

Community Safety Framework (2003)

Minute Number: CL/DEC/2088/03

MINUTE NO. CL/DEC/2088/03 Cr Barry Keon/Cr Alan McIntyre

That the under mentioned recommendations (Minute Numbers 1961/03, 1964/03, and 1967/03) with the exception of Minute Number 1958/03 (Cr McGeachie) made at a meeting of the Community Safety Committee held on 10 December 2003 be adopted.

Minute No. 1961/03 Community Safety Framework POLICY

That the Community Safety Framework and additional editorial changes be adopted.



Te Kaunihera o
MANUKAU
City Council

COMMUNITY SAFETY FRAMEWORK

November 2003

TABLE OF CONTENTS

| | | |
|-----|---|----|
| 1. | INTRODUCTION | 1 |
| 2. | COMMUNITY SAFETY FRAMEWORK DEVELOPMENT..... | 2 |
| 3. | WHAT IS COMMUNITY SAFETY?..... | 3 |
| 4. | WHY HAVE A COMMUNITY SAFETY FRAMEWORK? | 5 |
| 5. | COMMUNITY SAFETY VISION, VALUES & PRINCIPLES..... | 7 |
| 5.1 | Community Safety Vision..... | 7 |
| 5.2 | Community Safety Values..... | 7 |
| 5.3 | Community Safety Principles | 7 |
| 6. | KEY ISSUES & APPROACHES FOR COMMUNITY SAFETY IN MANUKAU CITY | 9 |
| 7. | RECOMMENDATIONS FOR COUNCIL'S COMMUNITY SAFETY STRUCTURE | 19 |
| 7.1 | Diagram of Council's Recommended Community Safety Structure | 19 |
| 7.2 | Action Plan for Implementing Council's Community Safety Structure | 21 |
| 8. | COMMUNITY SAFETY ACTION PLANS..... | 22 |
| 8.1 | Influential Strategies due 2003/04..... | 22 |
| 8.2 | Action Plans due in 2003/04 | 22 |
| 8.3 | Action Plans due 2004-2008 | 22 |

1. INTRODUCTION

The Community Safety Framework is an umbrella document for Council. It gathers together all of the community safety activities of Council into a cohesive whole with common values and principles. The common vision for these activities is to achieve a sense of "Feeling Safe & Being Safe" amongst people in Manukau.

The Community Safety Framework supports the objectives of *Tomorrow's Manukau*, the 10 year strategic vision for Manukau City. *Tomorrow's Manukau* recognises that feeling safe is the key to building strong and vibrant communities and enhancing the quality of life for all residents.

Community safety is a far reaching topic that involves many significant areas of Council work. The Community Safety Framework will cross-reference to specific strategies and action plans for each individual topic for greater detail .

There are four main reasons for this Community Safety Framework:

- Council's traditional role in community safety activities (i.e. sanitary conditions, preventing epidemic diseases, housing, etc)
- a safe environment is fundamental to the economic and social quality of life in Manukau
- community prioritisation as identified in the Annual Resident's Perception Survey and Annual Plan submissions
- community need as identified through social & economic factors existing in Manukau.

Development of the Community Safety Framework was instigated in November 2002. It included a stock take¹ of all policies and services of Council contributing to community safety, extensive community consultation² and the use of public surveys.

Development of the Community Safety Framework was undertaken concurrently with the development of Council's Crime Prevention Action Plan. Concurrent development reflects earlier prioritisation of crime prevention by both Council and the public.

¹ Available by contacting the Community Safety Planner.

² Available by contacting the Community Safety Planner.

2. COMMUNITY SAFETY FRAMEWORK DEVELOPMENT

The development of the Community Safety Framework commenced in November 2002 due to considerable advocacy from the community for Council to prioritise safety and crime issues.

Early development of the Framework involved consultation with stakeholders such as mana whenua representatives, Safer Manukau Community Council, NZ Police, Community Advisers, Tomorrow's Manukau Vibrant & Strong Team and the Community Development Committee of Council.

A policy and strategic advice group (Gravitas) was contracted to undertake a policy review, stock take Council's activity in the area of community safety and draft a Community Safety Framework.

During this work an extensive round of consultation was held to identify safety and crime concerns amongst Manukau communities.

Public consultation involved twenty city-wide meetings in April & May 2003. Over 420 people attended and the issues identified have been fundamental to establishing the parameters of the Community Safety Framework³.

Community input into the framework also occurred through the Annual Resident Perception Survey, and the Annual Plan submission process.

In September 2003 the Community Development Committee released to the public the draft Community Safety Framework. A second round of consultation meetings was again held city-wide and 97 people attended. Fourteen formal submissions were also received.

Te Tiriti o Waitangi/Treaty of Waitangi

Manukau City Council is committed to upholding Te Tiriti o Waitangi/Treaty of Waitangi. This commitment has taken the form of developing Te Tiriti/Treaty of Waitangi relationships with Mana Whenua and Maori in Manukau, and establishing organisational systems and structures to implement Te Tiriti/Treaty based responsibilities.

Through Te Tiriti/the Treaty related provisions of the Local Government Act 2002, local authorities are required to facilitate the participation of Maori in decision-making processes which occur at both governance and organisational levels. This has relevance to all Council developed and driven policies, strategies and service delivery functions that impact on the social, economic, environmental and cultural well-being of Maori in Manukau. The inclusion of Mana Whenua and other Maori in these processes is a key means by which participation can be enhanced.

In practice this means the:

- early and ongoing involvement of Mana Whenua and other Maori in Manukau in the development of Council led policies, strategies, and service delivery mechanisms
- incorporation of the values and views of both partners to Te Tiriti/Treaty
- provision of effective and appropriate consultation with Maori
- involvement of Maori in the delivery of appropriate services to Maori
- development of strategies that seek to address the historic and contemporary factors that have contributed to socio-economic discrepancies between Maori and non-Maori in Manukau.

The Community Safety Framework addresses Council's commitment to Te Tiriti/Treaty of Waitangi and has endeavoured to incorporate these practices in its development.

³ Refer to the Manukau City Crime & Community Safety Consultation Report available from the Community Safety Planner.

3. WHAT IS COMMUNITY SAFETY?

Community safety covers many different types of safety - physical, psychological, emotional, social, environmental and cultural. This includes the feeling and perception of being safe.

In this Framework "community" is defined as all people who live and work within the seven wards of Manukau City including its many diverse communities.⁴

"Safety" refers to being free from danger or risks, both real and perceived. The Framework identifies those activities where Council has a responsibility to prevent and protect the community from danger or risks to their safety. This includes dangers or risks caused intentionally, unintentionally or by omission. Council also accepts that it has a responsibility to work in safety areas which would otherwise not be addressed by others.

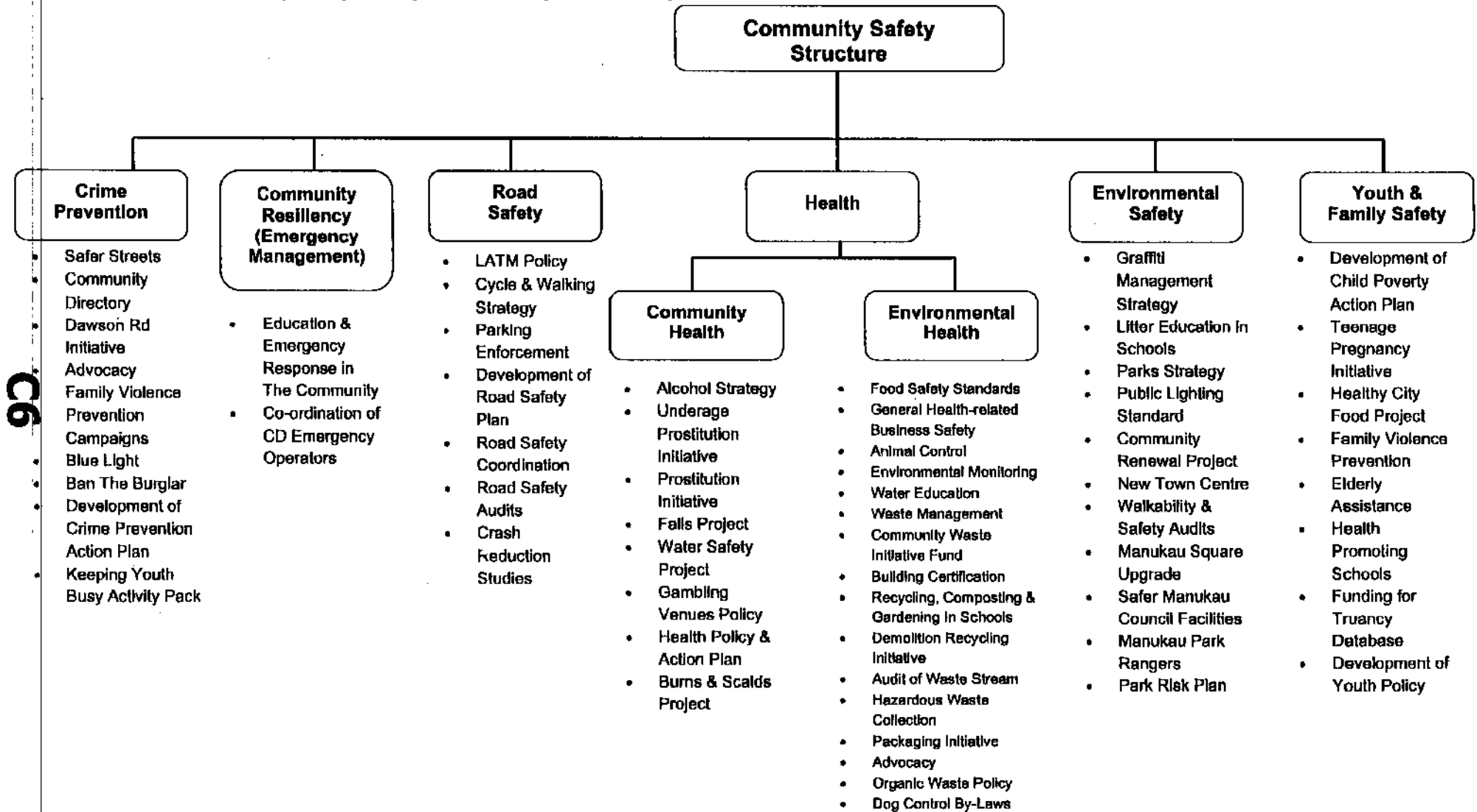
The amount of Council activity in community safety is large (refer to Diagram 1 for an overview).⁵ In brief this activity covers topics such as:

- Crime Prevention
- Community Resiliency (Emergency Management)
- Road Safety
- Health Safety
- Environmental Safety
- Youth & Family Safety.

⁴ The strategy does not refer to or include the workplace safety practices of Manukau City Council.

⁵ Council stock take of community safety activity (May and July 2003) available from Community Safety Planner.

Diagram 1: Community Safety Activity Undertaken by Manukau City



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4. WHY HAVE A COMMUNITY SAFETY FRAMEWORK?

Council believes there are many reasons for having a Community Safety Framework. This is mostly based upon perceptions of safety, community prioritisation, community need and Council's existing involvement in community safety issues.

A safe environment is fundamental to wellbeing and quality of life and is a key element contributing to residents' and visitors' enjoyment of Manukau. The economic health of the City is increasingly dependent upon the social structure that determines how attractive it is to live and work here⁶.

Community safety is influenced by many factors - graffiti, crime, abandoned vehicles, clean air and water, attractive streets, public areas, parks and community facilities, thriving town centres and the opportunity for everyone to participate in the City's vibrant and diverse life. Council plays a key role in many of these areas and, as shown, already undertakes much activity contributing to community safety. However, this activity currently lacks co-ordination, integration and a strategic focus. Achieving this is an important aim of the Community Safety Framework.

For these reasons, a safe and physically attractive city is a core part of Council business⁷ and is also reflected in goals of Tomorrow's Manukau such as:

Vibrant & Strong Communities

- city centres and town centres with heart
- safer communities
- a city that people are proud to live in and call their own.

A place that's easy to get around

- safety when moving around Manukau.

Healthy & economically secure people

- families to feel personally safe
- high standards of public and environmental health.

Sustainable Manukau

- quality living conditions.

Over the past several years, Manukau City Council's Annual Residents' Survey has also highlighted the increasing importance of community safety to those living in Manukau⁸. Since 2000, respondents have consistently identified crime prevention, law and order and various community safety issues as key issues for Council to address. Annual plan submissions also consistently identify community safety issues as priorities for Council involvement. Feedback from community consultation on community safety was also supportive of Council's initiative in developing a Community Safety Framework.

The need for the Framework is further indicated through social, economic, and health indicators relating to Manukau City. Many of these factors are known to be associated with poor community safety outcomes. Unemployment, low incomes, low educational achievement and family instability are all major issues in Manukau^{9, 10}, and are all indicators of risk to community safety¹¹. Cities and their urban areas that experience lower socio-economic status are more at risk and associated with lower perceptions of safety¹² as well as higher injury rates and increased risks of offending¹³.

⁶ Manukau City Council (2002). Annual Plan 2002.

⁷ Manukau City Council (2002). Annual Plan 2002.

⁸ Longdill and Associates Ltd (2000-2002). Resident Perceptions Surveys.

⁹ Auckland, Christchurch, Wellington, Manukau, Waitakere, and North Shore City Councils (2001). Quality of Life In New Zealand's Six Largest Cities.

¹⁰ Manukau City Council (1999). The Changing Face of Manukau. A Report on the Social, Economic and Environmental Conditions In Manukau City.

¹¹ Ministry of Justice (1997) cited in Manukau City Council (1999). The Changing Face of Manukau. A Report on the Social, Economic and Environmental Conditions in Manukau City.

¹² Auckland, Christchurch, Wellington, Manukau, Waitakere, and North Shore City Councils (2001). Quality of Life in New Zealand's Six Largest Cities.

¹³ Manukau City Council (1999). The Changing Face of Manukau. A Report on the Social, Economic and

Of the six largest cities in New Zealand, Manukau has the highest proportion of residents experiencing high social and economic disadvantage¹⁴. Action to increase educational achievement, greater levels of employment and higher family incomes are all acknowledged as important within any community safety framework, as they are the most preventative areas to work within. Council is working to meet these broader social and economic goals. Such actions are not specifically addressed in this framework, but are relevant and reflected in the following Council initiatives and policies :

- **Economic Development** - Economic Development Strategy & Action Plan for Manukau, Auckland Regional Economic Development Strategy, Business Incentive Fund, Maori Economic Development Framework, Pacific Peoples Economic Development Framework, Tourism Strategy & Action Plan, and the Town Centres Strategy
- **Employment** - Youth Employment Strategy & Project, Mayor's Taskforce for Jobs, and the Otara Work Creation Project
- **Education** - Education Strategy (includes truancy)
- **Events** - Events Strategy & Policy and the Regional Events Strategy.

¹⁴ Environmental conditions in Manukau City.
Auckland, Christchurch, Wellington, Manukau, Waitakere, and North Shore City Councils (2001). Quality of Life in New Zealand's Six Largest Cities.

5. COMMUNITY SAFETY VISION, VALUES & PRINCIPLES

The following vision, values and principles are the standards Council will use to establish priorities and implement them under the Community Safety Framework.

5.1 Community Safety Vision

The vision for the Community Safety Framework is:
"Feeling Safe, Being Safe in Manukau City"

5.2 Community Safety Values

Working with others

Community safety requires involvement from community members and agencies working together to identify and address community safety concerns.

Diversity

Different communities have different safety needs. Working with diverse communities requires respect for differences in order to ensure dignity for all.

Excellence & Success

Employing innovative solutions for safety needs, as proven to work either locally, nationally or internationally.

People who act responsibly

People will help themselves and others because safety is the responsibility of everyone in the community.

Accountability

Council is accountable to residents for delivering on the Community Safety Framework and its action plans.

5.3 Community Safety Principles

Equality & Equity

All Manukau residents should enjoy the same level of safety and the same level of protection from consequences associated with danger or risk. Council also acknowledges that some communities may require higher levels of support in order to achieve the same safety outcomes as others and that different actions may be required to achieve this.

Partnership and Collaboration

Community safety requires the co-operation and collaboration of all community members. Council is committed to working co-operatively to ensure that resources, skills and experience of stakeholders in community safety are involved in the most appropriate and effective manner.

Community Ownership and Responsibility

Council recognises the need to facilitate and support 'local solutions to local problems' whilst maintaining the responsibility of community safety within local communities.

Communication

Communication between community safety stakeholders is vital to the success of this Framework. Council has a duty to inform the community about the safety responsibilities of Council, the actions proposed and undertaken and outcomes. Council also has a role in providing information to

communities so as to support them to identify and respond to their own safety issues. Council will also consult with communities, both in determining safety priorities and in monitoring the effectiveness of Council actions.

Integrated Action

Community safety is a major issue that impacts on everyday life. Effective safety action requires integrated action in many different areas – physical, social, economic, environmental and cultural.

Proactive

Council should primarily act to protect and prevent the greatest number of residents from harm or risk. Council will advocate for or support existing providers who deliver safety services in Manukau.

Action and Results

Council is committed to delivering or supporting action that makes a difference, focusing on actions which are practical, achievable and measurable.

6. KEY ISSUES & APPROACHES FOR COMMUNITY SAFETY IN MANUKAU CITY

Key areas for action under the Community Safety Framework have been identified through a review of a range of information including statistics, community consultation and the community safety stock take of Council services. Where issues are identified recommendations for Council are also included.

It should be noted that some issues are mentioned within a number of different community safety areas (e.g. alcohol, family violence). This reflects the extent to which some issues do not occur alone and reinforces the need for collaborative action across traditional divisions within Council.

Monitoring and Review

Monitoring the performance of Council in delivering the Action Plans under this Framework is important. Regular reviews of the Framework and Action Plans will be undertaken to ensure that they respond to the community's changing needs, issues and priorities.

Appropriate performance measures and targets will be developed to monitor the Framework and Action Plans. *Tomorrow's Manukau* establishes a number of overall performance targets and indicators related to community safety which the following section provides. It is also anticipated that individual Action Plans will determine more specific measures and indicators for endorsed initiatives and projects.

Community Safety

Issue

The perception of safety in a city is as hard to measure as it is to define. However since 2001 the Quality of Life in New Zealand's Largest Cities Report has attempted to monitor perceptions of safety in these cities.

In 2001 the Report found that overall Manukau respondents were found to have the lowest perception of safety across the study.¹⁵ In 2002 this perception did not significantly improve. Results showed that Manukau respondents still indicated a lower overall perception of safety, particularly at night and in city centres. A dramatic decrease in the perception of safety occurred regarding town centres after dark from 47% in 2001 to 28% in 2002.¹⁶

More recently Council's Annual Perception Survey (2003) showed that an improvement has occurred regarding perceived safety in town centres after dark rising from 28% in 2002 to 43%.¹⁷ Also most Manukau residents reported feeling safe in their homes and neighbourhoods during the day and at night (increasing from 2002 levels).

Both the Survey and Report will be used to monitor community safety actions within the home, neighbourhood and town centres.

Consultation assisted Council in defining community safety. Key concerns have been grouped into five individual safety topics providing a priority list for community safety development:

- a) Crime (violence, dishonesty, sexual, drugs, Police, youth at risk, graffiti/vandalism)
- b) Environmental safety (litter)
- c) Road safety (illegal street racing)
- d) Health safety (alcohol, prostitution, gambling)
- e) Youth safety (truancy).

Outside of these priorities, Council also includes a sixth - Community Resiliency (i.e. Emergency Management).

¹⁵ Quality of Life in New Zealand's Six Largest Cities. March 2001

¹⁶ Quality of Life in New Zealand's Eight Largest Cities. 2003.

¹⁷ Annual Residents Perception Survey 2003

Tomorrow's Manukau Targets

The long term overall goal for community safety action will be to achieve an increase in the levels of perceived safety of Manukau residents in their homes, town centres and neighbourhoods during the day and night from 72% in 2000 to 95% by 2010.¹⁸ This will require success across all six individual safety topics.

Council's Approach

The Community Safety Framework seeks to coordinate and improve focus on the community safety issues and activities within Council. Action Plans will be developed in these areas providing detail on specific safety issues, actions, timeframes and budgets.

More detail on these six safety topics follows including references to Council policies and activities seeking to address these matters.

A. Crime

Issue

While most residents think Manukau is a good place to live, residents have consistently identified safety, crime and law & order as concerns through both the Annual Plan submissions and Annual Residents Perception Survey.¹⁹

Traditionally Council has relied on its relationship with the Safer Manukau Community Council. In October 2003 the Safer Manukau Community Council & Council decided to replace this structure with a Tomorrow's Manukau Outcome Group. This alternative structure is incorporated under "Recommendations for Council's Community Safety Structure" (see page 20).

The most recent Police statistics (2003) find that Manukau is not the crime capital of New Zealand as is commonly perceived. Recorded crime rates for the Counties Manukau Police District are actually lower than that of three other Police Districts in New Zealand when compared by population. Regardless of this, the statistical analysis of reported crime in Manukau identified the following as local priorities:

- Violent offences (particularly in Howick)
- Sexual offences (particularly in Manurewa, Mangere & Papakura/Clevedon)
- Dishonesty offences (particularly in Manurewa & Otahuhu-Papatoetoe)
- Overall crime rates for Papakura/Clevedon & Manurewa
- Police advocacy and resolution rates (for sexual offences, violence, drugs & anti-social behaviour, dishonesty and property abuses).²⁰

It must be recognised that a significant number of crimes in New Zealand are not reported to Police. In Manukau this is evidenced by Council's recent Perception Survey (2003) which found that of the 27% of residents that had been the victims of crime in the last 12 months 20% had not reported the incident to Police.

Consultation on crime was also held to identify local priorities.²¹ Key concerns were:

- dishonesty crimes (burglary, theft)
- health safety (drugs, family violence)
- anti social behaviour (violence, bullying, gangs)
- justice system (Police)
- environmental safety (graffiti/vandalism).

Many submissions were made on the need for graffiti to be recognised as a crime. Council's partnership with the Manukau Beautification Charitable Trust will lead the development of a Graffiti Strategy & Action Plan in 2004/2005 with a particular emphasis upon eradication, education and enforcement. Support and collaboration will also need to occur between the Trust and Council in terms of programmes for youth at risk of offending under the Crime Prevention Action Plan.

¹⁸ Tomorrow's Manukau. P29

¹⁹ Longdill and Associates Ltd (2000-2003). Resident Perception Surveys.

²⁰ refer to the Crime Prevention Action Plan for detail.

²¹ refer to Manukau City Crime & Safety Consultation Report for detail.

Based on the analysis of all of this information the following have been identified as priorities for Council under the Crime Prevention Action Plan. They are:

- Violent, sexual & dishonesty offences
- Overall crime rates for Papakura & Manurewa
- Police advocacy and resolution rates
- Illicit drugs
- Youth at risk of offending & young offenders
- Maori & Pacific Island communities (victims & offenders)
- Those addicted to drugs & alcohol (victims & offenders).

Tomorrow's Manukau Targets

Overall the long term goal for crime prevention under Tomorrow's Manukau will be to achieve an increase from 72% in 2000 to 95% by 2010 in the perceived safety of Manukau residents in their homes, town centres and neighbourhoods during the day and night.²²

Individual initiatives under the Crime Prevention Action Plan will also have specific targets. However, in general Council programmes will seek to achieve:

- that participants in Council supported educational initiatives learn something new and find it useful and worthwhile
- that programmes dealing with offenders or victims show a reduction in offending or victimisation
- that areas incorporating Crime Prevention Through Environmental Design mechanisms have lower levels of offending and an increase in the perception of safety.

Council's Approach

Based on this information Council has developed a Crime Prevention Action Plan to target Council resources to crime priorities. The Action Plan provides more detail on how Council aims to increase perceptions of safety by providing specific, Council endorsed initiatives, timeframes and budgets. Key roles for Council include education, advocacy, support, and co-ordination. Enforcement is clearly seen as a Police function, although Council has a role in supporting Police efforts in enforcement as well as advocating for improvements within Manukau.

External partners in crime prevention include the Counties Manukau Police, Children, Youth & Families Service, Manukau Beautification Charitable Trust, Ministry of Justice and relevant community groups and agencies. Consequently, there is a need for co-ordination and communication; within Council; between Council, Police and community groups; and amongst service providers. The restructuring of Council's involvement in safety will assist in addressing this issue (refer to "Recommendations for Council's Community Safety Structure" at page 20).

For further detail on initiatives please refer to the Crime Prevention Action Plan.

B. Road Safety

Issue

While Manukau's rate of vehicle accidents and casualty rates are trending downwards, the City has ongoing problems with drink driving, speeding, failure to give way at intersections, crashes involving pedestrians, the failure to use seatbelts, child restraints and cycle helmets, and traffic congestion²³. All of these are priorities under Council's Road Safety Plan.

The 2002 Manukau City resident's perception survey and recent community consultation²⁴ also identified high levels of concern about illegal street racing. Council advocated strongly for tougher laws in response to this issue. Now that such laws have been put in place, the responsibility rests with the Police to enforce them. To date a committed Police effort has seen the problem reduce markedly throughout New Zealand.

Tomorrow's Manukau Targets

²² Tomorrow's Manukau. P29

²³ Manukau City Council (2003) Road Safety Plan (Draft).

The long-term goals for Council and the Road Safety Plan include:

- People cycling and walking to school or work increases from 2.7% in 1996 to 7.6% in 2010.
- Trauma resulting in death from traffic crashes in Manukau is reduced from 12.3 per 100,000 in 2000 to 7.1 or less in 2010
- Trauma resulting in injury from traffic crashes in Manukau is reduced from 330 per 100,000 in 2000 to 147 or less in 2010.²⁵

Council's Approach

Council is currently developing a Road Safety Plan that will be the primary document directing road safety action. This Plan is due for completion in early 2004 and will detail how Council will address these priorities and achieve the road safety objectives.

Key Council contributors to achieving these objectives include Roading & Traffic Engineers, Road Safety Co-ordinators, Injury Prevention, Environmental Services and Transportation Planning staff. External partners in road safety include the Police, Land Transport Safety Authority, Accident Compensation Corporation, Road Safe Auckland, Transfund, Transit NZ, other local authorities, community groups and agencies.

C. Environmental Safety

Issue

Environmental Safety is a topic which refers to public spaces and their influence on the perception and reality of safety when people are in those locations. Developing and maintaining the urban environment, including safety concerns, is part of Council's core business and will continue to be a priority under the Community Safety Framework.

In Manukau, town centres are not perceived as safe places by residents. In 2001 the Quality of Life study found that a minority of Manukau respondents felt safe in Manukau town centres after dark (47%), whereas the majority did feel safe there during the day (89%). In 2002 a dramatic decrease in this perception occurred with only 28% feeling safe after dark and only 78% in the day.

Public consultation also identified other locations perceived to be unsafe.²⁶ They are alleyways, public parks and their amenities (i.e. skate parks, public toilets etc), transport stations²⁸ and car parks - all of which are areas where Council plays a strong and influential role.

Concerns for Council also include the increase in aggressive behaviour in and around Council facilities (such as recreation centres, pools and libraries). Currently these facilities are being used as a "safe haven" by the community from potential violence.

In addition to unsafe locations, residents are also concerned about the effect graffiti has on perceptions of safety as evidence of localised anti-social behaviour. Council's partnership with the Manukau Beautification Charitable Trust will lead the development of a Graffiti Strategy & Action Plan in 2004/2005 with a particular emphasis upon eradication, education and enforcement.

Council services predominantly impact upon the environment via the planning, development and maintenance of public spaces. Issues for Council's services in these areas include:

- increasing internal co-operation and communication in Council planning to address/predict safety issues
- the need to use crime prevention through environmental design in all planning
- the need to consult with and take into account the disabled
- the need for cross functional collaboration between Council's Environmental Management, Parks, Community Development & Safer Manukau departments
- the need to include youth and the disabled in planning & design.²⁹

²⁴ Manukau City Council (2003). Crime Prevention and Community Safety. Community Consultation Report.

²⁵ TM p33-34

²⁶ Crime & Safety Survey 2003.

²⁸ Manukau City Council (2003). Crime Prevention and Community Safety. Community Consultation Report.

²⁹ Community Safety Stock take 2003. Gravidas.

Tomorrow's Manukau Targets

Council through its policies will strive to achieve the following long term goals:

- citizens' satisfaction with local town centres increases from 64% in 1999 to 80% in 2010
- citizens feeling very safe or fairly safe in their homes, town centres and neighbourhoods day and night increases from 72% in 2000 to 95% by 2010
- citizens perceiving pollution, uncontrolled dogs & graffiti as neighbourhood issues reduces from 61% in 2001 to 30% in 2010.

Council's Approach

Council initiatives and strategies to address these concerns and achieve the above objectives include:

- Crime Prevention Action Plan 2003 - use and extension of Crime Prevention Through Environmental Design (CPTED) in planning the urban environment (including CCTV)
- Cycle and Walking Strategy 2003/04 (improvement of cycle and walkways)
- Road Safety Plan 2004 (improving safety for the blind using walkways)
- Disability Strategy for Council 2003/04 (environmental impacts on the disabled)
- Safer Manukau Council Facilities Action Plan 2003/04: including ambassadorial foot patrols for Town Centres, panic alarms at Council facilities and a secure cash collection service.
- Graffiti Strategy & Action Plan 2004/05 (lead by Manukau Beautification Charitable Trust)

The development of an Environmental Safety Action Plan is also recommended to better coordinate and align these Council activities. This Action Plan should be completed in 2005/06. However, until this work can be conducted some of the identified gaps have been filled by the Environmental Safety section of the Crime Prevention Action Plan.

Council contributors to achieving these environmental safety objectives and developing the above Action Plans will include Environmental Management, Waste Management, Road Safety, Health and Compliance, Manukau Water, and Parks. Important external partners include Manukau Beautification Trust, Housing New Zealand Corporation, Building Maintenance Consultancy and other territorial local authorities.

D. Health Safety

Health safety comprises two distinct topics, that of Community Health and Environmental Health.

1. Community Health Safety

Issue

Community health covers a range of issues that create significant impacts on an individual's and the community's health, wellbeing and safety. This includes alcohol & drugs, prostitution, gambling, family violence and injury prevention.

The current status of Manukau residents in these areas finds the following:

- Alcohol's relationship to violence in New Zealand reveals that 10% of men and 5% of women were physically assaulted in and around alcohol in 2001. Of these 22% were men and 12% were women aged between 16-24yrs³⁰
- In New Zealand the relationship between alcohol & road fatalities show that 23% of all fatal car accidents and 14% of all car injuries are caused by drink driving³¹
- Prostitution and its safety effects are largely anecdotal. However, in Manukau at least 12 businesses offer commercial sex services and two main street locations are known of (2003)³²
- Estimates in Manukau identify that up to 15% of the population may be directly or indirectly affected by problem gambling³³
- Recorded offences of family violence in Manukau (2002-2003) show a total of 7789 incidences of which 24% were re-offenders (this does not include homicides)³⁴

³⁰ Alcohol Strategy 2002. Manukau City Council.

³¹ As above.

³² Prostitution Reform Act- sounding board presentation November 2003.

³³ Rankine & Haigh 2003 in Child Poverty Action Plan 2003.

³⁴ SAFVPN Network letter October 2003.

- Cities with high proportions of residents with lower socio-economic status are particularly vulnerable to unintentional child injuries³⁵.

Issues for Council activities in the community health safety areas also include:

- a need for long term effort/commitment in funding (i.e. project based funding means long term planning is difficult)
- drugs, the elderly (including the issue of elder abuse/neglect), family violence and disability as community concerns are not currently addressed by Council policy.

Public consultation findings found that Community Health Safety priorities (those that relate to safety but are not actual crimes) included alcohol, prostitution and gambling. These issues and Council's response are elaborated on in more detail in the Health Strategy & Action Plan. Public consultation findings for crime prevention priorities (that cross over with personal health issues) included drugs and family violence. The Crime Prevention Action Plan will support the Health Action Plan initiatives in these areas (refer to either for more detail).

Tomorrow's Manukau Targets

The long term objectives for Council include:

- Hospitalisation rates for injury related harm is reduced from 1,300 per 100,000 in 1998 to 1,200 in 2010
- The rate of infant mortality is reduced from 7.6 per 1,000 to lower than the Auckland Regional average by 2010
- Premature mortality for those under 75 yrs reduces by 5% from 235 per 100,000 in 1998 to 224 in 2010³⁶

Council's Approach

Prostitution was identified as an issue requiring attention by Council. The recent Prostitution Reform Act 2003 has ramifications for the role and responsibility of Council with city bylaws required by the beginning of 2004. Council is currently working both internally and regionally to develop these bylaws.

Also family violence was a leading concern for both community safety and crime. The Community Safety Framework acknowledges that family violence is a crime, although social and health agencies predominantly lead the response in preventative services. On this basis family violence initiatives in this area will be included in both the Health Action Plan & Crime Prevention Action Plan as collaborations between Council departments.

The community health safety issues identified will be addressed in more detail within the:

- Alcohol Strategy
- Health Action Plan: illicit drug use, family & community violence (includes elderly abuse), gambling, poverty & injury prevention
- Crime Prevention Action Plan: drugs, family & community violence
- Disability Strategy 2004/05.

Key Council contributors to instigate these community health safety actions and achieve the long term objectives includes Injury Prevention, Puukaki Ki Te Aakītai, Safer Manukau Outcome Group, Te Ora o Manukau- Manukau the Healthy City, Environmental Health & Compliance, Community & Economic Development and Environmental Management departments. External partners are many and include the Ministry of Health, the Counties/Manukau District Health Board, Counties Manukau Health Council, the Auckland Regional Public Health Service, CYFS, Maori and Pacific Island health service providers, Plunket, ALAC, ACC, Police, Safe Kids, Child Safety Foundation, Plunket, the Counties Manukau Injury Prevention Group (CMIPG), and other community health providers.

2. Environmental Health Safety

Issue

³⁵ Injury Prevention Research Centre (1995). Dangers to Child Pedestrians. Fact Sheet number 2. Department of Community Health, Faculty of Medicine and Health Science, The University of Auckland.

³⁶ Tomorrow's Manukau p37-38

Environmental health is a base line requirement for safe community living. It includes water quality, food standards, animal control, waste management and hazardous waste management. Many of these areas contribute to community safety and are a part of Council's core business.

Issues for Council services in this area include a lack of resources and mandate to act proactively in environmental health issues (e.g. education), particularly in the areas of food safety, reducing waste and recycling. Concern also existed regarding the ability of Council to follow-up and act upon collected information. The Annual Residents Perception Survey also identified that issues do continue to exist in relation to litter, public amenities and pollution.

Regardless of this, Environmental Health Safety issues are not a paramount concern within the Community Safety Framework as the review of Council's service delivery in this area overall was satisfactory³⁷.

Tomorrow's Manukau Targets

Action undertaken by Council is to attain the following long term objectives:

- Citizens perceiving pollution, uncontrolled dogs and graffiti as neighbourhood issues reduces from 61% in 2001 to 30% in 2010
- Citizens' perception of living conditions in growth areas shows a steady upward trend to 2010
- Air quality monthly averages at selected heavy traffic sites improves to 2010
- Urban stream water quality improves for Otara & Puhinui Streams to 2010.³⁸

Council's Approach

Council's approach to addressing these issues and achieve these objectives is via the Waste Management Plan which includes:

- Waste Minimisation Funding Scheme. Community based clean ups.
- Clendon Residents Group
- School Waste Education programme. Extension of this programme from 15 schools to 23 in Manukau by June 2004
- Litter Study in Manukau 2004
- Regional Litter Campaign 2004
- Manukau Beautification Charitable Trust Strategy & Action Plan 2004/05 (including community clean-ups & community education through Vector Manukau Rangers).

For further detail on how Council seeks to achieve these priorities please refer to the Health Action Plan and the Waste Management Plan (due for review 2004/05).

E. Family and Youth Safety

Issue:

Many people consider that community safety requires a focus on young people and their families. It may be argued that all community safety issues are in some way connected to the strength, capacity and health of young people and families.

Manukau has a relatively young population with 42% under 25 years of age³⁹. Of the six largest cities in New Zealand, Manukau has the largest proportion of residents under 19 years (34.8%).⁴⁰ The young age of the City reflects the predominant ages of both Maori and Pacific island populations when compared to New Zealand as a whole. The youthful population presents many challenges and responsibilities for Council in areas including employment, education, health & welfare, crime & safety, and leisure & recreation.

The healthy, positive and successful development of Manukau's children, youth and families is central to developing resiliency and protective factors against the risk of negative safety outcomes. This will

³⁷ Longdill and Associates Ltd (2000-2002). Resident Perceptions Surveys.

³⁸ TM p 38-39, 45-46

³⁹ Census 2001

⁴⁰ Auckland, Christchurch, Wellington, Manukau, Waitakere, and North Shore City Councils (2001). Quality of Life in New Zealand's Six Largest Cities.

be essential to the future success and prosperity of Manukau. While Council is active in these broader areas, this action is not necessarily elaborated upon in this Framework. For further detail please refer to Tomorrow's Manukau and the programme of action for Council's Economic Development team.

Targets:

The review of the Youth Policy identified three overall issues for youth in Manukau:

- education
- employment
- events.

In an indirect manner, these issues do relate to community safety. Maori and Pacific young people are leaving school without recognised qualifications, disproportionately to non Maori and Pacific. This is a trend affecting their employment, economic and social outcomes. Youth are also telling us that they need more organised and supervised events and activities. These issues can be addressed across portfolios and be coordinated through the Youth Policy review.

Specific priorities regarding safety and crime issues for children, youth and families were identified as:

- youth participation in the design, development & implementation of youth initiatives
- initiatives focussing on youth at risk of offending and young offenders
- alcohol (underage and binge drinking)
- prostitution (underage and as career options)
- graffiti
- violence (family and public)
- drugs (especially "P" methamphetamine)
- sexual & mental health issues.

Council's Approach:

Council's approach is to make children, youth and their families a priority. As a reflection of this Council has proposed and/or been involved in:

- a Children & Families Strategy & Action Plan for Council
- a review of Council's Youth Policy
- the establishment of a Manukau Children & Youth Advocate role and
- the Collaborative Action Plan on Child Poverty in Manukau.

However the framework for Council's leading strategic document "Tomorrow's Manukau" does not specifically target youth and children. It is important that work in this area is done and the Youth Policy review will be a vehicle to advocate for this change.

In terms of safety issues it is not recommended that a specific strategy be developed but rather recognise the need to prioritise the safety of children, youth and their families within each community safety area. Examples of this are the:

- Youth Policy (participation, activities etc)
- Health Strategy & Action Plan (alcohol, prostitution, family violence, drugs)
- Crime Prevention Action Plan (graffiti and partnership with above on family violence, alcohol & drugs)
- Economic Development & Education: Youth Employment Strategy & Project, Mayor's Taskforce for Jobs, Education Strategy (includes truancy).

F. Community Resilience (Emergency Management)

Issue

In the past Council's focus has been on Emergency Management (i.e. civil defence & rural fire). Recent research in the Auckland region has found that people perceive civil defence/emergency management as very narrow without any relevance to every day life. People tend to assume that the "government" or "insurance" is going to look after them and somehow limit the damage from hazards. Thus for communities to become resilient they need to become more knowledgeable, cohesive and involved in the process. Community resilience is therefore the ability of the community to "bounce back" from disasters such as fires, floods, extreme weather, industrial or chemical accidents, power failures, volcanic eruptions, earthquakes etc.

The new Civil Defence and Emergency Management Act 2002 promotes the sustainable management of (all) hazards. It expects communities to achieve acceptable levels of risk through greater community involvement and participation than before - this is also reflected within Council's Long Term Community Plan.

Council is also responsible for the management and co-ordination of emergency services in its territorial area including maintenance of a Civil Defence organisation & Controller as well as assuming control of the response effort in case a Civil Defence emergency is declared. Key activities of a Civil Defence organisation include planning, response, public awareness, community education and co-ordination of emergency management exercises.

It is acknowledged that community health and safety relies on the continuation of Council's roles and responsibilities in facilitating community resilience. So even though this aspect of community safety is not prioritised under the Community Safety Framework, it is extremely important to ensure that Council's ability to deliver current service levels is not compromised. In fact, enhancements to the level of pro-activity that Council may be able to facilitate across the City would significantly contribute to positive community safety outcomes. Furthermore, there are some concerns about the range of responsibilities and expectations placed upon Council from central government through the new Civil Defence Emergency Management Act without sustainable funding mechanisms.

Tomorrow's Manukau Targets

Objectives for community resiliency in Manukau includes achieving:

- **Educated & Knowledgeable People.** Such as effective education in local schools, businesses, communities; easy access to knowledge information and resources; and organisations in Manukau working together to achieve results
- **Vibrant and Strong Communities.** Such as building safer communities, getting people to work together to achieve results; and showing leadership on city, regional and national issues.
- **Healthy and Economically Secure People.** Such as establishing high standards of public and environmental health; developing an atmosphere where Manukau families feel personally safe; and providing a Manukau voice in regional and national issues
- **Sustainable Manukau.** Such as developing a less hazardous city where people and the environment nurture each other.

Council's Approach

The following initiatives are underway to achieve the above targets:

- Resilient Manukau Programme
- Implementation of Hazards Guidelines
- Emergency Management Committee (formerly ESCC)
- Civil Defence Operations Unit
- Council Crisis Management Team
- City Wide Emergency Response Team
- Business Continuity Plans, Emergency Plans and Procedures
- Training Volunteers & Wardens
- Regional Civil Defence & Emergency Management Group & Plan (underway)
- City-wide & Council Crisis Recovery Teams.

General Strengths & Weaknesses of Council's Community Safety Activity

Through Council's stock take on community safety activity the following strengths of Council were identified.

- Many departments are working collaboratively on community safety with other organisations
- Council has the ability and willingness to co-ordinate with external agencies. This includes information sharing and capacity building.
- Council not only assists community groups on a practical level, but also often advocates to central government for funding and law changes in relation to safety.
- Community consultation is an integral strength of decision-making within Council (as reflected in the consultation process conducted in the development of this Framework).

The stock take found weakness in Council's delivery of community safety action in three areas; that is internal collaboration & coordination across safety areas, funding and communication to the public.

- There is a need for a Community Safety Framework to co-ordinate Council activity in safety issues, to provide a definition and a mandate for departments involved in wider community safety issues.
- Council's segmented organisational structure is considered the major weakness in its ability to effectively address safety in Manukau. The current structure is seen as limiting Council co-ordination and co-operation across departments.
- The funding environment does not encourage internal and external partnerships; however, this situation is slowly improving. Issues also arise where funding is allocated project by project, which makes long term planning, continuity, and the development of action-oriented partnerships difficult.

Related to funding, Council is viewed as being unable to be as proactive as desired in areas of safety action. This is particularly so for food safety, waste management and recycling. Both resources and mandate is often lacking for proactive preventative initiatives that could improve safety in the medium to long-term.

- A lack of communication with the public was also identified. This includes informing the community about Council's statutory responsibilities for community safety, what action is being undertaken and what outcomes have been achieved.

These issues suggest that structural developments within Council will be essential to the successful implementation of the Community Safety Framework. Recommendations to address these are detailed in the following section.

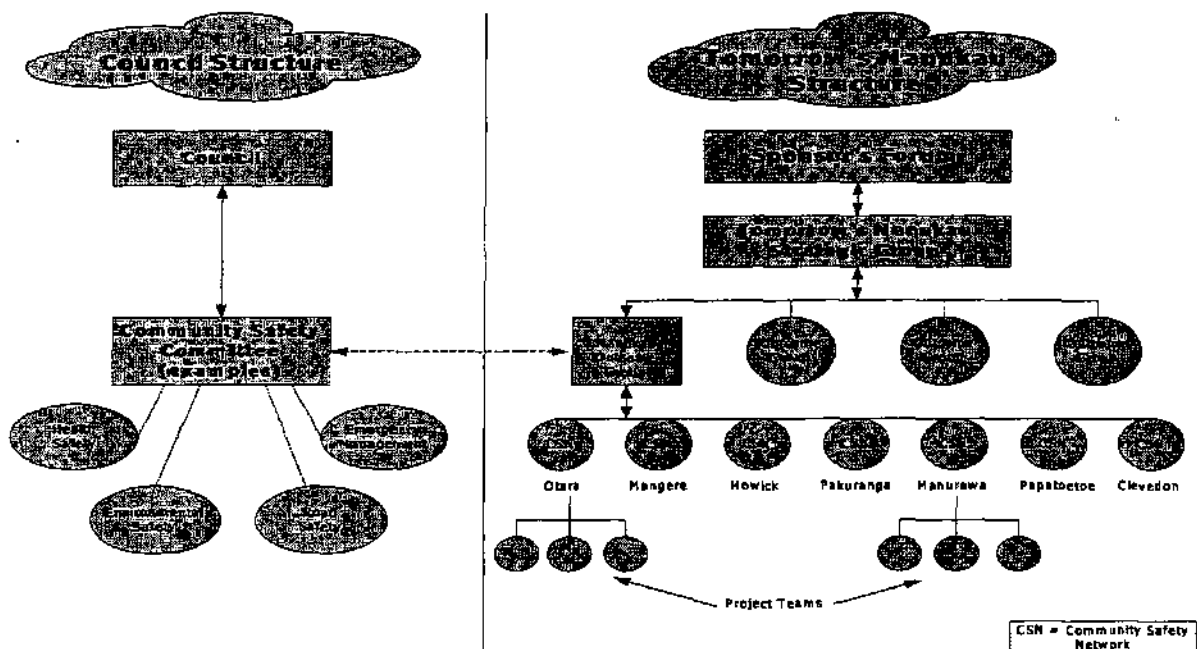
7. RECOMMENDATIONS FOR COUNCIL'S COMMUNITY SAFETY STRUCTURE

Three key issues were identified in Council's delivery and partnerships for community safety and crime prevention. They were:

- 1) Lack of internal focus within Council on crime and safety issues.
- 2) Need for high level collaborative partnerships (including community representation) to strategically plan and support local crime prevention initiatives.
- 3) Localised involvement and delivery of crime prevention initiatives by grass roots community, service providers and agencies.

The following section provides detail on the three mechanisms selected by Council to address these key issues.

7.1 Diagram of Council's Recommended Community Safety Structure



Community Safety Committee

In October 2003 Manukau City Council approved the establishment of a Community Safety Committee to commence in December 2003.

A number of operational areas need to be improved for the Community Safety Framework to reach its full potential. As has been identified by the stock take, internal coordination and collaboration is difficult and occurs in an adhoc manner. Co-ordination at a policy level will be important to provide direction, focus and political impetus to community safety action. The ability to co-ordinate and link into regional and national concerns is also required.

The Community Safety Committee will assist in developing a community safety overview within Council and direct officers as required. This will help unify Council activities and policies by providing greater communication and collaboration between departments undertaking safety activity through the establishment of inter-departmental project groups as well as joint funding bids.

Feedback from the Ministry of Justice highlighted central government's desire to commit to increased and longer term funding for metropolitan areas. However a requirement exists in that a Council committee must take on the responsibility and accountability for the use of these funds. The Community Safety Committee now places Council in an ideal position to work more closely and collaboratively with the Ministry in this area.

Community feedback also included many recommendations for central government agencies which Council cannot automatically change. Therefore, a political body for advocacy such as the Community Development Committee is highly desired.

Safer Manukau Outcome Group

A structure that provides leadership, information, partnerships and human/financial resources will be central to the establishment and maintenance of community action. Under the framework of Tomorrow's Manukau a key group of agencies and community representatives will be required to supply such leadership and resourcing in a collaborative manner.

In terms of crime prevention Manukau City Council needs to restructure its delivery of crime prevention projects. It is recommended that Council establishes a stronger partnership with Police, the Ministry of Justice and other territorial local authorities involved in the prevention of crime at the regional and local level.

Traditionally in this area Council has relied on its relationship with the Safer Manukau Community Council. In October 2003 Safer Manukau Community Council & Council decided to replace this structure with a Tomorrow's Manukau Outcome Group. Council's objective for developing this group is to establish a formal partnering agreement between key stakeholders in crime prevention and community safety to provide resources and expertise for the Community Safety Networks and local safety initiatives. Possible stakeholders could be the NZ Police, Ministry of Justice, Community Corrections, NZ Fire Service, Manukau City Council and community representatives (i.e. Chairpersons of the Community Safety Networks).

Community Safety Networks

A structure that ensures partnership between Council and local communities will be particularly important as community needs must be able to inform community safety action. Working partnerships between Council, governmental agencies and local communities will be central to delivering effective community safety projects and initiatives.

Local Community Safety Networks, supported by the Safer Manukau Outcome Group and Council staff, may be an appropriate way to achieve the provision of information, project development and co-ordination needed between safety professionals and community groups. Also, specific safety issues and initiatives can be identified and used to establish specific "project teams" to drive such initiatives. In these "project teams" representatives of both community and government agencies could be co-opted to provide relevant expertise and resources.

Council notes that in some communities, such groups (or groups with the potential to undertake this role) may already exist, while in other communities new groups may need to be established. Council will attempt to align as closely as possible with such groups and Council staff will work with each local community to identify the best process for developing these networks in partnership with Police and local community safety groups.

7.2 Action Plan for Implementing Council's Community Safety Structure

| Action: | Targets: | Objectives: | Parties involved: | Completed : | Resources: |
|--|---|---|---|---------------|---|
| Council/Community Infrastructure. Relates to community priorities for: <ul style="list-style-type: none"> • Council to have an increased role in crime prevention • Increased community involvement in crime prevention • city wide education and provision of information on crime prevention methods Recommendations also contained under Community Safety Framework. | | | | | Total: \$322,700 |
| Establishment of a Community Safety Committee | City-wide | Increased focus on community safety by Council | Council | December 2003 | Manukau City Council Budget \$62,700 & Officer's Time |
| Establishment of a Safer Manukau Outcome Group | City-wide | Partnering amongst Manukau agencies & communities for community safety & crime prevention | Manukau City Council, Safer Manukau Community Council | Early 2004 | Partnering agreement/ Contract \$230,000 for staff & administration Crime Prevention Unit funding TBD |
| Establishment of at least 7 ward based Community Safety Networks | City-wide. Focus on Maori, Pacific Island and youth | Community forums for local networks on community safety & crime prevention issues | Manukau City Council | By July 2004 | \$10,000 & staff support |

8. COMMUNITY SAFETY ACTION PLANS

The Community Safety Framework provides the strategic framework for the development of action plans within each of the individual safety areas. In some areas, Action Plans already exist and the framework provides a strategic and co-ordinating framework for this action in relation to others. In other areas, such as crime prevention, it provides the framework to develop and implement an Action Plan involving both existing as well as new Council initiatives.

Following are the community safety milestones for future development.

8.1 Influential Strategies due 2003/04

- Health Strategy
- Road Safety Strategy
- Graffiti Strategy
- Disability Strategy
- Youth Policy

8.2 Action Plans due in 2003/04

- Community Safety Action Plan (included in this Framework)
- Crime Prevention Action Plan
- Road Safety Plan
- Health Action Plan
- Safer Manukau Council Facilities Action Plan
- Graffiti Action Plan

8.3 Action Plans due 2004-2008

- Environmental Safety Action Plan
- Reviews of Crime Prevention, Road Safety and Health Safety Action Plans

Further action plans in other priority areas will be developed as part of Council's Annual Planning process.

The Community Safety Framework as a whole will be reviewed in 2008.