



Review of Swim and Survive programmes to establish a more unified approach

Final Report

April 2012



Email: umr@umr.co.nz
Website: www.umr.co.nz
Facebook: www.facebook.com/umr.research

WELLINGTON
3 Collina Terrace
Thorndon
WELLINGTON 6011
NEW ZEALAND
Tel: +64 4 473 1061
Fax: +64 4 472 3501

AUCKLAND
11 Earle Street
Parnell
AUCKLAND 1052
NEW ZEALAND
Tel: +64 9 373 8700
Fax: +64 9 373 8704

SYDNEY
Level One, Suite 105
332-342 Oxford Street
SYDNEY NSW 2022
AUSTRALIA
Tel: +61 2 9386 1622
Fax: +61 2 9386 1633

Table of contents

1.	EXECUTIVE SUMMARY	5
1.1	Introduction	5
1.2	Drowning statistics	5
1.3	Swim and Survive programmes operating in New Zealand	6
1.4	Funding for Swim and Survive programmes	8
1.5	The lack of collaboration	10
1.6	The Auckland case for Swim and Survive	12
1.7	Role of the Drowning Prevention Council	14
1.7.1	Drowning Prevention Council	14
1.8	Role of the Project Review Team in accessing New Zealand Lottery Grants Board funding	15
1.9	Addressing operational concerns	16
1.9.1	Measuring outcomes	16
1.9.2	Terminology	16
1.9.3	Role of New Zealand Curriculum	16
2.	RECOMMENDATIONS	17
2.1	The Government's Role	18
2.2	The Project Review Team process for accessing New Zealand Lottery Grants Board funding	20
2.3	Collaboration and Strategic Direction	21
2.4	Operational issues	25
3.	OBSERVATIONS.....	27
4.	INTRODUCTION	29
4.1	Background	29
4.2	Methodology	30
5.	FUNDING FOR SWIM AND SURVIVE PROGRAMMES	33
5.1	Introduction	33
5.2	Background	33
5.3	New Zealand Lottery Grants Board	35
5.4	KiwiSport	37
5.5	Trusts	37
5.6	More unified approach	42
6.	KEY ORGANISATIONS IN SWIM AND SURVIVE	43
6.1	Organisations involved in designing and delivering Swim and Survive programmes	43
6.2	Overview of Swim and Survive programmes	46
6.2.1	Swimming New Zealand (SNZ)	48
6.2.2	Surf Life Saving New Zealand (SLNZ)	52
6.2.3	WaterSafe Auckland Inc. (WAI)	55
6.2.4	Water Safety New Zealand (WSNZ)	61
6.2.5	Coastguard New Zealand	67
7.	SWIM AND SURVIVE PROGRAMMES IN THE COMMUNITY	70
7.1	Introduction	70
7.2	School Swim and Survive	72
7.3	School Swim and Survive with teachers providing Swim and Survive instruction	73
7.4	Issues for schools	77
7.5	Role of Regional Sports Trusts and Councils	78
7.6	Issues for Regional Sports Trusts and Councils	83

8.	COMMERCIAL SWIM SCHOOLS	95
8.1	Introduction	95
9.	THE GREATER AUCKLAND AQUATIC ACTION PLAN.....	99
9.1	Introduction	99
10.	QUALITY PROGRAMMES IN SWIM AND SURVIVE	104
10.1	Background	104
10.2	Qualification for swim instructors.....	105
10.3	Experience of the swim qualifications from Swim Schools	106
10.4	Quality Swim School programme.....	109
10.5	Pool standards.....	109
10.6	Swim and Survive programme development	110
11.	ROLE OF THE DROWNING PREVENTION COUNCIL	111
11.1	Background	111
11.2	Drowning Prevention Strategy	111
11.3	Drowning Prevention Council.....	113
12.	KEY STATISTICS	117
12.1	Drowning in New Zealand	117
12.2	Drowning in Australia	119

Appendices

APPENDIX 1: RESEARCH PARTICIPANTS	121
APPENDIX 2: GLOSSARY OF TERMS.....	122
APPENDIX 3: COLLABORATIVE APPROACH ENDORSED	125
APPENDIX 4: WATER SAFETY EDUCATION FOUNDATION.....	126
APPENDIX 5: GOVERNANCE OF KEY WATER SAFETY EDUCATION ORGANISATIONS	127
APPENDIX 6: INTEGRATED AQUATIC PROGRAMME	128
APPENDIX 7: AUCKLAND REGIONAL AMENITIES BOARD MEMBERSHIP.....	129
APPENDIX 8: SWIM AND SURVIVE COMMITTEE	130
APPENDIX 9: PROJECT REVIEW TEAM GUIDELINES	131
APPENDIX 10: STATE KIWI SWIM SAFE PROGRAMME INFORMATION	132
APPENDIX 11: SEALORD SWIM FOR LIFE™ PROGRAMME™ INFORMATION.....	133
APPENDIX 12: QUALITY SWIM SCHOOL REQUIREMENTS	135
APPENDIX 13: MEMBERS OF THE IMPLEMENTATION GROUP RESPONSIBLE FOR THE DEVELOPING THE IMPLEMENTATION PLAN FOR THE DROWNING PREVENTION STRATEGY	136
APPENDIX 14: DPS ACTION PLAN 2011 – 2015 FIVE KEY TASKS AND INITIATIVES TO REDUCE DROWNINGS	137

Foreword

New Zealand's landscape is surrounded by water and as such learning to swim and survive for all New Zealanders are key skills valued by our communities. This is evidenced by the efforts made in our schools and communities to enable school children to participate in swim and survive programmes.

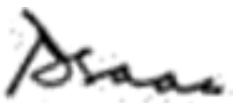
A number of government and non-government organisations, commercial and community sponsors support the swim and survive programmes occurring throughout New Zealand. However there has been growing concern over the ability of all New Zealanders and more specifically school children to be safe around water. Amongst the water safety sector there have been tensions on how best to address these concerns.

This review of swim and survive programmes was commissioned by the Accident Compensation Corporation, in conjunction with the Drowning Prevention Council and Sport New Zealand to examine how improved coordination of swim and survive programmes could be achieved; including strengthening collaboration among key water safety organisations and maximising resources that are supporting swim and survive programmes nationally. This review is not a review of any specific organisation operating in the water safety sector. We also observe that swim and survive programmes are only one of a range of strategies to reduce drowning in New Zealand.

It is important that there is clarity over what these programmes comprise. In our view they should include a continuum of programmes that include professional swim school instruction as well the swim instruction provided in our schools by teachers. This requires professional development for both professional swim instructors as well as classroom teachers.

We have taken a pragmatic approach in developing our recommendations and look to build on the capacity of organisations already working in the sector. In addition we suggest a mechanism that will support improved collaboration. While government agencies do not have any direct involvement in swim and survive programmes our recommendations do include an element of oversight by a government agency. We are hopeful that these recommendations will provide a way forward for the water safety sector.

We would like to thank all those who participated in this review and their willingness to be open and frank around their current experiences and their suggestions for improving collaboration in the water safety sector.



Alan Isaac
Isaac Advisory

20 April 2012

1. Executive summary

1.1 Introduction

Providing Swim and Survive programmes is the responsibility of a number of organisations and agencies in New Zealand. Prior to Swim and Survive programmes many people referred to 'learn to swim' which is more about acquiring swim skills. More recently there has been a focus on swim skills *and* survive skills in an aquatic environment as part of a Swim and Survive programme. This report focuses on Swim and Survive programmes, how they are delivered in New Zealand, and how improved coordination and collaboration can be implemented to ensure funding for Swim and Survive programmes is maximised. It is important to note that swim and survive programmes are one of a number of strategies that may contribute to a reduction in drowning in New Zealand. This review is not a review of any specific organisations operating in the water safety sector.

The research came about as a number of government agencies, funding agencies and aquatic stakeholders became concerned about the perceived duplication, lack of coordination and delivery of Swim and Survive programmes. The overall outcome is expected to be a more unified approach to the funding and delivery of Swim and Survive programmes that will support both short and longer-term planning.

In conducting this research the researchers observed that the funding, design and delivery of Swim and Survive programmes has input from a range of organisations thus requiring a great deal of collaboration at the local and national level among organisations involved in water safety education. It is also apparent that there is regional variation that takes into account community needs, the local aquatic environment, and the infrastructure and funding that is in place.

1.2 Drowning statistics

The importance of New Zealanders learning Swim and Survive skills is confirmed by drowning being the fourth highest cause of unintentional death by injury (behind road vehicle crashes and falls and workplace deaths. While the drowning rate has halved in the past twenty years, with a record low recorded in 2010 with 87 deaths by drowning, in 2011 there were 131 deaths by drowning; a significant increase.

However, it should be noted that the number of school-aged children drowning continues to be low. Males make up more of the drowning statistics, and Māori are also over-represented in the 2011 drowning statistics.

Notwithstanding there is a long standing tradition of ensuring New Zealand children have opportunities to learn to swim. It is recognised that due to New Zealand's long and narrow coastline, and many rivers and lakes, there is easy accessibility to aquatic environments for all New Zealanders.

We also note that many children are participating in Swim and Survive programmes throughout New Zealand. In a Water Safety New Zealand survey conducted in 2009, 89% of all participating schools declared they offered a 'learn to swim' programme.¹ Of these, 59% said they used their own school pool and 35% used a Council pool. In addition 70% of the 'learn to swim' programmes were taught by the classroom teacher.

¹ We note that this survey covered 2,553 state, state-integrated, private, special and kura kaupapa Māori schools in the primary and secondary sectors. 44% of the responses were from primary schools, of these 94% offered 'learn to swim' programmes. 'Learn to Swim' is the terminology used in the New Zealand Council for Educational Research report prepared for Water Safety New Zealand.

1.3 Swim and Survive programmes operating in New Zealand

Key findings

- Professional development is important for around 50% of teachers providing Swim and Survive instruction in New Zealand school pools.
- Both State Kiwi Swim Safe and Sealord Swim for Life™ are supporting two important delivery channels for Swim and Survive programmes.
- The introduction of KiwiSport funding has improved accessibility for school children to Swim and Survive instruction from qualified swim instructors mainly through Council swim schools.
- Some confusion exists with two programmes operating that have slightly different achievement levels and educational resources.
- Schools have low awareness of the organisations involved in providing water safety education or the Drowning Prevention Strategy but have a high level of commitment to providing opportunities for Swim and Survive instruction at their school.

Swim and Survive programmes are being provided in various ways throughout New Zealand.

The primary mechanism is through teachers, teaching in a school pool or a community pool. Some schools will also contract out to a commercial swim instructor to provide Swim and Survive in their school pool or a Council pool.

For schools using their own pool, the school pool is often a community resource and schools often view swimming as a key part of their schools' physical education programme.

In some areas, heavily subsidised or free Swim and Survive programmes are being provided to school children in Council pools, with Council swim instructors teaching the Swim and Survive skills that have been in place for many years. These programmes usually have local commercial sponsorship funding or local charitable trust support such as what is happening in Whangarei, Invercargill and South Auckland.

With the introduction of KiwiSport funding in 2009, access to subsidised funding for Swim and Survive programmes at Council pools has increased with a number of joint initiatives in place between Councils, commercial swim schools, schools and Council transport providers. These Swim and Survive initiatives are coordinated by Regional Sports Trusts, the managers of the KiwiSport funding.

In addition there are also ad hoc Swim and Survive programmes developed to address specific needs such as programmes for specific aquatic environments and at-risk groups, including some ethnic minorities.

Supporting these programmes are two key initiatives:

- The State Kiwi Swim Safe programme that provides an educational resource and support to teachers responsible for providing Swim and Survive instruction for children attending their school. *This programme is designed and delivered by Swimming New Zealand.*

- The Sealord Swim for Life™ programme provides a resource that supports schools and Councils accessing the subsidised Council swim programmes. *This programme is designed, and its delivery is facilitated, by Water Safety New Zealand.*

Schools are reliant on these programmes to ensure the Swim and Survive programmes children are receiving meet levels of achievement in swimming skills, which include water confidence, entering and exiting the water safely, breathing, stroke correction and fitness. In addition the inclusion of survive skills teaches children beach safety, use of life jackets, how to float and wait for rescue. The plus for using a school pool is the ability to adapt programmes to meet the needs of the local community. Also there is less disruption to the school day, with no need for transport. Schools can also offer a larger number of lessons at their pool and include swimming in terms one and four.

Professional development for school teachers responsible for teaching Swim and Survive skills is valued by schools. However, some concern is expressed that there is also some reliance on unqualified teachers. Schools receiving resources and professional development through the State Kiwi Swim Safe programme are positive about the resource and the children's response to it.

Schools are making choices to keep their pools open, using their operating budgets to do so and also accessing Council funding or Energy Efficiency and Conservation Authority funding where available. While charitable trust funding can be accessed by schools, often they weigh up the need for swimming equipment against the need for playground equipment or computers.

As mentioned earlier, with the advent of KiwiSport funding more schools are accessing Council swim schools to deliver their Swim and Survive programmes. While individual Council swim schools have their own lesson plans and approach to teaching Swim and Survive, involvement in the Sealord Swim for Life™ programme ensures that there are some common achievement levels. Also a requirement of the programme is teacher involvement in professional development as the Sealord Swim for Life™ programme is usually targeted at years 3 - 6. The Sealord Swim for Life™ programme has a stated outcome of swimming 200 metres. For schools with no available school pool or teachers not qualified in Swim and Survive instruction, access to the Sealord Swim for Life™ programme is a real positive with many Regional Sports Trusts facilitating this process in their region. There is also some support for children learning from professional swim instructors.

Nevertheless with two programmes in operation, albeit through different channels of instruction, there is some room for confusion among schools especially when they are not that aware of the different organisations operating in this space. Some schools may be providing Swim and Survive lessons in their own pool and so are working with the State Kiwi Safe resources that has its own achievement certificate, and then are offered the opportunity to access the Sealord Swim for Life™ programme that has the 'Passport' for life booklet for children. Regional Sports Trusts also report that sometimes schools are asked to choose which programme to have delivered for their school and so seek advice on how the two might compare.

For a number of Councils the lack of pool space has impacted on their ability to meet the needs of the schools in their area for Swim and Survive instruction. Hence the decision by some Council's to help fund schools to keep their school pool open.

There are four main organisations involved in the design, delivery or facilitation of nationwide Swim and Survive programmes. These organisations are Water Safety New Zealand, Swimming New Zealand, WaterSafe Auckland and Surf Life Saving New Zealand. The latter three are all member organisations of Water Safety New Zealand, the umbrella organisation for organisations and groups involved in water safety.

WaterSafe Auckland and Surf Life Saving New Zealand have both contributed to the State Kiwi Swim Safe programme, with Water Safe Auckland providing professional educational expertise as well as delivering professional development to school teachers in the Auckland region on Swimming New Zealand's behalf. Surf Life Saving New Zealand provides and delivers the beach education module of State Kiwi Swim Safe for schools that request the service.

Water Safety New Zealand has worked closely with Regional Sports Trusts and Councils to facilitate the delivery of Sealord Swim for Life™. Swimming New Zealand also provides the professional development to schools involved in the Sealord Swim for Life™ programme.

1.4 Funding for Swim and Survive programmes

Key findings

- Key funders describe the water safety sector as fragmented and lacking in collaboration which makes it difficult to make appropriate decisions on funding Swim and Survive programmes.
- For more informed decision-making they require clarity of roles and responsibilities in the sector; understanding of the overall strategic goals for all Swim and Survive programmes; and guidelines for standards and components of quality Swim and Survive programmes.
- The current Project Review Team process administered by Water Safety New Zealand to develop a consolidated grant application to the New Zealand Lottery Grants Board has created tension among key water safety organisations. Some do not consider the process fair and transparent.
- Locally there are some strong relationships in place between funders and key organisations that support Swim and Survive programme delivery.

Funding for Swim and Survive programmes has relied on funding streams from the New Zealand Lottery Grants Board and charitable trusts in particular. KiwiSport funding is also accessed for Swim and Survive programmes as they meet the criteria for local collaborative initiatives that support increased participation in physical activity and sport. Sponsorship² by local and national businesses also supports Swim and Survive programmes. As mentioned previously, schools are also using their operational grants to maintain school pools, and also independently applying to local charitable trusts for funding of equipment and resources.

In looking at funding for the water safety sector it is difficult to unravel what is attributed to Swim and Survive programmes.

However, we note that funding for the water safety sector as a whole amounted to around \$28 million for the year ending June 2011. Of this around \$6 million was New Zealand Lottery Grants Board funding which was distributed directly to Water Safety New Zealand (\$2.3M); Surf Life Saving New Zealand (\$2.2M) and Coastguard New Zealand (\$1.4M). In turn Water Safety New Zealand distributes some of its funding to members for specific water safety education projects through the Project Review Team process. It is noted that Water Safety New Zealand is accountable for distributing the funding as indicated in the approval letter from the New Zealand Lottery Grants Board based on the consolidated grant application made on behalf of its members.

² Please note that Commercial Sponsors were not interviewed formally for this research.

There is one main area of contention that has arisen regarding the funding of Swim and Survive programmes. The Project Review Team process administered by Water Safety New Zealand whereby a consolidated grant application to a Lottery Grants Board Committee is developed is not considered to be transparent or fair by a number of the key water safety organisations. While the Project Review Team operates independently from Water Safety New Zealand there is a definite perception that projects delivered or facilitated by Water Safety New Zealand tend to be approved more readily than projects from the other key organisations. This has led to some organisations trying to circumnavigate the Project Review Team process and apply directly to the New Zealand Lottery Grants Board.

Difficulties have also arisen for some funders when confronted with multiple and seemingly similar applications for Swim and Survive programmes. For most charitable trusts³ this created significant concerns and confirms their view the sector is fragmented with a lack of collaboration.

However, at the local level there is evidence of strong relationships among charitable trusts with individual water safety organisations and their Swim and Survive programmes.

Charitable trusts are supporting a range of Swim and Survive programmes including:

- Find Your Field of Dreams
- Professional development for teachers
- Sealord Swim for Life™
- Surf Life Saving - Little Nipper (surf safety skills)
- Support for schools to access swimming lessons
- Swim and survive equipment e.g. life jackets
- Pools in Schools.

It is important for charitable trusts that they support the local community, and Swim and Survive programmes delivered through a local school are often seen as a safe and secure investment. Nevertheless, some charitable trusts are unsure which Swim and Survive programmes to fund and query whether there is any overall strategic direction nationally that would help them make better funding decisions. While Sport New Zealand is sometimes contacted for advice and clarity on what is happening in the sector, this may not be the case universally.

We note that a significant funder to Water Safety New Zealand is the Water Safety Education Foundation Trust. This charitable trust was established initially to support water safety education but has widened its sphere of support to include a range of community initiatives in areas where they operate. The Water Safety Education Foundation Trust distributed \$1.35 M in the year ending 30 September 2010 to Water Safety New Zealand.

There is strong support among the funders for a more unified approach that would support and demonstrate collaboration by key water safety organisations. Ultimately they would like to have:

- More clarity around key roles and responsibilities of the key organisations operating in the sector
- Improved understanding of the strategic aims of all Swim and Survive programmes
- Guidelines on standards and components of Swim and Survive programmes.

This would provide them with the necessary information to make more informed decisions when assessing applications for funding. However, it should be recognised that any unified approach should allow flexibility that takes into account local needs and community issues.

³ Charitable Trusts include community trusts and gaming societies.

1.5 The lack of collaboration

Key findings

- There has been tension over some years regarding quality and delivery of programmes, and the underlying philosophy of Swim and Survive programmes, which have not been resolved.
- This tension has resulted in increased lack of collaboration in the sector, and has been exacerbated in recent years by:
 1. The current Project Review Team process for making recommendations on New Zealand Lottery Grants Board applications being seen as unfair and not transparent to members of Water Safety New Zealand
 2. Competition for funding for perceived competing programmes
 3. Competition between two swim instructor qualifications.
- To achieve collaboration there is a need to address the funding issues and also provide a coherent strategic direction that all key water safety organisations are party to and to which they agree.
- To drive this process current barriers to collaboration need to be dismantled. This includes:
 1. Recognising philosophical differences but ensuring that any Swim and Survive programmes funded meet agreed outcomes and are measurable
 2. Informing funders of key components and standards for Swim and Survive programmes, and how the programme will meet the agreed outcomes AND contribute to the overall strategic direction
 3. Involving all key organisations in decision-making at the appropriate management level.
- There is a need to develop an overall strategy that takes into account the whole sector, the different programmes, and the place of Swim and Survive among the range of initiatives that help reduce the drowning toll. A collaborative approach will recognise the different ways of delivering Swim and Survive programmes and also the range of programme deliverers.

A key theme has emerged among stakeholders working in the water safety education sector regarding the lack of collaboration among organisations and also a lack of strategic direction. Key funders, Regional Sports Trusts, and local Councils describe the water safety education sector as fragmented and fractured and voice concern that the main organisations within the sector have not been able to resolve the current situation. There have been underlying tensions over many years among the key organisations involved in water safety education. However, there is little doubt regarding the passion and commitment these organisations have towards Swim and Survive programmes and reducing New Zealand's drowning toll. Rather tensions have arisen around how Swim and Survive programmes are designed, delivered and funded.

Water Safety New Zealand is the membership organisation of which the majority of those involved in water safety education are members; either as full or associate members. The stated strategic priorities of Water Safety New Zealand are to: provide leadership in water safety education; support education and awareness of water safety education; and develop and maintain strong collaborative relationships among its members and also with government and community leaders. Therefore, it is somewhat disturbing for the research team and participants in the research that the current situation has arisen with a number of key organisations feeling disaffected; namely WaterSafe Auckland and Swimming New Zealand and to a lesser extent Surf Life Saving New Zealand.

However, there is some evidence that at the local level the key organisations are working together to deliver Swim and Survive programmes with area group meetings and shared communications. It is mainly at the national level where relationships have deteriorated.

Three key issues are identified that have contributed to the declining relationships and ensuing lack of collaboration at the national level:

- Competition for funding between the Sealord Swim for Life™ and State Kiwi Safe Swim and Survive programmes
- The introduction of an alternative swim instructor qualification (AUSTSWIM - Australia's national organisation for the teaching of swimming and water safety and qualification) to the Assistant Swim Teacher Award (ASTA)
- The Project Review Team process whereby member organisations compete with Water Safety New Zealand for funding.

Looking at these issues individually the following conclusions are made:

1. The Sealord Swim for Life™ and State Kiwi Swim Safe programmes are providing two delivery mechanisms for Swim and Survive instruction - through a classroom teacher-led programme or through a commercial swim school instructor-led programme. There is room and a need for both.

Some of the confusion may lie in the slightly different achievement levels of both programmes, which could be addressed through more common terminology and also some common achievement levels. Although this is not to say that the achievement levels should be identical as different delivery channels need to be considered.

2. Having two swim instructor qualifications provides those interested in providing swim instruction with choice. A wide range of people currently provide Swim and Survive instruction, including classroom teachers, students who provide instruction as part-time jobs, and also those who are pursuing a career in swim instruction.

Skills Active Industry Training Organisation, working with Water Safety New Zealand, Swimming New Zealand, New Zealand Recreational Association and other stakeholders has developed a New Zealand Qualifications Authority pathway that recognises both qualifications. The resultant qualification, the National Certificate in Recreation and Sport (Aquatics), has been developed for those seeking a career in the aquatics industry including swim education, pool life-guarding and aquatic programme instruction.

In our discussions with participants for this research there are supporters for both qualifications reinforcing the view that choice may be helpful. Some prefer the ASTA qualification as it meets their needs and is New Zealand based; while others acknowledge the international recognition of the AUSTSWIM qualification. Although it is recognised that the introduction of AUSTSWIM by Water Safety New Zealand increased tension with Swimming New Zealand it seems that some resolution has been achieved through the New Zealand Qualifications Authority qualification pathway that recognises both.

Currently there is no mandatory requirement for swim instructors to be qualified. It is important that the water safety education sector communicates the importance of qualifications to end-users and also funders to help them in their decision-making regarding Swim and Survive programmes.

3. While the Project Review Team states that it operates independently from Water Safety New Zealand, its members are appointed by Water Safety New Zealand and secretarial support is also provided by Water Safety New Zealand. In addition, up until a year ago letters from the Project Review Team confirming approval or decline of applications were signed by the Chief Executive of Water Safety New Zealand.

These factors have reinforced the view of some members that the application process is not fair or transparent; especially where members are pitching for projects in competition with Water Safety New Zealand facilitated projects.

Although the process followed by the Project Review Team appears independent it is impacted by the current overriding perception that it is not. The research suggests that this perception is not likely to change in the near future.

To achieve collaboration in the sector there is a need to address the funding issues and also provide for a coherent strategic direction that clarifies roles and responsibilities and the ways in which the various Swim and Survive programmes relate and contribute to reducing the drowning toll.

While a number of participants suggested a way forward is to clearly demarcate roles and responsibilities, there is some concern that without an agreed direction and implementation plan working there is a risk that this would contribute to working in isolated silos. There is a need for all organisations to be aware of each other's contribution to the overall goals and take into account the activities of others.

At an operational level there is also a need to align key achievement levels among the various Swim and Survive programmes, which will provide some common outcomes measures across a wider number of Swim and Survive programmes.

To a lesser extent the inability of WaterSafe Auckland to participate as a full member of Water Safe New Zealand with voting rights when as an organisation it has in its catchments around a third of New Zealanders, also contributes to the current tensions.

1.6 The Auckland case for Swim and Survive

Key findings

- The Greater Auckland Aquatic Action Plan was driven by the requirement of a key funder in the region to demonstrate collaboration with respect to Swim and Survive programmes. The implementation plan is a good first step but is not without its teething problems. Coming from a base of serious tension among key organisations has made the process difficult and requires extremely well honed consultative skills and empathy towards contributing organisations.
- Currently at the implementation plan stage it is important that this stage outlines roles and responsibilities for current and future initiatives and further demonstrates an understanding of the wider role of the various Swim and Survive programmes required to deliver a range of sustainable Swim and Survive programmes in the longer term e.g. education.
- It is important that the Greater Auckland Aquatic Action Plan demonstrates how it aligns with a national direction for Swim and Survive programmes.

With a third of New Zealanders living in the Auckland region, Auckland has the opportunity to be at the forefront of new initiatives. It has greater ethnic diversity and a larger population base from which to draw support and funding.

However, National organisations often contend with how to implement a national programme that is relevant to Auckland; while Auckland has the power to stand alone more so than other cities in New Zealand. The rest of New Zealand equally does not always relate to an Auckland solution. That said it is important for national organisations to navigate the balance between providing a national direction while including opportunities for regional variation.

In Auckland, WaterSafe Auckland provides much of the direction and delivery of Swim and Survive programmes for the region. It is characterised by local and community-based initiatives that meet the needs of these communities. These include Swim and Survive programmes for at-risk groups and for specific aquatic environments. Heavily based on educational theory and programme delivery, WaterSafe Auckland looks to deliver Swim and Survive programmes that work across the New Zealand curriculum. Their programmes include opportunities to link Swim and Survive to numeracy and literacy. WaterSafe Auckland also provides professional development to teachers in the Auckland region on behalf of Swimming New Zealand, in a mutually agreed arrangement between the two organisations.

It was in 2010 that a key Auckland funder became concerned with the direction of Swim and Survive programmes, when confronted with competing applications for funding. For this funder and other stakeholders it soon became apparent there was little collaboration, with organisations praising the merits of their programmes and showing little regard for the merits of other Swim and Survive programmes. A key outcome from this experience was a requirement for demonstrated collaboration and a plan for the Auckland region regarding the delivery of Swim and Survive programmes before further funding would be made available. The outcome is the Greater Auckland Aquatic Action Plan.

A primary focus of the Greater Auckland Aquatic Action Plan is the delivery of 'learn to swim' programmes for primary school children by investing in the provision of a minimum number of quality 'learn to swim' sessions by a commercial or council swim school. The plan is coordinated by the local Regional Sports Trust and includes roles and responsibilities for delivery, minimum standards for providers, approved qualifications for instructors, and achievement level requirements.

At face value the plan is a positive step forward and has brought together many of the key water safety organisations who helped in its development. However, there continue to be some misgivings regarding communication and the perceived inadequacy of consultation between the initial plan and the implementation plan. It appears that some of these concerns are not unfounded. Now in the implementation stage there are examples of lack of communication, with seeming double-ups in the provision of Swim and Survive programmes, with some schools confused by being offered both free lessons and professional development using portable pools.

Nonetheless this is a new process for the Auckland region and some teething issues should be expected.

To ensure a long-lasting collaborative environment, a balance must be struck with the urgent need to 'get on with the job' and also bring on board those organisations finding the process and implementation more difficult. Critical to the success of the Greater Auckland Aquatic Action Plan is the inclusion of the range of Swim and Survive programmes (including professional development for teachers) that will support the overall strategic direction, even if this will be stage two of the implementation plan.

Our observations are that throughout New Zealand there are similar types of collaborative efforts in place with Regional Sports Trusts managing the coordination with local Councils, water safety education organisations and schools. There is opportunity for more collaboration among the Regional Sports Trusts to identify what is working well and also what could be improved in different regions regarding Swim and Survive programmes.

1.7 Role of the Drowning Prevention Council

Key findings

- The Drowning Prevention Council has responsibility to ensure collaboration exists among those working in the water safety education sector to support the Drowning Prevention Strategy. It too is concerned with the lack of a common national strategy and delivery system for swimming education.
- However, the current membership has not contributed to improved cohesion among key water safety organisations.

1.7.1 Drowning Prevention Council

Throughout this review we have been conscious that the Drowning Prevention Council is a key organisation responsible for ensuring collaboration in the water safety sector, of which water safety education is one component. Many participants in the research expressed support for more direction and strategic oversight from the Drowning Prevention Council, and of where Swim and Survive programmes fit in the overall water safety education space.

The Drowning Prevention Council was established by Government in 2008 to lead implementation of the Drowning Prevention Strategy; a key document responsible for reducing the drowning toll. The Accident Compensation Corporation was tasked as the lead government agency to lead development of the strategy.

In 2010 the Drowning Prevention Council reviewed its structure and terms of reference resulting in the terms of reference being updated to enable it to operate more as an overarching body for all organisations working in the 'water safety' sector. The change takes into account that it operates more as an advisory body to the Minister for Accident Compensation Corporation, the Accident Compensation Corporation, as well as representing the sector. Its current purpose is to work as a collaborative and coordinated body that supports the Drowning Prevention Strategy. It is also charged with developing and implementing a work plan that helps reduce the drowning toll.

In June 2011, the Drowning Prevention Council also stated its concern with the lack of a common national strategy and delivery system for swimming education as a major deficiency in its work and the lack of cohesion among three key organisations working in this area; namely Water Safety New Zealand, Swimming New Zealand and WaterSafe Auckland. To help address this, the Drowning Prevention Council along with Sport New Zealand commissioned this review.

It is not the purpose of this research to evaluate how well the Drowning Prevention Council is meeting its purpose and objectives. However, a number of observations are made that suggest the collaborative function of the Drowning Prevention Council is not working as well as it could be in light of the current issues regarding Swim and Survive programmes.

For a number of participants there is concern that the membership of the Drowning Prevention Council has not helped collaboration in the sector. Swimming New Zealand, a key provider of professional development to teachers, provision of the Assistant Swim Teacher Award pathway qualification for swim instructors, and the designer and deliverer of State Kiwi Swim Safe to schools, is not a member. Additionally, while membership comprises mainly Chief Executives of organisations, one member is an organisation's Board chair.

Another concern voiced by participants is the lack of funding and political mandate for the work of the Drowning Prevention Council.

We note that the timeline for the Drowning Prevention Council is for the duration of the Drowning Prevention Strategy (2015) at which time a formal review will be undertaken. Perhaps this timeline should be brought forward in light of the recommendations from this review of Swim and Survive programmes.

1.8 Role of the Project Review Team in accessing New Zealand Lottery Grants Board funding

Key findings

- The Project Review Team process whereby a consolidated grant application is made to New Zealand Lottery Grants Board has contributed to tension and distrust of Water Safety New Zealand, which in turn has not supported more collaboration among key water safety education organisations.

As mentioned earlier the New Zealand Lottery Grants Board provides significant funding to a number of organisations involved in water safety, with water focussed organisations receiving \$6 million in the 2010/2011 financial year. The Lottery Outdoor Safety Committee established by the New Zealand Lottery Grants Board is responsible for distributing funds to water-based, land-based and air-based safety organisations.

For the water safety sector the Lottery Outdoor Safety Committee receives a consolidated application for water safety education funding from Water Safety New Zealand. The Project Review Team makes recommendations on applications made by Water Safety New Zealand and its member organisations. This application is prioritised by the Project Review Team appointed by Water Safety New Zealand. The Lottery Outdoor Safety Committee is aware of the tension and conflict among some Water Safety New Zealand members. The Committee chose not to fund Swim and Survive programmes in its 2011/12 funding round. It decided to await the Review outcome before providing further funding to these programmes. It has also confirmed as a strategic priority the need to have outdoor safety sector participants work collaboratively and demonstrate 'whole of sector' collaboration for all projects that are funded. The Project Review Team took on board this requirement for the last funding round.

The conflicts regarding applications that have arisen among some member organisations are mainly due to these organisations competing with Water Safety New Zealand for funding and feeling the process is controlled somewhat by Water Safety New Zealand. This has resulted in distrust of the fairness and transparency of the process. While the processes used by the Project Review Team appear sound, there is opportunity to make the process more transparent by separating more clearly the role and responsibilities of the Project Review Team from Water Safety New Zealand.

1.9 Addressing operational concerns

There are a number of operational issues that would support a more unified approach to Swim and Survive programmes.

Key findings

- It is important that an outcomes measurement framework is developed and supported with some agreed common achievement levels regardless of the delivery channel for Swim and Survive programmes.
- Agreed terminology and definitions should form part of the national strategic direction and be communicated to all water safety education organisations.
- Schools need information and guidelines on the opportunities for Swim and Survive programmes in their area to support their decision-making.

1.9.1 Measuring outcomes

While there is general understanding of the importance of measuring the outcomes of Swim and Survive programmes, this is not always a critical requirement for funders. Usually there is more focus on activities-based accountability and reporting on programme delivery. Funders acknowledge they could do more here as part of their decision-making process.

To support more independent assessment of programmes a range of common agreed achievement levels for Swim and Survive programmes would be useful. This would help identify those programmes that are delivering on agreed outcomes and also how to improve specific Swim and Survive programmes. With different delivery channels there will be some differences in levels of achievement, so any agreed achievement levels would need to take account of this.

1.9.2 Terminology

Across New Zealand those providing Swim and Survive programmes use different terminology, which contributes to the confusion among schools and funders and also reinforces the lack of cohesiveness and national strategy. There should also be an agreed definition of Swim and Survive programmes that is used by water safety organisations.

1.9.3 Role of New Zealand Curriculum

With the emphasis of Tomorrow's Schools on individual schools, and their Boards of Trustees making decisions about what is appropriate for their school and local community, it is important that they are well informed about the opportunities available to them regarding Swim and Survive programmes.

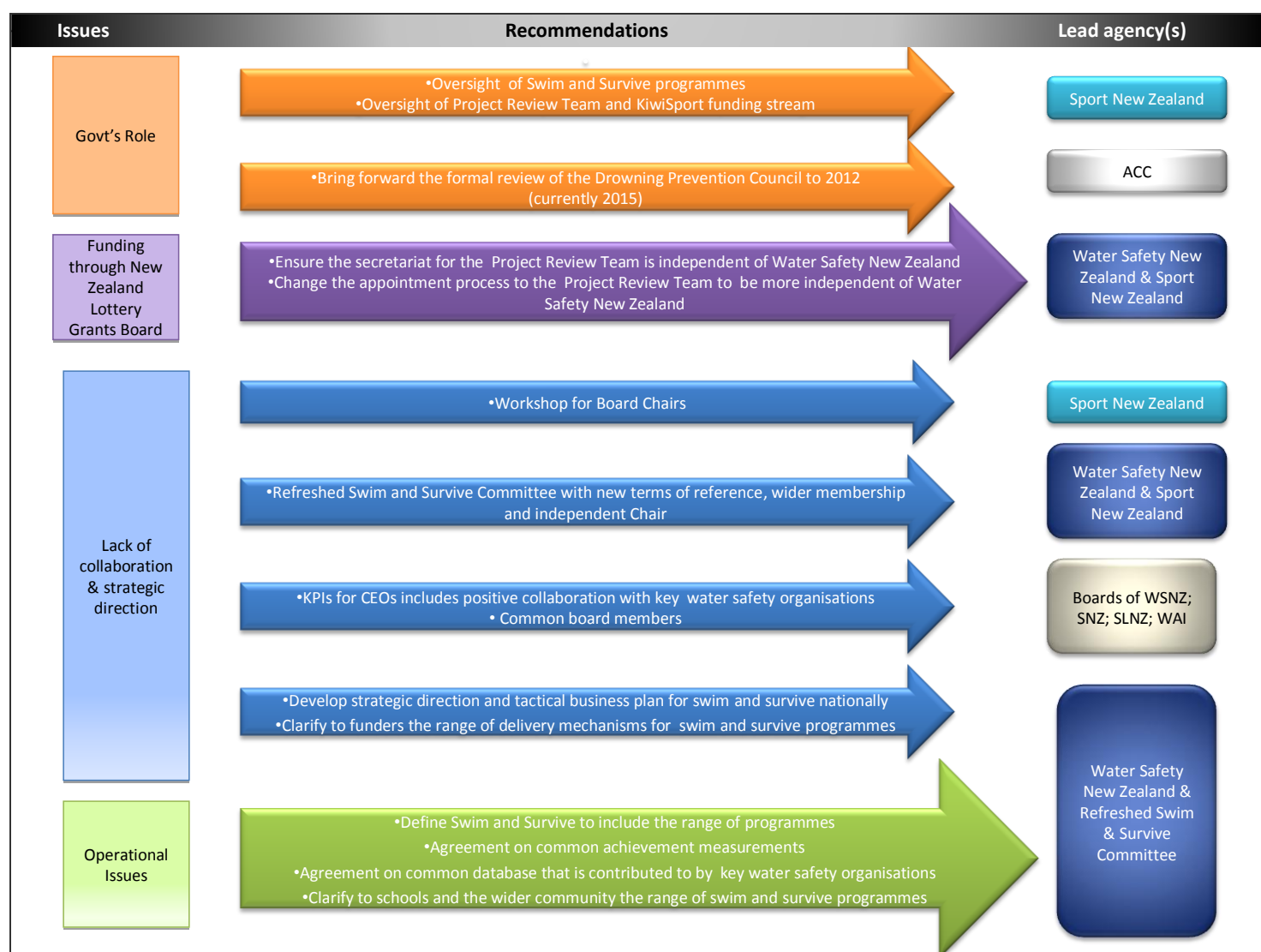
2. Recommendations

We reiterate here that our recommendations focus on Swim and Survive programmes and how the coordination, funding and development of them can be more unified. Swim and Survive programmes are a sub-set of the much wider water safety sector which this review touches on but is outside our terms of reference.

Our recommendations regarding Swim and Survive programmes fall into the following categories:

- The Government's role
- Current funding process through the New Zealand Lottery Grants Board
- Collaboration and strategic direction
- Operational issues.

The following diagram outlines the key issues, recommendations and suggested lead agency(s).



2.1 The Government's Role

Issue 1: What role, if any should government play in swim and survive programmes?

- 1. Recommendation: That Sport New Zealand takes responsibility for overseeing swim and survive programmes in New Zealand as part of their role.**

There is some merit in government agencies being involved. While there is no direct central government funding of Swim and Survive programmes there is indirect funding through KiwiSport which provides an opportunity to oversee the sector. We are clear however that this is seen as a low key monitoring role.

The appropriate government agency to assume this role is Sport New Zealand for the following reasons:

- It has oversight of the KiwiSport funding
- A large number of the members of Water Safety New Zealand already deal with Sport New Zealand
- Some Gaming Societies already acknowledge the oversight role Sport New Zealand plays and liaise with them regarding some funding applications e.g. checking to see if this is a priority funding area or duplication.

It will be important that Sport New Zealand takes on the responsibilities below. These are further outlined in the recommendations that follow.

- Works with the New Zealand Lottery Grants Board on the recommended new funding process
- Appoints members and independent chair to the Project Review Team
- Appoints an independent Chair to the Swim and Survive Committee
- Oversees the Strategic direction and Tactical Business Plan developed by the Swim and Survive Committee of Water Safety New Zealand
- Supports the workshop for key water safety organisation Board chairs.

- 1 Actioned by: Sport New Zealand

Issue 2: There is general lack of awareness of the role of the Drowning Prevention Council and there is duplication of effort with Water Safety New Zealand in some areas

2. Recommendation: That the formal review of the Drowning Prevention Council scheduled for 2015, is brought forward to 2012.

The review should look at the following possibilities:

1. The Drowning Prevention Council should take a more proactive role in supporting collaboration regarding swim and survive programmes over the next year with a view to handing over responsibility for swim and survive programme oversight to a lead government agency for swim and survive programmes.
2. The Drowning Prevention Council combining with Water Safety New Zealand; although we note the rescue responsibilities would need to be assessed and that the Drowning Prevention Council has wider responsibilities than Water Safety New Zealand.
3. Strengthening the composition of the Drowning Prevention Council:
 - to ensure the appropriate persons from each organisation attends
 - to include the key providers of professional development for swim and survive programmes to teachers and swim instructors
 - to include stronger government participation by including key government agencies such as Sport New Zealand and the Ministry of Education.

2 Actioned by: Accident Compensation Corporation

2.2 The Project Review Team process for accessing New Zealand Lottery Grants Board funding

Issue 3: There is a perception that the grant application process through the Project Review Team appointed by Water Safety New Zealand is not fair and transparent

3A. Recommendation: That the secretariat for the Project Review Team should be independent of Water Safety New Zealand prior to the 2013/14 funding round.

Currently Water Safety New Zealand collates and submits the grant application to the Lottery Outdoor Safety Committee for member organisations that covers a range of water safety initiatives including swim and survive programmes. As part of collating the grant application, the Project Review Team provides recommendations on which safety initiatives to fund.

It is recognised that much of the tension has arisen from perceptions that the recommendations of the Project Review Team regarding swim and survive programmes specifically are not entirely independent of Water Safety New Zealand.

Having an independent secretariat will support an open and transparent process and reassure organisations involved in water safety the Project Review Team is independent of Water Safety New Zealand.

3B. Recommendation: Change the process for appointment to the Project Review Team by making the process for appointment more separate to Water Safety New Zealand.

It is recommended the process for appointments to the Project Review Team is reviewed to allow for more separation from Water Safety New Zealand. It is important that the water safety sector has confidence in the skills and expertise of the members of the Project Review Team and in particular the independence and neutrality of decision making regarding applications for funding from member organisations.

The following membership structure is suggested:

- Three members appointed by Sport New Zealand including the independent chair
- Two members appointed by Water Safety New Zealand.

3A & 3B. Actioned by Sport New Zealand and Water Safety New Zealand

2.3 Collaboration and Strategic Direction

Issue 4: Lack of collaboration in the water safety sector

4A. Recommendation: Workshop for the Chairs of the key organisations' Boards

- We recognise that senior managers can only do so much and require the solid and active support from their respective Boards. Boards must also shoulder some of the responsibility for ensuring collaboration is demonstrated going forward.
- It is recommended that an independently facilitated workshop is held with Board Chairs from Water Safety New Zealand, WaterSafe Auckland Inc., Swimming New Zealand, Surf Life Saving New Zealand to agree on collaboration initiatives and a strategic direction for the water safety sector.

4A. Actioned by: Sport New Zealand

4B. Recommendation: Key Performance Indicators for the Chief Executive Officers of the key water safety organisations should include positive and collaborative relationships with other key Chief Executive Officers.

- It is recognised that for change to occur there needs to be a strong commitment for collaborative relationships at Chief Executive Officer level especially. Quality relationships with other key Chief Executive Officers are an integral component of ensuring future collaboration in the sector.
- This Key Performance Indicator (KPI) should be regarded as critical to any future salary progressions/relate to a percentage of salary increases.
- To support the Chief Executive Officers in developing quality relationships and in recognition of the past history we also recommend that Chief Executive Officers be provided with an independent and qualified mentor/personal coach.
- The water safety organisations to which this KPI should apply include: Water Safety New Zealand, Swimming New Zealand, Surf Life Saving New Zealand, WaterSafe Auckland Inc.
- We note that while the initial focus is on collaboration at Chief Executive Officer level, there is an expectation that Chief Executive Officers will take responsibility for ensuring collaboration also occurs at senior management level.

4B. Actioned by:

- Water Safety New Zealand
- Swimming New Zealand
- Surf Life Saving New Zealand
- WaterSafe Auckland Inc.

4C. Recommendation: Refreshing Board Membership

- There is a history of non-collaboration in the water safety sector at senior levels, and current Board members will be perceived to have been influenced by their past experiences.
- To support future collaboration we recommend that consideration be given to having some common board members among the key organisations.

4C. Actioned by:

- Water Safety New Zealand
- Swimming New Zealand
- Surf Life Saving New Zealand
- WaterSafe Auckland Inc.

Issue 5: Perceived lack of strategic direction

5A. Recommendation: That the Swim and Survive Committee of Water Safety New Zealand be refreshed with new Terms of Reference and extended membership.

To support collaboration going forward we recommend the Swim and Survive Committee be convened by Water Safety New Zealand and have an independent chair appointed by Sport New Zealand.

- It is important that this is viewed as a fresh start but can also build on the knowledge and experience of the former Swim and Survive Committee going forward.
- It is recommended that the Board Chairs and Chief Executive Officers (CEOs) of Water Safety New Zealand, WaterSafe Auckland Inc., Swimming New Zealand and Surf Life Saving New Zealand commit to a refreshed National Swim and Survive Committee.
- The terms of reference are updated to ensure collaboration and consultation are cornerstone outcomes.
- That membership includes the CEOs/their designate of all key organisations currently involved in Swim and Survive programmes, namely Swimming New Zealand, WaterSafe Auckland, Surf Life Saving New Zealand, New Zealand Recreation Association and New Zealand Swim Coaches and Teachers.
- In addition, from time to time additional members are co-opted to address specific areas of interest e.g. Skills Active, Regional Sports Trust, Ministry of Education.
- A key outcome will be the ratification of an updated strategic direction and tactical business plan (as outlined in recommendation 5B)

5A. Actioned by: Water Safety New Zealand and Sport New Zealand

5B. Recommendation: The refreshed Swim and Survive Committee of Water Safety New Zealand develop the strategic direction and tactical business plan for swim and survive programmes nationally.

- It is recommended that the Board Chairs and Chief Executive Officers (CEOs), as part of the future collaboration initiatives recommended, examine the current Swim and Survive Strategic Direction and Tactical Business Plan and come to an agreement going forward.
- The updated plan is provided to the refreshed Swim and Survive Committee for ratification.
- Our observations are:
 - It needs to acknowledge all models of service delivery to meet overall outcomes. Teachers are large providers of swim and survive instruction to children and the professional development to them is important; therefore the funding of that activity should be ranked high.
 - That the vision needs to address key outcomes for all forms of Swim and Survive programme delivery, including survival outcomes.
 - That the education outcome of one pathway for professional swim instructor training may be seen as exclusive rather than inclusive; there is now opportunity to confirm multiple pathways for swim instructor qualifications through the New Zealand Qualifications Authority framework.
 - That it takes into account the current expertise available in key organisations, including Swimming New Zealand, WaterSafe Auckland and Surf Life Saving New Zealand.
 - That it needs to clarify and re-examine the roles and responsibilities of each organisation to achieve the agreed tactical business plan.
 - That accountability measures for each area of responsibility are developed.

5B Actioned by: Water Safety New Zealand and refreshed Swim and Survive Committee

Issue 6: Funders are receiving multiple applications for Swim and Survive programmes and are not sure which programmes to support

6. Recommendation: Clarify to funders what Swim and Survive education is, the model for delivering Swim and Survive programmes, and its contribution to reducing the drowning toll.

- Communicate to funders the key aspects of a quality Swim and Survive programme and the range of delivery mechanisms.

Range of delivery mechanisms:

- Pools in schools
- Pools to schools
- Professional development for their teachers
- Access to a free set of lessons
- Access to tailored Swim and Survive education for specific ethnicities; local needs; specific aquatic environments.

Minimum standards:

- Assistant Swim Teacher Award/AUSTSWIM/New Zealand Qualifications Authority for swim instructors
- Quality Accredited Swim School
- Achievement levels aligned with Swimming New Zealand and Water Safety New Zealand achievement levels.

- Show how programmes align with the Water Safety Education strategic plan for Swim and Survive programmes.

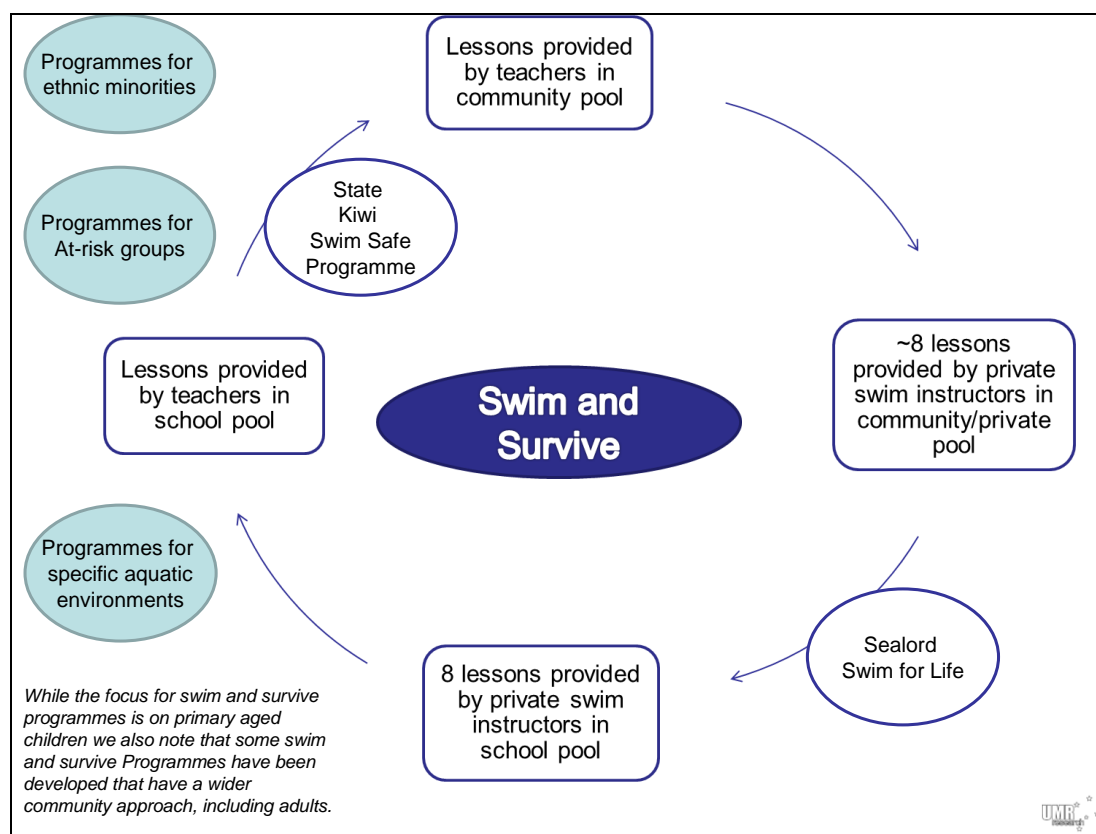
6. Actioned by: Water Safety New Zealand and refreshed Swim and Survive Committee

2.4 Operational issues

Issue 7: There is confusion around the language used by different organisations and providers in the water safety education space

7. Recommendation: Defining Swim and Survive.

- The definition for Swim and Survive used by the Steering Group is: “Learning swimming and survival skills in aquatic environments (e.g. in and around pools, rivers, sea, lakes)”.
- This may need to be further defined as per the following diagram.
- It is important that all water safety organisations agree to and understand the use of and definition of Swim and Survive. And crucially this needs to be communicated to funders, providers, schools and the wider community so that they can understand how the programmes are working together rather than against each other.
- We also note that while there may be some philosophical differences of approach, the expectation is that all programme outcomes support reducing the drowning toll.



7. Actioned by: Water Safety New Zealand and refreshed Swim and Survive Committee

Issue 8: Inability to independently measure outcomes

8A. Recommendation: Agreement on some common achievement measurements.

- It would be good to have agreement on common achievement levels for any Swim and Survive programme regardless of the method of delivery.
- Alignment between the achievement levels for the State Kiwi Swim Safe and Sealord Swim for Life™ would be a good starting point.
- In addition agreement on overall Swim and Survive outcomes is recommended.
For example:
 - Improve standard of swimming achievement among New Zealand children
 - Improve survival knowledge.

8B. Recommendation: A common database is agreed to and contributed to by all key water safety organisations.

- Water Safety New Zealand currently manages a database for Sealord Swim for Life™. It is recommended that this database be expanded to also include children who have received Swim and Survive programmes through teacher instruction (the Swimming New Zealand professional development programme support to teachers), WaterSafe Auckland Inc. provided Swim and Survive programmes, and Surf Life Saving New Zealand programmes and rescue data.
- Alternatively a common database could be managed by a third party such as a tertiary institution on behalf of all contributing organisations.

8A & 8B. Actioned by: Water Safety New Zealand and refreshed Swim and Survive Committee

Issue 9: Concerns over the role of the New Zealand Curriculum in supporting Swim and Survive programmes continue to cloud the main issues

9. Recommendation: Clarify to schools and the community what Swim and Survive education is and the range of programmes that are available to them

- Schools are continuing to provide Swim and Survive programmes as part of their school aquatics programmes regardless of whether it is prescribed in the New Zealand curriculum. This may take a number of forms.
- As it is up to schools and parents to prioritise Swim and Survive programmes in their school, it is important that they understand the programmes on offer and what they can tap into. These include:
 - Pools in schools
 - Professional development for their teachers
 - Access to a free set of lessons
 - Access to tailored Swim and Survive education for specific ethnicities; local needs; specific aquatic environments.

9 Actioned by: Water Safety New Zealand and refreshed Swim and Survive Committee

3. Observations

While not part of our terms of reference the following observations are made with accompanying recommendations.

Issue 10: There is no requirement for swim schools to have instructors with recognised qualifications

■ Current situation

- While there are opportunities for swim instructors (including classroom teachers and commercial swim instructors) to access the Assistant Swim Teacher Award or AUSTSWIM training qualifications there is no requirement for them to have recognised qualifications.
- Swimming New Zealand currently runs the Quality Swim School programme.
- Some research participants are concerned that ‘anyone’ can open up a commercial swim school.

10. Recommendation: Encourage all commercial/Council swim schools to have qualified swim instructors at least at Head Swim Instructor level AND especially if the Swim and Survive programme is funded by government/ Charitable Trusts.

10. Actioned by: Water Safety New Zealand and refreshed Swim and Survive Committee

Issue 11: WaterSafe Auckland and Swimming New Zealand have ongoing tensions with Water Safety New Zealand

■ Current situation

- Ongoing tensions between Water Safety New Zealand the other two organisations, in particular, has contributed to other organisations involved in Swim and Survive programmes describing the sector as fragmented and fractured.
- Competition for sponsorship and funding has identified the lack of an overall strategic plan for Swim and Survive programmes nationally. Although we note that locally organisations have worked together to deliver Swim and Survive programmes.

Recommendation 11A: An independent formal review of Water Safety New Zealand that includes, but is not limited to:

- Current Board structure and membership
- Membership voting rights
- Communication and consultation process with members
- How its functions relate to the Drowning Prevention Council
- How it deals with conflict resolution
- How it can regain the trust of key water safety education members.

We note that an independent review of Swimming New Zealand is currently taking place. Any independent review of Water Safety New Zealand should also take into account the outcomes and recommendations of the Swimming New Zealand review.

Action 11A. Actioned by the Board and Management of Water Safety New Zealand.

Recommendation 11B: An independent formal review of WaterSafe Auckland that includes, but is not limited to:

- Current Board structure and membership
- How its functions relate to Water Safety New Zealand
- How it deals with conflict resolution
- How it can work with other key water safety education organisations in the Greater Auckland region and with national organisations
- How effective it is in meeting the needs of the Auckland population

We note that an independent review of Swimming New Zealand is currently taking place. Any independent review of Water Safe Auckland should also take into account the outcomes and recommendations of the Swimming New Zealand review.

Action 11B. Actioned by the Board and Management of WaterSafe Auckland.

4. Introduction

4.1 Background

Teaching New Zealanders to Swim and Survive is an educational initiative that supports reduction in New Zealand's drowning toll. Swim and Survive programmes, and its earlier form 'learn to swim', have been in place for a number of decades.

In recent times concerns were expressed by several government departments, funding agencies and aquatic stakeholders about the range and variety of Swim and Survive programmes being delivered in New Zealand.

In June 2011 the Accident Compensation Corporation and the New Zealand Drowning Prevention Council agreed to an independent review of Swim and Survive programmes. Sport New Zealand (formerly SPARC) was also interested in the outcome and consequently the review evolved into a jointly sponsored project conducted for both parties.

Through the review it was intended that a more unified approach to Swim and Survive programmes would result, with more clarity for key organisations involved in Swim and Survive programmes, Funders, schools and the wider swim community.

Objectives

The primary objectives of the review were to:

- Engage all organisations involved in designing and delivering Swim and Survive programmes in New Zealand and identify areas of common practice.
- Identify the needs of the groups who are significant 'end-users' of such programmes.
- Recommend a more unified Swim and Survive approach that recommends a platform for short to long-term planning in order to:
 - Maximise finite resources
 - Meet the needs of New Zealanders
 - Assist in reducing the drowning toll.

4.2 Methodology

Research approach

A Steering Group comprising representatives from the Accident Compensation Corporation and Sport New Zealand was formed to provide support and direction for the research. The independent Chair of the Drowning Prevention Council, Associate Professor David Gerrard, was also an invited member of the Steering Group.

A list of participants was drawn up by the Steering Group that covered the key water safety education organisations and also key interest groups involved in Swim and Survive programmes.

In addition as the research progressed the Steering Group took advice from key participants and extra interviews were included.

All participants were sent an invitation letter outlining the objectives of the research and contacts for additional information. The letter was signed by the lead consultant for the review, Alan Isaac.

The research approach utilised mainly face-to-face depth interviews with key representatives from the identified key audiences. In addition some interviews included more than one representative and a small number of group discussions were held with one organisation. The research was conducted in stages with the researchers reporting back the key findings to the Steering Group at the completion of each stage.

The bulk of the research was conducted from Monday 10th October to 24th January 2012. Some additional information gathering and key interviews were completed by 1st March 2012.

Research Team

The research team included Alan Isaac, an independent consultant, and UMR Research.

Alan is a former chairman of KPMG and is the current Vice-President of the International Cricket Council. He also is involved in a variety of governance roles in a number of New Zealand businesses, from sporting bodies to commercial and Crown entities.

The UMR Research team was led by Alice Kan, an Executive Director of UMR. UMR is an independent market research company.

The research team has no conflict of interest with this review.

Key audiences

- **Water safety organisations** responsible for designing and delivering leading Swim and Survive programmes:
 - *Coastguard NZ*
 - *Swimming New Zealand (SNZ)*
 - *Surf Life Saving New Zealand (SLNZ)*
 - *WaterSafe Auckland Inc. (WAI)*
 - *Water Safety New Zealand (WSNZ).*
- **Funders** of the leading Swim and Survive programmes
 - *New Zealand Lottery Grants Board*
 - *Charitable Trusts.*
- **Providers** of leading Swim and Survive programmes:
 - *Private swim schools*
 - *Territorial Local Authorities; referred to as 'Councils' in this document*
 - *Regional Sporting Trusts.*
- **End users:**
 - *Schools.*

Secondary audiences

- **Other interested organisations:**
 - *Ministry of Education*
 - *Swimming education organisations*
 - *Similar sector-type organisations.*

Participation

The following table summarises the range of participants who took part in the research. See Appendix 1 for more details.

Number
5 x Depth Interviews
7 x Depth Interviews
4 x Depth Interviews
5 x Depth Interviews
6 x Depth Interviews
7 x Depth Interviews
4 x Case Studies

Specifications
<ul style="list-style-type: none"> • Funders • Councils • Regional Sports Trusts⁴ • Commercial Swim School • School • Other • Water Safety Organisations (involved a range of participants, including CEOs, Board Chairs and senior managers within each organisation, meeting in small groups and depth interviews). Interviews with WaterSafe Auckland also included some community users of Swim and Survive programmes.

Table 1: Research participants

⁴ Regional Sports Trusts are independent not-for-profit organisations governed by a Board of Trustees drawn from the local community. The Regional Sports Trusts work as 'umbrella' organisations coordinating the efforts of sports organisations, Councils, health agencies, education institutions and local businesses to assist individuals and community groups to participate in less structured physical activity.

Report structure

The main part of the report has been organised by key sectors while the executive summary documents the key themes that have emerged and our recommendations.

Acknowledgement

The Steering Group and researchers would like to acknowledge all participants who provided input into this research. It is clear the water safety education sector has many dedicated and passionate professionals/organisations involved in the development and support of water safety education programmes and raising awareness of the importance of water safety education.

We thank participants for their input and the time given to meeting with the researchers.

Disclaimer

Except where specifically stated, we have not sought to establish the reliability of sources of information presented to us by reference to independent evidence. We have however, reviewed the information and sought explanations for key and salient features identified by us. We have also satisfied ourselves as far as possible that the information presented to us is consistent with other information available to us.

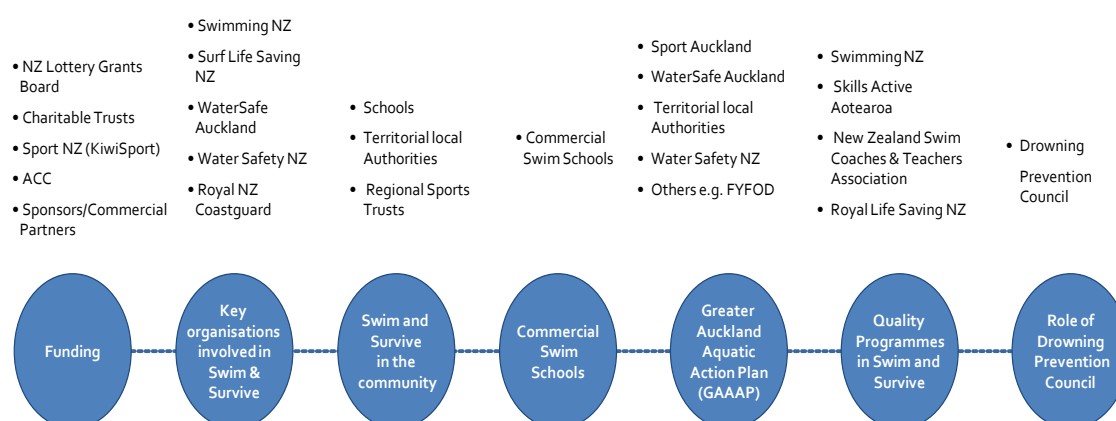
It should be noted also that while qualitative research can be used to identify a range of issues and assess the intensity with which views are held, quantitative research is necessary to establish with certainty the extent to which views expressed are held throughout the wider water safety sector.

Glossary of terms

A glossary of terms can be found in Appendix 2 of this report.

To help the reader the following diagram outlines the key organisations⁵ interviewed for each section and provide some context to the overall findings.

The 'Swim and Survive' Landscape



Note: This diagram was developed for the purposes of this research and may not be all-inclusive.

⁵ Please note that commercial sponsors/ funders were not formally included in the research.

5. Funding for Swim and Survive programmes

5.1 Introduction

A number of key funders (New Zealand Lottery Grants Board and Charitable Trusts) have voiced concerns with the degree of collaboration in the water safety education sector particularly around Swim and Survive programmes. This situation arose mainly due to charitable trusts receiving seemingly similar and multiple applications for funding of Swim and Survive programmes.



5.2 Background

Funding in the water safety sector is primarily provided by the following:

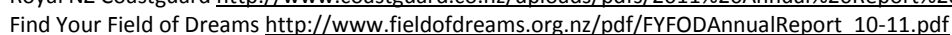
- New Zealand Lottery Grants Board
- KiwiSport via Sport New Zealand
- Charitable trusts including Class 4 Gaming Societies
- Commercial Sponsors.

We note with the introduction of KiwiSport⁶ funding, some of this has been harnessed for water safety education projects.

In addition there is funding for school pool infrastructure through the Ministry of Education operation grant to schools, from some local Councils and the Energy Efficiency and Conservation Authority.

⁶ KiwiSport is a Government funding initiative to support sport for school-aged children. KiwiSport was launched by the Prime Minister on 11 August 2009. KiwiSport initiatives are administered by Regional Sports Trusts around the country. <http://www.sparc.org.nz/en-nz/young-people/KiwiSport/>

The following table is an attempt to identify current funding levels to the key organisations working in the water sector from an analysis of annual reports. However it has proved to be a difficult exercise to identify within this, current spending on Swim and Survive programmes. The sector typically receives around \$28 million in annual funding.



5.3 New Zealand Lottery Grants Board

Lottery Outdoor Safety Committee

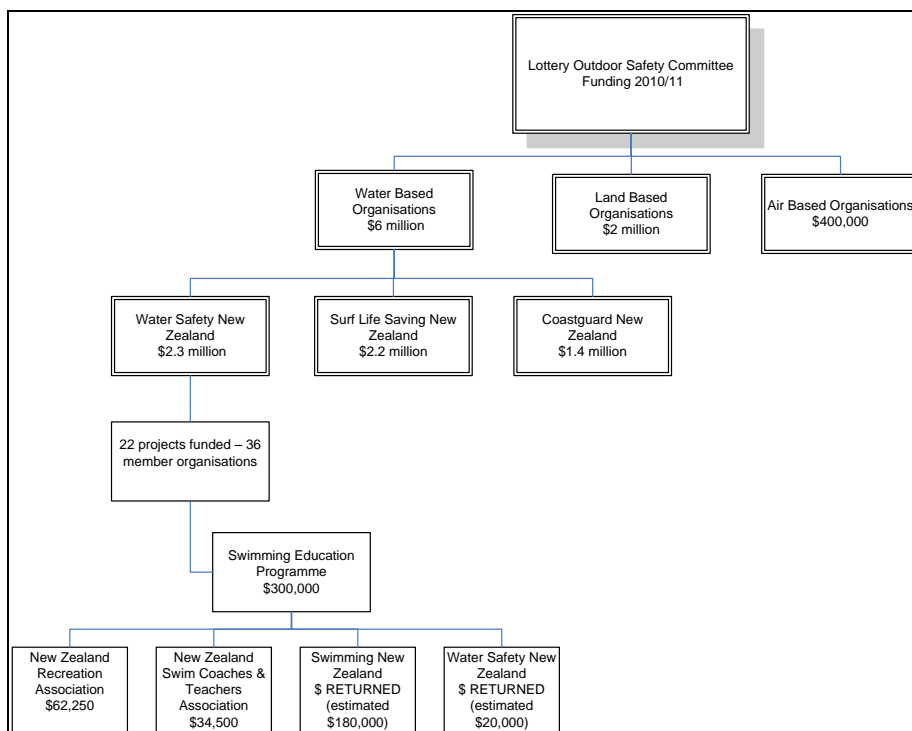
- ➔ Distributes profits from state lotteries run by the New Zealand Lotteries Commission.
- ➔ The Lottery Outdoor Safety Committee is responsible for distributing funds to water, land, and air-based safety organisations.

The Gambling Act 2003 states that the New Zealand Lottery Grants Board's purpose is to benefit the New Zealand community by distributing the profits from state lotteries run by the New Zealand Lotteries Commission.

The New Zealand Lottery Grants Board consists of the Minister of Internal Affairs, the Prime Minister or representative, the Leader of the Opposition or representative and three Community Board members appointed by the Governor –General.

A number of committees are used to make decisions on applications and distribute funding. These committees also set policy and priorities for their specific fund. The Lottery Outdoor Safety Committee is responsible for distributing funds to water-based, land-based and air-based safety organisations. It usually meets annually in August. The funding distribution for 2010/11 is outlined in the following table.⁷

Waterbased organisations received \$6 million in funding, of which \$2.3 million was distributed to the water safety sector. Of the \$2.3 million, \$300,000 was earmarked for swimming education programmes.



⁷ Provided by the Department of Internal Affairs.

I think having clear roles for each of the organisations, because at the moment the programmes that are being delivered by Swimming New Zealand and Water Safety New Zealand and also Water Safe Auckland seem very similar. So having some kind of clearly defined role of each of those to make sure that they are not duplicating each other's work. We are not clear at the moment where things are being delivered and who is delivering them.

They have an independent Project Review Team, Water Safety staff and Water Safety board members aren't involved in assessing them - it is a Project Review Team. And also we did have two applications at this last meeting, one from Water Safety and one from Swimming New Zealand. And because of the Lottery Outdoor Safety Committee and the fact that they don't have expertise in this sector it is very difficult for them to assess two programmes and come up with which is the better one; which is why the preferred route is through the Project Review Team which gets assessed by an expert panel.

A Lottery Outdoor Safety Committee strategic priority is to have outdoor safety sector participants work collaboratively and ensure priority is given to water safety projects and initiatives that reflect whole of sector collaboration. See Appendix 3. In the 2010/2011 funding year an estimated \$200,000 was returned to the Lottery Outdoor Safety Committee due to lack of agreement between Swimming New Zealand and Water Safety New Zealand on outcomes for the Swim and Survive programmes being delivered.

It would be helpful to the Lottery Outdoor Safety Committee if there was clarity around how the Swim and Survive programmes in operation work together or are differentiated; as to the uninformed they seem very similar.

■ Project Review Team

Water Safety New Zealand has established an advisory body, the Project Review Team, to assist it determine what projects should be included in the Water Safety New Zealand grant application submitted to the Lottery Outdoor Safety Committee.

The Lottery Outdoor Safety Committee considers the Water Safety New Zealand grant application against Committee priorities. This may mean it assigns a different priority to a project than the priority given in the Water Safety New Zealand grant application. Water Safety New Zealand is accountable for grant expenditure being exactly as approved by the Lottery Outdoor Safety Committee.

The Lottery Outdoor Safety Committee has found the recommendations of the Project Review Team helpful in its consideration of the Water Safety New Zealand grant application.

Since 2010 the New Zealand Lottery Grants Board has moved towards an outcomes model of accountability for funds. This was specifically conveyed to the Project Review Team prior to the 2010/2011 funding allocation round.

5.4 KiwiSport

KiwiSport funding

- ➔ Government funding initiative to support sport for school-aged children.

As noted earlier KiwiSport⁸ is a government-funded initiative administered by Sport New Zealand (formerly SPARC) to support sport for school-aged children. To date 'Learn to Swim' initiatives have received the highest level of support (\$1.44 million).⁹ In addition they have attracted a further \$941,459 in leveraged funding. Leveraged funds can be from schools, National Sports Organisations/Regional Sports Organisations/Clubs, gaming and trusts, local authorities and sponsorship.

5.5 Trusts

General overview of how it is working

- ➔ Fractured/fragmented water safety sector.
- ➔ Characterised by patch protection.
- ➔ Conflicting applications for community funding.

I think they need to behave like grown-ups. They are working in a similar area and they should have a collaborative approach to things and I don't know whether it is personality driven, I don't know whether it is because they haven't got on their respective boards got the right mix of people that can actually move things forward.

It is always easier to understand if we knew where in the overall picture is the cause that we are funding. it is a jumbled mess. It would be nice in the ideal world to have a clearer picture of the overall delivery mechanism.

For a number of charitable trusts the overwhelming concern is that the water safety sector feels fragmented with a lack of collaboration. This is borne out by one key Trusts supporting the Greater Auckland Aquatic Action Plan project in part to bring about more collaboration in the sector.

Trusts report that while there are a number of good water safety programmes doing good things they are not sure which are the best programmes to fund and support.

Currently there is evidence of strong relationships among Trusts with individual water safety organisations and a number of Trusts supporting Swimming New Zealand's programme of professional development to teachers over many years, while other Trusts are supporting Find Your Field of Dreams, the Greater Auckland Aquatic Action Plan in the Auckland region which provides access to free lessons with commercial swim providers. In Invercargill the Invercargill Licensing Trust has been funding free lessons at the Council pool for school children in the city for many years.

In local communities nationwide, Trusts are also funding individual schools' access to swimming lessons and pool maintenance.

⁸ KiwiSport is a Government funding initiative to support sport for school-aged children. KiwiSport was launched by the Prime Minister on 11 August 2009. KiwiSport initiatives are administered by Regional Sports Trusts around the country. <http://www.sparc.org.nz/en-nz/young-people/KiwiSport/>

⁹ KiwiSport Report: 2010 - 2011.

Water Safety Education Foundation Trust

- ➡ Initially established as an End User Trust to support water safety education.
- ➡ Now a Class 4 full distributing trust; distributing 50% to safety and 50% to local community organisations.

The Water Safety Education Foundation Trust was established initially as an End User Trust to support water safety education, returning 80% of funds to water safety education. In the last six years the Water Safety Education Foundation Trust has evolved into a Class 4 full distribution trust and so now distributes around 50% to water safety education and 50% to local community activities where they operate. Currently the Water Safety Education Foundation Trust is one of the biggest funders to the water safety sector distributing \$1.35 million in 2010.

The Water Safety Education Foundation Trust has a strong relationship with Water Safety New Zealand and relies on them to provide strategic direction to water safety education in New Zealand. See Appendix 4 breakdown on the past allocation of funding from the Water Safety Education Foundation.

Application process

Someone has an idea and then seeks funding for it and this can then become an empire building exercise.

Trusts receive applications from multiple sources including major water safety organisations as well as schools. Requests range from support for programme delivery from water safety organisations and Councils to individual school requests for funding for swimming lessons, transport and pool maintenance.

Swim and Survive programmes currently being supported by a range of Trusts includes:

- Find Your Field of Dreams (FYFOD)¹⁰
- Professional development for teachers
- Sealord Swim for Life™
- Surf Life Saving - Little Nipper (surf safety skills etc.)
- Support for schools to access swimming lessons.

■ Schools process

But the Trust itself has actually got quite a strong earth focus. So if we got two applications and one was to do with kids and something to do with swimming and the premier rugby team wanted new jerseys then it would be highly likely that the school and the children would actually get first bite of the money.

Trusts like to support local schools in the communities where they have a presence. For them they are community based, fit with their model of supporting children and young people and when channelled through a school are a relatively safe way to ensure funding is well spent.

The amount of funding for an individual school is relatively small; \$5-\$10,000 per application. Most Trusts encourage one application a year so applicants need to plan 12 months ahead and prioritise.

¹⁰ FYFOD Community Swim Programme has been developed to address concerns around access to swimming lessons, focused in the South Auckland area, by providing free 'learn to swim' lessons including pool entry, transportation and instructors at no charge to teach school children the basic yet essential skills of swimming to be safe around the water.

Individual schools will prioritise the needs within their school and Swim and Survive programmes are just one of many school needs.

There is usually no relationship with the providers of Swim and Survive programmes as the funding goes to the school. It is the school who then chooses the provider.

Currently there is little emphasis on the quality standards of providers, accredited swim schools or pool standards by Trusts.

Decision-making

- ➔ Local committees decide, though may seek clarity/ advice from Sport New Zealand and other Trusts.
- ➔ Decisions complement government funding and strategy for sport and recreation.
- ➔ They have confidence in the Project Review Team Process (on priorities set by Water Safety New Zealand).

Trusts usually receive applications on a regular basis and provide monthly/ detailed dates for applications. Applications approved are primarily on an annual basis but on occasions, for special projects, they will consider multi-year applications.

For some Trusts, local committees will decide on the applications as they have a more detailed knowledge of local needs and priorities. Others will have a single committee that works through the applications.

Where there is some doubt about any competing applications or confusion around the benefit of a programme some Trusts will contact Sport New Zealand for advice and clarity on what is happening in the sector. It is important for Trusts that their funding is complementary with government funding and within the Government's strategy for sport and recreation.

The Water Safety Education Foundation Trust has confidence in the Water Safety New Zealand Project Review Team process and channels its funding through the Project Review Team. The priorities developed by Water Safety New Zealand are generally trusted as addressing water safety holistically in New Zealand.

I might even ring SPARC. I have done that before just to see who is doing what. Because the last thing we want to do is actually fund outside - the government has a strategy around sport in general and drowning prevention and all those sorts of things so we want to fund within the policies rather than doing something that is a little bit extreme and off to the side.

But from a simplistic point of view how much should go towards boating education which is my love. I will never ever go there and over promote boating education at the expense of swimming or surf or Plunket or whatever and I don't think I should make that call. That call needs to be made at a higher body (Water Safety New Zealand) who is thinking of water safety generally.

Decision-making criteria

Trusts make funding decisions using a range of criteria. The main criteria used, common across most participants, are:

- Aligns with the Trusts' vision for the region/ community of interest
- Aligns with the Trusts' own mission statement
- Aligns with the regional plan
- Meets integrity-based criteria such as:
 - Governance is acceptable
 - Leadership is acceptable
 - 'Looks' like it will make a difference.

We note that while a number of Trusts will prioritise their funding for Swim and Survive spend on low decile schools, others state this is not the overriding factor.

- ➞ Supportive of outcomes-focused criteria but will need support to identify and assess appropriate outcomes.

I suppose I would like to know that it is not just a one hit wonder. They do the Sealord 'Learn to Swim' programmes where they go every day for a week, I think that is not a bad start to get them started but it is actually not enough so it needs to be a programme that is actually going to achieve the outcomes that we want which is that children know how to float, breathe. Some sort of validation from somewhere that what they are doing is working.

- ➞ Awareness of strategic aims of Swim and Survive programmes.
- ➞ Clarity over roles and responsibilities of the key organisations involved in the sector.
- ➞ Guidelines on Standards and Components of Swim and Survive programmes.
- ➞ Support for an outcomes focus.

■ Outcomes focus

In addition some participants require demonstration of collaboration (to reduce duplication and fragmentation).

While there is recognition that outcomes of programmes are important, currently this is not a key part of their funding model. Nonetheless Trusts are very supportive of a more outcomes-focused approach to decision-making. Also there is little knowledge and awareness of the quality of various Swim and Survive programmes.

However, we note that Trusts will need support in identifying key programme outcomes and also assessing how well outcomes are being met. Traditionally monitoring has been more activity-based and having assurance that money given has been appropriately spent.

Improving decision-making

Trust participants were asked what would help them to make better, fairer and more rational decisions when assessing applications for Swim and Survive programme funding.

■ Awareness of the strategic aims of Swim and Survive programmes

Having an understanding of where Swim and Survive programmes fit in the overall Drowning Prevention Strategy would be helpful for Trusts. Key questions they are asking include:

- Will it help reduce the drowning toll?
- Will it support increasing physical activity among New Zealand Children?
- How does the programme they are being asked to fund fit with the overall strategy?

■ Clarity over the roles and responsibilities of the key organisations in the water safety sector

As mentioned earlier some Trust participants considered the sector murky, fragmented and fractured with little evidence of collaboration.

Back to this, I don't see why, if Lion or New Zealand Community Trust wanted to be part of this, you couldn't come up with a mechanism where they said "we want to target these schools" and as long as they were inclusive of the greater strategy, I think the strength of this is you're harnessing a whole. You're not saying there's only one way, what you're saying is we're all sharing a common objective.

I suppose in the long run if we work on outcomes and competencies it is probably not going to be such a big issue because it wouldn't matter who the provider was because they would have had to demonstrate that they can meet whatever the standards are. Actually I do quite like that idea of having some set of standards.

I suppose we didn't necessarily, in hindsight, ask whether up-skilling teachers is the best way to deliver a programme and they would have probably argued that it is the best space at the time to do it. So the more information we can have to have comfort that we are achieving a result is clearly good news for the sport and for funders.

They would like to see evidence of collaboration and also some clarity about the roles and responsibilities of the key organisations operating in the sector. This may mean more joint applications and community-wide strategic planning that identifies roles, responsibilities and areas of collaboration.

This would also help identify areas of duplication, if any, and provide opportunities for collaboration.

Identifying Swim and Survive programme models that are working in New Zealand was also suggested. While the Greater Auckland Aquatic Action Plan is a work in progress, there are other programmes and collaborative efforts that are working in other parts of New Zealand that could be shared more widely.

■ Standards and components for Swim and Survive programmes

Participants recognise their lack of knowledge in this area and would like to know what to look for when assessing applications. Guidelines on standards and components of a Swim and Survive programme would be helpful.

Guidelines could include comments on:

- Swim instructor standards
- Requirements for pool safety
- Appropriate lesson components e.g. lesson length
- Appropriate *pupil:instructor* ratio; number of lessons
- Components of a Swim and Survive programme e.g. combination of Swim and Survive elements; achievement levels; balance for in the pool and in the class room learning.

■ Outcomes focus

As mentioned earlier, Trust participants recognise they are still coming to terms with an outcomes approach to assessing whether the programmes they fund are making a difference. They felt it would be helpful to understand the logic behind the programmes and how supporting this programme will achieve intended outcomes.

Over the longer term Trusts would value knowing how the programme is making a measurable difference in reducing the drowning toll.

5.6 More unified approach

Support for a more unified approach to Swim and Survive programmes

■ Strong support

Not surprisingly, all key funding participants support a more unified approach to Swim and Survive programmes, and a more collaborative approach demonstrated by water safety education organisations.

In my simple world there is a lead organisation that is responsible ultimately for the delivery of this and whether they employ different partners to do it, it is under the banner of that delivery mechanism. It might take lots of forms but at least if you are thinking water safety or the delivery of 'learn to swim' that would be my idea of a more unified approach.

While not seen as a merging of identities, there is a keen desire for synergies and efficiencies to be exhibited by organisations when making applications to Trusts and the New Zealand Lottery Grants Board. Also joint applications are administratively easier for Trusts.

Participants consider that with a more unified approach there would be less duplication and improved direction on which programmes will deliver agreed outcomes.

While there is strong support for a more unified approach, a risk identified by participants is that Swim and Survive may become too prescriptive. Participants are aware of the need to ensure some flexibility for programmes to meet local needs and community issues e.g. specific Swim and Survive programmes for at-risk youth, at-risk ethnicities and key drowning factors such as rock fishing.

■ Barriers to a more unified approach

Participants are realistic about the barriers to collaboration and working towards a more unified approach:

Barriers to a more unified approach include:

- ➡ Entrenched philosophical differences.
- ➡ Lobbying to Government ministers on specific points of view.
- ➡ Trusts have different priorities for approving funding.
- ➡ Commercial swim schools operate differently.
- ➡ Lack of knowledge of role of the Drowning Prevention Council.

- There is concern that some of the philosophical differences are firmly entrenched among some water safety organisations
- It is widely recognised that a number of water safety organisations are key lobbyists to Government, voicing their concerns about how the sector is operating
- Trusts have different priorities for assessing applications and a lack of knowledge of the overall strategic direction for Swim and Survive programmes
- They are aware commercial swim school providers; including Councils, run their swim schools differently. For example, some use a franchise system for the development of their swim school syllabus while others develop their own
- There is a general lack of knowledge and awareness of key government organisations operating in the sector, especially the role of the Drowning Prevention Council.

6. Key Organisations in Swim and Survive

6.1 Organisations involved in designing and delivering Swim and Survive programmes

There are a number of key organisations involved in the design and delivery of Swim and Survive programmes to New Zealand primary school children. The following organisations are identified as having significant input into Swim and Survive programmes and their forerunner, the 'learn to swim' programmes:

- Water Safety New Zealand
- Swimming New Zealand
- Surf Life Saving New Zealand
- WaterSafe Auckland Inc.
- Coastguard New Zealand.

They all in some way have input into Swim and Survive programmes through:

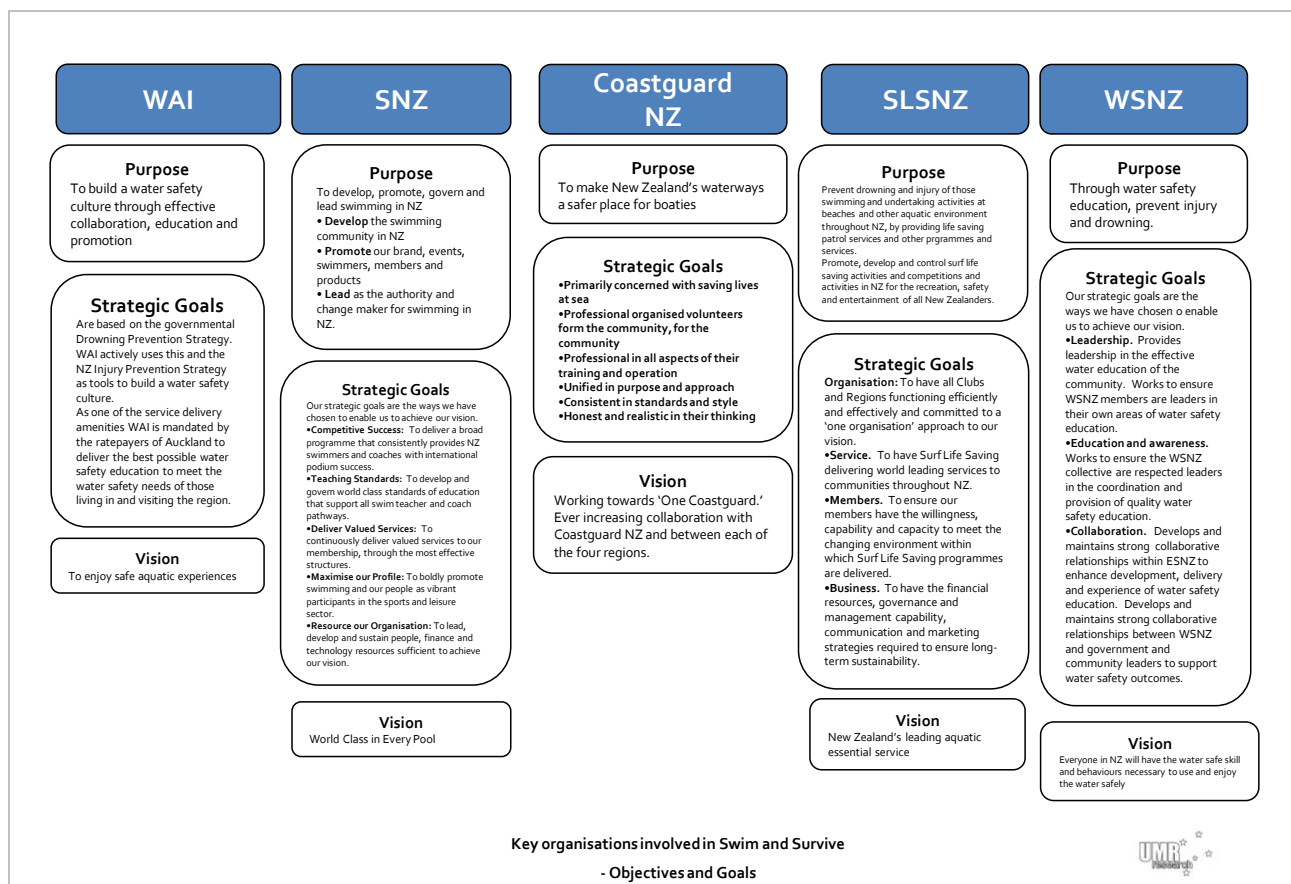
- Ascribing to the Drowning Prevention Strategy key goal of reducing the drowning toll
- Coordinating strategy development and providing leadership in the water safety education sector
- Research and development into Swim and Survive programmes
- Supporting Swim and Survive programmes through providing professional development to swim instructors
- Designing and/or delivering Swim and Survive programmes.

In this section each of these organisations experiences of designing, delivering and facilitating Swim and Survive programmes are documented separately. The views and suggestions for improvement here are their own.

We also acknowledge the input of Royal Life Saving New Zealand into the design of Swim and Survive programmes, in which some of the current programmes had their genesis.



The diagram below outlines the key purpose and strategic goals of these organisations. See Appendix 5 for an outline of the governance structure.



Current responsibilities regarding Swim and Survive

The following outlines current organisational responsibilities relating to the key organisations regarding Swim and Survive.

- ➡ Primary role is delivering professional development (to teachers and swim instructors).
- ➡ Played a key role in developing and implementing the State Kiwi Swim Safe programme and resources.

Swimming New Zealand

- Delivers professional development to teachers and swim instructors.
- Provides the Assistant Swim Teachers Assistant Award (ASTA) programme and pathway to qualified swim instructor.
- Developed and implemented the State Kiwi Swim Safe programme and resources for use in primary schools to support classroom teachers teaching Swim and Survive.
- Swim and Survive is seen by Swimming New Zealand as an integral part of their support of swim development in New Zealand.

➡ Primary roles are beach safety education and providing professional development to Swimming New Zealand swim instructors.

➡ Primary roles are providing Swim and Survive programmes that support the (disparate) needs of the Auckland community and delivering professional development to teachers and pre-teachers.

➡ Primary role is as the overarching organisation for water safety education in New Zealand

➡ They also facilitate the Sealord Swim for Life™ programme and deliver AUSTSWIM professional development for swim instructors

➡ Primary role in marine safety and rescue.

■ Surf Life Saving New Zealand

- Delivers Swim and Survive education through State Kiwi Swim Safe programme as part of the beach education module.
- Provides professional development to Swimming New Zealand's swim instructors.
- Supports Swim and Survive as this is critical to improving beach safety and also provides more opportunities for increased participation in the sport.

■ WaterSafe Auckland

- Provides regional Swim and Survive programmes that support the needs of the local community.
- Provided input into the redevelopment of the State Kiwi Swim Safe programme ensuring the resources met the needs of children and teachers.
- Delivers State Kiwi Swim Safe professional development to schools in the Auckland region on behalf of Swimming New Zealand.
- Provides additional professional development to teachers and pre-teachers in the Auckland region.
- Has a strong education focus and develops Swim and Survive programmes that integrate with the New Zealand Curriculum.

■ Water Safety New Zealand

- Is the peak body for organisations in the water safety sector.
- Provides leadership, guidance and collaboration in water safety education.
- Swim and Survive programmes are core activities.
- Conducts research into Swim and Survive programmes and outcomes.
- Conducts advocacy and awareness-raising of the need to 'learn to swim'.
- Facilitates the Sealord Swim for Life™ programme that provides opportunities for children to receive free/heavily subsidised lessons.
- Facilitates additional water safety initiatives among specific communities.
- Delivers the AUSTSWIM professional development qualification for swim instructors.

■ Coastguard New Zealand

- Is not directly involved in Swim and Survive programmes but is involved through participation in the Drowning Prevention Council.
- Is responsible for boating safety and implementing safety initiatives for water-based activities.

6.2 Overview of Swim and Survive programmes

- ➔ School-based programmes play a critical role in teaching New Zealand children to Swim and Survive.

How children learn to Swim and Survive and in New Zealand.

There are a number of ways that children learn to Swim and Survive currently:

■ Commercial swim schools

These are lessons provided by a commercial swim school instructor usually in a commercial or Council-owned swimming pool. Commercial swim schools can be accredited through Swimming New Zealand as a quality swim school. These lessons are paid for by parents at commercial rates.

■ Swimming clubs

Swimming New Zealand swimming clubs have traditionally provided 'learn to swim' lessons to members. Some still do, while others are now affiliated to commercial Swim Schools, who 'feed' children through to the Swimming Club when they have completed the Swim School programme. Volunteers and/or swim instructors teach children to swim. Instructors usually have the Assistant Swim Teacher Award, as a minimum qualification.

■ Primary school

Around 94% of primary schools¹¹ offered 'learn to swim' programmes at their school. We also note that in the Water Safety New Zealand report, 89% of all schools (includes secondary, contributing, special, composite, intermediate) offered 'learn to swim' programmes at their school. Of this figure, 70% used classroom teachers and 39% used external swimming instructors. Also reported is that 46% indicated they would like help training staff to teach swimming. In a recent survey conducted by Water Safety New Zealand as part of its Swim for Life initiative, this figure now appears to be higher with 60% of schools requesting assistance to improve their current delivery level.

Key outcomes for the sector include:

- ➔ Resolving funding concerns with the Project Review Team process.
- ➔ Strategic leadership and agreement on strategic direction that includes the range of Swim and Survive programmes.
- ➔ Clarifying roles and responsibilities.
- ➔ Agreed outcomes measurement and data collection.

Key themes

The major themes emerging from the interviews with the key organisations are summarised below. There is general agreement that collaboration and communication have fallen down and there is a distinct lack of trust among the organisations. Nevertheless when examining the key issues and outcomes participants would like for the future, there is a strong degree of agreement.

¹¹ Water Safety New Zealand, New Zealand Council for Educational Research survey 2009.

■ Funding issues

Organisations are dissatisfied with the current process for accessing New Zealand Lottery Grants Board funding. Clearly key organisations are seeking a more transparent and open process for the allocation of funding. The main suggestion is to separate the role of the Project Review Team from Water Safety New Zealand.

■ Strategic leadership and collaboration

Strategic Leadership

Strategic leadership is called for that supports all organisations to meet the overall water safety education goals. The lead agency should focus on awareness-raising, advocacy, research and development, and supporting members to deliver Swim and Survive programmes.

Common messaging and terminology should be incorporated in a cohesive communications plan that all organisations are part of and to which they adhere.

Collaboration is viewed as important and structures need to be in place to support a move forward to achieving this.

Clarifying roles and responsibilities

Key organisations want their roles and responsibilities recognised, clarified and integrated into a coherent strategic direction that takes into account the whole sector, the different programmes, and the place of Swim and Survive among a range of initiatives in reducing the drowning toll. This includes: delivering professional development to swim instructors, including teachers; facilitating Swim and Survive lessons; and delivering community/ school specific Swim and Survive programmes.

A collaborative model should recognise the different ways of delivering Swim and Survive and also a range of programme deliverers.

■ Outcomes measurement and evaluation

Achievement standards among the different programmes should be more aligned to reduce confusion among schools especially, and also key providers such as Councils, commercial swim schools and Regional Sports Trusts.

Swim and Survival outcomes should be agreed upon and measured in some way for all funded Swim and Survive programmes. An agreed data collection process is important for long term outcomes measurement and accountability.

6.2.1 Swimming New Zealand (SNZ)

A note to the reader; the following section are the views of Swimming New Zealand and have been verified by them.

Background

- ➔ Swimming New Zealand has been involved in the 'learn to swim' space for 125 years.

■ Purpose

Swimming New Zealand's purpose is to develop, promote, govern and lead swimming in New Zealand. To achieve its purpose and vision, Swimming New Zealand has focussed on five strategic goals:

1. Competitive success
2. Teaching standards
3. Delivering value services
4. Maximising its profile
5. Resourcing the organisation.

In the Swim and Survive space, Swimming New Zealand has been involved in 'learn to swim' for 125 years by providing training for school teachers, swimming club coaches and swim teachers to teach 'learn to swim'. The importance of 'learn to swim' is two-fold; firstly a social community responsibility, and secondly, ensuring the population of swimmers is growing to enhance the sport and they are learning to swim to a good standard.

Current involvement with Swim and Survive programmes

- ➔ Supports swim schools and swimming clubs through provision of Assistant Swim Teacher Award training and pathway to Diploma level.
- ➔ Provides school teacher swim training and support through the State Kiwi Swim Safe Programme.

■ Supporting swim schools (including Council swim schools) and clubs

Support is provided to swim school teachers through a 'train the trainer' type programme. This programme supports those who want to teach swimming as a career. Swimming New Zealand's programme includes an entry level course, the Assistant Swim Teacher Award, and specialised training in Adults, Early Childhood and Disabilities. The Assistant Swim Teacher Award is registered with the New Zealand Qualification Authority framework and with Skills Active. Swim Teachers move through a training process and can eventually receive a diploma in swim teaching. Fourteen of the major New Zealand City Councils use the Swimming New Zealand Assistant Swim Teacher Award pathway.



There are currently about 100 swim schools who have met the standards to be a Quality swim school (around 45% of the swim school population).¹² There has been mainly positive feedback from swim schools regarding the Swimming New Zealand swim teacher training programme.

¹² Data provided by Swimming New Zealand November 2011.

■ Swimming Clubs

Over half (n=87) of Swimming New Zealand swimming clubs provide 'learn to swim' education to children. There has been positive feedback from swimming clubs regarding the Assistant Swim Teacher Award programme.

■ Training primary school teachers to teach swimming

We think that we've got a good programme. School teachers receive no formal 'learn to swim' education and Swimming New Zealand support of them is vital if kids are going to 'learn to swim' at school. Our programme is well supported by the primary schools and it also enables us to try and have some control over the standards of 'learn to swim'; so our whole programme is a methodology and framework that primary school teachers can adapt and use to teach kids. And it enables us to make sure that kids are learning in the right manner.

The majority (70%) of schools that provide 'Learn to Swim' opportunities for their pupils use classroom teachers to do it, but most school teachers receive no formal swim instruction training. Swimming New Zealand is filling this void through providing training for the school teachers and supporting them on their 'learn to swim' days.

The Swimming New Zealand programme that supports teachers is the State Kiwi Swim Safe programme. This programme commenced in October 2010 and was built on the previous programme (Swim Start) that Swimming New Zealand offered to primary schools. Swimming New Zealand revamped its 'learn to swim' programme as the result of the Swim Start Review and all recommendations from that review were implemented. There has been positive feedback from schools involved in State Kiwi Swim Safe since its launch.

The programme was developed in collaboration with The Ministry of Education, The Halberg Trust, Water Safe Auckland and Surf Lifesaving New Zealand and incorporates beach safety, swimming with a disability and critical thinking skills alongside the core 'learn to swim' framework.

To date the State Kiwi Swim Safe programme has provided 'learn to swim' training to 4,939 teachers, covering 552 schools nationwide. The reach of the programme is estimated to cover 104,377 children.¹³

Currently the programme is provided through a team of nine Swimming New Zealand education staff. Children move through a series of modules and achievement standards which are documented on individual certificates. Schools involved also receive a certificate confirming their participation. However, the programme does not have national coverage, and at least 5 more staff are required to provide services nationally.

A key component of the State Kiwi Swim Safe programme is that it is specifically developed for the New Zealand school space, for teachers delivering Swim and Survive lessons to pupils in either a school or public pool. For more details of State Kiwi Swim Safe programme go to Swimming New Zealand website:

<http://www.swimmingnz.org.nz/statekiwiswimsafe/>

¹³ Data provided by Swimming New Zealand December 2011.

Measuring outcomes

- ➔ Data collection is focused on key activities and reach of the programme and tracking children's swimming ability through the State Kiwi Swim Safe programme.

Currently the main data collection on the impact of Swimming New Zealand programmes has comprised of key activities and reach of the programmes. Feedback from primary schools, swimming clubs and swim schools is collated and is mainly positive.

Swimming New Zealand has commenced collecting their own data on children's swimming ability and tracking children as they move through the modules and achievement standards for State Kiwi Swim Safe.

Relationships with other partners

■ Collaboration

- ➔ Good working relationships with WaterSafe Auckland Inc., Surf Life Saving New Zealand, The Halberg Trust, The Ministry of Education, Charitable Trusts, Councils and Regional Sports Trusts.
- ➔ Poor relationship with Water Safety New Zealand.

Swimming New Zealand has good working relationships with WaterSafe Auckland, Surf Life Saving New Zealand, The Ministry of Education and The Halberg Trust. (These organisations contributed to the development of the State Kiwi Swim Safe modules and the swim teacher training programme. In Auckland WaterSafe Auckland delivers the State Kiwi Swim Safe to primary schools on behalf of Swimming New Zealand.

In addition, local Swimming New Zealand staff have good working relationships with Councils, regional sports trusts and charitable trusts. Memoranda of Understanding are in place with a number of Councils who are have commercial swim schools and are accredited as quality swim schools through Swimming New Zealand.

■ Issues

Swimming New Zealand has a difficult relationship with Water Safety New Zealand. The main issues are regarding:

- Withholding of New Zealand Lottery Grants Board funding by Water Safety New Zealand for Swimming New Zealand programmes whilst significant investment in Water Safety New Zealand programmes has occurred; even though the results of the Water Safety New Zealand initiated review of Swim Start were implemented through the development of State Kiwi Swim Safe.
- Competition in the schools space with the Water Safety New Zealand programme Swim for Life, which currently provides free swim lessons for primary school children in commercial Council swim schools.
- The introduction by Water Safety New Zealand of the AUSTSWIM qualification for professional development of swim teachers.

Water Safety New Zealand is in this privileged funding position where they've got control over the money that's coming out to the sector. They are constraining and influencing what money comes to Swimming New Zealand, which for the last two years has been zero. We've had zero support from the New Zealand Lottery Grants Board, and at the same time Water Safety New Zealand allocated itself approximately half the LGB funding available and is introducing competing products into the marketplace.

Funding

Funding is a critical factor in the deterioration of relationships between Swimming New Zealand and Water Safety New Zealand. The perception is that Water Safety New Zealand has the power to withhold funding and constrain Swimming New Zealand's ability to deliver both Assistant Swim Teacher Award and State Kiwi Swim Safe, and at the same time introduce competing programmes.

While it is the Project Review Team that stands independently alongside Water Safety New Zealand that controls this funding the perception is that it is not entirely independent of Water Safety New Zealand.

Suggestions for improvement

Main suggestions are:

- ➔ Independent funding for water safety education.
- ➔ Clarity of responsibilities.
- ➔ Single achievement standards and documentation.
- ➔ Opportunities for local community initiatives.

■ Funding

A new truly independent funding arrangement is required. Having Water Safety New Zealand as part of the funding arm creates tension.

Also programmes that are supported should be sustainable in the long-term.

■ Clarity of responsibilities in the water safety education space

More delineation of responsibilities would relieve some tensions. Swimming New Zealand suggest that:

- Water Safety New Zealand act primarily as an advocacy and awareness-raising organisation, and support its member organisations to deliver programmes addressing water safety education.
- Swimming New Zealand should be responsible for supporting swim instructors and teachers through professional development such as State Kiwi Swim Safe and Swimming New Zealand swim teacher training programmes.

■ Primary school pupil achievement standards

There should be more clarity for primary schools on the options for Swim and Survive programmes. In addition having one set of achievement standards and certificate would be helpful and less confusing for schools.

■ Local community initiatives

Opportunities for local communities to contribute and allow schools access to commercial lessons should be available.

6.2.2 Surf Life Saving New Zealand (SLNZ)

A note to the reader; the following section reports the views of Surf Life Saving New Zealand and have been verified by them.

Background

Surf Life Saving New Zealand is a membership organisation with 15,000 members who belong to 73 Surf Life Saving Clubs around New Zealand.

- In addition to lifesaving services and sport, Surf Life Saving New Zealand provides public education programmes on beach safety.

■ Purpose

Its primary purpose is to provide lifesaving services at New Zealand beaches. Surf Life Saving New Zealand also provides public education programmes on beach safety. In addition Surf Life Saving is a sport and Surf Life Saving New Zealand provides opportunities for members to compete at a wide variety of competitions and events.

It is important for Surf Life Saving New Zealand that New Zealanders can swim and have the opportunity to join and participate as life guards and also the sport. In addition having skills to survive in the water when swimming (either long enough to get themselves out when in trouble or wait for help to arrive, and make safe decisions when entering a recreational water environment) is regarded a critical skill.

Current involvement with Swim and Survive programmes

- Delivers Beach Education and Surf to Schools (incorporated as module 8 of the State Kiwi Swim Safe programme).
- Provides support and professional development to Swimming New Zealand State Kiwi Swim Safe instructors.

Beach Ed and Surf to School are our two main school-based programmes. We have between 30,000 and 40,000 kids come to a beach each year and that experience is invaluable.

■ Module 8 Safety at the Beach

Surf Life Saving New Zealand delivers Beach Education and Surf to Schools throughout New Zealand. These programmes are now incorporated as Module 8 of the Swimming New Zealand State Kiwi Swim Safe programme. While they remain 'stand-alone' and are delivered by qualified lifeguards/ instructors, they can be requested by schools as additional components of their participation in State Kiwi Swim Safe.

■ Professional development to Swimming New Zealand instructors

Surf Life Saving New Zealand also provided input into the open water survival aspects of Modules 1 - 7 of State Kiwi Swim Safe. Surf Life Saving New Zealand offers support and professional development to Swimming New Zealand instructors that deliver these open water components within modules 1 - 7 of State Kiwi Swim Safe.

Measuring outcomes

- ➡ Current main focus is coastal public safety assessments. This tool uses incident data alongside environmental, activity, access and usage profiles in order to recommend drowning prevention solutions at sites.

The main focus historically has been on outputs measurement. While there is recognition that outcomes measurements should occur, the difficulty is in identifying what outcomes should and can be measured. There needs to be a sector-wide approach to this. Notwithstanding, there is an inherent belief that Beach Education is making a difference and saving people from drowning. There has been some longitudinal work done to establish that knowledge and learnings from Beach Ed is valuable and retained.

Surf Life Saving New Zealand collects data on all people they save from drowning and are in the process of overlapping the drowning data from Water Safety New Zealand's Drownbase with their rescue data.

Relationships with other partners

■ Collaboration

- ➡ Good operational relationship with WaterSafe Auckland Inc. and Swimming New Zealand.
- ➡ Poorer but improving relationship with Water Safety New Zealand.

Surf Life Saving New Zealand has good working relationships with Swimming New Zealand and WaterSafe Auckland. As mentioned previously Surf Life Saving New Zealand supports the State Kiwi Swim Safe programme developed by Swimming New Zealand and also provides professional development to Swimming New Zealand instructors.

WaterSafe Auckland is educationally well-respected and has reviewed Surf Life Saving New Zealand programmes. Surf Life Saving New Zealand is currently working with WaterSafe Auckland on rock fishing safety in the Auckland region.

■ Issues

When it comes to sector leadership and engagement, Surf Life Saving New Zealand believes there is scope for Water Safety New Zealand to be more collaborative. At times it appears that decisions are made with minimum consultation, which would have benefited with some input and discussion with Surf Life Saving New Zealand.

It is also observed there are inherent difficulties with Water Safety New Zealand being both the strategic leaders of water safety education and the deliverers of programmes, particularly when responsible for the Project Review Team process.

Funding

We're in a position where Water Safety New Zealand holds the purse strings for a programme and we are put through a lot of rigour. There is a perception that their own applications don't get the same level of rigour from the Project Review Team.

While Surf Life Saving New Zealand receives core funding direct from the New Zealand Lottery Grants Board, for its Beach Education programme it applies through the Project Review Team, which is serviced by Water Safety New Zealand.

While there is some concern expressed about the independence of Project Review Team the biggest challenge for Surf Life Saving New Zealand is actually knowing and understanding how Surf Life Saving education initiatives fit alongside and benefit other projects that are funded.

Suggestions for improvement

Main suggestions are:

- ➔ Independent funding for water safety education.
- ➔ Development of strategic leadership and collaboration model/ framework.
- ➔ Outcomes development.

We just want to come across as being positive and get this right. We're only involved in the survival end of it. We don't want to teach kids how to swim, but we just want to know that there's some survival outcomes; 'learn to swim' is recognised amongst all other initiatives, and ultimately measured and the right investment goes into it, and that's not happening at the moment.

■ Funding

Surf Life Saving New Zealand supports a more independent funding process. A stronger role in allocating funding could be through the Drowning Prevention Council or Sport New Zealand.

■ Strategic leadership and collaboration model

While Swim and Survive is a key programme in water safety education it is only one component in helping to reduce the drowning toll. There needs to be more strategic leadership on water safety education and not just 'learn to swim'.

There should be more collaboration on common messaging and media campaigns as part of a communications framework to ensure all organisations involved in the sector convey similar rather than conflicting messages to the general public.

There needs to be a national perspective on water safety education. There needs to be a plan where everyone knows and understands their role - big or small.

■ Survival outcomes

It would help to have some recognised Swim and Survive outcomes and acknowledgement that Swim and Survive is one of a number of initiatives that addresses the drowning toll.

6.2.3 WaterSafe Auckland Inc. (WAI)

A note to the reader; the following section reports the views of WaterSafe Auckland and has been verified by them.

- ➔ Supported through funding from the Auckland Regional Amenities Funding Bill for core base funding.
- ➔ Regional organisation addressing regional needs.

Background

WaterSafe Auckland was formed in 1994 with assistance from the then Auckland Regional Council when Water Safety New Zealand exited Auckland (shut their Northern Office). The new organisation was, and continued to be, supported by funding from the regional and local councils and in July 2009 attained funding through the Auckland Regional Amenities Funding Act 2008. This continues with the creation of the Auckland Council. WaterSafe Auckland has a partnership with Ngati Whatua, mana whenua for the region, in line with tikanga Māori to meet the needs of the region.

■ Purpose

WaterSafe Auckland's role is as leader for regional water safety coordination and education in the Auckland region. This includes water safety promotion and education delivery into schools and the wider community.

As a regional organisation the WaterSafe Auckland approach is to ensure consistency with national objectives while addressing regional community needs. It takes its guidance for national objectives in the reduction of drowning from the New Zealand Drowning Prevention Strategy and aligns with Water Safety New Zealand Strategic Direction.

In the area of education in schools, WaterSafe Auckland's expert role has been recognised by the Teachers' Council, and WaterSafe Auckland has accredited provider status for maintaining teacher registration. The organisation has an on-going working relationship with the Ministry of Education.

Current involvement with Swim and Survive programmes

WaterSafe Auckland programmes are developed to meet local needs and can be customised for individual schools and community needs. In addition they are involved in national programmes like State Kiwi Swim Safe. Its programmes aim to ensure that water safety education, critical thinking learning outcomes and survival skills are incorporated throughout a swim programme and not as an add-on.

■ Developed modules for State Kiwi Swim Safe programme

WaterSafe Auckland worked closely with Swimming New Zealand on the redevelopment of their teacher swim training programme. Their expertise in water safety educational resources and professional development for teachers was well recognised by Swimming New Zealand.

- ➔ Partner with Swimming New Zealand to develop State Kiwi Swim Safe programme modules and contracted by Surf Life Saving NZ to develop 'Surf to Schools' programme.
- ➔ Delivers State Kiwi Swim Safe in Auckland.
- ➔ Provides professional development to teachers on 'learn to swim' and water safety education.
- ➔ Supports pre-service teacher education.

- ➡ Provides resources on their website nation-wide and internationally through the Integrated Aquatic Programme.
- ➡ Is also involved in a range of other water safety education initiatives, in schools and in the community.
- ➡ Provides input to water safety education philosophy.

■ **Delivers State Kiwi Swim Safe in Auckland region**

WaterSafe Auckland also delivers the State Kiwi Swim Safe programme to schools and teachers in the Auckland region on behalf of Swimming New Zealand, at no cost to Swimming New Zealand.

■ **Professional development for teachers involved in PoolsiNSchoolZ¹⁴ and Pools 2 Schools¹⁵**

In addition WaterSafe Auckland was involved in the pilot for Pools 2 Schools and also provides professional development and poolside support to teachers involved with PoolsiNSchoolZ.

■ **Sport Auckland KiwiSport Initiative**

WaterSafe Auckland has a Sport Auckland KiwiSport contract to deliver aquatic education support to 20 schools in the Glen Innes/Tamaki/Panmure area. The portable pool for this project is supplied by WaterSafe Auckland.

■ **Pre-service teacher education**

The WaterSafe Auckland education team provides 'learn to swim' and water safety support for pre-service teacher education at the University of Auckland and AUT for both primary and/or secondary undergraduate and the postgraduate Diploma of Education.

■ **Support to other Swim and Survive Programmes**

WaterSafe Auckland provides teacher professional development and learning, at no charge to the organisations or schools involved, to existing programmes such as Find Your Field of Dreams (FYFOD) Community Swim, Counties Manukau Swim for Life, Greater Auckland Aquatic Action Plan.

■ **Resources for teachers and schools on decision-making around water**

Resources are made available on the WaterSafe Auckland website for schools and teachers. These resources provide teachers with teaching and learning material that support critical thinking and safer decision-making in, on and around water as well as teaching and learning activities for 'learn to swim' and water safety skills.

In addition these resources are provided to all participating schools in the FYFOD community swim initiative operating in Manukau, South Auckland.

¹⁴ Adam Brown Water Safety Trust portable pools initiative.

¹⁵ KiwiSport funded initiative providing holistic aquatic education in a portable pool to low decile schools.

The Integrated Aquatic Programme (IAP) resource is available on the website.

<http://www.watersafe.org.nz/aquaticprogramme.asp?page=154>

Also see Appendix 6.

The IAP development is one of the recommendations of the Greater Auckland Aquatic Action Plan project.

■ Other water safety education initiatives

A number of other water safety education initiatives include:

- Water safety through literacy project
- In At the Deep End
- Involvement in AUT Health and Physical Education major
- Whanau Nui; helping parents and children to build their confidence and learn to be safer in the water
- WaterSafe Auckland WaiWise youth project targeting Māori, Pacific and Asian young people.

■ Input into water safety education philosophy

WaterSafe Auckland develops its water safety education programmes based on international research and the 2007 New Zealand Curriculum. The organisation looks to integrate educational opportunities in the classroom with water safety education e.g. literacy, numeracy and problem solving.

Measuring outcomes

WaterSafe Auckland measures the effectiveness of its programmes; for example, monitoring the increase in life jacket wearing among rock fishers, noting significant reduction in the region's rock fishing drowning deaths and improved learning outcomes for children in school. It also notes that the drowning rate in the Auckland region is half that of the national rate on a per head of population basis.¹⁶

- ➡ On-going measurement of programme effectiveness.
- ➡ Potential for a 'collective' water safety education descriptor e.g. 'aquatic education' to avoid confusion.

Outcomes measurement includes self-reported behaviour change, actual reduction in drownings, improved learning outcomes, improved skills, and knowledge and awareness of water safety messages.

In measuring outcomes WaterSafe Auckland voiced concerns over some of the terminology used in the water safety education space such as Swim and Survive, 'swim safe' and 'swim for life' which can be misleading and confusing to the general public. They suggest the use of 'aquatic education' that encompasses 'learn to swim', water safety thinking skills and water survival skills.

¹⁶ Auckland drowning rate is 1.3/100 000; national drowning rate is 2.7/100 000 for 2010 – see WSNZ's 2010 Drowning Report.

Relationships with other partners

- ➔ Good working relationships with Ministry of Education, Swimming New Zealand, Surf Life Saving New Zealand and Find Your Field of Dreams.
- ➔ Poorer relationship with Water Safety New Zealand.

■ Collaboration

WaterSafe Auckland has good working relationships with Swimming New Zealand, Surf Lifesaving New Zealand and Find Your Field of Dreams in the Auckland region.

WaterSafe Auckland has a partnership with Ngati Whatua, mana whenua for the region, in line with tikanga Māori to meet the needs of the region. From 2000 until 2010, WaterSafe Auckland had school projects funded by ASB Community Trust. WaterSafe Auckland also has a productive relationship with Auckland Council as demonstrated by the Auckland Regional Amenities Funding Act.

Its Board has a mix of organisations including:

- Education (primary, secondary and tertiary)
- Surf Life Saving New Zealand
- Starship Trauma Services
- Auckland Council.

Its Advisory Board includes representatives from Coastguard New Zealand, Swimming New Zealand, Auckland University (Faculty of Education), Unitec (Faculty of Social and Health Sciences), Pasifika and SafeKids.

■ Issues

WaterSafe Auckland has found it difficult working with Water Safety New Zealand citing funding issues, competing programmes and duplication of programmes with Swimming New Zealand's programmes in the Auckland region. As WaterSafe Auckland is a regional organisation it does not have a vote as per Water Safety New Zealand's Constitution so is unable to have input to decision-making within Water Safety New Zealand.

Relationships have deteriorated since Water Safety New Zealand introduced its own Swim for Life programmes in the Auckland region.

Funding

WaterSafe Auckland receives significant core base funding through the Auckland Regional Amenities Funding Bill. It also applies for New Zealand Lottery Grants Board funding through the Project Review Team process administered by Water Safety New Zealand for specific project funding to meet identified regional needs for water safety education.

I don't think Auckland would have a problem if the National body were given a directive on how to allocate funds. There is very little money that comes from the national body to this organisation to facilitate any of the programmes despite the fact that they get it from the New Zealand Lottery Grants Board.

Currently the application process for programme funding for members of Water Safety New Zealand is not seen as transparent. This process continues to be of major concern to WaterSafe Auckland due to a combination of the following facts:

- Water Safety New Zealand are the conduit for water safety education funding
- They prepare the combined funding application to LGB funding They are the major recipient of LGB funding for their own initiatives
- Their organisation appoints the Project Review Team themselves
- Their operational staff sit in on discussions and comment on other funding applications
- Water Safety New Zealand views all organisations applications but does not share its own application with others.

All of these facts point to a concern around Water Safety New Zealand's conflict of interest in this funding process.

WaterSafe Auckland's experience of the Auckland Regional Amenities funding model is that it works well and is more open and transparent than the current Project Review Team model for water safety education funding. Core service organisations are identified clearly for funding.

See Appendix 7 for more details of the Auckland Regional Amenities Board membership and funding.

There is concern that with the present emphasis of the Greater Auckland Aquatic Action Plan project, funding is being channelled into providing free swimming lessons from commercial swim instructors as the only delivery model, which in the long term is unsustainable. It would be more sustainable financially to also provide support for professional development to assist teachers teaching their own students for schools that have their own pools or portable pools.

Suggestions for improvement

Main suggestions are:

- ➡ Independent funding for water safety education.
- ➡ Collaborative development of strategic leadership and collaboration model/framework.
- ➡ Outcomes development.

■ Funding

There needs to be a more open and transparent funding process that takes into account nationwide and regionally diverse needs, population demographics and the funding needs of organisations whose core business is aquatic education/water safety education.

In blue sky thinking, I would like to see a body (and it could well be the Drowning Prevention Council if you have got it there and it is functional), that actually handles things like Lottery Grants money - and this was one of the proposals five years ago that rather than putting it through one competing organisation which is clearly a conflict of interest. Another model to consider would be the successful ARAF Board.

■ **Strategic leadership and collaboration model**

The development of a strategic overview and implementation plan for programmes would be beneficial; including Generally Accepted Accounting Principles (GAAP accounting). Improved communication and acknowledgement of more than one model in the water safety education 'schools' space as part of the strategic plan is called for.

■ **Outcomes development**

Some agreement on common terminology, outcomes measures and data collection would be helpful.

6.2.4 Water Safety New Zealand (WSNZ)

A note to the reader; the following section reports the views of Water Safety New Zealand and has been verified by them.

So our role is to reduce drowning and water safety education is the way we go about it and our strategic direction, well mission, is to reduce drowning through education. Our three strategic priorities are leadership, education and collaboration, and our critical enablers are research, communication and planning, and there's one other.

Background

Water Safety New Zealand was established in 1949 as an incorporated society and currently has 35 members. It is the collective organisation responsible for ensuring that all New Zealanders are educated to be safe in, on and under the water. As such it is the collective voice for a range of organisations with an involvement in water safety education and the prevention of drowning.

■ Vision and mission

Water Safety New Zealand's vision and mission is "through water safety education prevent injury and drowning".

Current involvement with Swim and Survive programmes

- ➔ Swim and Survive is core business in terms of water safety education.
- ➔ Swim for Life was initially a communications based campaign with the objective of increasing public awareness.
- ➔ Sealord Swim for Life™ uses existing delivery channels or replicates delivery channels that already exist.
- ➔ Is involved in a range of other water safety initiatives for ethnic minorities, as well as environment and activity based projects and age related initiatives.
- ➔ Introduced AUSTSWIM™ because it is a proven product with cost effective delivery.

The 'learn to swim' space is 'core business' for Water Safety New Zealand. It seeks to provide leadership in this area, conduct research on what constitutes a good programme, and provide support and coordination to others in the sector who are delivering Swim and Survive programmes.

Sealord Swim for Life™

Originally a communications campaign, the Sealord Swim for Life™ programme is a national 'learn to swim' initiative that provides opportunities for children to participate in Swim and Survive lessons. While Water Safety New Zealand facilitates the programme it is rolled out in communities through Regional Sports Trusts and Territorial Local Authorities. Schools are offered free lessons (usually 10) through a provider who may be a commercial swim school or Council operated swim school. A series of achievement levels and certification have been developed with an overall objective that every New Zealand child should be able to swim 200m. The programme is targeted at years 3 - 6 and priority is given to low decile schools where funding is limited.

Swimming New Zealand provides professional development to teachers involved in the programme in some areas.

Since its commencement in November 2010 to July 2011, 12 regional initiatives have been established and 6 water safety advisors involved in facilitating the Sealord Swim for Life™. A total of 616 schools are registered on the database and 252,515 learn to Swim and Survive lessons have been delivered.¹⁷

¹⁷ Data provided by Water Safety New Zealand Annual Report 2011.

■ Other water safety education initiatives

Water Safety New Zealand manages the distribution of over 50,000 bath mats annually through a partnership with Plunket. The Water Safety New Zealand Research Advisory Group provides expert guidance for Water Safety New Zealand projects including evaluation frameworks and research priorities, including the current cold water immersion study. Water Safety New Zealand has commenced a number of initiatives among ethnic minorities, some of which include Swim and Survive programmes and messages appropriate for specific ethnic groups, such as:

- Implementing a water safety Asian strategy, involving the largest Chinese Asian community in Auckland
- Māori water safety that includes providing professional development to Kaiako and resources to Kohanga Reo and Kura Kaupapa through Regional Sports Trusts
- Implementing a Pacific water safety programme including raising awareness of water safety issues for Pacific communities and delivery of skills based training.

■ Introduced AUSTSWIM™

Water Safety New Zealand introduced the AUSTSWIM™ training, qualification pathway and licensing system to New Zealand as a way of increasing the standard of swimming and water safety instruction in New Zealand.

Now ultimately we led a process to actually rationalise KiwiSwim and another product called AquaPass which was a Royal Life programme, so that was a leadership role that we played to bring all of that together and then set up the model for which professional development could be delivered.

■ Involvement in professional development to teachers for swim and survive

Historically 'learn to swim' has been a top priority for Water Safety New Zealand for over 20 years. Part of that has been supporting the development of teacher professional development. Teacher professional development has evolved from the former KiwiSwim programme (Swimming New Zealand) and another product called AquaPass which was a Royal Life Saving swim and survive programme.

For us, we're an outcome-based agency. We made the move ahead of time with Lotteries so we got word of changes within Lotteries in terms of funding moving to outcomes - being outcomes-based. So two years ago we said we'll go there by way of experimentation so we led ourselves and our members into that. Measuring our work today against the outcome of kids learning to swim and then consequently reduction in drowning, it's pretty tough to draw direct lines and so we prescribe to a lot of theory.

Measuring outcomes

Outcomes measurement follows the programme logic method of planning and reporting to measure outputs and water safety related outcomes.

As part of participation in The Sealord Swim for Life™ all participating schools provide data to Water Safety New Zealand that enables tracking of individual, class and school swim achievements. This is usually coordinated/collected by the coordinating Regional Sports Trust.

Water Safety New Zealand has also instigated a number of evaluations of existing programmes to help improve programme performance in the Swim and Survive space including Swimming New Zealand's funded projects in 2007 and SwimStart in 2009/10.

Relationships with other partners

■ Collaboration

↻ Works well with Regional Sports Trusts and Councils.

Water Safety New Zealand has worked with a number of organisations to deliver Swim and Survive programmes. Key programme partners include Regional Sports Trusts and Councils who are delivering the Sealord Swim for Life™ programme.

In addition Water Safety New Zealand is working with Surf Life Saving New Zealand on their Beach Education and Learn to Surf programmes.

■ Swim and Survive Committee

↻ Coordinated a Swim and Survive Committee with Learn to Swim partners.

In June 2008, Water Safety New Zealand established the 'Swim and Survive Committee'¹⁸ with learn to swim partners; Swimming New Zealand, New Zealand Swim Coaches and Teachers Association and New Zealand recreation Association. See Appendix 8 for statement on purpose.

Water Safety New Zealand recognised the need to develop a more coordinated approach to Swim and Survive in New Zealand.

Over the next two years the committee met up to four times a year with one of its key tasks to develop a Swim and Survive strategy and coordinator a consolidated funding application for swim and survive programmes to the Water Safety New Zealand Project Review Team.

In March 2009 the first consolidated funding application was provided to the Project Review Team for consideration. This included support for Swim Start professional development, Assistant Swim Teacher Award swim schools, the New Zealand Swim Coaches and Teachers conference and Swim Instructor workshops.

At the same time the Swim and Survive Committee noted that a review of SwimStart would commence in 2009/10.

Some of the topics of interest covered at meetings included:

- Role of the Learn to Swim partners
- Advocacy on Learn to Swim
- Regional models of delivery
- Swim for Life media campaign
- Industry survey and other research
- Education strategy to optimise funding.

However, it is noted that by November 2010, relationships had broken down between Swimming New Zealand and Water Safety New Zealand with the withdrawal by Swimming New Zealand from all joint processes and participation in the Swim and Survive Committee.

¹⁸ Formerly the Learn to Swim Committee

- ➔ Relationship difficulties with key organisations.
- ➔ As a result of organisational issues, the Swim and Survive Committee has not led the sector like it could have.
- ➔ Duplication is not as widespread as some may think.

■ Issues

Water Safety New Zealand acknowledges there have been relationship difficulties with some major water safety organisations. At different times Annual Service Agreements have been in place and meetings held at Board and Chief Executive level in attempts to strengthen relationships and collaboration.

Funding, accountability for programme outcomes, membership/constitutional issues and perceived competing programmes have contributed to the relationship breakdowns.

Water Safety New Zealand is also of the opinion that duplication of programmes in the swim and survive programme is not that widespread; rather it is more around confusion of the different programmes and what key organisations are involved in.

Funding

■ Project Review Team

The Project Review Team is the committee appointed by the Board of Water Safety New Zealand to deliver a coordinated and consolidated funding application for water safety education throughout New Zealand. This is clearly stated in Water Safety New Zealand's constitution.

It has evolved over the years since its inception and now operates independently of Water Safety New Zealand. Key responsibilities are to:

- Manage expectations
- Have efficient processes in place
- Have a robust understanding of financial accountability
- Balance funding among the membership.

While the Board of Water Safety New Zealand appoints the members of the Project Review Team there is a strict criteria for allocation of funding, and Water Safety New Zealand management has no role in decisions made by the Project Review Team.

The funding criteria, including guidelines and priorities used by the Project Review Team, are decided by the membership at the Annual General Meeting.

In recent years the Project Review Team has had higher expectations of providers to measure and deliver on outcomes. This has proved challenging for some organisations.

Our sole task is to listen very carefully to, and read very carefully the applications, and sort them into a recommendation for the New Zealand Lottery Grants ... the problem for, I guess the sector and the Project Review Team, is yes we make the best decision we can in the allocation of money but some people don't like it.

For this year we thought the best way we can deal with the collaboration request [from Lotteries] was that we allocated the money for Auckland towards a regional programme in Auckland which had all sorts of membership. [This is Greater Auckland Aquatic Action Plan?] Yes. And we thought that was the best we could do to focus on the coordination and sure, the factor for this cooperative programme that in fact it had funding to deal with that.

However in 2011, knowing some of the relationship challenges the Project Review Team faced, the New Zealand Lottery Grants Board revamped the guidelines for funding based on the Drowning Prevention Strategy objectives. The New Zealand Lottery Grants Board also met with the Project Review Team and outlined their expectations around funding and collaboration.

The Project Review Team recommends and ranks funding applications based on their relative merits against approved priorities.

The prioritisation Guidelines are in Appendix 9.

In addition the Project Review Team has terms of reference that outline membership terms and the skills required.

Suggestions for improvement

Main suggestions are:

- ➔ Would consider changes to membership of Project Review Team.
- ➔ Supports clearer outline of responsibilities among key organisations.
- ➔ Development of coherent strategy to deliver on 'learn to swim'.
- ➔ More unified achievement standards and instructor qualifications.

It's not necessarily that they shouldn't be in it at all. It's that they should be in it with an alignment to or with Water Safety New Zealand. ... if you look at swimming, you want to have Swimming New Zealand doing well, making sure that our swimmers can win gold medals, that they have decent coaches, that they have decent clubs, that we have a talent identification thing.

■ Funding

While recognising that in its current form the Project Review Team process is robust and independent, Water Safety New Zealand is aware of the perception membership is not considered independent of Water Safety New Zealand. Changes to the membership or appointments to the Project Review Team are possibilities e.g. including the Chair of Drowning Prevention Council to link the Drowning Prevention Council and Project Review Team; another organisation appointing members to the Project Review Team such as Department of Internal Affairs.

■ Clarity of responsibilities in the water safety education space

A clearer demarcation of responsibilities would be helpful. In particular there is a view that Swimming New Zealand might be better off concentrating on the high performance and sports side of their business or if they remain in delivering professional development to teachers for swim and survive they should be aligned with Water Safety New Zealand programmes.

■ Strategic leadership and collaboration model

Having a national commitment to 'learn to swim' and a coherent strategy to deliver on this commitment is suggested. A national strategy would be supported by research, data gathering and education and public awareness generally.

It is recognised for this to occur key organisations need to resolve their differences.

■ **Primary school pupil achievement standards**

There should be consideration of one programme for delivery of 'learn to swim'.

■ **Instructor qualifications**

There should be consideration of one programme for instructor qualifications.

6.2.5 Coastguard New Zealand

A note to the reader; the following section reports the views of Coastguard New Zealand and has been verified by them.

Background

Coastguard New Zealand is the national body responsible for working in boating safety and implementing safety initiatives that enhance safety for all New Zealanders when they participate in boating and water activities.

Originally established as local community initiatives to address local boating safety the coastguard affiliated units agreed to regionalisation, with each unit falling under the responsibility of one of four regions in 2004. In 2005 the national body became known as The Royal New Zealand Coastguard Inc. (Coastguard New Zealand).

■ Purpose

It is the primary maritime search and rescue service in New Zealand.

Current involvement with Swim and Survive programmes

Coastguard New Zealand is not directly involved with Swim and Survive programmes; however as an active participant in the Drowning Prevention Council their input into this research is important. While on the periphery, they have observed how collaboration has been working and what some of the key issues may be.

Measuring outcomes

There also needs to be recognition you can't do everything, and the key there is having a really good way of evaluating what it is you're looking - with regards the outcomes for the sector, and then what are the success measures that you're going to use for that, and then how do you identify the areas of need, and then how do you prioritise the support. Because some of the stuff that gets put up is a really good sales pitch but it's more of a want of some people as opposed to an identified need.

Outcomes measurement is crucial to identify Swim and Survive programmes that deliver outcomes and also meet an identifiable need.

More often than not all programmes put up for consideration to funders are accompanied by a 'good sales pitch' making it difficult to differentiate and prioritise programmes to support.

Good data gathering and statistics will help support investment in Swim and Survive programmes that are appropriate and also help funders prioritise and make sound funding decisions.

Appropriate outcomes measurement will also reduce the emotive element to funding applications.

It needs a change, it needs a refresh but management can only do so much. If the Board still have the problems and the issues that they had in the past, then the willingness to change won't be there, and in the management role you can only do so much managing. It does actually then require the Board to step up and be supportive.

...when you've got WaterSafe Auckland coming out with one thing, Water Safety New Zealand another, Swimming telling you another story, you just get confused and it's too hard and "I'll go and invest my money over here which is really clear".

.... but really somebody needs to 'build a bridge' and get it sorted because it's better to have - they are a strong body, they have some real skills in a different range of markets that they're catering for that would fit well within a national structure, but then it works on both sides. There'd have to be a willingness with WaterSafe Auckland to make a change as well, long as there's people remembering the war and using that as a reason for not engaging, then it ain't going to work.

It doesn't matter how transparent you make the process, those that are unsuccessful in their application for funding as WaterSafe Auckland Inc. is at the moment, will see that as feathering their own nests if you like. Doesn't matter how good you are.

Relationships with other partners

■ Collaboration

Key observations are that the sector is fragmented and confusing. It is confusing to teachers, swimming providers and key funders. Additionally, the individual key organisations are not operating in a collaborative way that is constructive or mature.

It is important for the water safety sector to ensure they work collaboratively and harness the available funding for water safety or they may endanger some funding streams.

■ Issues

While there is a unique opportunity for 'bridges to be built' there needs to be a commitment from the Chief Executive Officers of key organisations, and their respective Boards.

In looking to the future Water Safety New Zealand needs to take the lead to work with disaffected member organisations and recognise the skills and expertise that these organisations have.

A key observation made is that the current key organisations are more focused and concerned about their own brands and should shoulder some responsibility for the current perceived fragmented water safety education sector.

Also working with WaterSafe Auckland Inc. is critical as the Auckland market is large. It is acknowledged that there are opportunities for organisations in Auckland to generate their own sources of funding reducing reliance on a national body.

Funding

■ Project Review Team

A key area of contention is the perception that Water Safety New Zealand is both a securer of funding and also a recipient of funding. Consequently many of their programmes are seen as competing for similar funding streams with their members.

Suggestions for improvement

Main suggestions are:

- ➔ Clarity around role of Water Safety New Zealand and Project Review Team regarding distribution of New Zealand Lottery Grants Board funding.
- ➔ Water Safety New Zealand providing strategic leadership and bridging the gap to support sector collaboration.
- ➔ In the longer-term Water Safety New Zealand taking on role of Drowning Prevention Council and working in partnership with Accident Compensation Corporation and Sport New Zealand.

Let the members focus on the delivery aspect of it and step Water Safety New Zealand back to that high overarching - you know, they're involved at an operational level in delivering the programmes which they shouldn't be. They should be the big overarching strategic sector leadership position, and I think that would clean up a lot of the problems that we have.

■ Funding

The role of Water Safety New Zealand and the Project Review Team needs to be clearly separated so that there is clarity around the role of Water Safety New Zealand. It is possible for Water Safety New Zealand to be both a holder and distributor of the funds as long as they are not a programme provider and directly competing with members to deliver these programmes.

■ Strategic leadership and collaboration model

There is an opportunity for Water Safety New Zealand to operate more strategically in the water safety sector space. This includes ensuring that messaging and Swim and Survive outcomes are aligned among all Swim and Survive programmes including State Kiwi Swim Safe and Sealord Swim for Life™.

It is expected that Water Safety New Zealand should take the lead in the sector and secure funding for the delivery of programmes that align with the Drowning Prevention Strategy. Importantly this allows members to get on with delivering programmes and Water Safety New Zealand to focus on strategic sector leadership.

A collaborative model would recognise that there are a number of ways of delivering Swim and Survive and that each has their place in teaching children to Swim and Survive and in turn support reduction in the drowning toll. In particular there would be a range of programme providers that can meet local needs.

■ Role of Drowning Prevention Council

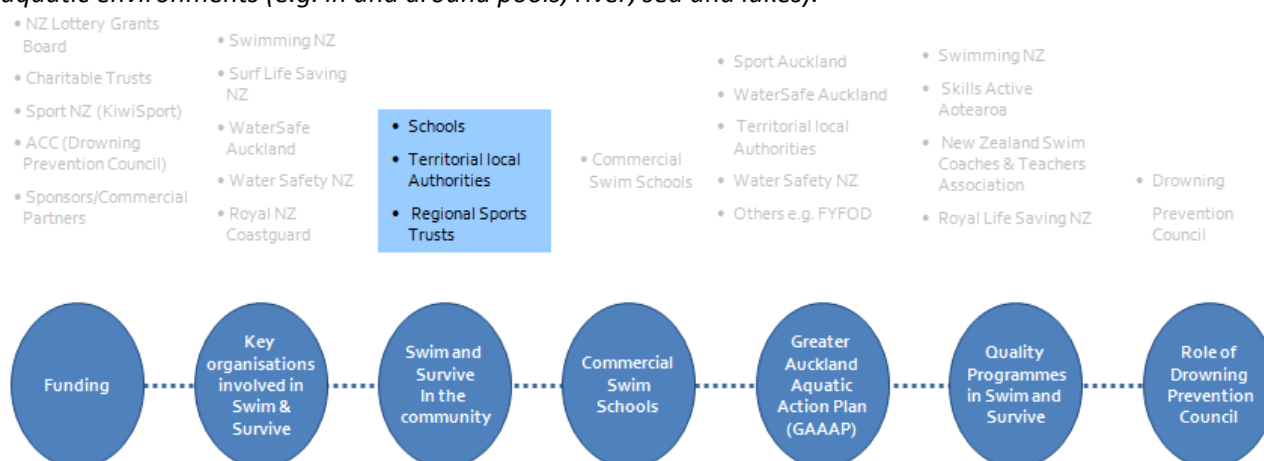
In the long term Water Safety New Zealand should be seen as the overarching body for all water safety matters and in part doing some of the work the Drowning Prevention Council is tasked to do. Both Accident Compensation Corporation and Sport New Zealand could be partners with Water Safety New Zealand to deliver the Drowning Prevention Strategy.

7. Swim and Survive programmes in the community

7.1 Introduction

There are Swim and Survive programmes operating in the community throughout New Zealand, being delivered in a number of ways. 'Learn to swim' (the original Swim and Survive programmes) have evolved over the years. Today the focus of 'learn to swim' includes both swimming and survival skills. Throughout this report the focus is on Swim and Survive programmes, although from time to time participants themselves also refer to 'learn to swim'.

We note again the definition for Swim and Survive used for this review is '*learning swimming and survival skills in aquatic environments (e.g. in and around pools, river, sea and lakes).*'



Background

- ➔ Four primary delivery channels for Swim and Survive programmes.
- ➔ Additional localised Swim and Survive programmes.

In seeking to understand how Swim and Survive programmes are delivered directly to primary school children in local communities in New Zealand a range of participants from Regional Sports Trusts, Councils and schools were interviewed.

Multiple delivery channels

There are a number of avenues for delivering Swim and Survive programmes to children. The primary ones are through a:

- ➔ Nine out of ten schools provide some form of Swim and Survive programme.
- ➔ Over half of these programmes are delivered in a school pool; mainly by classroom teachers.

- Teacher teaching children in a school pool
- Teacher teaching children in a community or Council pool
- Commercial swim instructor in a commercial/community/Council pool
- Commercial swim instructor in a school pool.

In addition we note there are some local customised programmes for specific ethnicities and at-risk groups as well as for specific aquatic environments e.g. rivers, beaches, lakes.

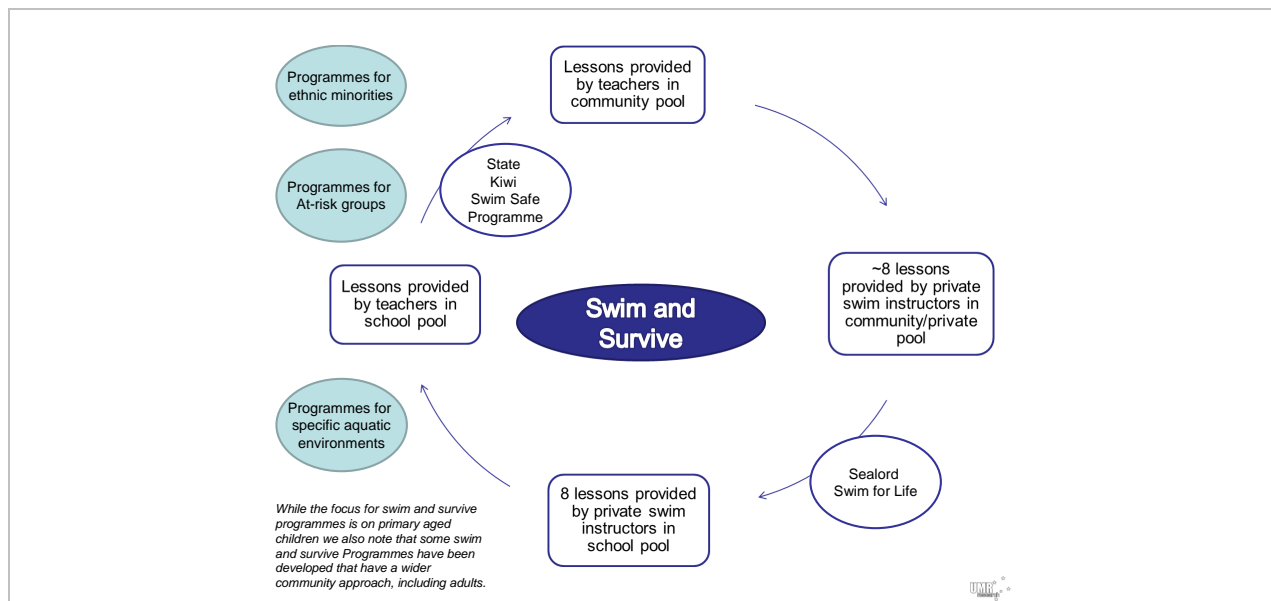
As mentioned previously in a survey conducted for Water Safe New Zealand in 2009 we note that 89% of all schools surveyed offered 'learn to swim' programmes.¹⁹

Of those schools that offered swimming programmes (multi-response question):

- 59% used their own school pool
- 35% used a Council pool
- 15% used a community pool
- 5% used another school's pool.

Also in the same multi-response question survey participants stated that 70% of 'learn to swim' programmes were taught by classroom teachers, 39% by external swimming instructors, 17% by specialist teachers, 11% by parents.

The following diagram illustrates the main delivery channels for Swim and Survive programmes operating in New Zealand.



In the above diagram we have indicated the main Swim and Survive programmes used by schools with teachers delivering Swim and Survive AND by Council swim schools delivering to schools through the KiwiSport funding initiative or similar.

1. State Kiwi Swim Safe programme that supports teacher professional development and resources for lessons over 8 modules with accompanying achievement levels.
2. Sealord Swim for Life™ programme used by Councils and Commercial Swim Schools delivering Swim and Survive lessons to children in their schools funded by KiwiSport. This includes some professional development, resources and achievement levels.

¹⁹ Water Safety New Zealand, New Zealand Council for Educational Research survey 2009

3. Local Swim and Survive programmes for at-risk groups and ethnic minorities. These are usually customised Swim and Survive programmes developed to meet a specific need. For example, the programmes delivered by WaterSafe Auckland to Māori, Pacific and Muslim communities as well as Rock Fishers.
4. We also note that Surf Life Saving New Zealand contribute to Swim and Survive programmes through their Beach Education and Surf Education modules. These are usually discretionary and up to individual schools to take up.
5. There are also some specific local initiatives that are occurring to meet local needs and different aquatic environments e.g. specific attention to river and lake safety.

7.2 School Swim and Survive

Commitment to Swim and Survive

- ➡ School pools are often an integral part of the school and the community.
- ➡ Accessing funding for school or community based Swim and Survive programmes and pool maintenance is on-going in many schools.

We were really concerned that the pool might be closed, and you know how many have been closed in New Zealand, and we've fought that, hence we've gone to solar heating and doing those sorts of things.

■ Pool a key part of the school and community

For schools using their own pool, often the school pool is a key part of the school and also the local community. Some schools have remained open due to community support.

■ Funding

The school's operating budget is most often drawn upon to fund Swim and Survive programmes as part of the physical education budget. One school mentioned allocating their KiwiSport funding for Swim and Survive professional development for their teachers one year.

A number of schools also access additional funding for pool maintenance from local Councils or solar heating from the Energy Efficiency and Conservation Authority.

However, funding continues to be a big issue for schools providing Swim and Survive programmes in their own pool or at a community pool.

Funding for equipment, professional development, transport to and from a community pool, pool entry and professional instruction are all factors that schools needed to consider when implementing their Swim and Survive programme.

Schools access charitable trust funding for various equipment for their schools including computers, playground equipment and also for their swim programmes e.g. hireage for extra life jackets, waka ama.

- ➞ Regardless of the New Zealand Curriculum, schools and communities are committed to teaching children to swim; it is seen as a New Zealand tradition and a social responsibility.

We've made it compulsory because at the end of the day the Board of Trustees and the management team at this school believe that we live, particularly in Northland we're surrounded by coastline, a short drive. You've only got to be in the middle of town and we've got the town basin that comes right up through town. Because it's very much an outdoor aquatic playground up here and our kids are near water all the time, we just feel that it's really important and the Board have told us that that needs to be a focus.

■ School and Board commitment to Swim and Survive programmes

Schools delivering Swim and Survive programmes²⁰ view swimming as a key part of their physical education programme; some even perceive it as compulsory.

For these schools, the teachers and Boards are fully committed to providing a swimming programme at their school citing swimming as an important 'life skill' for a country that has access to a wide range of aquatic environments.

7.3 School Swim and Survive with teachers providing Swim and Survive instruction

- ➞ Classroom teachers are often delivering swim instruction; professional development is important.
- ➞ There is positive feedback on the updated programme from those schools with knowledge or experience of it.
- ➞ Of concern are unqualified teachers instructing pupils to swim.

Using own school pool

■ Swim and Survive delivered by classroom teachers

In most cases it is classroom teachers who provide the swim instruction. Usually there is one teacher or school principal with a background in swimming who takes the lead. One principal stated that having an 'interest' in swimming is a key attribute he looks for when recruiting. It is apparent that many principals play a big role in supporting their Swim and Survive programmes; coordinating funding and encouraging teachers to pursue professional development opportunities.

²⁰ 89% of schools, from survey conducted by Water Safety New Zealand, 2009.

It was quite nice to get Swimming New Zealand in, that's a brand new programme. They had a KiwiSport icon, a kiwi stuffed thing came in and spoke. Someone just put on a costume. The kids got certificates, they got stickers, and it was quite clear - the progressions were clear for children to see. It's all stuff that children enjoy doing.



Flexibility to customise Swim and Survive programmes to schools' unique needs is a key benefit.

■ Professional development for teachers

Of the schools that participated in the research, some are receiving teacher professional development or resources through Swimming New Zealand or WaterSafe Auckland.

There was certainly endorsement for professional development for teachers involved in swim instruction. Resources from the Ministry of Education were also mentioned.

A number of schools are aware of the revamped professional development and State Kiwi Swim Safe programme and praised the updated programme and resources.

Notwithstanding, a few schools are concerned they also rely on 'unqualified' teachers to some extent. A few mentioned it would be good to have professional swim instructors either come in to the school and support their teachers or deliver the programme in their pool but this has to be balanced against cost.

■ Flexibility to meet the needs of school and community

For schools with their own pool, the benefit of teaching swimming onsite means they can adapt their Swim and Survive programme to meet the needs of their pupils and the needs of their community. In addition there is less disruption to schools with no need for transport and coordinating timetables with local Council pool availability.

Examples of localised Swim and Survive programmes included:

- The school running its own swimming club before school for the more skilled swimmers
- Reinforcing the 'survive' component for South Auckland Pacific and Māori children especially around shell fish gathering and beach safety
- Incorporating Swim and Survive programmes as part of Māori waka and outrigger activities.

Using a community pool

■ Swim and Survive delivered by classroom teachers and/or commercial swim instructors

Some schools operate their Swim and Survive programme through the Council pool. This can be a mix of teachers and the commercial swim school instructors working together to keep the class sizes down. Usually, the programme is run as a block course to minimise disruption to the school.

- ➡ Swim and Survive delivered via classroom and/or commercial swim school instructors.
- ➡ Costs and funding are perennial issues.
- ➡ Choice of programmes capitalised upon by some schools, though lack of alignment can be confusing.
- ➡ Professional development for teachers a key benefit for the KiwiSport programme.

The teachers still took a group as well because there weren't always enough. I mean every session we had between four and five, sometimes six, instructors available but you're talking about 80 kids turning up at the pool at a time and we'd just divvy up whatever we could. The first one's always hairy, but from then on because it was daily - we were going every day for two weeks, the children kind of got into the swing of it and they assessed them and we worked alongside, so we would end up with our own - a group that we would teach as well.

We use water safety education across the curriculum so we've got our own school pool here at the moment and we do swimming lessons, basic swimming lessons from the basic level right up to stroke development. We also have water safety skills as well involving life jackets, buoyancy aids, things like that..... But survival skills are also pertinent for this area because a lot of our families culturally will go out to the beach quite often for diving, seafood collecting, swimming, recreational swimming or 'bombing' as they call it.

Example of one school accessing both programmes and being confused by the lack of alignment between the two

One school mentioned they ran their two-week comprehensive swimming programme using the State Kiwi Swim Safe programme. This cost \$60 per child for parents and was a significant cost for some families. For families where this was unaffordable, the schools' physical education (PE) budget covered the cost.

In this past year they have also accessed the KiwiSport swim programme; so their pupils actually received a four-week swimming programme over two terms. While this was a huge benefit for the school in raising swimming levels, it was costly for parents. Although the KiwiSport swim programme is subsidised, parents were expected to pick the cost for transport and pool entry.

Teachers also participated in this and took groups of pupils alongside the pool instructors. A key positive for the KiwiSport programme is the teacher professional development that is part of the package, particularly as this school is keen on up-skilling staff in sport and PE.

It was apparent that for this school there are different programmes running with their own teachers using the Swimming New Zealand programme for teaching and the pool instructors using something different. This meant some of the achievement levels were not aligning which required some extra coordination.

Swim and Survive components

An advantage for schools with their own pool, with class teacher instruction, is that they are able to offer a larger number of lessons and also cover the whole school. There is the ability to provide Swim and Survive instruction in Terms 1 and 4, resulting in up to 40 sessions a year for some children, each of 30 minutes duration.

Programme components covered water confidence, entering and exiting the water safely, breathing, stroke correction and fitness.

There is 'usually' a survive component that may include:

- Surf survival
- Safety at the beach
- Survival techniques for school camp e.g. life jackets, kayaking safety, Water Safety New Zealand land based safety training
- 'Keeping yourself Safe' with the New Zealand Police.

The adults go with them and just tow them along a little bit and take them out to the marine park so they can actually see what's going on and then once they get into it - because they're amazed by all the fish that are just hanging around, they get right into it.

- ➔ Realistic and achievable Swim and Survive outcomes a priority; not necessarily 200m.

Yeah, well I mean we're trying to get the kids - especially the kids in the senior school; we need them to be able to swim that 25 metres without stopping. That's a couple of lengths of our pool. I mean that's our ultimate goal is swimming for survival.

Confidence in the water. Water survival. Basically water safety first. Identifying risks. Basic, if not competent, skills with swimming.

- ➔ The State Kiwi Swim Safe programme is well known and highly regarded by schools.

There are also instances of schools accessing additional input from the local Surf Life Saving Club. Here the local club will come in and run through their programmes on beach safety, including identifying rips.

Another programme mentioned was Experiencing Marine Reserves (EMR), which helped children learn how to snorkel and provided hands-on experience in the ocean.

Swim and Survive outcomes

Outcomes expectations vary among participants. All schools consider appropriate outcomes need to be realistic and flexible with most aiming for 'competent' swimmers by Year 6. Competency in many cases translates into being able to float back and front, and swim or float a length of the pool or at least 25 metres. Some feel that a target of swimming 200 metres is unrealistic.

■ State Kiwi Swim Safe professional development and programme for Swim and Survive

It is important here to note the role of the State Kiwi Swim Safe, formerly 'Swim Safe' programme, used by many schools. For those schools using the programme it provides lesson plans, achievement levels and resources for teachers to use when teaching Swim and Survive.

The programme was updated in 2010, and with additional funding from State Insurance, Swimming New Zealand has been able to provide the resource and also professional development to increasing numbers of schools. In the Auckland area the State Kiwi Swim Safe professional development to schools is delivered by WaterSafe Auckland on Swimming New Zealand's behalf through a partnership arrangement.

SwimSafe was the one that everyone's known about and worked to for a long time so they knew it was a good programme in terms of the fact it was levelled, so gradually moves from this skill to this one to this one. So it's a logical teaching sequence for teachers. If they can do all these things, then move to the next level. You can focus on some things at the next level depending on where they're at, but it seems like a logical type programme and as far as I'm aware there hasn't been anything else that's come in that's sort of overridden that.

Historically the programme was supported with funding from the New Zealand Lottery Grants Board, via the Water Safety New Zealand Project Review Team. The disagreements between Water Safety New Zealand and Swimming New Zealand led to this funding being withdrawn for the 2010/2011 year.

In brief the programme consists of 8 modules covering:

1. Becoming safer in, on and around water
2. Water confidence and submersion
3. Breath control, floating and gliding
4. Kicking, stroking and survival introduction
5. Stroking and survival progression
6. Swim and survival techniques
7. Swim and survive application
8. Safety at the beach.

See Appendix 10: State Kiwi Swim Safe Programme Information.

7.4 Issues for schools

- ➔ Disparate and uninformed programmes evident in some cases.
- ➔ Schools have low awareness of key water safety organisations, despite using their resources.
- ➔ Some schools are using pools to generate income, to offset Swim and Survive costs.

■ Swim and Survive outcomes

A number of schools are operating in a vacuum and are setting their own expectations, programmes and outcomes - 'they are doing their own thing.' Parents are usually grateful the school has a Swim and Survive programme but they generally do not have huge expectations of outcomes for their school swim instruction.

■ Low awareness of key water safety organisations

There is no awareness of the Drowning Prevention Strategy but many do believe that teaching children to swim and survive are key components of addressing the drowning toll.

There is low level awareness of the key organisations operating in water safety education, namely Water Safety New Zealand, Swimming New Zealand, Sport New Zealand, Surf Lifesaving New Zealand and the Accident Compensation Corporation.

Even though they may be using some of their respective resources and receiving emails from time to time, schools do not take much notice of the different organisations and often confuse the names of those who are providing support to them.

■ Funding

Schools are using their operational grants to maintain their pools but still require extra funding or support for equipment, professional development, and access to extra aquatic environment programmes. When accessing a community pool the cost of transport and instructor time is a cost to parents, and is supplemented by a school's operating budget for families that cannot meet the costs.

Our intermediate school down here doesn't have a pool so our kids go from here to no swimming pool and that's a bit of an issue, I think personally.

Some schools lease out their pools to other schools or private swim schools for additional income.

■ School pool closures

Schools lament the loss of school pools and are well aware of schools around the country where this is occurring.

7.5 Role of Regional Sports Trusts and Councils

- ➡ KiwiSport funding has supported additional funding of Swim and Survive programmes by providing access to schools to commercial swim schools; usually the Council-run swim school.
- ➡ The Sealord Swim for Life™ programme is available to a range of schools throughout New Zealand via local Regional Sports Trusts.

■ KiwiSport funding

In 2009 the opportunity arose for Swim and Survive programmes to be provided to schools in a different and more accessible way.

KiwiSport is a government funding initiative to promote sport for school-aged children and is administered by Regional Sports Trusts around the country. The majority of projects that are funded are targeted at the primary school age group and focus on skill development. As mentioned in Section 6 'Learn to swim' initiatives have received a high level of support. Each Regional Sports Trust gets a \$/ capita to fund physical activity in their region. Swim and Survive programmes are just one of the programmes that they may support.

As noted earlier schools are also accessing KiwiSport funding directly that they use to support swimming and other physical activity at their school.

■ Additional funding

For schools in the know, additional funding can be accessed from:

- Charitable trusts e.g. for transport
- Water Safety New Zealand, providing support through local coordinators who work with the Regional Sports Trusts and Councils
- Councils; some will provide subsidised transport for schools.

By using KiwiSport money, entering into provider relationships with Councils to provide lower cost lessons and coordinating transport for pupils; many schools are now offered free or heavily subsidised pool entry and commercial instructor time through KiwiSport via the Swim and Survive programme known as Sealord Swim for Life™.

Regional Sports Trusts

- Regional Sports Trusts can play a strong coordinating role for delivering Swim and Survive programmes.
- The ability to adapt programmes for regional variations important.

Our involvement came out of the KiwiSport fund implemented in 2009 so from there we were directed by SPARC to consult with the community as to how we should best allocate that money, and from that consultation it was determined that we would invest 80% of our money in non-contestable funds versus contestable, and once that decision had been made, communicated, then it was a matter of a working group from within [Regional Sports Trust] that identified a number of projects, and one of those identified early but not implemented straight away was a 'learn to swim' programme.

It's a partnership leverage type opportunity, so Water Safety came to the table with a thought process and some funding from their Trust or wherever they got their funding from, the Council obviously had a deliverable capacity and they've got buses, the red bus company and stuff, they can shunt kids around, and we had a bit of coin that we could put at it so that became a three-way partnership.

The issue in the water safety sector is testosterone. Okay, we're all after the same outcome, absolutely after the same outcome....and then suddenly it's about testosterone because we all do it better than each other and then multiple organisations get into a bun fight around it.

Regional Sports Trusts were given the responsibility of managing the KiwiSport initiative.

Usually the Council will pitch to the Regional Sports Trust to access KiwiSport funding. Seizing an opportunity Water Safety New Zealand has supported Regional Sports Trusts and Councils in developing a Swim and Survive initiative among local communities.

Through the programme, Council swim schools and some commercial swim schools are providing subsidised pool entry and swim instruction.

It is apparent that there is regional variation to meet local needs and take into account the range of support available via Councils and charitable trusts.

■ Current experience of Swim and Survive

The Regional Sports Trusts philosophy is to align more with lower decile schools to improve accessibility to Swim and Survive programmes. They usually have close relationships with Councils.

They play a critical coordination role in bringing together the different parties involved in water safety education when developing the local Swim and Survive initiative. It is apparent that at the local level the various water safety organisations are collaborating and communicating through Regional Sports Trusts taking a coordinating and brokering role.

There is some evidence of joint meetings to plan how professional development for teachers will occur and also how Swim and Survive will be delivered through the different pathways.

However, Regional Sports Trusts are also aware of the tensions between key organisations involved in delivering or facilitating Swim and Survive programmes at the senior level. For them Water Safety New Zealand, Swimming New Zealand and WaterSafe Auckland are viewed as partners through supporting classroom teacher capability, access to commercial swim schools and development of Swim and Survive programmes.

➡ Outcomes include demonstrating an impact on the drowning toll, but are broader than Swim and Survive.

■ Swim and Survive outcomes

For Regional Sports Trusts, key outcomes expected include:

- Improved community well-being
- Increased participation in aquatic environments
- Increased water confidence in aquatic environments.

Participants thought these could be measured through Council community well-being surveys and membership of specific sporting organisations.

Also important would be an ability to demonstrate the impact on drowning statistics which would require long-term tracking of children and their achievement levels linked to the drowning toll.

Councils

- ➡ Councils employ their own swimming professionals who bring their own background and preferences to the development of their Swim and Survive programmes.
- ➡ Councils use the resources of Swimming New Zealand, Water Safety New Zealand and New Zealand Swim Coaches and Teachers Association.
- ➡ Councils confirm the fractured nature of the water safety education sector and express concern about the impact this may have on future funding.

Council-run swim schools have two components of their business; the commercial swim school and their schools programme. While the commercial swim school specialises in 'learn to swim' as a user pays service, the schools programme must be more affordable for schools in order for them to use the Council pool and/or instructors. For many Councils, the schools programme is run as a loss leader to help support Swim and Survive opportunities for children in their community.

There is no single Swim and Survive programme run by Council Swim Schools; rather Council Swim Schools operate in a variety of ways including:

- Having their own in-house programme
- Using the Swimsation Franchise programme
- Using an overseas programme and adapting for New Zealand.

While some Councils try to accommodate the needs of schools by offering block courses or lessons spread out over the term; others will offer block courses only.

In most cases Councils that offer schools programmes are usually approached by schools as part of the schools aquatic education programme.

It is very, very disjointed at the moment. There is a place for Swimming New Zealand and there is a place for Water Safety New Zealand, they can sit side by side, in my mind, and they need to work that out so that they have got all aspects of water safety covered and swimming. Why they can't sort it out I really don't know.

My biggest concern is I still stick by my word fractured nature of some of the relationships.

It is apparent that Councils have relationships with all the key water safety education organisations operating in their area, working with them and also using their resources where they support the programmes that individual Councils have in place. In practice this can mean:

- Involvement in the KiwiSport programme or not
- Swimming New Zealand professional development for their swim instructors
- Water Safety New Zealand's programme of progression and monitoring of swimming skills
- New Zealand Swim Coaches and Teachers Association framework for on-going swim instructor training.

Councils also confirm the 'fractured' nature of the relationship between the main water safety education organisations and seek clarity on roles and responsibilities. Instead of working together, the key organisations are seen to be at loggerheads. Of concern is that funding agencies sensing the disunity are withdrawing funding.

In the schools swim space, this is exemplified by two competing qualifications for swim instructors now available with each organisation pushing the merits of their respective qualifications.

■ Swim and Survive components

Lessons are usually 20 minutes, with a higher pupil:teacher ratio (1:8 -1:10) for the schools programme than the commercial swim school.

Key components are learning to swim, although there is a survive component which focuses on how to be safe in the water. This may be as a separate lesson or as part of each individual lesson. Survival is usually covered in the broadest sense e.g. life jackets, identifying rips.

Usually teachers are involved in the lessons, either viewing or participating, and this is seen as a key element of providing professional development.

It is mainly Years 3 - 6 that are included in the KiwiSport supported programme, although there is one region where Years 1 - 8 receive the programme. This is due to the extra funding available from the local licensing trust.

- ➡ Key component is learning to swim, underpinned by a survival component.
- ➡ Class teacher involvement is important for providing professional development.

The ultimate is that they achieve the 200 metres swim to survive, the Water Safety New Zealand criteria is on the end of the fifth level. There are set criteria that they should achieve to pass that level but the 200 metres swim is a survival aspect so it doesn't really matter how they do that if they achieve that.

We're actually going a bit further at the moment, just to try and hook in as part of our progression - we're actually hooking up with Water Safety New Zealand with the Sealord Swim for Life™ programme ...we've got all the reporting into Water Safety New Zealand's database.

- ➡ Achievement levels are pre-defined, but pathways are not.
- ➡ Teacher pool-side professional development is a condition of involvement.

■ Swim and Survive outcomes

For the schools programme, the overall outcome focus is usually swimming skills achievement, including the measure of competently swimming 200 metres at 12 years of age.

While individual Council-run swim programmes have their own programme outcomes, it is apparent that many Councils have adopted the Water Safety New Zealand overall achievement goal of swimming 200 meters as part of these.

Councils involved in the Sealord Swim for Life™ programme are also tracking progress of children through the Water Safety New Zealand database.

Also for some it is important to assess if children, after three years participating in the programme, do recognise danger and there is a reduction in drowning.

■ Sealord Swim for Life™ professional development and programme for Swim and Survive

It is important here to note the role of the Sealord Swim for Life™. Commercial swim schools involved in providing Swim and Survive through the KiwiSport funding follow the achievement levels outlined in Sealord Swim for Life™, although the way they deliver swim instruction is their own.

The programme was developed by Water Safety New Zealand and provides achievement levels rather than lesson plans as it is expected that swim schools will already have these in place.

A key requirement is that schools involved must ensure their teachers participate both pool-side and in professional development. The professional development for teachers is usually delivered by Swimming New Zealand.

In brief the Sealord Swim for Life™ Skill Achievement Passport comprises the following skills:²¹

²¹ Source: Water Safety New Zealand

Sealord Swim For Life Skill Achievement Passport



ACHIEVEMENT	SURVIVAL SKILLS	THEIR SAFETY LIFE
Submersion	Enter and exit water safely using the edge or ladder and checking for depth. Submerge in waist deep water, open eyes and blow bubbles.	Enter the water slowly and carefully in case the water is too deep.
Floating	Experience floating glide towards poolside and hold on to edge.	Always go together-when in, on or around water always have an adult with you.
5m	Holding a buoyant aid recover from a face down float or glide. Rotate body from back to front while holding a flotation device. Move from front float to back float.	Listen to Lifeguards to say stay safe and enjoy the water.
15m	Perform a slide in entry and exit the water using the edge. Experience balancing using a range of flotation aids in waist deep water. Submerge and recover an object from waist deep water. Demonstrate horizontal sculling actions. Be pulled to safety by grasping a rescue aid.	Call for help: if you or someone is in trouble stay calm and call "HELP".
25m	Perform a step in entry in deep water and return to edge. Demonstrate treading water sculling action, supporting the body in an upright position. Surface dive, swim underwater and recover an object from chest deep water. Be pulled through the water with a rope for 5m to safety.	Look before you leap: think before you enter water and never jump or dive into shallow water.
50m	Surface dive, swim underwater, search for and recover an object from water equivalent to the student's height. Tread water in a vertical position keeping head above water for 30 seconds. Correctly fit a PFD, jump into water, float for 30 seconds, then climb out of deep water.	Stay afloat & wave – if you find yourself in trouble in the water, relax , roll on your back, call out for HELP , hold onto something if available & wave one arm to attract attention.
100m	Perform a stride entry. Using a rigid aid pull a partner to safety. Skull or tread water for 1 minute and then swim for 1 minute holding a flotation aid. Correctly fit a PFD while treading water and then swim 25 metres using survival strokes and climb out of the water.	Reach to rescue: if someone needs help do not get into the water. Lie down and reach out with a stick.
Survival sequence	Dressed in swimwear, long pants, long sleeved shirt and shoes complete the following: Fall into deep water and recover to surface. Remove shoes while treading water for 3 minutes, occasionally raise your hand and call for help. Swim slowly for 50 metres to safety.	
200m	In swimwear skull, float or tread water for 3 minutes waving for help intermittently. Dive and swim 10 metres underwater. Fit a PFD correctly, swim 100 metres using survival strokes, demonstrate HELP technique and climb out of water whilst wearing the PFD.	Throw a float: throw a flotation aid and reassure the person in trouble. NEVER enter the water.

Please note: Swim skills can be achieved using ANY stroke. Students only need to swim the distance without stopping. Specific swim technique is not a criteria for skill achievement.

See Appendix 11 for further information.

7.6 Issues for Regional Sports Trusts and Councils

➡ High level tensions between key water safety organisations have been noted, though relationships are working better at the local level.

■ Concern over Water Safety New Zealand, Swimming New Zealand and WaterSafe Auckland frictions

Regional Sports Trusts are aware of the tensions between these organisations at the senior management level and would like to see this 'sorted'.

Water Safety New Zealand have just come up with, not the Assistant Swim Teacher Award, the AUSTSWIM and I know they're trying to push it, but it's almost like they're trying to push it as a product and I think there's danger with that because instead of them working together they're just saying "sweet, if Swimming New Zealand doesn't do what we want, we'll just go our own way" and I think there's a real danger with that because if they look at their vision values, it's about being the leading organisation. It's not about providing actually any programmes as such.

One area of friction already identified is the introduction of an alternative swim instructor qualification. One Council notes that by introducing AUSTSWIM to New Zealand, Water Safety New Zealand is delivering a product rather than being the leading strategic and advocacy organisation for the water safety education sector.

In addition there is recognition that Auckland is a significant region in New Zealand, meaning there should be a key focus on the Auckland region in terms of Swim and Survive.

Notwithstanding at the local level their experience is the organisations are working together to deliver on KiwiSport funded Swim and Survive programmes.

- ➔ There is strong support for one organisation to take overall responsibility for Swim and Survive programme delivery.
- ➔ Also, for all organisations in the Swim and Survive space to work under a common 'framework'.

The key thing is creating a framework around who develops these initiatives. I would argue that, again, good leadership and good governance and good control of funding means decisions are made about - 'that's your role, and we're funding you to do that.' You start to go outside that scope we're not funding you to do that.

Definitely something needs to happen in terms of aligning the sector a little bit because at the moment there seems to be - it's a big space that organisations are competing or trying to compete in, and there's the real potential for confusion around I suppose about which programme. It's not an area that one organisation can completely own or anything like that, but it's one where some clarity and direction would be good.

You can pick up any one manual from - whether it's Water Safety, Surf or Swimming New Zealand and it has the same information and the same techniques and the same outcomes of what you're trying to achieve - and it doesn't have to be too scientific. It's just got to be basic so that everyone can understand it.

■ Identify an organisation responsible for Swim and Survive

There is support for Government to identify an organisation to take responsibility and leadership for Swim and Survive programme delivery. This is in part to clarify roles and responsibilities in the sector and reduce the friction among the water safety organisations. For this to have any impact it must have some mandated authority with access to funding.

This would help the Regional Sports Trusts and Councils to ensure that Swim and Survive can be delivered locally with some flexibility, but have an overall centralised leadership and structure to which they can refer. With up to 17 Regional Sports Trusts potentially investing in Swim and Survive programmes, it is important that there are synergies and sharing of knowledge and experience to maximise the value of the Swim and Survive programmes being funded.

One suggestion is to have a common framework to which all organisations work, whether it is Water Safety New Zealand, Swimming New Zealand or an independent Swim and Survive programme.

The common framework would also support common messaging and linkages to key organisation websites. This would help ensure consistency across the organisations on Swim and Survive programmes and clarify roles and responsibilities for funders, the general public and other organisations working in the water safety education space.

We had schools ringing saying, "what's this programme and how does it compare to your swim for life programme?"

Last year Water Safety New Zealand had their passports for the kids showing their progression, and then all of a sudden Swimming New Zealand sends some certificate to the schools to give to the kids as well.

- ➡ The opportunity for both swim instructor qualifications leading to the New Zealand Qualifications Authority qualification in Aquatic Education may ease tensions between swim instructor training providers.

So we have got a grant system now in place, \$1/2 million a year for the next three years. So in terms of 'bang for buck' Council has agreed that it is not a bad idea. Plus when we have talked to schools the biggest issue for them is transport and time out of the classroom... and if a couple of other local schools can walk to them to get their lessons then we think there is a big win to be made there so that is what we are trying to do.

We have six school pools as well which the city funds. We pay them a grant every year, on an average of probably \$10,000 per year for each of the six school pools so that's also to help them heat, treat the water, and open the pools for kids because here at [Name] we just don't have enough water space to actually meet all the needs of the city, so that's why we actually fund those six schools.

■ Confusion for schools

Regional Sports Trusts confirm that some schools are being confused by the different delivery channels, resources and achievement levels.

There are examples where schools are receiving resources for the Sealord Swim for Life™ as well as State Kiwi Swim Safe i.e. different sets of achievement certificates for the children as well as different packaging and mascots. Other times schools are being asked to choose which programme to have delivered to their children and how the two might compare and are seeking advice from the Regional Sports Trusts.

For these Regional Sports Trusts this confusion highlights the need for improved communication and collaboration at the local level.

■ Swim instructor qualifications

There are now two swim instructor qualifications available. This may have increased tension among the providers of the two qualifications.

The introduction of a New Zealand Qualifications Authority qualification with unit standards is seen as a key step in the right direction, with both the current swim instructor qualifications leading to the New Zealand Qualifications Authority qualification in aquatics.

■ Lack of pool space

For a number of Councils the closure of school pools has impacted on their ability to meet the needs of local schools for swim instruction. Some Councils have set up funds to support the capital costs for schools' pools to ensure more remain open. Councils are not looking to build more pools as they also recognise that for schools, transport to and from their pools, and time out of the classroom are big issues that limit a school's ability and motivation to participate in school swim programmes in Council facilities.

We note that one Council participant is investigating having some portable pools onsite, one as a back-up facility as they are at full capacity and another to take around the local environs, which they would operate. By operating the portable pool themselves they can ensure water quality and also provide a Council service.

Case studies

We have developed a number of case studies that illustrate some of the Swim and Survive programmes operating in schools. They also identify some of the issues and progress in delivering Swim and Survive programmes.

Region	Key findings
Whangarei	<ul style="list-style-type: none"> - Key sponsorship from local lines company - Uses Royal Life Saving Swim and Survive (AUSTSWIM) programme and integrates with Water Safety New Zealand database for monitoring outcomes
Auckland	<ul style="list-style-type: none"> - The Swim and Survive space is fractured and uncoordinated with a range of providers offering various Swim and Survive programmes
Rotorua	<ul style="list-style-type: none"> - Local sponsorship for Lake Safety programme - Using Assistant Swim Teacher Award professional development pathway to train in-house and also others in the region
Upper Hutt	<ul style="list-style-type: none"> - Local Swim and Survive programme developed in-house - Main concern is cost of transport for schools to attend the Council pool
Lower Hutt	<ul style="list-style-type: none"> - Swimming New Zealand and Water Safety New Zealand collaborating well - Community Swim and Survive programme working well; using Water Safety New Zealand guidelines
Wellington	<ul style="list-style-type: none"> - 85% of schools use Council run schools Swim and Survive programme
Christchurch	<ul style="list-style-type: none"> - Sport Canterbury provides a mediator role between Water Safety New Zealand and Swimming New Zealand; clarifies responsibilities - Strong support for Swim and Survive through KiwiSport funding
Dunedin	<ul style="list-style-type: none"> - Initial 3-year pilot programme funded by Sport NZ , funding now ceased; looking at accessing KiwiSport funding - Offers range of Swim and Survive programmes; subsidised and user pays
Invercargill	<ul style="list-style-type: none"> - Council has good relationship with both Water Safety New Zealand and Swimming New Zealand local team - 95% of Invercargill children receiving Swim and Survive lessons; key sponsorship from Invercargill Licensing Trust - Regional Sports Trust extending programme to rural Southland

Swim and Survive in Northland

Key finding

- Private sponsorship has been helping to run Swim and Survive for over 15 years; now looking at expanding the initiative throughout the region.

Current situation

- Regional Sports Trusts took the lead in 1996 as they saw a need and no one else was doing it.
- For the last 16 years the Regional Sports Trusts has partnered with Top Energy who sponsors the Top Energy Water Safety programme.
- Funds two swim instructors who go into schools and deliver Swim and Survive; five days of Swim and Survive is offered to schools; using the Royal Lifesaving Swim and Survive Programme (AUSTSWIM).
- Professional development to teachers; one day each season (two teachers/school) plus some schools request full sessions for all teachers on the Top Energy programme.
- Last year 11,000 children accessed the programmes - a 70% uptake by the regions schools.
- Regional Sports Trust updates the Water Safety New Zealand database.

Funding

- Top Energy (local lines company).
- KiwiSport.
- Water Safety New Zealand.
- WaterSafe Auckland.
- Other gaming trusts for equipment e.g. life jackets.

Swim and Survive programme

- Use Royal Lifesaving Swim and Survive Programme (AUSTSWIM), fully developed in 1996 when they started, Water Safety New Zealand did not have a programme at the time.
- Also has a 'survive' component via Surf Life Saving New Zealand, which includes life jacket, safety on the beach, rips.

Responsibilities

- Water Safety New Zealand is keen to see the programme expand; they have provided funding and manage the outcomes database of the swim programme.
- Regional Sports Trust coordinates the teachers' training for Top Energy Water Safety, accesses funding and promotes awareness.

Teacher training

- Water Safety education to teachers and students.
- Teachers receive professional development.

Pools in Schools

- Two pools operating in Northland - useful as the region is large, it was unaffordable for some schools to travel to a pool.

Māori Trust

- Contract with Sport New Zealand to provide Swim and Survive to total emersion Te Reo Māori schools.
- Regional Sports Trusts can provide similar training but not in Te Reo.

Outcomes

- AUSTSWIM aims to have all children swim 200m by the time they leave school.

Case Study 1

Swim and Survive in Auckland

Key finding

- Major concern is how fractured the water safety education sector is and that something needs to be done to address issues with allocation of funds. Also, there is a lack of consistency of delivery across the region's schools.

Current situation

- Public and private organisations are offering various Swim and Survive programmes, but there is no consistent approach and they are possibly of varying quality.
- Water Safety New Zealand and Swimming New Zealand are involved in Swim and Survive programmes in the region.
- Assistant Swim Teacher Award and AUSTSWIM provide professional development in the area.
- WaterSafe Auckland Inc. provides educational resources for schools, and also offers tailor made programmes to schools, but this approach does not reach enough schools.
- A foundation runs Find your Field of Dreams which seems to be doing good work with schools.
- There is complex politics between the Boards/ Chairs of the respective organisations about their respective positions in the sector.
- The new Auckland Council is grappling with the amalgamation of swim facilities and services; these varied across the former individual Councils, with each Council organising their swim schools in different ways.

Outcomes

- Opinion is that outcomes should be beyond preventing drowning, for example getting fit.
- Progress would be the normal outcome of a good programme.
- There is a need to move to an outcomes-based approach.

Case Study 2

Swim and Survive in Rotorua

Key finding

- A number of Swim and Survive programmes are operating; including region-specific Lake Safety and Pools to Schools for rural areas.
- Council uses Assistant Swim Teacher Award pathway for its swim instructors and to train others in the region.
- Just begun tapping into KiwiSport funding.
- Local sponsorship through Unison.

Current situation

- Uses Swimsation for managing the swim programme; offers 'learn to swim' course, a school programme and water survival.
- The schools' programme is called 'Go for It'; a pilot with Regional Sports Trust and Water Safety New Zealand delivering 10 swim lessons; pilot has just started.
- Also runs Unison Lake Safety programme; aims to cover every primary and intermediate school, 16,000 students (4 hours over 1 or 2 days); good response; class-room based.
- Also looking at Pools to Schools for provincial towns and rural areas; Water Safety New Zealand funding; starting to look at commercial funders e.g. Fonterra.
- Includes teachers in the swim lessons/ teachers get in the pools.
- The Council is investing in higher level training through the Assistant Swim Teacher Award training pathway so they can train others in the region. Assistant Swim Teacher Award has the ability for them to utilise in-house trainers to up-skill others. Aware of AUSTSWIM but considers this expensive and time consuming.

Funding for Go for It

- KiwiSport.
- Council no entry fee, Council provides instructors, part of the Council's Long Term Community Plan.
- Water Safety New Zealand.
- Schools pick up the costs for transport.

Components of Go for It

- 1:10 ratio, 30 minutes.
- Also offer free time in the pool after the lessons.

Outcomes

- 18 different progressions.
- Swim 200m by 12 years.
- Safety around lakes and water.

Case Study 3

Swim and Survive in Upper Hutt

Key finding

- Professional development is important in the area. However neither of the programmes is seen as perfect - Assistant Swim Teacher Award does not go into great enough depth, and AUSTSWIM is too expensive and requires too much paper work.

Current situation

- Runs a commercial swim school; takes a multi-teaching approach using the Amateur Swimming Association programme; three levels - preschool, school-aged and squad.
- Additionally has a community schools programme which was developed in-house, based around international standards. Offers modules over and above teaching the fundamentals.
- The biggest challenge faced in the area is finding funding for transport costs.

Funding

- Pre Kiwi Sport, a Community Trust provided money for a block of free lessons for every year 2 child in Upper Hutt.
- Kiwi Sport: Government funding goes to the Hutt City Council. The Upper Hutt City Council then has to bill Hutt City Council for the instructors' hours; which is time consuming and divisive. In addition, the fact the school programme was meant to be free (but the Government wouldn't pay for buses) and have been selective about distribution has provoked a view of the programme.

Outcomes

- Ultimate goal of the swim school is that by the end of the fifth level they can achieve the 200 metres Water Safety New Zealand Swim and Survive goal using any stroke they like, but preferably in a taught technique.
- Community swim school outcome is also the 200 metres Water Safety New Zealand goal, but achieved by age 12 not by the end of the fifth level as with the swim school programme.
- Outcomes were based on levels with components within them:
 1. The foundations
 2. Confidence and basic floating and treading water
 3. Increasing confidence, stroke development and breathing.

Case Study 4

Swim and Survive in Lower Hutt

Key finding

- An example of Swimming New Zealand and Water Safety New Zealand working together well on the ground level to deliver Swim and Survive. Professional development is especially important in the area.
- Community school programme a runaway success; feedback from schools is extremely positive; schools are contacting the Council.

Current situation

- Community school programme developed and operating for the last 18 months.
- School teachers also involved - first year teachers watch; second and third years teachers assist the instructors to gain more skills and confidence in teaching swimming.
- All schools get a block of 10 lessons; 8 core swimming lessons; one survival and one 'fun'; timing of blocks of lessons are fixed, but there is some flexibility in terms of content depending on schools' needs.
- Teachers also receive professional development.
- Schools pay \$1 per child; spend no more than when teachers were taking the lessons/ low decile schools are also assisted with travel costs.

Funding

- KiwiSport.
- Regional Sports Trusts.
- Water Safety New Zealand (swim for Life initiative).
- New Zealand Community Trust.
- Pelorus Trust.

SAS programme

- Developed own programme based on Water Safety New Zealand guidelines.
- Has both swimming and survival components.

Responsibilities

- Promotes and contacts schools.
- Coordinates the funding.

Teacher training

- Teachers must be involved in the lessons.
- Water Safety education to teachers and students.

Outcomes

- More pragmatic; not realistic to have same outcomes as commercial swim school, focus on basics of swim and survival.

Case Study 5

<i>Swim and Survive in Wellington</i>	<i>Case Study 6</i>
<p><u>Key finding</u></p> <ul style="list-style-type: none"> The Council provides 85% of school 'learn to swim' programmes, putting pressure on the limited pool space. <p><u>Current situation</u></p> <ul style="list-style-type: none"> Confusion over who owns which programme is evident. A 'learn to swim' programme is offered to the public, that offers lesson on a 1:5-1:9 Instructor/Pupil ratio after school hours and during the weekend. Approximately 85% of schools in the Wellington City Council area are participating in the school swimming programme; costs the client \$1/lesson, 1:10 instructor/pupil ratio. This programme is run as a loss leader, for the benefit of the community. Children only have two weeks' worth of lessons in the school swimming programme; the ability to make progress in that space of time is limited. Limited pool space is an issue in the area; to address this issue the Council issues grants to schools with pools to help them cover the costs of maintaining them. Water Safety New Zealand's AUSTSWIM accreditation is favoured in the area. <p><u>Funding</u></p> <ul style="list-style-type: none"> Profits made from the public learn to swim programme funds the subsidised price schools receive to participate in the school swimming programme. <p><u>Outcomes</u></p> <ul style="list-style-type: none"> Ultimate objective is to reduce the drowning statistics in New Zealand. School swimming programme aligned with the Water Safety New Zealand goal of wanting to see every primary school child leave school capable of swimming 200m. When participants of the private swim school can swim 400m competently, they can move into a swim club for competitive swimming. 	
<i>Swim and Survive in Canterbury</i>	<i>Case Study 7</i>
<p><u>Key finding</u></p> <ul style="list-style-type: none"> KiwiSport has been the frontrunner in the region and really pushed the Swim and Survive initiative. <p><u>Current situation</u></p> <ul style="list-style-type: none"> Multiple different offerings provided in the area, including: Swimsation and Swim and Survive. Uses the Swim and Survive initiative to execute the schools' swimming programme. The Regional Sports Trust maintains a stable relationship with Water Safety New Zealand and Swimming New Zealand - achieved by the Trust establishing a mediator role between the two: <ul style="list-style-type: none"> Water Safety New Zealand focuses on delivering and promoting the product Swimming New Zealand focuses on professional development and training. The Canterbury earthquakes have further complicated the implementation of programmes, as many school and community pools are unfit to be used. <p><u>Funding</u></p> <ul style="list-style-type: none"> Currently invest \$500,000 - \$600,000 in Swim and Survive in the region, and it is hoped that this will increase in the coming years. <p><u>Outcomes</u></p> <ul style="list-style-type: none"> Based around community wellbeing; being able to participate in aquatic activity as a result of having water confidence; encompassing sport and recreation. 	

Swim and Survive in Otago

Key finding

- Otago was initially ahead of the game with their pilot Skills 2 Swim programme which worked well. The pilot ended after three years and funding ceased, making the future for Swim and Survive in the region somewhat unknown. Is now seeking funding from KiwiSport.

Current situation

- Uses Swimsation for managing the Swim programme; offers 'Learn to Swim'; Surf survival, water survival, Skills 2 Swim.
- Chose to use Swimsation as had to get a swim school operating in 27 days; Swimsation contracted to set it up and has been highly successful; three-year contract; may go own way when contract period ends.
 - Provides consistency of swim lessons nationwide
 - Assessment of swim outcomes for all levels
 - Training and spot assessments of instructors; different levels of instructors
 - Provides manuals and tools
 - Takes pressure off staff.
- Teachers watch and observe; not expected to teach.
- Schools choose to take a block of lessons or spread them over the term.
- Some schools involved in Skills 2 Swim, others choose Swimsation programmes at an additional cost; programmes tailored for each school.
- 25 - 32 schools use Moana pool, 3 others use community pools (in the summer), 6 pools (Council provides maintenance grants of \$10k/ year).

Funding for Skills 2 Swim

- KiwiSport.
- Council (provides discounted access \$160k).
- Both sets of funding ceased in June 2011; Sport Otago looking for future funding.

Funding for Swimsation programmes

- Cost options provided to schools e.g. 1:10, 30 minutes, \$33/ 10 lessons.
- Council brokered deal with local bus operators \$70/bus.

Swim and Survive programme

- Swimsation.
- Has both Swim and Survive component.
- Skills 2 Swim/ Swimsation programme.

Responsibilities

- Promotes and runs booking system.
- Schools book Skill 2 Swim/ other Swimsation programme.

Teacher training

- Teachers observe/ not such a focus on teacher training.

Outcomes

- Swim 200m by 12 years.
- Swim and survive in the water and reduce drowning.

Case Study 8

Swim and Survive in Southland

Key finding

- An excellent example of how the Council has been able to develop a good working relationship with both Water Safety New Zealand (responsible for raising awareness about water safety) and Swimming New Zealand (providing professional development) on the ground level.
- The success of Swim and Survive in Southland can be partially attributed to the Invercargill Licensing Trusts funding of the community initiative.

Current situation

- The region has a well-established programme which is working well - 95% of children in the area are learning to swim.
- Runs school swimming, involving teachers in the delivery of 8 - 10 lessons, scheduled in either a block course or throughout the term.
- The Council also offers an afterschool 'learn to swim' programme - aim is that students will enrol in this after completing the school swimming programme.
- Regional Sports Trusts working on extending programme from Invercargill through rural Southland.
- There is barely a question whether schools will partake in the programme - it's a 'given' that schools will book in.
- Water Safety New Zealand has a larger presence in the area than Swimming New Zealand, and is mainly responsible for raising awareness about water safety.
- Swimming New Zealand is focused on providing support and professional development to teachers and instructors.

Funding for school swimming

- Fully funded by Invercargill City Council and the Invercargill Licensing Trust. The funding covers swim instructors, pool space, pool administration and a transport subsidy.

Funding for Learn to Swim

- Runs on a user pays basis.

Outcomes

- Council works with Swimming New Zealand and Water Safety New Zealand to set standards.
- Once children have completed the school swimming programme, ideally they will choose to enrol in the afterschool 'learn to swim' programme.

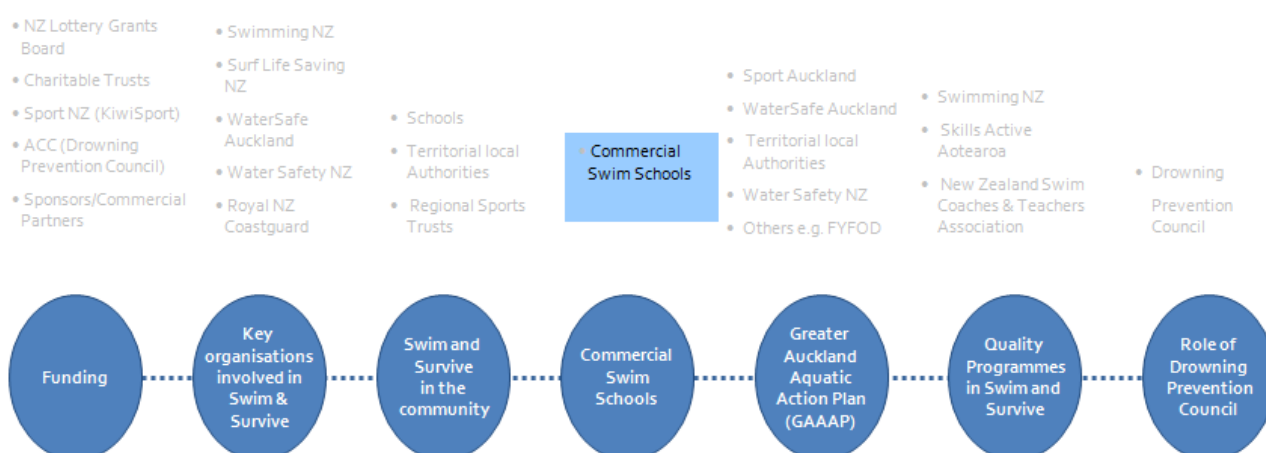
Case Study 9

8. Commercial Swim Schools

8.1 Introduction

There are upwards of 222 commercial swim schools operating in New Zealand²². From research conducted by Water Safety New Zealand in 2009²³ among commercial swim schools, it is noted that the majority are members of the New Zealand Swim Coaches and Teachers and require their swim teachers to have or be working towards an Assistant Swim Teacher Award. A strong majority (83%) have a current relationship with a local school.

Commercial swim schools provide lessons for 'learn to swim' from beginners through to advanced swimmers of all ages. Some swim schools will also include a swim club for more competitive swimming activities. A key focus is on enhancing water confidence and technical swimming skills as well as developing water safety knowledge.



Background

■ Interviews were held with a range of private swim schools

The following discussion is based on five interviews with commercial swim school participants. They range from very large swim school operators with multiple facilities to local swim schools with one facility.

²² Industry database from Water Safety New Zealand.

²³ Survey Report for Learn to Swim Industry Survey 2009, May 2009, Water Safety New Zealand.

Current experience

■ Current system is fragmented

Well, there's so many different organisations involved and it just needs to focus on one objective and that is to support the survival of young children to swim.

So one of the clear things would be to come up with a vision statement....A strategy, and then you have some clear goals and objectives around that, that underpin that vision.

It's like 'okay, here's the general goal but you can get to it using your drills as well.'

The contribution from Water Safety is \$5 per child per lesson and then we provide the transportation, so we go and pick them up from the school and deliver them here using vans.

With many water safety education organisations involved in the sector, a number of swim school operators feel the sector is fragmented, resulting in duplication. They observe that the different organisations appear to have their own agendas for delivering their own programmes. Consequently, many swim schools find it is easier to do their own thing.

Commercial swim school operators would like to see more agreement among the different organisations on what they all are trying to achieve. For example, is the focus on teaching children to swim or to prevent them from drowning? This has implications for swim schools in that it takes longer to teach someone to swim but not as long to teach children the basic survival skills.

Having said that the schools would not like any recommendations to be too prescriptive. They have invested many years in honing their lessons and generally feel they have a good syllabus to offer their students. Rather it is more about having some common or aligned achievement standards or outcomes for both swim and survival skills but leaving it to individual swim schools to use their own lesson syllabus to get there.

■ Sessions of 8 - 10 lessons; user pays

Generally children receive 8 - 10 swimming lessons while at primary school. Their parents often pay or the classes are subsidised (by parents or school budget). Higher decile schools (6+) are generally unable to access KiwiSport/ Water Safety New Zealand money.

Some schools have lessons that are provided by the private swim school that are facilitated and subsidised by Water Safety New Zealand.

Some offer the school lessons at cost as a feeder for their commercial lessons.

There is a mix of providing lessons in the school pools and their own commercial pool.

A few swim schools have helped to organise transport to their facilities in the past. However, the cost of transport can be more than the cost of delivering the lesson.

Components

Teach them to be confident in the water, good technique and to be safer when they go into water outside the pool.

Holiday programmes; a lot of people improve really well, the only thing you don't want is to do your holiday programme and then not do anything during the term.

I think it is important that sometimes they go to the beach or the lake or the big public pools and experience just being in cold water because if they fall in the sea or do something they are not going to be in nice warm water with their goggles.

All aimed to teach children how to swim. It was often suggested that each child have a minimum of eight to ten lessons for 20 - 30 minutes each time, and these are structured according to what each school prefers.

While some provide block lessons for schools, the majority spread lessons out over a term (of 10 weeks) in combinations of one or two lessons a week. This, ideally, continues for around four years until the child can swim.

The components of the lessons themselves are sometimes adapted from other swim schools, as well as drawing on their own experience. It was mentioned that it is quite often a trial and error process that is constantly evolving.

For most there is a ratio of 1 teacher to 10 children at the most; however many prefer the smaller ratio of 1:6 for primary school children (for pre-schoolers the ratio is smaller again 1:4). The ratio of 1:6 is about the minimum number to make it economically viable to teach the class. Lessons of 30 minutes are standard; less for pre-schoolers (20 minutes).

The majority (80%) of the lessons involve teaching children to swim and the rest (20%) about teaching survival. The survival component includes getting familiar with life jackets, swimming in choppy water, general water safety (being able to tread water and float etc.).

Outcomes

We have got kids that could do zoom but would probably drown after 30 seconds if they fell off a boat because they can roll on to their back and do a bit of this and roll on to their front but if there was any strong current they would be gone. It should be 800 metres and swimming proper freestyle.

200 metres sounds almost like... for an adult almost.

Outcomes are generally an achievement of specific skills, for instance swimming 400m for commercial and swimming anywhere from 25 - 200m for school programmes. All agree that it is important to be realistic about what can be achieved during school lessons, with different children progressing at different rates. Some use the Water Safety New Zealand standard of swimming 200m comfortably (using any stroke) by the age of 12.

However not all agree with the 200m standard set by Water Safety New Zealand, as some think it gives children (and parents) a false sense of ability and therefore security. They think the safety benchmark should be much higher (for instance swimming 800 metres using freestyle) or focus much more strongly on the survival component.

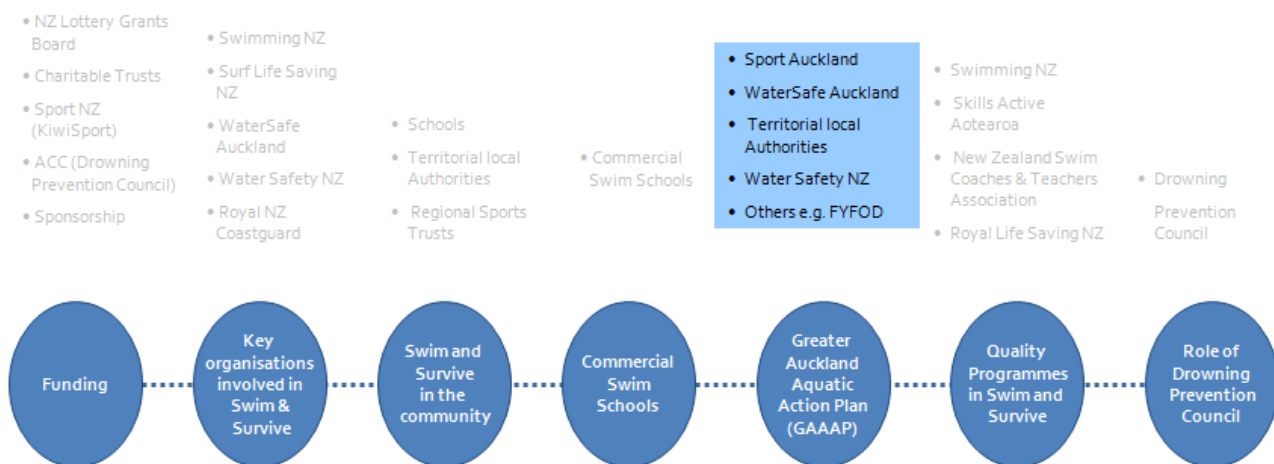
Despite having lessons, many commented that children always need to be supervised, even if they can swim very well, as they can still get into trouble by, for instance, hitting their head on the bottom of the pool.

<p><i>We provide a number of programmes through Sealord SwimSafe™. In fact they're based here two days a week. So we access a fair amount of funding both (Sealord SwimSafe™ and Water Safety New Zealand). It's really fantastic that they're here.</i></p> <p><i>Once again, the only concern that I have is the long-term sustainability of that funding. Obviously the Sealord SwimSafe™ - Water Safety New Zealand has got three years of funding locked and loaded and that's from Sealord and the same sort of deal with Waikato River Alive, that's got funding. But in terms of the other programmes, I'm not sure.</i></p>	<h2>Funding</h2> <p>In general the user pays (school or parents). However some funding is available for low decile schools (6 and below).</p> <p>Commonly lessons cost \$5 per child (not including transportation costs). Some private swim schools offer free or cost lessons. Some offer discounted lessons to the children, after school programmes are completed. Parents generally prefer to pay less (which means bigger classes) but then express concern that their children are not progressing. Cost can therefore be a barrier to more quality lessons/more lessons.</p> <p>Many schools are unaware of funding available to them. Some think it is possible to access funding, but believe it is a difficult thing to do.</p> <p>Some have successfully accessed funding through Water Safety New Zealand.</p> <p>Concern was expressed by some that subsidised funding is not sustainable.</p>
<p><i>But recently we have added in the same sort of stuff as the babies into the older kids as well because some of the parents said they felt if their kids fell into a pool that they would freak out...so even if they can swim 400 metres we are still teaching them what happens if they fall into a pool; turn around and back to the side.</i></p>	<h2>Decision making</h2> <p>Generally, schools and parents decide what they require or what works best for them and the swim schools work from that. Schools generally require flexibility to fit the lessons in around their terms and their curriculum requirements (Learning Experiences Outside the Classroom.)</p> <p>However decisions about what to teach are largely based on swim schools' own experiences and what has been proven to work over time. Input from teachers and parents is considered and incorporated into the lessons as deemed appropriate. Parents have apparently been requesting more emphasis on what to do if their child falls into a pool.</p>

9. The Greater Auckland Aquatic Action Plan

9.1 Introduction

The Greater Auckland Aquatic Action Plan is worthy of explanation as it was one of the catalysts for the review of Swim and Survive programmes and delivery in New Zealand. Its development has drawn together the numerous organisations involved in water safety education in the greater Auckland region resulting in the Greater Auckland Aquatic Action Plan. The initial recommendations outlined in the Greater Auckland Aquatic Action Plan have been accepted by ASB Community Trust and Water Safety New Zealand with an implementation plan currently in place.



Background

I guess if I just give you a bit of background to it, it all came to a head for us in August last year when we got something like \$4 million worth of requests for people to teach swimming which were essentially in competition with each other.... There were some deeply entrenched personality issues and some long-running kind of inter-organisational rivalry issues that in a way sort of came to a head for us around our table. What the trustees decided to do -- said we're not going to fund any of them and we're going to call them in for a meeting.

The Greater Auckland Aquatic Action Plan is a new collaborative initiative designed to provide Auckland-wide 'learn to swim'²⁴ delivery and water safety skill development for primary school-aged children.

The drive for the development of the approach arose from a concern by funders and other interested parties that there was/is duplication and fragmentation within the Swim and Survive realm. In a statement signed by Sport New Zealand, Accident Compensation Corporation, Lottery Outdoor Safety Committee and ASB Community Trust (3 December 2010) the government agencies and ASB Community Trust agreed to prioritise a collaborative approach to funding and delivery of water safety initiatives in New Zealand.

²⁴ Please note we have used Learn to Swim in this section as this is what is used in the Greater Auckland Aquatic Action Plan report; however throughout the remainder of this report we usually refer to Swim and Survive programmes.

■ Collaboration

With the agreement of interested organisations in the Auckland region, Sport Auckland agreed to facilitate the process of developing an aquatic education plan for the Greater Auckland Region that identified a way forward for delivery of Swim and Survive programmes. It was important that to meet the requirements of ASB Community Trust and government agencies the aquatic education plan '*reflected whole of sector collaboration*'.

■ Objectives

An overall objective was to clarify for key government agencies and funders, programmes that would deliver quality Swim and Survive skills to primary school children using a collaborative approach.

■ Aims of the Greater Auckland Aquatic Action Plan

- ➡ Key focus is to promote access to 'Learn to Swim' programmes for primary school children in the Greater Auckland area.

A key focus of the Greater Auckland Aquatic Action Plan has been to promote access to 'Learn to Swim' programmes for primary school children by investing in the provision of a minimum number of quality 'learn to swim' sessions that incorporate best practice water safety skills, resulting in 'more kids in the water'.

In addition the Greater Auckland Aquatic Action Plan looks to:

- Establish/ secure future investment to enable on-going delivery to Greater Auckland Aquatic Action Plan targeted school populations
- Preserve existing and acquire more water space for 'learn to swim' opportunities
- Establish an 'Aquatic Roadmap' to highlight aquatic-based activities along with classroom-based learning and knowledge acquisition opportunities (e.g. Beach Education, Watersense, Riversafe, Safe Boating, and FlippaBall).

Delivery approach

- ➡ Regional Sports Trust works with schools and providers to establish school-specific delivery models.
- ➡ Minimum standards for providers have been developed, including pool standards, swimming instruction and minimum achievements.

■ Regional Sports Trusts

The plan involves Regional Sports Trusts in the Greater Auckland Region working with schools and providers of 'learn to swim' to establish school specific delivery models. Regional Sports Trusts are also responsible for data collection.

A number of different scenarios have been identified including:

- Schools with their own pool; lack of qualified teachers/ parents
- Schools with their own pool, teachers provide 'learn to swim'
- Rural school, no school pool, don't see value in teacher professional development.

Roles and responsibilities for delivery have also been identified and documented.

■ Standards

Minimum standards for 'Learn to Swim' providers have been developed. These outline key requirements of providers including number of lessons, length of lessons; teacher to student ratio.

■ Qualifications for swim instructors

A schedule of approved qualifications has been developed that includes both the Swimming New Zealand qualifications (Assistant Swim Teacher Award) and AUSTSWIM™.

■ Achievement requirements

Minimum achievement requirements have also been provided as part of the plan and include both WaterSafe Auckland Inc. and Water Safety New Zealand examples.

Current funding sources for the Greater Auckland Aquatic Action Plan

The information in the table below was provided by the authors of the Greater Auckland Aquatic Action Plan.

CURRENT GREATER AUCKLAND AQUATIC ACTION PLAN STAKEHOLDER INVESTMENT SOURCES		
SOURCE	AMOUNT	COMMENT
KiwiSport - Regional fund	\$223,000	Combined Regional fund (3 x RST) established by Sport Auckland, Harbour Sport and Sport Waitakere.
Water Safety New Zealand	\$400,000	Cash investment is subject to alignment with National 'Learn to Swim' and Survive Strategic Direction.
Find Your Field of Dreams (FYFOD)	\$490,000 - contingent on ability to raise this sum	This amount is committed for delivery of Community Swim in Manukau only by Manukau Leisure Services. Any expansion would need further analysis.
ASB Community Trust	\$400,000	Confirmed for 2011/12.
TOTAL	\$1,513,000	

View of the Greater Auckland Aquatic Action Plan

I think there's a bit of relief in the sector now that everybody's now starting to get on the same page and we're all starting to do this together. There's also the relief of sharing resources, not requiring extra resources to come in to deliver our plan.

There are diverse opinions among research participants on the process and outcomes for the Greater Auckland Aquatic Action Plan. Some are positive about the process while acknowledging the difficulties encountered.

The key funders for the implementation of the Greater Auckland Aquatic Action Plan believe it is a step forward for the Auckland region and that it has gone some way in bringing about collaboration among organisations involved in water safety education.

[So what is your view on how Greater Auckland Aquatic Action Plan has been working in Auckland?] *It was hard, the big elephant was in the room between the organisations that everybody knew had their struggles with each other but just had to keep focusing on the big picture.*

I would love to see the 'learn to swim' lessons still being provided, a certain amount of 'learn to swim' lessons so let's say 10 being provided by a trained professional and then I would like to see teacher PD taking place as well. So it is a comprehensive holistic programme.

I think the plan includes all the appropriate models but only one is being delivered.

Some note that Greater Auckland Aquatic Action Plan is a regional perspective and on its own will not solve wider issues in the water safety education sector.

■ **Harnessed KiwiSport funding**

A similar process has been operating in other parts of New Zealand, involving Regional Sports Trusts and Councils and is working well. Involvement of the Regional Sports Trusts in Auckland is important to utilise KiwiSport funding for 'learn to swim' in the greater Auckland region.

■ **Provided access to qualified swim instructors**

There is support for some access to qualified swim instructors as their expertise and experience in 'learn to swim' is valuable. While recognising the role of school teachers, not all teachers are skilled in teaching 'learn to swim' so school children may be missing opportunities for quality 'learn to swim' education.

■ **Identified community needs**

A needs assessment of Auckland schools was undertaken by the Sport Auckland and local providers were also surveyed to identify what services they could provide. A plan was then developed to match up schools and providers, with schools making the final choice of provider.

The plan also identified where current 'learn to swim' programmes were already operating, such as Find Your Field of Dreams in South Auckland, and also the need for upgrading of some school pools.

However some are concerned that it has not included or recognised programme delivery in the wider aquatic education space. Rather there has been an emphasis on 'learn to swim' lessons provided to primary school children by commercial providers.

■ **Lack of acknowledgement in the plan for professional development for teachers**

There is a perceived lack of acknowledgement in the plan for professional development for teachers, aquatic education that supports water safety knowledge and critical thinking.

■ **Has not reduced duplication**

Rather than reducing duplication there are examples of schools receiving both a series of free 'learn to swim' lessons and teacher professional development using portable pools while other schools are receiving little or no support at all.

This has reinforced the view that there is a lack of strategic direction and lack of consideration for what is already operating in a particular area.

It hasn't included critical thinking. I was of the understanding that was the next step but we haven't seen anything. [Was that a surprise for you?] Not really because I knew in the last meeting that we had that the focus had turned to more the kids in the water. That was sort of announced at that meeting that the next step would be to add in the critical thinking. They just wanted to get going, but my point was there was a bit of a gap there between that final report and the actual Memorandum of Understanding that came out. There didn't seem to be any consultation between those two phases. That could have been done better.

■ Still some communication gaps

It is evident that some participants believe feedback and communication about the development and implementation of the final plan could have been better. As a blueprint for collaboration it has fallen short for some. Nevertheless there have been many meetings and e-mail correspondence that indicate there were attempts to communicate.

Others noted that there was a need to get past some of the original conflicts and develop a working plan that gained approval from funders and primary schools in the Auckland region.

It was also suggested there could have been more consultation between the development of the final plan and the subsequent implementation of the plan, including the development of Memoranda of Understanding with providers and other organisations working in Auckland.

10. Quality programmes in Swim and Survive

10.1 Background

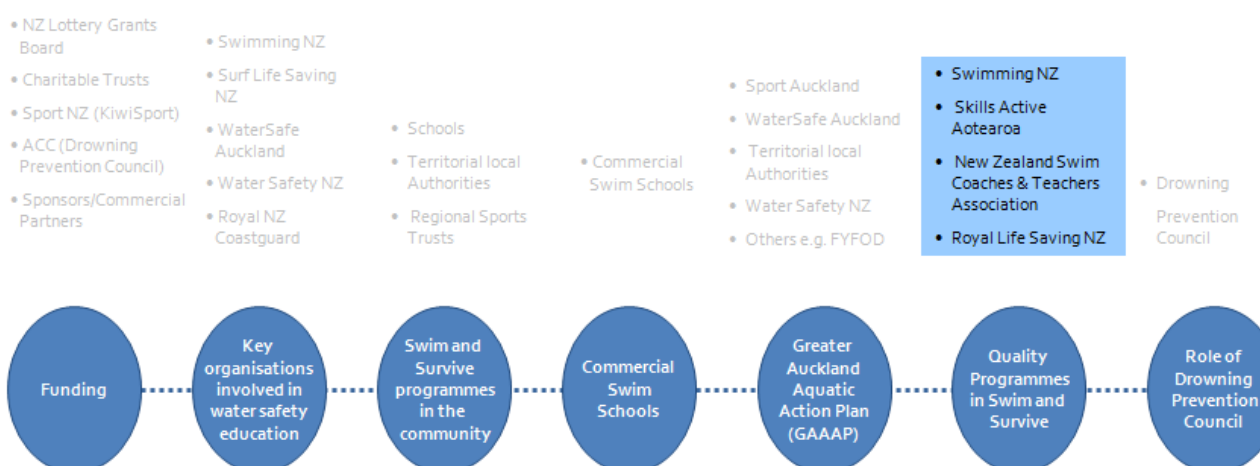
The following section covers the training and education available to those providing Swim and Survive programmes, as well as some of the quality assurance programmes in place for swim schools and pools.

Currently there is no requirement for swim instructors to hold any specific qualification or be qualified if they work at a swim school. However many swim schools have developed their own training courses for their instructors. These courses tend to consist of at least 30 hours of in-house training (and comprise a mixture of theory and pool sessions).

The industry is hampered by the casual nature of the workforce; many swim instructors do not view this as their future career. This influences the amount of investment in qualifications the commercial swim schools are willing to make.

In addition for some smaller commercial pools, paying to put instructors through professional certification processes can be prohibitively expensive. For instance, the AUSTSWIM Teacher of Swimming and Water Safety™ course costs \$350 for a two day course, while the one day Assistant Swim Teacher Award course costs \$165.

I think the public are getting more and more discerning about what qualifications people have. New Zealand Recreation Association, when they do PoolSafe, then they will ask that the pool lifeguards have their pool lifeguard practising certificate. I think the next step will be "what do your swim education teachers have?"



10.2 Qualification for swim instructors

Assistant Swim Teacher Award

- Entry level one day course.
- Prerequisite for Swimming New Zealand National Certificate in swim teaching and a step toward the NZ Diploma in swim teaching.

The Swimming New Zealand Assistant Swim Teacher Award is a one-day entry level course that includes aspects on how people learn water safety skills, learn-to-swim progressions, health and safety, and how to plan and manage a swimming lesson. The course is interactive and involves classroom and pool-based sessions.

The Assistant Swim Teacher Award was developed in conjunction with Swimming New Zealand, New Zealand Swim Coaches and Teachers Water Safety New Zealand and New Zealand Recreation Association.

It is an existing award, widely recognised throughout the swim industry in New Zealand since 2006, and is a prerequisite for Swimming New Zealand's National Certificate in Swim Teaching and National Diploma in Swim Teaching.

There is a qualification pathway from Assistant Swim Teacher Award through to the New Zealand Diploma in Swim Teaching.

Additional modules on the pathway include:

- Teaching children with disabilities
- Teaching early childhood
- Teaching school age and adults.

Further information on the pathway is available on the Swimming New Zealand website.

http://swimmingnz.org.nz/uploads/files/Education_-_Qualification_Info.pdf

AUSTSWIM

- Internationally recognised industry standard for swimming and water safety teachers in Australia.
- Water Safety New Zealand is the sole agent for AUSTSWIM in New Zealand.

AUSTSWIM is the Australian Council for the Teaching of Swimming and Water Safety. The AUSTSWIM Teacher License™ is the industry standard for swimming and water safety teachers in Australia and is delivered and recognised in fifteen countries. The two-day AUSTSWIM Teacher of Swimming and Water Safety Licence™ is therefore an internationally recognised teaching licence.

In 2011 Water Safety New Zealand announced that it was partnering with AUSTSWIM and had been appointed as the sole agent for AUSTSWIM aquatic education programmes in New Zealand.

AUSTSWIM offers the following training courses:

- Teacher of swimming and water safety
- Teacher of infant and preschool aquatics
- Teacher of aquatics for people with a disability
- Teacher of Towards Competitive Strokes
- Teacher of adults.

For further information on AUSTSWIM please refer to:

<http://www.austswim.com.au/Training/CourseInformation.aspx>

10.3 Experience of the swim qualifications from Swim Schools

- ➔ Both Assistant Swim Teacher Award and AUSTSWIM have their merits and also issues.
- ➔ Support for the New Zealand Qualifications Authority Aquatics framework for unit standards.

■ Swim instructor training

Commercial and Council swim schools contend with issues of attaining and maintaining swim instructor qualifications. With a mix of both casual and permanent swim instructors, it is more difficult to invest in training. Many young swim instructors are university students working part-time and when their study is completed will head off overseas or into full-time work. The high turnover of staff affects the ability of swim schools to provide training.

There are now two programmes available and both have their merits and also issues with a mixture of AUSTSWIM™ and Assistant Swim Teacher Award qualified instructors working at swim schools.

Participants had mixed views of the two courses available.

While the Assistant Swim Teacher Award is less expensive and does not take as long, for some swim schools it is not adequate as it does not cover all areas of swim instruction, such as preschool teaching. In these cases, some swim school managers will provide additional in-house professional development.

On the plus side, for larger Council swim schools there is the ability to up-skill their instructors to become trainers and then conduct training in-house. Also some preferred the Assistant Swim Teacher Award pathway as it is aligned to New Zealand conditions and developed in New Zealand.

The AUSTSWIM qualification is more in-depth and as such requires more time commitment and is more costly. It can be difficult to release staff for training. Also one participant commented that as it is new to New Zealand there is a shortage of qualified people available to deliver the AUSTSWIM training.

The Greater Auckland Aquatic Action Plan recognised both qualifications for providers in their report.

One thing I don't like is Water Safety New Zealand has adopted the AUSTSWIM™ qualification and is pushing that horrendously hard. ...I've got a big problem of surrendering the control of our qualifications to Australia.

Skills Active are now rolling out quite a comprehensive training package which has got customer service, it's got everything in there. It's pretty much career mapping them within the organisation and they can move from lifeguarding to swim school and vice versa, any one of those areas and use that qualification wherever they go because it's accredited obviously.

It would be great if there was a recognised qualification but at the moment we will hire anyone that we think would be a good swim teacher on their personality and wanting to work with children and be in the water.



Skills Active has developed a training qualification for those seeking training for a career in the Aquatics Industry which will, in time, be recognised internationally.

But we've got all those groups together now to agree on a common standard which is the New Zealand Certificate in Aquatics, Level 3 Swim Education, and they've all signed off on that and we're benchmarking all of those different qualifications against the New Zealand standard now, so there are multiple pathways to get the one qualification which is now represented on the framework, so we think we have moved towards an alignment whilst still giving people various avenues to get there.

Overall, there is support for the unit standards pathway developed by Skills Active where swim instructors can gain an internationally recognised qualification. This initiative also provides a career pathway for swim instructors in aquatics.

We also note that there are no requirements for a recognised qualification for swim instructors so a number of swim schools train their instructors to their own standards. This may include practical training with theory and possibly tapping into some online training.

Some thought it would be advantageous to have a set standard of qualifications for swim instructors.

New Zealand Qualifications Authority Qualification

Skills Active is New Zealand's Industry Training Organisation for the recreation, sport and fitness industries. Its role is to develop and facilitate world-class, nationally-recognised workplace training qualifications.

Working with Swimming New Zealand, Water Safety New Zealand, New Zealand Recreational Association and other stakeholder groups, they have developed (over 18 months) a new qualification, especially developed for the aquatics industry. The National Certificate in Recreation and Sport (Aquatics) - Swim Education Level 3 is a Certificate for people seeking a career in swim education, which can be completed within eight months. This qualification was introduced to the industry in 2011.

The fit-for-purpose qualification and training pathway has been developed for those seeking training for a career in the various occupational roles in the aquatics industry such as, swim education, pool life-guarding, water treatment, aquatic programme instruction and administration and sales.

There are two ways the National Certificate can be achieved.

Option one is by completing the Assistant Swim Teacher Award course, and Option two is by completing the AUSTSWIM course. There is a third option for Swim teachers employed in larger workplaces who can undertake the education as part of their in-house training programme. The various pathways to completing the Certificate are illustrated below.

In addition to completing the Assistant Swim Teacher Award or AUSTSWIM training and assessment options the National Certificate costs \$125 (+ GST) to complete.

Currently the qualification is the equivalent of the Australian standard and is being normalised against the United Kingdom standard as well. The aim is for the qualification to be portable internationally. Although the Assistant Swim Teacher Award qualification is currently only recognised in New Zealand, if it is used to complete the Level 3 Certificate it will be internationally recognised also.

In 2011 between 400 - 500 people signed up for the Certificate. In the 2006 Census 903 people called themselves swim coaches or instructors; however it is thought that there are many more coaches who work part-time.

Yes, now that everyone has a pathway to it, then the next thing is getting them to buy into the fact that that is therefore the default standard for New Zealand and therefore we should promote to the public all of those people who have reached that standard.

The next part of the process will be for all the organisations to buy into the fact that the certificate means that they will be registered, and that a list of registered approved swim education teachers will be published.

The following diagram outlines the pathways to the National Certificate in Recreation and Sport (Aquatics) Swim Education Level 3.

Source: http://www.skillsactive.org.nz/assets/aquatics/swim%20educationv_online.pdf

Provider	Training and Assessment				National Certificate in Recreation and Sport (Aquatics) Swim Education Level 3
OPTION 1 Swimming New Zealand	ASTA	+	Aquatics In Action	=	
OPTION 2 Water Safety New Zealand	AUSTSWIM Teacher of Swimming and Water Safety Licence™			=	
OPTION 3 Workplace	Swim Education	+	Aquatics In Action	=	

New Zealand Swim Coaches and Teachers Association

- ➡ Promotes and fosters excellence in coaching of teaching of swimming in New Zealand.
- ➡ Provided input to the development of the Skills Active framework.

In addition to this, Water Safety New Zealand promotes and fosters excellence in coaching and teaching of swimming in New Zealand through a progressive environment that promotes and protects the interests of members through New Zealand Swim Coaches and Teachers.

Swimming New Zealand and Water Safety New Zealand are both 'Elite Sponsors' of New Zealand Swim Coaches and Teachers and are one of several 'partner organisations.'

Their core business is to provide and showcase best practice, be leaders in the service industry, provide effective communication and support for the aquatic industry, along with collaboration.

Representatives of New Zealand Swim Coaches and Teachers are invited to Skills Active advisory group meetings and Skills Active has attended New Zealand Swim Coaches and Teachers conferences in the past. New Zealand Swim Coaches and Teachers were also involved in the design of the Skills Active framework.

10.4 Quality Swim School programme



- ➞ Sets the benchmark for best practice standards in swim schools.

We're also a quality swim school as well. It means we're accredited through Swimming New Zealand as a swim school, as a quality swim school, so a little bit like your Master Builders or whatever you call it. They did come and assess us but we had pages and pages of stuff that we had to answer as well like all the safety stuff and our teaching programmes. Because then if anybody wants to look it up, you can go online to Swimming New Zealand and look it up and they'll have our name there.

Quality Swim School

The Quality Swim School programme was developed by Swimming New Zealand in partnership with New Zealand Swimming Coaches and Teachers. It is the industry standard and sets the benchmark for best practice standards for swim schools.

There is an assessment process which, if met, qualifies a swim school for Quality Swim School status. The Quality Swim School mark is being actively promoted by Swimming New Zealand and New Zealand Swimming Coaches and Teachers. It is hoped this will provide assurance to New Zealanders when they are selecting a swim school for their children that the swim school meets the industry standard for learning to swim instruction.

One key requirement is that the person running the 'learn to swim' programme must hold a Swimming New Zealand qualification or an equivalent approved qualification. See Appendix 12 for the Quality Swim School requirements.

Further information on the Quality Swim School programme is available on the Swimming New Zealand website:

<http://www.swimmingnz.org.nz/education/quality-swim-schools>

10.5 Pool standards



- ➞ Industry standard; developed to improve the professionalism of pool operation and management.

Pool Safe

The PoolSafe scheme is administered by New Zealand Recreation Association which provides an independent assessment of pools management and operation in line with industry standards. These industry standards were developed by Water Safety New Zealand and New Zealand Recreation Association over the past few years to improve the professionalism of pool operation and management and are mainly for public pools.

PoolSafe criteria include:

- Pool water quality
- Emergency action plans
- Health and safety

- Supervision standards
- Cryptosporidium
- Pool Alone.

There are 214 public pools in New Zealand and according to New Zealand Recreation Association 138 of these pools meets the standards.

Well now, like PoolSafe, yes definitely you need to have it, but the likes of the wee country pools, I think the country pools really can't do PoolSafe. The fact that the life-guarding is a big part ... is so huge now and I think country pools will struggle to have PoolSafe. The cost and just the knowledge really that they're meant to have, but definitely it's very important for us.

It is the responsibility of individual schools and their caretakers to manage the pool quality and operation of their pools.

We note that while PoolSafe provides accreditation for public pools it can be more difficult for the smaller pools and rural pools to meet the current PoolSafe criteria e.g. the lifeguard requirements, cost and expertise required.

10.6 Swim and Survive programme development

➡ SwimSafe Swim and Survive programme based on Royal Life Saving NZ and AUSTSWIM programme.

Historically New Zealanders have had access to 'learn to swim' programmes over many decades. It was in 1997 that 'learn to swim' was revamped with the support of Swimming New Zealand and Royal Life Saving New Zealand who partnered together to develop and launch the Lotto SwimSafe programme. This programme had input from AUSTSWIM.

It is noted that at this early stage the programme included both teaching New Zealanders to swim and also personal survival skills.

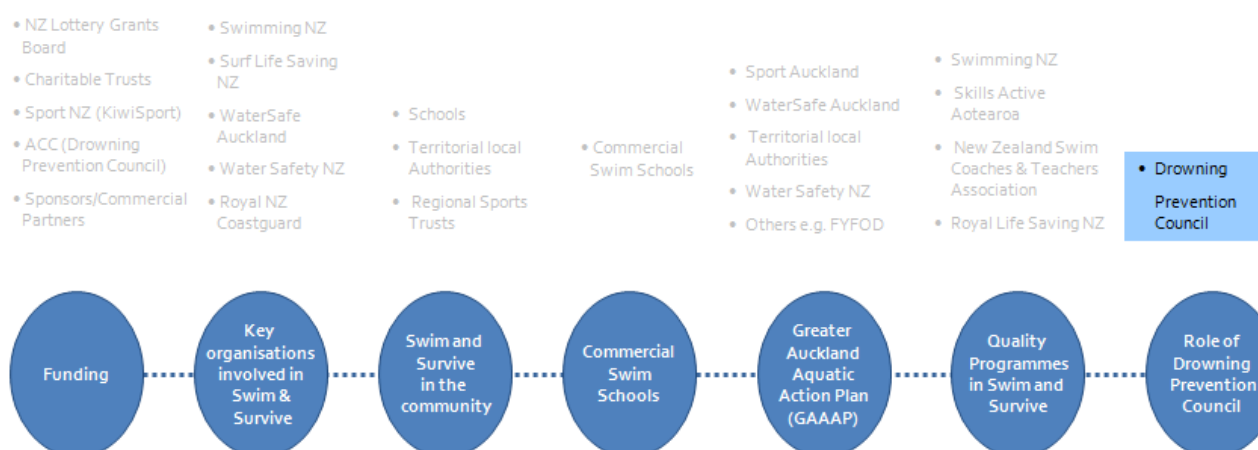
From that time to the present the programme has been regularly revamped with the most recent revamp occurring in 2010 with the launch of State Kiwi Swim Safe. This latest revamp was undertaken with the support and professional aquatic education expertise from WaterSafe Auckland.

11. Role of the Drowning Prevention Council

11.1 Background

Many participants have expressed support for more direction and strategic oversight of where Swim and Survive programmes fit into the overall water safety education space. During the course of the research it was recognised that the Drowning Prevention Strategy was a key document that many government and non-government agencies subscribed to. The key tasks and objectives in the strategy are referred to when making applications for funding by many organisations. In addition the New Zealand Lottery Grants Board has indicated that applications from the water safety sector that are supported for funding by the Project Review Team align with the key tasks of the strategy.

The role of the Drowning Prevention Council is considered important in understanding the future direction of water safety education and how more collaboration can be ensured. While the Drowning Prevention Council was not a focus of the research we note that the Drowning Prevention Council itself, in June 2011, identified the lack of a common national strategy and delivery system for swimming education as a major deficiency in its work. It also commented on the lack of cohesion among the three key players in this area, namely Water Safety New Zealand, Swimming New Zealand and WaterSafe Auckland.



11.2 Drowning Prevention Strategy

Development and implementation

- ➡ Overall aim is to make New Zealand a place free from drowning.
- ➡ The Accident Compensation Corporation is the lead and link organisation.

The Accident Compensation Corporation was tasked as the lead Government (Crown) agency to lead development of the strategy. As the lead agency the Accident Compensation Corporation serves as the link between Government, the water safety sector, the Minister for the Accident Compensation Corporation and the New Zealand Injury Prevention Strategy Secretariat.

I think it is fair to say that the Drowning Prevention Strategy was a fairly ambitious inclusive and pretty all-encompassing strategy and it was in the sense of it a world first, the Australians didn't have it and neither did they have the Water Safety Council at that point or they had just started. So it was quite a bold, daring, innovative move to have a Drowning Prevention Strategy...

The Drowning Prevention Strategy 2005 - 2015 was formally adopted by Government in 2005 with an overall aim of making New Zealand a place 'free from drowning'²⁵.

Following adoption of the strategy, the Accident Compensation Corporation then convened a working group comprising 11 key government and non-government organisations to develop an implementation plan. See Appendix 13 for the list of participating organisations.

A review of the Drowning Prevention Strategy and the water safety sector in 2006 resulted in the recommendation to establish the Drowning Prevention Council and four advisory committees to oversee the implementation of the Drowning Prevention Strategy. It was envisaged that the Drowning Prevention Council would exist for the duration of the Drowning Prevention Strategy (2015) at which time a formal review would be undertaken.

Focus

➡ Uses education to reduce death and injury due to drowning.

The Drowning Prevention Strategy seeks to reduce death and injury due to drowning, and ensure people continue to safely enjoy New Zealand's unique water environments.

Its key tasks are:

1. Swim education
2. Education of high risk groups
 - a) Ethnicity (Māori and Pacific People)
 - b) Males
 - c) Geographical or regional populations
 - d) Beaches/ tidal waters
 - e) Under fives
 - f) River users
 - g) Pool users
 - h) Fishers and divers
3. Recreational boating
4. Environment.

²⁵ Drowning Prevention Strategy, Towards a water safe New Zealand 2005 -2015.

11.3 Drowning Prevention Council

Formation

- Includes key stakeholders from the water safety and government sectors.
- Formed to provide strategic leadership for delivery of the implementation plan.
- Four advisory committees established to address specific key objectives; three of which are in recess.

A vital part of the implementation plan was identifying the necessary leadership framework for the strategy and the water safety sector. The leadership review resulted in the formation of the Drowning Prevention Council to provide the strategic leadership required to deliver on the implementation plan. Members of the Drowning Prevention Council were appointed from key stakeholders within the water safety sector and government sector.

■ Membership

The Drowning Prevention Council first met in January 2008. The agencies involved in the Drowning Prevention Council are:

- Accident Compensation Corporation
- Maritime New Zealand
- New Zealand Coastguard
- Surf Life Saving New Zealand
- Water Safety New Zealand
- WaterSafe Auckland.

Responsibilities

Of the eight objectives in the strategy, the Drowning Prevention Council is responsible for the following :

- Drowning Prevention Council (Objective 1: To provide strategic direction and effective co-ordination by and for the water safety sector.
- Objective 2: To ensure an appropriate water safety infrastructure.
- Objective 3: To ensure an appropriate level and distribution of resourcing for water safety initiatives and agencies.
- Objective 8: To enhance community and sector engagement in water safety initiatives).

■ Advisory Committees

Four advisory committees were also established at this time. These committees report to the Drowning Prevention Council and are responsible for the following Drowning Prevention Strategy Objectives:

- Education and Awareness Advisory Committee (Objective 6: To provide quality water safety education and awareness).
- Research Advisory Committee (Objective 4: To improve our water safety knowledge through research and development).
- Rescue Advisory Committee (Objective 5: To provide quality water safety emergency rescue services).
- Environment Advisory Committee (Objective 7: To create safer environments in, on, under and around the water).

We note that the Research Advisory Committee activities are currently undertaken by the Research Committee of Water Safety New Zealand and that the other Advisory Committees are in recess.

Internal Review in 2009/10

The Drowning Prevention Council looked at its structure in 2009/10. While the result was to leave the structure unchanged, the terms of reference were updated to take into account its role as the overarching body for those involved in the water safety sector. These changes were made in order for the Drowning Prevention Council to act as an advisory body to ACC and to also represent the sector.

■ Purpose of the Council

Its current purpose is to work as a collaborative and coordinated body to:

- Achieve the vision and goals of the Drowning Prevention Strategy.
- Develop and implement a work plan that leads to a sustained reduction in the drowning toll by addressing the objectives listed below.

■ Objectives of the Council

1. Provide advice to ACC on the key tasks and initiatives, which will lead to a reduction in the drowning toll.
2. Promote discussion and gauge public opinion on drowning prevention and water safety throughout New Zealand.
3. Foster coordination between lead bodies involved in drowning prevention, thereby minimising duplication of resources.
4. Monitor the performance of initiatives that will lead to a reduction in the drowning toll.
5. Advocate for informed government policy and adequate investment for evidence-based initiatives that will lead to the prevention of drowning in New Zealand.

■ Drowning Prevention Strategy Action Plan 2011 - 2015

The current Action Plan outlines the key tasks that the Drowning Prevention Council is responsible for overseeing and monitoring. These include:

1. Environmental risk assessment
2. Education of high risk groups
3. Swimming education
4. Recreational boating
5. Search and Rescue services.

This confirms the wider roles and responsibilities of the Drowning Prevention Council in relation to those of Water Safety New Zealand. See Appendix 14 for the DPS Action Plan outline.

Injury Prevention Outcomes Report 2011

- ➡ The lack of a common national strategy and delivery system for swimming education is a major deficiency.
- ➡ Discordant relationship between key organisations in the sector noted.

In June 2011 the first Injury Prevention Outcomes Report was released by the Minister for the Accident Compensation Corporation, outlining the progress New Zealand had made towards reducing and preventing injuries in New Zealand.

As mentioned previously the Drowning Prevention Council stated it was more difficult to achieve its outcomes due to:

- The lack of a common national strategy and delivery system for swimming education
- The lack of cohesion among key organisations involved in water safety education.

Supporting collaboration

- ➡ Collaboration evident in meeting rescue objectives; less so in water safety education.
- ➡ Some support for Water Safety New Zealand as the leading, overarching body at a strategic level.

While there is collaboration among organisations involved in meeting the rescue objectives of the Drowning Prevention Council; as noted by the Drowning Prevention Council there is less evidence of this among organisations involved in water safety education.

As long as there is a high level of distrust of Water Safety New Zealand among the key water safety organisations it is important that the Drowning Prevention Council is viewed as the overarching body.

I think there is a place for it at the moment because Water Safety New Zealand isn't in a space where people trust it to be the governing body.

However there is some support for Water Safety New Zealand to take the lead as the overarching body for water safety with both the Accident Compensation Corporation and Sport New Zealand taking an active involvement as key partners in the future. For this to work it was suggested that key water safety organisations should have positions on the Board of Water Safety New Zealand.

I don't think most of the organisations would support them in a leadership role.

Additionally there would need to be a high level of trust from organisations in the sector that Water Safety New Zealand could lead at a strategic level and not get involved in directly delivering programmes and activities.

[So in an ideal world what would you envisage?] Water Safety New Zealand as the overarching for all matters water safety, so effectively doing a lot of the work - or some of the stuff that Drowning Prevention Council is doing. The Accident Compensation Corporation would be a partner to Water Safety New Zealand. SPARC would probably be a partner. Any of those government organisations that have an interest in the space would be a partner but the driver would actually be Water Safety New Zealand.

Concerns

- ➡ Confidence and trust in the Drowning Prevention Council is slightly marred by perceived incongruity of membership.

I think it is really silly that the Drowning Council doesn't have a Board space for Swim New Zealand. But I think it has got to the stage that it doesn't matter what one or the other says, they will just take a contrary position. It is men of a certain age; I really do think it is just ego and arrogance.

Personally I think Swimming should be there. ... They've had constant conversations around whether Water Safe Auckland's position is on there - they're a regional group - that's been a constant debate.

- ➡ Lack of collaboration has hindered progress, though the Drowning Prevention Council has highlighted some key issues and is a vehicle for change.

The implementation group attempted to make an infrastructure that provided for a Council with four reference subcommittees.... Sadly that has now all collapsed inwards and that is part of the problem because the Drowning Prevention Council itself wasn't sustainable on the funding which was available via the Accident Compensation Corporation ...there is a lack of commitment possibly from Government to buy in.

■ Membership

A key criticism of the Drowning Prevention Council is the composition of its membership with respect to the swimming education sector. Having responsibility for meeting objectives of the Drowning Prevention Strategy at a national level it seems incongruous to some participants that WaterSafe Auckland is a member whereas Swimming New Zealand is not. The membership issue has created a diversion for the Drowning Prevention Council that may have detracted from achieving enhanced collaboration in the water safety education sector.

It was noted by some that the Drowning Prevention Council may have replicated a similar structure to Water Safety New Zealand and consequently had not overcome the collaboration issues of concern with regard to water safety education.

Rather than organisation membership, one suggestion was to have a process by appointment with a more open appointment process driven by expertise and knowledge.

■ Achievements

While the underlying premise for the establishment of the Drowning Prevention Council was to support implementation of the Drowning Prevention Strategy, the lack of collaboration among water safety organisations has hindered progress in water safety education and more specifically Swim and Survive programmes.

Some participants are particularly outspoken about the lack of achievement in the swim education area.

Notwithstanding some participants commented that the Drowning Prevention Council has brought key issues to the fore and is a catalyst for change.

■ Political mandate

There is also a concern that the Drowning Prevention Council has been hampered by a lack of funding and political mandate. It is dependent on the Government focus of the day and more specifically the Accident Compensation Corporation.

12. Key statistics

12.1 Drowning in New Zealand

Background and demographics

Main statistics are:

- ➔ Drowning is the third highest cause of unintentional death in New Zealand.
- ➔ 123 people drowned in 2011 representing the worst toll in eight years.
- ➔ Projected number of deaths is set to increase.
- ➔ Pre-schoolers, men, Asian and Māori populations overrepresented in the drowning statistics for 2011.
- ➔ Majority of drowning occurs during recreational activities.
- ➔ Most common to drown at the beach.

■ Third highest unintentional death by injury

On average (over the past five years), 105 New Zealanders drown annually, making drowning the third highest cause of unintentional death by injury in New Zealand (behind road vehicle crashes and falls). The fatality rate is double that of the United Kingdom and Australia and is the third highest of the developed world.

■ Drowning rate

Although the efforts of the water safety sector have halved the rate of drowning in the past 20 years, the fatality rate remains high and is rising. After a record low toll in 2010 when 87 people drowned, there were 123 deaths by drowning in 2011 (representing a 41% increase). This was the worst drowning toll in eight years.

Unfortunately things are not looking much better for 2012. In the month of January alone, fifteen people had drowned.

■ Drowning rates by demographics

In 2011 more children died by drowning than in any year since 2002, with fourteen pre-schoolers drowning. There were also large increases on the five-year average in the 25 - 34 (by 54%) and 55 - 64 (by 58%) age groups. In the latter age group males made up 95% of drownings.

Men made up the vast majority (80%) of those who drowned in 2011. This was the highest male toll since 2002. Data averaged from 2006 - 2010²⁶ showed that males were overrepresented in the following age brackets: 25 to 34 years (86% males) and 45 to 54 (84% males).

The number of school-aged children drowning continues to be low, dropping by 67% in the 5 - 14 age groups.

In addition to this, Asian and Māori were overrepresented in the drowning statistics last year, with 18 and 24 deaths respectively. New Zealand Europeans accounted for 51% of the 2011 drowning toll.

²⁶ <http://www.watersafety.org.nz/drownbase/>

■ Drowning rates by recreational activity

In 2011 66 people drowned during recreational activities (including swimming – 17, scuba diving and snorkelling – 13, and shore-based fishing and power boating – both 11).

There was a 21% increase in the number of people who drowned while swimming in 2011. The most common place to drown was at the beach (29 deaths). This is a 38% increase on the five year average.

Teachers and pools

- There are approximately 2,500 schools in New Zealand.²⁷ Approximately 1,800 of these are primary schools, while around 340 are secondary schools.²⁸
- There are currently approximately 93,000 teachers registered with The Teachers Council in New Zealand.
- In the 2006 Census approximately 1,000 people called themselves 'Swimming Coach or Instructor.'²⁹
- In April 2008 there were nearly 27,000 primary school teachers employed in New Zealand State and State Integrated schools.³⁰
- Most schools (89%) offer 'learn to swim' programmes.³¹
- Around a third of all primary, contributing and composite schools say some or all of their teachers have been trained in teaching water-based education.
- There are thought to be upwards of 200 swimming schools in New Zealand³².
- Two-thirds of contributing, and 62% of primary schools have pools, compared with around half of secondary and a third of intermediate schools.

²⁷ Ministry of Education website. <http://www.minedu.govt.nz/>

²⁸ The rest are full secondary schools (Year 1 to 13), special schools, correspondence, intermediates, teen parenting units and so on.

²⁹ Statistics New Zealand, Census 2006 data (cited in 'The economic value of sport and recreation to the Southland Region' (2011) by Paul Dalziel and Patrick O'Neill)

³⁰ <http://www.educationcounts.govt.nz/publications/series/2263/31417/4>

³¹ School Aquatic Education Programmes and Pools (2009) Report prepared for Water Safety New Zealand by NZCER

³² Water Safety New Zealand, New Zealand Council for Education Research Survey

12.2 Drowning in Australia

Background and demographics

Main statistics are:

- ➔ The number of people drowning is increasing in Australia, but is half the number (per capita) of New Zealand's drowning toll.
- ➔ Drowning is the leading cause of injury and death in young children.
- ➔ Males, older people (55+), and Northern Territory overrepresented in the statistics.
- ➔ Majority of drowning occur in rivers/creeks or streams.

■ Childhood drowning

Injury is the principal cause of death of people aged 45 years and under, and a leading cause of mortality and morbidity in Australia and therefore preventing injuries is a National Health Priority Area. The pattern of injury varies significantly with age. Near drowning and drowning are major causes of injury and death in early childhood.³³ Drowning is the most common cause of death for children aged five years and under.

■ Drowning rate

On average 290 Australians drown annually according to the Medical Journal of Australia and this number is increasing.

In the year to June 2010, 315 people drowned which represented the highest number of drowning in seven years.

■ Drowning rates by demographics

In 2010/11 drowning victims were likely to be aged 55 and older (82 deaths), and males aged 18 - 34 (62 deaths). The largest number of drowning per capita was in the Northern Territory, followed by Tasmania, Queensland and New South Wales.

Australians were more likely to drown in rivers/creeks or streams (114 drowned in 2010/11). This was followed by drowning in the ocean/harbour (47 deaths), in a swimming pool (37 deaths) or at the beach (35 deaths).

Teachers and pools

- There are currently approximately 286,000 teachers in government and non-government teaching positions. More than 125,000 of those teachers are employed in primary schools across the country.³⁴
- There are over 25,000 AUSTSWIM Teachers™ in Australia and internationally.³⁵
- There are upwards of 400 swimming schools in Australia (registered by Swim Australia).³⁶

³³ http://www.aihw.gov.au/injury-prevention-and-control-health-priority-area/#which_gp

³⁴ Australian Bureau of Statistics

³⁵ <http://www.austswim.com.au/welcome.aspx>

³⁶ <http://www.swimaustralia.org.au/>

NZ vs Australia Snapshot

- New Zealanders are drowning at double the rate of Australians annually (per capita).
- Drowning deaths are increasing in both countries.
- Preventing injury is a priority area for both countries.
- Pre-schoolers, men and indigenous people at risk in both countries.

Appendix 1: Research Participants

- ❖ ASB Community Trust
- ❖ Auckland Council
- ❖ Caversham Primary School (Dunedin)
- ❖ Christchurch City Council
- ❖ Crofton Downs Primary School (Wellington)
- ❖ Coastguard New Zealand
- ❖ Dunedin City Council
- ❖ Find your Field of Dreams
- ❖ Hilton Brown (Auckland)
- ❖ Invercargill District Council
- ❖ Kamo Primary School (Whangarei)
- ❖ Lion Foundation
- ❖ New Zealand Lottery Grants Board
- ❖ Lower Hutt City Council
- ❖ Mangere Central Primary School (Auckland)
- ❖ Māoribank Primary School (Wellington)
- ❖ Ministry of Education
- ❖ New Zealand Community Trust
- ❖ New Zealand Search and Rescue
- ❖ New Zealand Recreational Association
- ❖ Maungaraki Primary School (Lower Hutt)
- ❖ New Zealand Swim Coaches and Teachers Association
- ❖ Northern Arena
- ❖ Private Swim School (Tawa)
- ❖ Rotorua City Council
- ❖ Skills Active
- ❖ Southern Community Trust
- ❖ Sport Auckland
- ❖ Sport Canterbury
- ❖ Sport Northland
- ❖ Sport Southland
- ❖ Surf Life Saving New Zealand
- ❖ Swimming New Zealand
- ❖ Trent Bray (Auckland)
- ❖ Upper Hutt City Council
- ❖ Water Safety Education Foundation
- ❖ Water Safety New Zealand
- ❖ WaterSafe Auckland Inc
- ❖ Wellington City Council
- ❖ YMCA

Appendix 2: Glossary of terms

Accident Compensation Corporation (ACC)	The Accident Compensation Corporation (ACC) provides comprehensive, no-fault personal injury cover for all New Zealand residents and visitors to New Zealand.
Aquatic Education NZ Trust (AENZ)	A trust that promotes best practice in teaching aquatic education in the formal education sector. It places skill and critical thinking-based initiatives within the reach of school children throughout New Zealand.
ASB Community Trust (ASBCT)	Independent grant-making organisation supporting the work of not-for-profit groups in Auckland and Northland.
Assistant Swim Teachers Award (ASTA)	A one day entry level course which was developed in conjunction with Swimming New Zealand, New Zealand Swim Coaches and Teachers, Water Safety NZ and NZ Recreation Association.
Auckland Regional Amenities Funding Board	Aims to provide adequate, sustainable and secure funding for specified amenities to the Auckland region.
Australian Swimming Coaches and Teachers Association (ASCTA)	The professional body for Australian coaches and swimming teachers.
Australian Water Safety Council (AWSC)	Formed in 1998. Acts as a consultative forum comprising the major water safety and related government agencies.
Australian Water Safety Strategy	Launched in October 2008 and builds upon a previous Australian Water Safety Plan (2004-2007), developed by the Australian Water Safety Council. Aims to achieve a 50% reduction in drownings by the year 2020.
Australia's national organisation for the teaching of swimming and water safety (AUSTSWIM)	Australia's national organisation for the teaching of swimming and water safety. A non-profit organisation that was established in 1979.
Department of Internal Affairs (DIA)	Provides services including passports, citizenship and birth, death and marriage registration, lottery and community grants, gambling and censorship regulation.
Drowning Implementation Plan	Key action areas and activities necessary to support the implementation of the DPS are outlined in the Implementation Plan (2007-2011).
Drowning Prevention Council (DPC)	Established in 2008 to oversee the implementation of the Drowning Prevention Strategy (DPS). Comprised of ACC, MNZ, SLSNZ, WSNZ, WAI, & Royal NZ Coastguard.
Drowning Prevention Strategy (DPS)	Developed by the Government in 2005 with the aim of making NZ a place that was free from drowning.
Drowning Prevention Strategy Vision	A water safe New Zealand, free from drowning. A water safety culture established in New Zealand.
Education Outside the Classroom (EOTC)	Generic term to describe curriculum-based learning that extends beyond the four walls of the classroom.
Find Your Field Of Dreams (FYFOD)	The John Walker Find Your Field of Dreams Foundation is a charitable trust, aimed at encouraging the young people of Manukau to pursue a more active lifestyle through sport and physical recreation that would lead to a fitter, healthier and more caring community.
Greater Auckland Aquatic Action Plan (GAAAP)	A new collaborative initiative designed to provide for an Auckland wide learning to swim delivery and water safety skill development for primary school aged children.
The Halberg Trust	The Halberg Trust is a charity that works to enhance the lives of disabled people by enabling them to participate in sport.
High Performance Sport New Zealand (HPSNZ)	HPSNZ is a subsidiary of Sport NZ that focuses on elite athletes.
Implementation Management Group (IMG)	Developed the Implementation Plan and comprised of 11 key government and non-government organisations who were committed to addressing the issue of drowning in NZ.
Invercargill Licensing Trust	Operates 25 businesses in the hospitality industry in Invercargill, including hotels, motels, restaurants, bars and retail liquor outlets, and also one motel in Dunedin and another in Christchurch.
KiwiSport	Government funding initiative to promote sport for school-aged children, launched in 2009.
Learning Experiences Outside the Classroom (LEOTC)	Ministry of Education curriculum support project that contributes to curriculum-related programmes run by a range of community-based organisations for the benefit of New Zealand school students.
Lion Foundation	Charitable Trust established in 1986 returns money from gaming machines to the community.

Little Nippers (Surf Life Saving)	An activity-based programme run to educate young children about surf safety and awareness when visiting a beach or aquatic environment.
Lottery Outdoor Safety Committee (LOSC)	Provides funding for non-profit organisations and groups that have outdoor and water safety as their main purpose.
Maritime New Zealand (MNZ)	Crown Entity that is responsible for a wide range of maritime activity, both commercial and recreational.
Ministry of Education (MoE)	The MoE is the Government's lead advisor on the NZ education system, shaping direction for sector agencies and providers. The MoE sets the New Zealand Curriculum which is a statement of official policy relating to teaching and learning.
National Administration Guidelines (NAGs)	Sets out statements of desirable principles of conduct or administration for specified personnel or bodies.
National Certificate in Recreation and Sport (Aquatics)	A qualification taking eight months to complete through Skills Active Aotearoa. Teaches communication, customer supervision, hazard identification and risk management as well as health and safety workplace practice and compliance.
National Education Goals (NEGs)	Statements of desirable achievements by the school system, or by an element of the school system and statements of government policy objectives for the school system. Amended in 2004 to include reference to physical activity.
New Zealand Community Trust (NZCT)	Maximise funding to amateur sport and the community by donating grants to applicants from sporting groups.
New Zealand Council for Educational Research	New Zealand's only national, independent educational research organization. They conduct research and evaluation work with a range of public and private sector clients and produce research-based products such as tests, journals and books.
New Zealand Educational Institute (NZEI)	New Zealand's largest education trade union with over 50,000 members, established in 1883.
New Zealand Injury Prevention Strategy (NZIPS)	Launched in 2003 to address the lead causes of death for New Zealanders.
New Zealand Lottery Grants Board (NZLGB)	Set up by Parliament to benefit the community by distributing the profits from the games run by NZ Lotteries.
New Zealand Recreation Association	A progressive, non-profit member organisation that aims to meet the needs of people and organisations in all aspects of recreation.
New Zealand Swim Coaches and Teachers Association (NZSCAT)	Swim Coaches and Teachers of NZ is an organisation representing the needs of professional swim teachers, coaches and providers across the country.
New Zealand Qualifications Authority (NZQA)	NZQA's role is to ensure that New Zealand qualifications are regarded as credible and robust both nationally and internationally in order to help learners succeed in their chosen fields.
Pelorus Trust	A Wellington based charitable trust that raises funds for charitable, philanthropic and sporting purposes through the operation of gaming machines.
Pool Safe	Pool Safe is a New Zealand Recreation Association and WSNZ programme that incorporates a range of initiatives aimed at reducing the number of water related injuries in and around NZ pools.
Pools iN Schoolz	An initiative that supplies portable pools to schools for free, to help teach water safety. They also fund water safety education.
Pools To Schools	A WaterSafe Auckland initiative where a fully compliant temporary pool is installed at a school, enabling students to participate in learn to swim and water safety lessons on site.
Pub Charity	National trust established in 1987 that raises money for community organisations nationwide.
Quality Swim School (QSS)	Quality Swim School was developed by Swimming New Zealand in partnership with Swimming Coaches and Teachers of New Zealand Inc.
Regional Partnership Fund (RPF)	A fund administered by Regional Sports Trusts to support sport for school-aged children.
Regional Sports Trusts (RSTs)	Independent, not-for-profit organisations governed by a Board of Trustees, 17 throughout the country.
Royal Life Saving New Zealand	The leading water safety, swimming and lifesaving education organisation in New Zealand.
Royal Life Saving Society Australia (RLSSA)	Works to prevent drowning and to facilitate healthy, active lifestyles by equipping all Australians with water safety skills.
Royal New Zealand Coastguard Inc.	Volunteer, charitable organisation which provides NZ's primary Maritime Search and Rescue Service.
Skills Active Aotearoa	Skills Active Aotearoa is New Zealand's industry training organisation (ITO) for the recreation, sport and fitness industries.
Swim and Survive (SAS)	Swim and survive programmes – learning swimming and survival skills in aquatic environments (e.g. In and around pools, rivers, seas and lakes).

Swimming New Zealand (SNZ)	A national organisation whose purpose is to develop, promote, govern and lead swimming in New Zealand.
Solid Energy	Extracts, processes, markets and distributes coal.
Southern Trust	A gaming trust that began in 1998. Provide funding to various organisations and groups throughout the country.
Sport Auckland	Sport Auckland's purpose is to lead and enable participation in sport, recreation and physical activity.
Sport New Zealand (formerly known as SPARC)	Crown Entity responsible for sport and recreation in New Zealand established in 2003. They directly invest more than \$70 million each year to several identified priority areas. KiwiSport is a government funding initiative to promote sport for school-aged children, launched in 2009.
State Kiwi Swim Safe	A comprehensive learn to swim initiative developed to give school teachers the necessary skills, knowledge and confidence to deliver a water and beach safety programme that meets the requirements of the New Zealand curriculum.
Surf Life Saving New Zealand (SLSNZ)	Leading water safety organisation in NZ, represents 73 Surf Life Saving Clubs nationwide.
Swim Australia	The 'Learn-to-Swim' division of ASCTA, a not for profit organisation. Charged with developing swimming in Australia, primarily through swimming lessons.
Sealord Swim 4 Life	An initiative that works with regional sports trust and authorities to get swimming and water safety training in schools and pools up and running.
Skills 2 Swim (S2S)	The goal for Skills 2 Swim is to meet the New Zealand Water Safety Council's Swim For Life goal of every child being able to swim 200m by the age of 12.
Swimsation	Franchised commercial swim schools found throughout the country
Te Kete Ipurangi (TKI)	An initiative of the Ministry of Education that provides a wealth of online teaching resources for teachers.
Territorial Authorities (TAs)	New Zealand's district and city councils of which there are 67 throughout the country.
Tomorrow's Schools	Educational reforms brought about in 1989 by the NZ Government.
Top Energy WaterSafe Programme	A swimming programme that has been running in the Far and Mid North for the past 12 years. Aims to raise the swimming skills of primary aged children and provide teachers with confidence to deliver swim skills.
Water Safe Auckland Inc. (WAI)	Lead agency for regional water safety coordination and education in the Auckland region, formed in 1994.
Water Safety Education Foundation Trust (WSEF)	An incorporated society that was established in 2002 with the objective of managing gaming machine operations as a means of generating revenue to fund water safety educational initiatives, and community purposes.
Water Safety New Zealand (WSNZ)	National charitable organisation responsible for water safety education in NZ, formed in 1949.

Appendix 3: Collaborative Approach Endorsed



3 December 2010

Members of the Drowning Prevention Council

COLLABORATIVE APPROACH TO FUNDING AND DELIVERY OF WATER SAFETY INITIATIVES

Government agencies have agreed to prioritise a collaborative approach to funding and delivery of water safety initiatives in New Zealand.

This approach is also supported by ASB Community Trust.

We will be communicating our adoption of this approach to other funders and stakeholders, including territorial local authorities and regional sports trusts.

Under this approach, funders will give priority to water safety projects and initiatives that reflect whole-of-sector collaboration.

Our expectation is that organisations involved in water safety and swimming education will work together in a collaborative spirit to advance our common goals of improving water safety in New Zealand and reducing the number of drowning fatalities. We look forward to your adoption of the Drowning Prevention Action Plan and your subsequent work to implement it in a fully collaborative manner.

Peter Miskimmin
Chief Executive, SPARC

Dr Keith McLea
General Manager Insurance &
Prevention Services, ACC

Duncan Taylor
Presiding Member,
Lottery Outdoor Safety Committee

Jennifer Gill
Chief Executive, ASB Community Trust



New Zealand Government

Ground Floor
86 Customhouse Quay
Wellington 6011
PO Box 2251
Wellington 6140

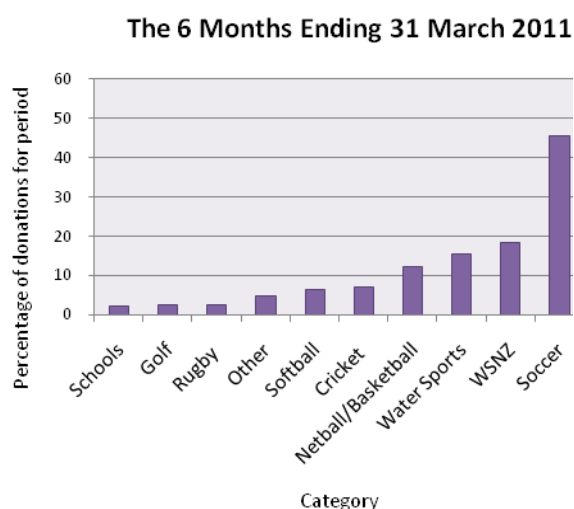
TEL: +64 4 472 8058
FAX: +64 4 471 0813
www.sparc.org.nz

Appendix 4: Water Safety Education Foundation

Water Safety Education Foundation Breakdown:

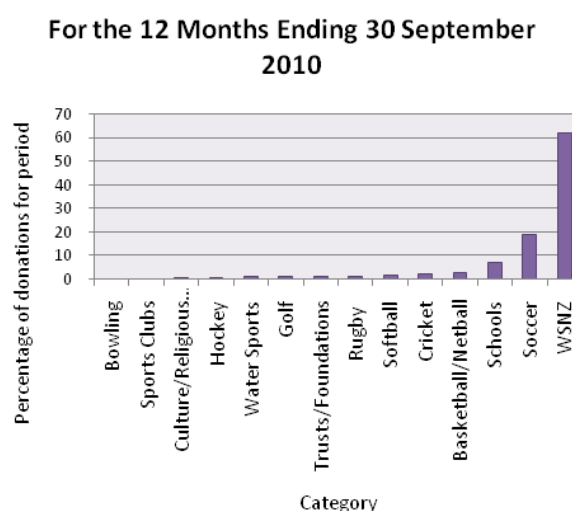
Over the past four years, on average, Water Safety New Zealand has received 43.7% of total funds donated by the Water Safety Education Foundation per annum.

FIGURE (1)



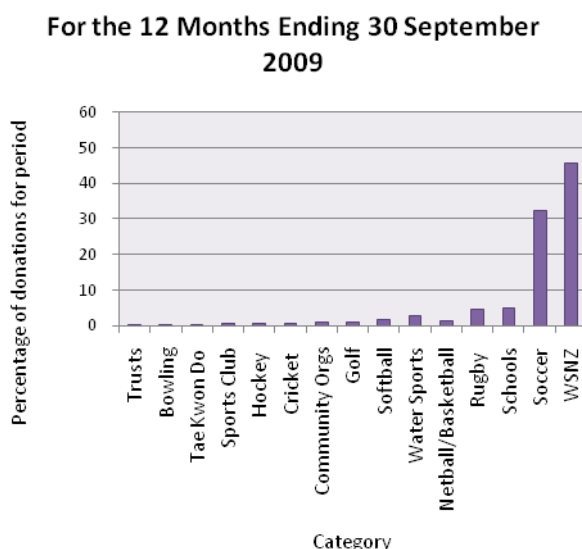
Total funds donated in this period - \$546,978. Water Safety New Zealand received 18.4% of the sum.

FIGURE (2)



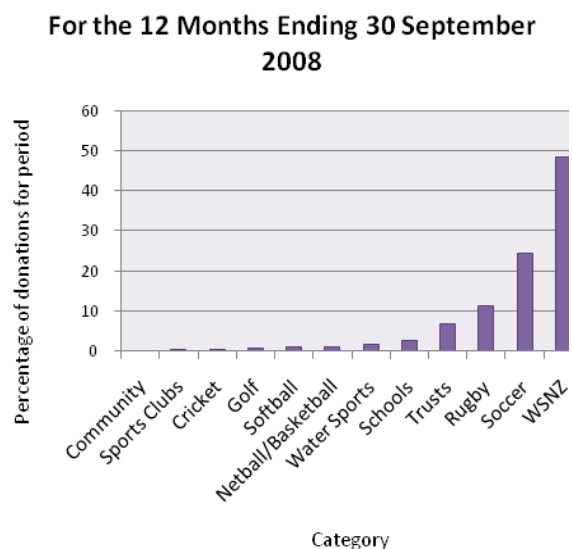
Total funds donated in this period - \$2,196,960. Water Safety New Zealand received 61.9% of the sum.

FIGURE (3)



Total fund donated in this period - \$1,743,520. Water Safety New Zealand received 45.8% of the sum.

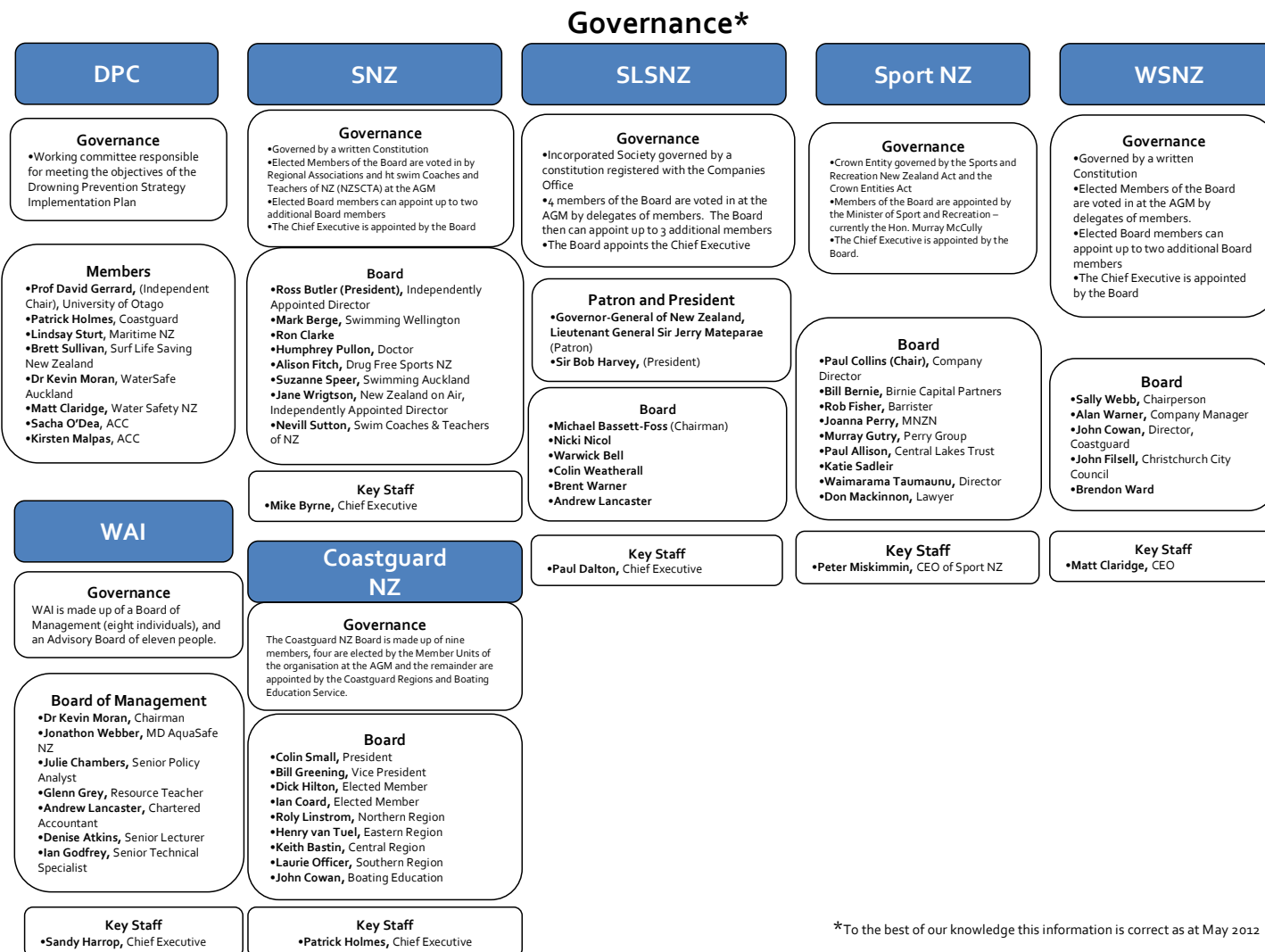
FIGURE (4)



Total funds donated in this period - \$1,891,863. Water Safety New Zealand received 48.6% of this sum.

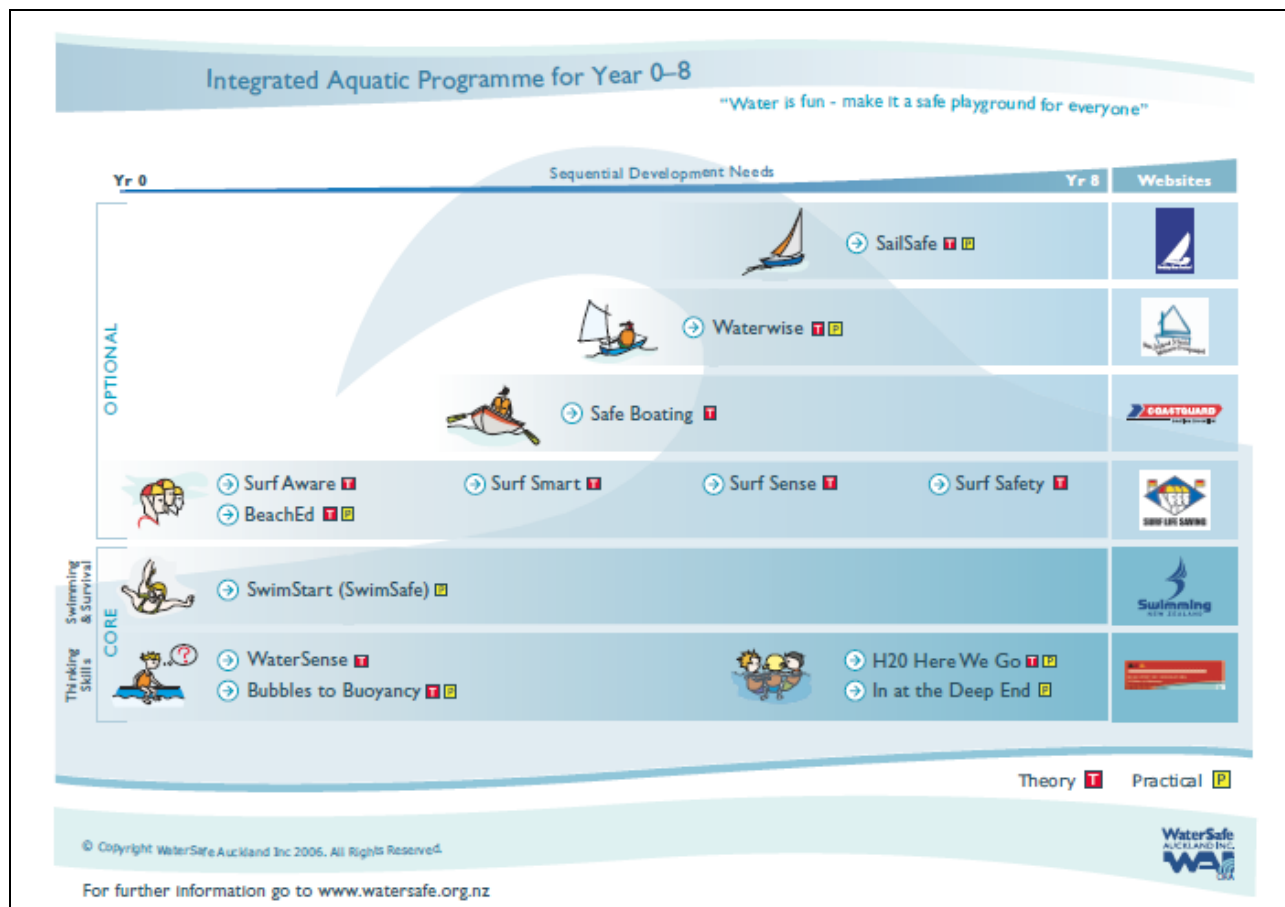
Source: Information sourced online from Water Safety Education Foundation © 2006. All rights reserved.

Appendix 5: Governance of key water safety education organisations



*To the best of our knowledge this information is correct as at May 2012

Appendix 6: Integrated Aquatic Programme



Appendix 7: Auckland Regional Amenities Board Membership

Auckland Regional Amenities Board Membership

Under the regional facilities board and council people are invited to be board members

The amenities themselves appoint 4 of the total board

The Council appoints 6 of which one must be Maori

The Act specifically lists the organisations identified for funding. They are the:

- Auckland Observatory and Planetarium Trust Board;
- Auckland Philharmonia;
- Auckland Regional Rescue Helicopter Trust;
- Auckland Theatre Company Limited;
- Coastguard Northern Region Incorporated;
- New Zealand National Maritime Museum Trust Board;
- New Zealand Opera Limited;
- Surf Life Saving Northern Region Incorporated;
- Auckland Festival Trust; and
- WaterSafe Auckland Incorporated.

These organisations all play a vital role across the greater Auckland region and were chosen by an independent assessment group from a shortlist of regional entities.

Appendix 8: Swim and Survive Committee

■ Convened by Water Safety New Zealand.

The National Swim & Survive Committee

Curriculum Definition – All children must develop water safety skills. Competence in swim and survive skills should be displayed prior to undertaking 'other' water safety activities.

The Swim and Survive Committee was formed in 2008 as a result of the need for a co-ordinated approach to Swim and Survive in New Zealand. The committee was established and is chaired by Water Safety New Zealand. The defined purpose of the committee is:

- To provide a process for the consideration and coordination of swim and survive in New Zealand;
- To encourage communication, sharing of information and co-operation between the swim and survive partners to ensure cost-effectiveness and avoid duplication
- To work collaboratively in order to coordinate a consolidated funding application for swim and survive to the WSNZ Project Review Team;
- To consider issues and opportunities for swim and survive and work to resolve/optimise these for the benefit of the community;
- To make recommendations and findings on swim and survive to the Water Safety Education Forum.

The committee operates around an approved *Terms of Reference* and meets at least four times per year bringing together the senior management of the following organisations:

1. **Swimming New Zealand (SNZ)** who delivers professional development for school teachers and swim instructors, ranging from entry level to specialised areas for example Teaching Children with Disabilities.
2. **New Zealand Recreation Association (NZRA)** who promotes recreation and provides professional services to the recreation sector through its membership. Its members may own or operate aquatic facilities.
3. **New Zealand Swim Coaches and Teachers Association (NZSCAT)** is the organisation representing the interests of professional swim teachers.
4. **Water Safety New Zealand (WSNZ)** is responsible for coordinating water safety education in New Zealand. WSNZ provides strategic leadership for the Swim and Survive sector, partners, and the community.

Appendix 9: Project Review Team Guidelines

From the Funding Application Procedures 2011-2012:

EXECUTIVE SUMMARY



Water safety is a major issue for communities in New Zealand. Resources are needed to promote water safety, in particular water safety education.

Every year WSNZ has the opportunity to seek funds through the Outdoor Safety Committee (OSC) of the New Zealand Lottery Grants Board (NZLGB).

A consolidated application is made annually to the OSC on behalf of the WSNZ members with individual projects ranked for priority by the Project Review Team (PRT) appointed by the WSNZ Board. The PRT decisions are based on priorities as determined by the Drowning Prevention Strategies Five Key Tasks as outlined in this document, and the cost-effectiveness of the proposals submitted.

WSNZ manages the distribution of NZLGB funds along with the management of contracts, reporting and evaluation processes. WSNZ is accountable for all funds distributed from NZLGB.

Deciding Merits and Priorities

In prioritising funding applications the PRT asks the following questions:

- What does the applicant want to achieve, and how will it be measured?
- Does the proposal contribute to WSNZ's Mission:
Through Education Prevent Injury and Drowning.
- Does the proposal align with the Drowning Prevention Strategy's Five Key tasks?
 1. Swimming Education
 2. Education of higher risk groups
 - a. Ethnicity (Maori & Pacific People)
 - b. Males
 - c. Geographical or Regional Populations
 - d. Beaches / Tidal Waters
 - e. Under Fives
 - f. River Users
 - g. Pool Users
 - h. Fishers and Divers
 3. Recreational Boating
 4. Environment
- Does the project align to the *Water Safety Education Framework*?
 - How will the project align to the guiding principles of the Water Safety Education Framework?
 - Who is/are the targeted 'high risk' group(s) and what competency level(s) along the water safety competency continuum are they at?
- Is the proposal addressing a high risk area in drowning and injury statistics?
- Has the applicant the capacity to deliver the proposed programme?
- What is the project cost, and what is the benefit/cost relative to other projects?

From these questions all proposals are given a ranking relative to all other projects, or in cases of inadequate proposals, are categorized as "not supported".

Funding Application Procedure 2011/2012

Appendix 10: State Kiwi Swim Safe Programme Information



With the support of State Insurance, Swimming New Zealand is now able to enhance the level of support that we provide to primary schools in the delivery of their learn to swim and water safety programmes.

What is the state kiwi swim safe programme?

State Kiwi Swim Safe is a comprehensive programme designed to meet our vision and to give school teachers the necessary skills, knowledge and confidence to deliver a programme that reflects the aquatic requirements of the New Zealand Curriculum.

The programme is designed in three sections; in the classroom, at the pool and at the beach:

In the classroom – module 1

- Becoming safer in, on and around water – school, home and community.
- Developing safer behaviours and practices towards water safety through problem solving and critical thinking.
- Classroom based material from WaterSafe Auckland and Aquatic Education New Zealand that supports practical learning.

At the pool – modules 2-7

- A sequential pool based programme that provides progressions through all stages of learning swimming and survival skills.
- These modules are supported by visiting your school and supporting the practical application of swimming and survival skills during your pool sessions, which can be followed up by further visits to your school.

At the beach – module 8

- Safety at the beach. Participation in one of Surf Life Saving New Zealand's experiential programmes.
- Beach Ed and Surf to School are theoretical and experiential based programmes where students learn about surf and beach safety from experienced Surf Lifeguards.

Swimming New Zealand can provide your school with:

- Programme resources to help you teach your children,
- State Kiwi Swim Safe national achievement certificate,
- Ongoing professional development and support for your teachers,
- All support and resources are free for all primary schools.



EVER WISHED YOU HAD MORE KNOWLEDGE OR SUPPORT IN TEACHING AND DEVELOPING YOUR STUDENTS' SWIM AND SURVIVE SKILLS?

OUR VISION

- To ensure every primary school student has access to quality swim and survive education at school.
- To develop students' swimming, water safety, survival and beach safety skills.
- To foster safer participation in a range of aquatic environments.
- To give school teachers the tools, knowledge and confidence to teach swim and survive skills to students.






www.kiwiswimsafe.org.nz



SURF LIFE SAVING
NEW ZEALAND

Appendix 11: Sealord Swim for Life™ Programme™ information

Information from Water Safety New Zealand on the Sealord Swim for Life™ programme.

Executive Summary

In 2010, with the generous support of Sealord, Water Safety New Zealand's Swim For Life Initiative was redeveloped. While Swim For Life's Strategic Direction remained the same, the branding of the Initiative, reach and impact all experienced a rebirth.

Originally Swim For Life was a national communications strategy that advocated New Zealanders to participate in learn to swim education.

In November 2010 Sealord Swim For Life was launched to the New Zealand public, targeting primary schools, children and parents of school aged children.

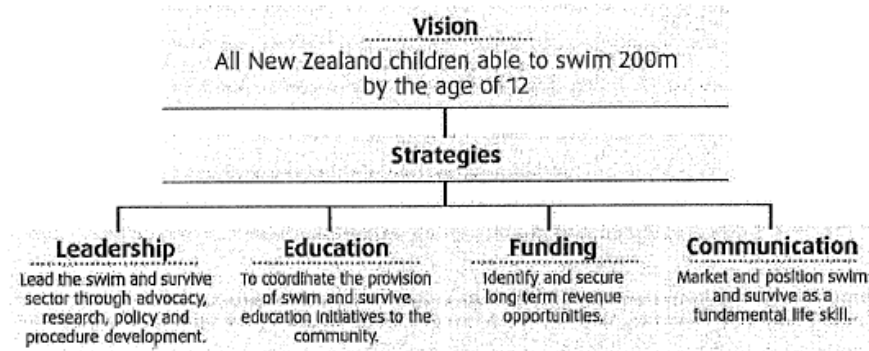
Sealord Swim For Life has developed into a national learn to swim and survive initiative that gives every New Zealand child the opportunity to learn swim and survive. The Initiative actively engages regional New Zealand to value and participate in learn to swim and survive education by reducing the barriers that inhibit children from participating in learn the skills to swim and survive in, on and around the water.

Half way through the 2011 school year, Sealord Swim For Life has achieved some remarkable results including:

- 12 regional Initiatives delivering learn to swim and survive education to primary school children
- 6 new Water Safety Advisors dedicated to facilitating Sealord Swim For Life across regional New Zealand
- 51,047 registered on the Sealord Swim For Life database
- 7,966 public registrations through the Sealord Swim For Life website
- 616 schools registered
- 252,515 learn to swim and survive lessons delivered
- Numerous press clippings ensuring high awareness of the initiative
- Rebranding of Sealord Swim For Life and introducing Kautiki – the swimming Tiki – as the taonga of the Sealord Swim For Life Initiative
- Overall improvement in the swimming ability of New Zealand children



Swim For Life' Strategic Direction



The creative and unique nature of this initiative utilises a national strategy, with regional partners facilitating the delivery. Water Safety New Zealand identified the significant role that Regional Sports Trusts can play, and the need to foster partnerships with Territorial Local Authorities in order for cost effective learn to swim delivery to school children to occur. Water Safety New Zealand has galvanised these relationships and adopted a solution based approach specific to each region. This approach has been successful to ensure efficiency and effectiveness.

Swim For Life is the most significant water safety project in New Zealand. In the long term it will provide all New Zealand children with the opportunity to develop essential swimming and water safety skills. Water Safety New Zealand has taken up the challenge to produce generations of water safe communities and with the financial support of Sealord and other regional partners, this vision will become reality.

Introduction

Water Safety New Zealand (WSNZ) is New Zealand's national organisation responsible for water safety education, awareness and prevention. It represents 35 organisations within New Zealand that have an interest in water safety.

Drowning affects all New Zealanders irrespective of age, ethnicity, gender or socio-economic status. Therefore it is paramount that the sector invests in knowledge to combat and inform the development of initiatives to ensure New Zealanders have the skills and behaviours necessary to use and enjoy the water safely.

The number of overall drownings in New Zealand is decreasing (e.g. 87 people drowned in 2010 compared to 132 for 2000).

The Sealord Swim For Life (SSFL) Initiative takes a proactive step in attempting to empower New Zealand communities to reduce drowning. It is both fully integrated and aligned to the Drowning Prevention Strategy and WSNZ's Education Framework.

Every New Zealand child should be able to swim 200m. The Sealord Swim For Life initiative has two major components:

1. The regional coordination of swim and survive in schools via partnerships with Regional Sports Trusts, Territorial Local Authorities and sponsors that promote the delivery of learn to swim and survive programmes through schools.
2. A communications campaign that increases awareness of the importance of learning to swim and survive for primary school aged children.

The outcomes of the Sealord Swim For Life initiative are:

- More children learning to swim and survive;
- More children have learnt to swim and survive;
- More schools have facilitated swim and survive programmes;
- More school teachers received professional development for swim and survive;
- New Zealanders value swim and survive as a core life skill.



31 Page

<http://www.swimforlife.org.nz/passport.html>

<http://www.swimforlife.org.nz/about.html>

Appendix 12: Quality Swim School requirements



Quality Swim School Information

Requirements

They must:

- ✦ Have a designated person within their swim school who runs the Learn to Swim Programme and holds a Swimming New Zealand qualification or other approved qualification.
- ✦ Have a documented evaluation process in place which measures swim teachers performance, provides feedback on children's progress and measures client satisfaction.
- ✦ Have documented pathways to aquatic sports.
- ✦ Have a documented Health and Safety plan.
- ✦ Meet all the requirements to be able to conduct Learn to Swim lessons within the local authority it is operating in.
- ✦ Have an owner/manager who is a current member of NZSCAT and has completed the police vetting process.
- ✦ Encourage all permanent staff to join NZSCAT
- ✦ Have a documented complaints process.
- ✦ Have a First Aid trained staff member on site during the hours the Swim School is operating.
- ✦ Offer professional development to all swim school staff using SNZ training courses or equivalent approved courses.

A swim schools compliance with these requirements will be on the basis of self-assessment. Each swim school will be required to complete a declaration confirming they meet these minimum requirements as part of the annual application process.

When applying to register, Swim schools need to commit to:

- ✦ 1 year membership
- ✦ Completing an annual industry survey

Appendix 13: Members of the Implementation Group responsible for the developing the implementation plan for the Drowning Prevention Strategy

- ❖ Accident Compensation Corporation
- ❖ Injury Prevention Research Unit (Otago University)
- ❖ Maritime New Zealand
- ❖ New Zealand Injury Prevention Secretariat
- ❖ New Zealand Recreation Association
- ❖ New Zealand Search and Rescue Council Secretariat
- ❖ Royal New Zealand Coastguard
- ❖ Surf Life Saving New Zealand
- ❖ Swimming New Zealand
- ❖ WaterSafe Auckland
- ❖ Water Safety New Zealand

Appendix 14: DPS Action Plan 2011 – 2015 Five Key Tasks and Initiatives to Reduce Drownings

Please note the monitoring components are currently being reviewed by the Drowning Prevention Council.

Purpose	Achieve the vision of the DPS - Reduce Drownings (85 per year)				
DPS Objectives	Environment	Education and Awareness			Rescue
Five Key Tasks	Environmental Risk Assessment	Education of High Risk Groups	Swimming Education	Recreational Boating	Search and Rescue Services
Activities / Initiatives	Implement risk management tools for aquatic spaces.	Prioritise and Implement water safety education strategies with at risk groups in all settings and activities.	Implement a whole of sector plan on working with the community to facilitate and deliver swimming and water survival techniques.	Fully implement National Pleasure Boat Safety Strategy	Implement key partner search and rescue service related initiatives identified in risk management assessments (environment).
	Review water safety related standards and legislation.	Implement a whole of sector media plan for public safety campaigns.	Promote learning to swim and water confidence as a core life skill.	Review the outcome and the implementation of the strategy since 2007	Local, Regional and National operation response plans implemented and circulated to SAR Partners
	Risk management tools, developed assessments and plans completed	Evaluate the efficiency and effectiveness of education and awareness programmes.	Working with the education sector to facilitate and support the Aquatic Education component of the health and physical education learning area (NZC 2007).	Review the effectiveness of the safety awareness /education programme	
	Consistent messaging and approach to common risks identified by risk management tools	Research the preventative actions that can be delivered through water safety education and awareness.		Research boat safety attitudes, behaviours and motivations	
	Set up a manager forum for sector development and awareness to enable aquatic spaces to be informed of public safety practices e.g. Website interface	Revise modify and implement new safety awareness programmes, based on above research.		Revise modify and implement new safety awareness programmes, based on above research.	
Monitoring				Implement legislative recommendations in the NPBSS	
	Total growth in the number of TLAs that engage in and act on assessments of the risk management tools				Lives saved : If Search and Rescue (SAR) agencies had not intervened, life would definitely have been lost. (NZSAR Stats).
	Number of TLAs that include reference and an action plan for drowning prevention as a key element of their LTCCP				People Rescued: SAR agencies locate and rescue a person or people at risk and return them to a safe location
	Increased investment in the water safety and drowning prevention sector by Local Government	Increased public understanding and recall from high risk groups.	The number of children accessing swimming and water survival programmes	Fatalities per 100,000 boats	People Assisted: Where SAR agencies aid a person or people at low risk, but who, if left, would be at risk.
	Total Number of Fatal Drownings per year				
	Government Policies Positively Influenced by DPC Member Organisations				