community as high performing; its practices and frameworks regarded as benchmarks

Intermediate Outcome 1	What does this look like?	Impacts
Sustainable - The New Zealand water safety sector is able to meet identified needs and adapt to changing circumstances	<ul style="list-style-type: none">• Long-term view of drowning prevention needs taken• Proactive, responsive organisations• Agile organisations and planning systems	<p>1. Efficient - The sector’s resources are applied to achieve the best collective results:</p> <ul style="list-style-type: none">• Resources are applied to sectoral priorities• Sector organisations are proactive about business process improvement and innovation <p>2. Capable - Sector organisations maintain and develop the capability to sustainably reduce preventable drownings:</p> <ul style="list-style-type: none">• Effective training regimes and workforce management• Asset management and capital investment programmes• Prudent financial management and accountability systems• Effective strategic planning processes <p>3. Evidence based – Research and evaluation results inform the strategies, policies and operations of sector organisations:</p> <ul style="list-style-type: none">• Research funding directed to clear sectoral priorities• Sectoral evaluation efforts focus on understanding ‘what works’ for drowning prevention in New Zealand• Informed by international best practice• Process for sharing/communicating research and evaluation results

Intermediate Outcome 2	What does this look like?	Impacts
Coherent - The activities and objectives of the water safety sector are consistent and unified	<ul style="list-style-type: none">• Sector objectives are clear and understood and drive operational planning• Sector leadership and organisational management work in together seamlessly	<p>1. Aligned – Sector organisations focus on collectively agreed objectives and delivery:</p> <ul style="list-style-type: none">• High levels of interoperability across sector organisations• Co-production and collective delivery ubiquitous• Processes for agreeing and updating sector objectives exist and are supported <p>2. Cooperative - Sector organisations work well together and support collective achievement of objectives:</p> <ul style="list-style-type: none">• Culture of collaboration exists across the sector• Collective achievement recognised as success <p>3. Integrated – Drowning prevention activities and sector organisations plans are mutually reinforcing:</p> <ul style="list-style-type: none">• Key operational plans developed via joint planning• Organisational strategic plans consistent with sector strategy• Performance of activities informs planning and vice versa

Appendix 3 - An overview of the water safety sector relationships



