

# New Zealand Injury Prevention Strategy

Rautaki Ārai Whara o Aotearoa

## Estimating government expenditure on injury prevention



New Zealand Government

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# Estimating Government Expenditure on Injury Prevention

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# 1. Explanation of terms

## 1.1 New Zealand Injury Prevention Strategy

The New Zealand Injury Prevention Strategy (NZIPS) was launched by the Minister for ACC in June 2003. It provides a strategic framework for injury prevention activity in New Zealand, and a guide for action by a range of government agencies, local government and non-government organisations, communities and individuals. ACC is responsible for the overall leadership of the Strategy.

The NZIPS Secretariat is funded by and based at ACC. As at February 2010, the Secretariat is made up of four full-time equivalent staff.

## 1.2 NZIPS priority injury areas and lead agencies

The Strategy identifies six national injury prevention priority areas, which collectively account for at least 80% of injury deaths and serious injuries in New Zealand. Six agencies lead the development and implementation of separate strategies and action plans for each priority area:

New Zealand Injury Prevention Strategy		
Priority area	Lead agency	Strategy / plan
Motor vehicle traffic crashes	MoT	Road Safety Strategy to 2020
Suicide and deliberate self-harm	MoH	New Zealand Suicide Prevention 2006–2016
Falls	ACC	Preventing Injuries from Falls 2005–2015
Assault	MoJ	Action Plan to Reduce Community Violence and Sexual Violence
	MSD	Te Rito: New Zealand Family Violence Prevention Taskforce for the Prevention of Violence within Families
Workplace injuries	DoL	Workplace Health and Safety to 2015
Drowning	ACC	Towards a Water Safe New Zealand 2005–2015

## 1.3 Injury Prevention Ministerial Committee

This committee of government Ministers is chaired by the Associate Minister for ACC and provides leadership to the injury prevention and safety sector by overseeing the implementation and development of the NZIPS. This leadership ensures that policies throughout government are consistent and that coordination is maximised, both across government, and between agencies and community.

## **1.4 Chief Executives' Injury Prevention Forum**

The chief executives of the six lead NZIPS agencies, along with ALAC and Local Government New Zealand, meet as the Chief Executives' Injury Prevention Forum (CEs' Forum). This is the principal inter-agency forum for coordinating top-level strategy between the agencies on matters related to injury prevention.

## 2. Executive summary

This report presents work that has been completed by the NZIPS Secretariat to estimate New Zealand government expenditure on injury prevention across the six priority injury areas of motor vehicle traffic crashes suicide and deliberate self-harm, falls, assault, workplace injuries and drowning.

This work was produced concurrently with a project on the costs of injury in New Zealand and methods for prioritising resource allocation.<sup>1</sup> These two pieces of work were completed on behalf of the Injury Prevention Ministerial Committee and the CEs' Forum and, combined, they were to inform a review of government resourcing for injury prevention, and the evaluation of the New Zealand Injury Prevention Strategy 2003.

This project has estimated that in the 2008/09 year the total government expenditure on injury prevention across the priority areas was \$1.1 billion. At \$854 million, expenditure in the area of road safety made up three-quarters of that total. The other injury areas account for the remaining 25% (\$270 million), with assault representing the next biggest proportion at 11% or \$122 million. The drowning and falls prevention areas represent the lowest levels of expenditure at \$10 million and \$9 million respectively.

While the road safety sector dominates this expenditure, it is important to note that the government plays a greater role in the road environment than in other injury prevention areas. Expenditure on road safety is better defined and collected than in other areas and interventions known to work for road safety, and supported by good international evidence, are inherently more expensive than those used in other areas of injury prevention.

This is the first time a comprehensive estimation of government expenditure on injury prevention has been undertaken. The project has highlighted issues for consideration if additional work proceeds on resource prioritisation and allocation across agencies or injury areas. In addition, a process framework and expenditure baseline now exists for repeating this work in coming years.<sup>2</sup> This report provides recommendations for future project methodology and processes.

The circumstances surrounding funding for and expenditure in each injury area are complex. This work has not attempted to provide insight into matters such as the effectiveness and efficiency of expenditure or the wider social benefits of interventions. For these reasons, the injury prevention resourcing issues highlighted should be treated with caution.

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1. Wren, J., and Barrell, K. 2010. The Costs of Injury and Methods for Prioritising Resource Allocation: A background briefing paper to inform the evaluation of the New Zealand Injury Prevention Strategy. Wellington: New Zealand Injury Prevention Secretariat, ACC.

2. The New Zealand Injury Prevention Strategy Five-year Evaluation Final Report (May 2010) has recommended this work is regularly repeated as part of a monitoring framework for the Strategy and priority area strategies.

With the above caveat, the resourcing issues this report has highlighted are summarised below:

- Across the injury areas there is wide variability in expenditure as a proportion of injury burden – from 0.5% for falls through to 40% for motor vehicle traffic crashes. There are complex reasons for this variability, but no clear justification that can be linked to injury prevention performance.
- Of the six injury areas, falls especially appears to be under-resourced, given the estimated size of the social and economic burden.
- The injury areas of falls and drowning prevention have minimal agency involvement and therefore possibly have more issues related to the sustainability of funding than other areas.
- A brief analysis of the source of money for agency expenditure found that approximately 84% of the expenditure was sourced from a levy (as opposed to Crown funding sourced from general taxation). The levies are diverse in nature and supported by unique pieces of legislation. In most cases, however, the money an agency collects via a levy or direct charge must be spent on the service for which it was collected. This makes opportunities for cross-government resource adjustments more complex.

## 3. Introduction

### 3.1 Purpose

This report presents work that has been completed by the NZIPS Secretariat to estimate New Zealand government expenditure on injury prevention.

This work was produced concurrently with a project to estimate the costs of injury in New Zealand and methods for prioritising resource allocation.<sup>3</sup> These two pieces of work were completed on behalf of the Injury Prevention Ministerial Committee and the CEs' Forum and, combined they were to inform a review of government resourcing of injury prevention, and the evaluation of the New Zealand Injury Prevention Strategy.

The original intention of reviewing injury prevention resourcing across government was to reduce the incidence and costs of injury by:

- ❖ Building the case for government investment in injury prevention;
- ❖ Ensuring government expenditure is aligned to those injury areas of greatest social and economic cost, and with the greatest potential for prevention.

While neither this, nor the cost of injury work have fully addressed the above two points, issues have been highlighted which will form the basis for ongoing work to address the complex issues of resource prioritisation and allocation.

The results of this project will assist agencies and their Ministers to understand how agency activities could be better coordinated, and to identify opportunities to focus or link limited resources to improve injury outcomes.

### 3.2 Background

In 2003 the NZIPS set down the government's vision and strategic direction for injury prevention, which included the monitoring of national injury prevention strategies for six priority areas:

- i. Motor vehicle traffic crashes;
- ii. Suicide and deliberate self-harm;
- iii. Falls;
- iv. Assault;

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3. Wren and Barrell (2010). Ibid.

v. Workplace injuries;

vi. Drowning.

To implement the Strategy a secretariat was established within ACC to coordinate injury prevention activities across the whole of government. The NZIPS Secretariat has overseen the preparation and execution of three implementation plans covering the periods 2004/2005, 2005/2008 and 2008/2011. The current implementation plan calls for an evaluation of the Strategy and its progress on achieving the stated goals to date. Both the work detailed in this report and the work on cost of injury is covered in the NZIPS 2008–2011 Implementation Plan, under Objective 8: Ensure appropriate resourcing levels for injury prevention.

At the March 2008 meeting of the CEs' Forum it was agreed that the economic impacts of injury should be highlighted to raise the profile of injury prevention with Ministers and government agencies.

The NZIPS Secretariat commissioned the New Zealand Institute of Economic Research (NZIER) to do a scoping report on the economic and social costs of injury in New Zealand.<sup>4</sup> This report was matched against an approximation of injury prevention expenditure and this was discussed by both the CEs' Forum in July 2008, and the Injury Prevention Ministerial Committee in August 2008. It was agreed that further work should be done to refine the methodologies in order to develop a more robust tool for prioritising resources across the sector.

As a result, the Secretariat embarked on this project to more accurately estimate government expenditure on injury prevention, as well as work on the costs of injury and resource allocation (Wren and Barrell, 2010). This is the first time an attempt has been made to comprehensively estimate government expenditure on injury prevention and align it to social and economic costs.

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4. Guria J., and Bailey P. 2008. Scoping Report: Economic and social costs of injuries in New Zealand. Wellington: NZIER.

## 4. Methodology

In order to determine the scope of the project, key terms were defined and a number of scoping decisions were made. These decisions are important to understanding the limitations and levels of estimation in the results. It was necessary to clearly define “government”, “injury prevention” and “expenditure”. This section details the scoping decisions made, provides the justifications for making those decisions and briefly explains some project processes.

### 4.1 Defining “government”

The focus of this project was on Crown expenditure, and, as such, “government” was defined as the state sector rather than the wider public sector (which includes local government organisations). The state sector agencies that were approached were selected from the State Services Commission list as of 1 December 2008.<sup>5</sup> Twenty-four agencies were selected based on the agency’s role and activity in injury prevention. Appendix 1 contains a list of the agencies, their injury priority areas and examples of their injury prevention expenditure. Table 1 lists the 24 agencies that were approached.

**TABLE 1: AGENCIES THAT WERE APPROACHED**

Department of Corrections	Health Research Council of New Zealand
Department of Labour	Housing New Zealand Corporation
Ministry of Education	Maritime New Zealand
Ministry of Health	New Zealand Transport Agency
Ministry of Justice	Alcohol Advisory Council of New Zealand
Ministry of Social Development	Environmental Risk Management Authority
Ministry of Transport	Families Commission
Statistics New Zealand	Mental Health Commission
Ministry of Economic Development (Ministry of Consumer Affairs)	Office of the Children's Commissioner
New Zealand Police	Transport Accident Investigation Commission
Accident Compensation Corporation	New Zealand Lottery Grants Board
Foundation for Research, Science, and Technology	Road Safety Trust

A project information pack was produced which provided agencies with background and guidance on the information being requested, and an optional Excel sheet to use for the agencies’ return. The Secretariat introduced the project to the lead agencies with individual meetings and also offered meetings to the other agencies. This was taken up by the NZ Police, MCA and the NZTA.

5. <http://www.ssc.govt.nz/display/document.asp?navid=47>

## 4.2 Defining “injury prevention”

Defining what would be counted as “injury prevention” expenditure was critical to the project, as there was awareness that not all agencies would have the same understanding of injury prevention. The following definition of injury prevention was provided, which was based upon an expanded version of the commonly accepted “three Es” of injury prevention: education, enforcement and engineering.

*Injury prevention is activity undertaken to prevent or reduce the severity of physical injuries. Injury prevention activity covers a variety of approaches, including:*

- ❖ *Creating safer environments through engineering and design – e.g. crime prevention through environmental design, road design and engineering, machine guarding*
- ❖ *Interventions, programmes, education and publications to raise awareness, change knowledge, attitudes and behaviours*
- ❖ *Enforcement – e.g. Department of Labour safety inspections of workplaces, road safety policing*
- ❖ *Public policy – e.g. development of injury prevention strategies such as the Drowning Prevention Strategy, provision of advice to government*
- ❖ *Research and evaluation to inform injury prevention practice*
- ❖ *Investigations, to determine the circumstances of an incident in order to prevent future occurrences.*

Expenditure information was requested for injury prevention in the six NZIPS priority areas (motor vehicle traffic crashes, suicide and deliberate self-harm, falls, assault, workplace injuries, and drowning), plus activity that impacted across most or all of the priority areas, for example, work to minimise the effects of alcohol. There were two reasons for this focus on the priority areas:

These six areas account for at least 80% of injury deaths and serious injuries in New Zealand, and are all catered for by government-led strategies or action plans. The majority of government injury prevention expenditure falls within these six areas.

The results of this work were to inform the first five-year review of the NZIPS, so it made sense to keep the focus on the NZIPS priority injury areas.

## 4.3 Defining “expenditure”

This project collected state sector agency expenditure data sourced either directly from the Crown via general taxation or sourced via other levies and taxes. This excluded local authority and private sector expenditure. As the Injury Prevention Ministerial Committee

is a primary audience for this project, only data about expenditure that Ministers have control over was collected.<sup>6</sup> It is acknowledged that in some areas, such as workplace, the private sector is a major player in injury prevention spending; however, it was not feasible to collect detailed information at this level. The data requested was:

- ❖ For the three financial years (1 July to 31 June): 2006/2007, 2007/2008 and 2008/2009;
- ❖ Actual expenditure figures rather than the funding received;
- ❖ Exclusive of GST.

### 4.3.1 Primary purpose of expenditure and proportioning expenditure

There are many government activities that are not explicitly undertaken for injury prevention purposes, but nonetheless contribute to preventing injury; for example, general policing is likely to lead to fewer assault injuries, while at the same time protecting property and maintaining order. Similarly, provision of mental health services undoubtedly leads to prevention of suicide, even when this is not an explicit goal of the service.<sup>7</sup> For the purposes of this project, expenditure was collected for activity where injury prevention was a significant outcome or the main purpose. The inclusion of activities that have a more tenuous or indirect injury prevention outcome would have expanded the scope of the project too greatly.

In those situations where injury prevention is a significant outcome alongside others, agencies were asked to estimate the proportion of the expenditure that reasonably contributed to injury prevention. For example, the NZTA did this to account for expenditure on road engineering that was not directly safety-related. However, this was not done consistently across all areas; for example, NZ Police advised they were unwilling to isolate the injury prevention function out of general policing and place a dollar value on it. This has had the effect of underestimating the expenditure on assault compared to road.

While guidance and advice was given around proportioning and which expenditure to include, the final decisions were made by the agencies.

### 4.3.2 Expenditure exclusions

An agency's internal health and safety expenditure was not collected. This was because internal health and safety is integral to the running of an organisation, rather than the delivery of a public good or service. Inclusion of agency health and safety would have inappropriately influenced the workplace injury priority area. Each one of the agencies

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6. The NZLGB funding is an exception to this. While the NZLGB is a state sector agency, the funding it administers (the profits from state lotteries run by the New Zealand Lotteries Commission) is not Crown funding. However, the decision was made to collect this expenditure as the inclusion of this money provides a more complete picture of funding for the water sector.

7. Appendix 5 contains more discussion on this issue.

would have had expenditure in this area, mitigating the intentions of this work to show which agencies deliver services to prevent workplace injuries across the population.

## 4.4 Summary of scoping decisions, project inclusions and exclusions

Table 2 provides a summary of project inclusions and exclusions.

**TABLE 2: SUMMARY OF THE PROJECT SCOPE**

	<b>What was INCLUDED</b>	<b>What was EXCLUDED</b>
Injury areas	<p>Expenditure directed to the NZIPS injury priority areas:</p> <ul style="list-style-type: none"> <li>✧ Motor vehicle traffic crashes;</li> <li>✧ Suicide and deliberate self-harm;</li> <li>✧ Falls;</li> <li>✧ Assault;</li> <li>✧ Workplace injuries;</li> <li>✧ Drowning.</li> </ul> <p style="text-align: center;">+</p> <p>Expenditure that affects all the priority areas, for example:</p> <p>Funding for a sector resource such as the Injury Prevention Resource Centre;</p> <p>Minimising harm from alcohol use.</p>	<p>Expenditure in some specific areas of injury that fall outside of the NZIPS priority areas, for example:</p> <ul style="list-style-type: none"> <li>✧ Unintentional poisoning;</li> <li>✧ Burns (this excluded fire service expenditure for example);</li> <li>✧ Sports injuries;</li> <li>✧ Treatment injuries;</li> <li>✧ Aviation<sup>8</sup> and rail safety.</li> </ul>
Type of money	<p>Core Crown expenditure (i.e. sourced from general taxation).</p> <p style="text-align: center;">+</p> <p>Other revenue that has the nature of taxation (e.g. money collected by a petrol, or alcohol excise duty; industry or employer levy spent out of ACC; NLTF; ALAC, etc).</p>	<p>Money from individuals, the private sector, fundraising and local authorities.</p>
Timeframe	<p>Annual actual expenditure for the three years: 2006/2007, 2007/2008, and 2008/2009.</p> <p style="text-align: center;">+</p> <p>High-level indication of budget for 2009/2010.</p>	<p>Expenditure prior to the 2006/07 year.</p>

*Continued...*

8. Please see the discussion on the exclusion of CAA expenditure on page 28–29.

	<b>What was INCLUDED</b>	<b>What was EXCLUDED</b>
Categories and “directness” of the expenditure	<p>Expenditure, where either all or a proportion of the spend, has injury prevention as the primary purpose or a high-level objective of the activity. Injury prevention activity was broadly categorised as follows:</p> <ul style="list-style-type: none"> <li>✦ Enforcement</li> <li>✦ Engineering</li> <li>✦ Programmes and interventions, e.g. awareness campaigns, training and education, toolkits, community projects and funding for providers;</li> <li>✦ Research;</li> <li>✦ Policy and legislation;</li> <li>✦ Standards/guidelines development and implementation;</li> <li>✦ Investigations, e.g. DoL investigation following a workplace fatality.</li> </ul>	<p>Expenditure where injury prevention or safety is a by-product of the activity, for example:</p> <ul style="list-style-type: none"> <li>✦ Incarceration of violent criminals;</li> <li>✦ General mental health promotion;</li> <li>✦ Road engineering to ease traffic congestion;</li> <li>✦ General policing;</li> <li>✦ Coronial database.</li> </ul> <p style="text-align: center;">+</p> <p>Expenditure from agencies with activity considered on the periphery of what is usually accepted as injury prevention, or with activity that is general public safety and not typically involved in the delivery of the injury priority area strategies. For example, the judicial system, Department of Conservation (with work on wilderness/recreation area access and structures), CAA,<sup>9</sup> NZTA’s rail safety budget, and tertiary education institutions, NZQA and TEC (which may all have expenditure on health and safety education, and education frameworks).</p>
Other		Agency expenditure on the health and safety of their own staff.

9. Ibid.

## 5. Results

### 5.1 Agency returns – general comments

Expenditure information was received from 22 of the 24 agencies approached, with the Families Commission not responding and TAIC advising their expenditure was not relevant to this project.

In some cases, not all the expenditure information returned from agencies was able to be used because of the project scope. Details on what was included and excluded, from each agency return was recorded and is available in Appendix 4.

NZTA returned 2009/2010 anticipated expenditure only. This was because prior to the 2009/2010 year, NZTA safety expenditure was captured and categorised differently in the separate entities of Transit New Zealand and Land Transport New Zealand. The data required from those two agencies was categorised and reported differently, or not at all, which meant the effort to produce the figures far outweighed the benefits. Extrapolating backwards to give estimates for the previous financial years was considered but resource constraints meant the decision was taken to use the 2009/2010 estimates against the other agencies 2008/2009 figures.

Agencies were requested to provide expenditure broken down into broad categories of injury prevention activity (for example, research, enforcement and personnel). This was not possible for all agencies to easily supply. There was particular difficulty and inconsistency with the supply of personnel and other overhead costs – some agencies included these costs in programmes and others separated them out.<sup>10</sup> No analysis of category of spend was done as the data was considered too incomplete to make the analysis worthwhile.

Information from three financial years was requested; however, in some cases, agencies were unable to supply data for the earlier years. The 2008/2009 year was the most accurate and complete, and hence analysis of expenditure was able to be done using this year's data.

Agencies were asked for an indication of 2009/2010 expenditure as it was thought this could provide a high-level indication of any coming funding gaps. In most cases, agencies either did not have sufficient information to indicate budgets for the coming year, or indicated budgets would remain stable.

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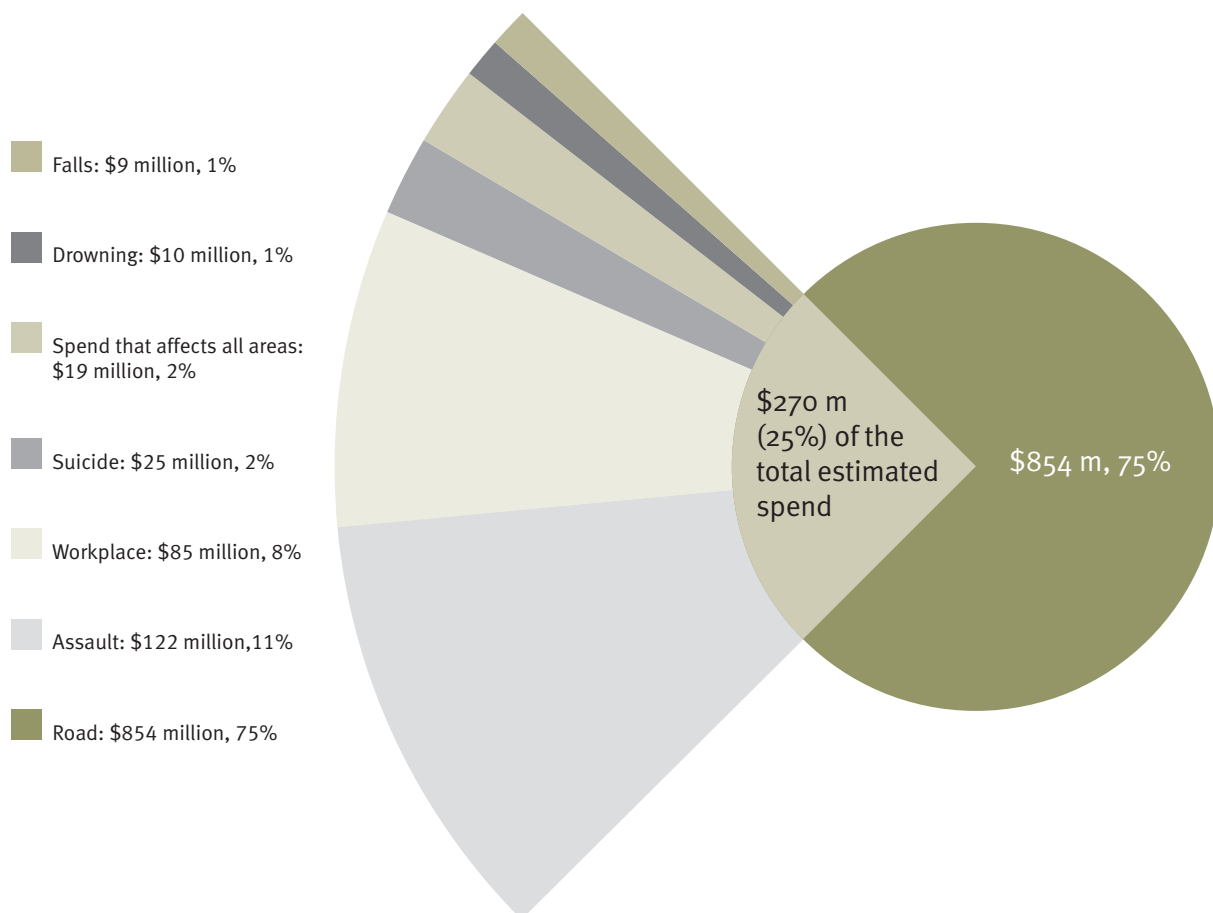
10. There is further discussion on this in Appendix 4

## 5.2 Total estimated expenditure

### 5.2.1 Total spend and priority area breakdown

The total estimated government expenditure on injury prevention in the 2008/2009 year was \$1.1 billion.<sup>11</sup> Appendix 3 shows in more detail what each agency spent in each injury priority area. Figure 1 shows the 2008/2009 expenditure broken down by injury priority area. Road safety expenditure makes up three-quarters of the total spend at \$854 million. The other injury areas account for the remaining 25% (\$270 million) with assault representing the next biggest proportion at 11% or \$122 million. The drowning and falls prevention areas represent the lowest levels of expenditure at \$10 million and \$9 million respectively.

**FIGURE 1: ESTIMATED GOVERNMENT EXPENDITURE ON INJURY PREVENTION 2008/2009 BY INJURY PRIORITY AREA**



11. Remember expenditure was collected for the six NZIPS injury priority areas and for other activity that went across these priority areas. For this reason, and other scoping decisions, this project did not capture all government spend in injury prevention and safety.

Table 3 shows the breakdown of the total spend and the agencies most active in each priority area (agencies that contribute less than 10% of the total spend in each priority area are not listed).

**TABLE 3: TOTAL ESTIMATED GOVERNMENT EXPENDITURE ON INJURY PREVENTION 2008/2009**

Total estimated government spend on injury prevention \$1.1b		
Road \$854m (75%)	Other injury priority areas \$270m (25%)	
NZTA NZ Police Six others	Assault (11%)	MSD Corrections Moj
	Workplace (8%)	DoL MNZ ACC
	Suicide & deliberate self-harm (2%)	MoH Corrections
	Spend that impacts all (2%)	ALAC MoH
	Falls (1%)	ACC
	Drowning (1%)	NZLGB MNZ

### 5.2.2 Estimated expenditure on injury prevention by agency

Figure 2 shows the 2008/2009 expenditure broken down by agency. NZTA and the NZ Police have the largest expenditure representing 51% and 25% of the total respectively. Their combined expenditure is \$851 million. Most of this is in the area of road safety, with the NZ Police also spending approximately \$11 million in the area of assault.

**FIGURE 2: ESTIMATED GOVERNMENT EXPENDITURE ON INJURY PREVENTION 2008/2009 BY AGENCY<sup>12</sup>**

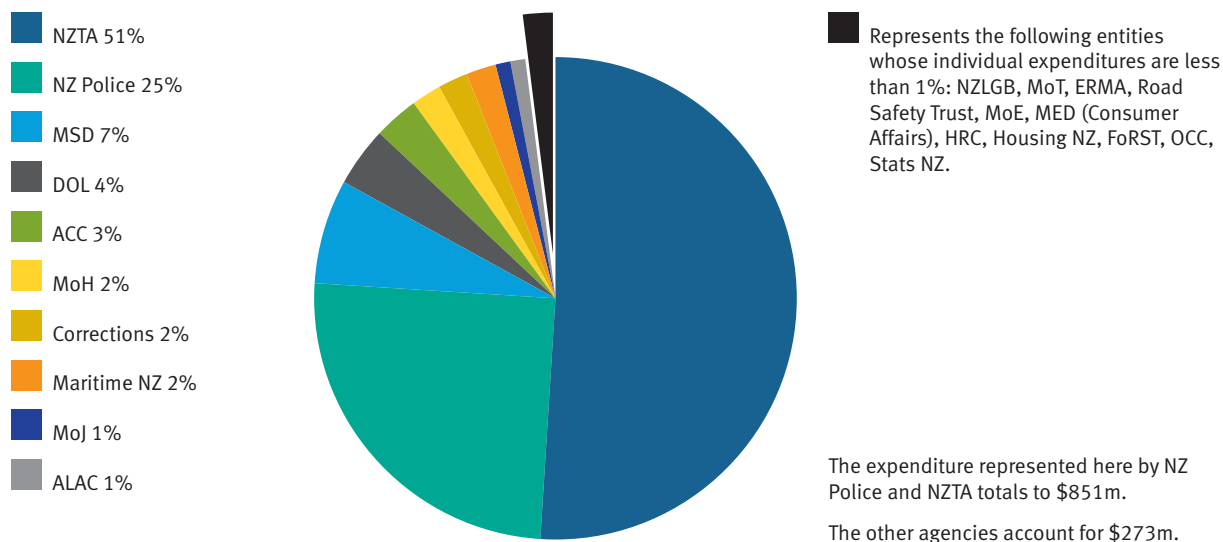
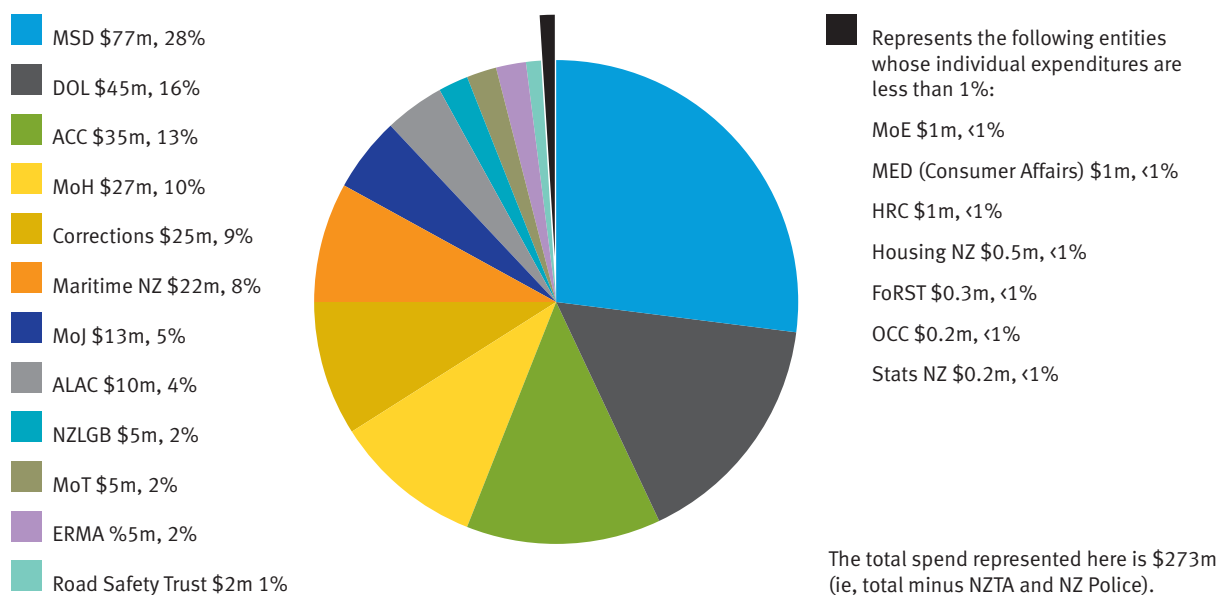


Figure 3 shows the agency breakdown of the \$273 million outside of NZTA and NZ Police expenditure. The MSD accounts for 28% of this expenditure, with activity in the areas of assault and suicide. The other agencies with substantial expenditure are ACC, the DoL, and MoH, each with a 10–16% share of the \$273 million.

**FIGURE 3: ESTIMATED EXPENDITURE ON INJURY PREVENTION 2008/2009 BY AGENCY, EXCLUDING NZ POLICE AND NZTA**



### 5.2.3 Source of government expenditure

More than 80% of the estimated government expenditure on injury prevention is sourced from a levy as opposed to money sourced directly from the Crown (via general taxation) (table 4). The suicide priority area is 100% funded directly by the Crown,

12. Please note that the NZTA figures provided were an estimate of 2009/2010 expenditure, not actual 2008/2009 spend.

but the other areas all contain a mix of funding from levies and Crown sources, with road crashes, workplace injuries, drowning and falls mostly funded from levy sources and assault mostly funded directly by the Crown.

The levies are diverse in nature and include direct charges, Crown cost recovery levies and industry levies. Please see Appendix 4 for more detail on the source of each agency’s expenditure:

**TABLE 4: SOURCE OF INJURY PREVENTION EXPENDITURE**

Money sourced directly from the Crown	Money sourced from industry levies, cost recovery levies and other
\$183,011,472	\$941,495,024
16.3%	83.7%

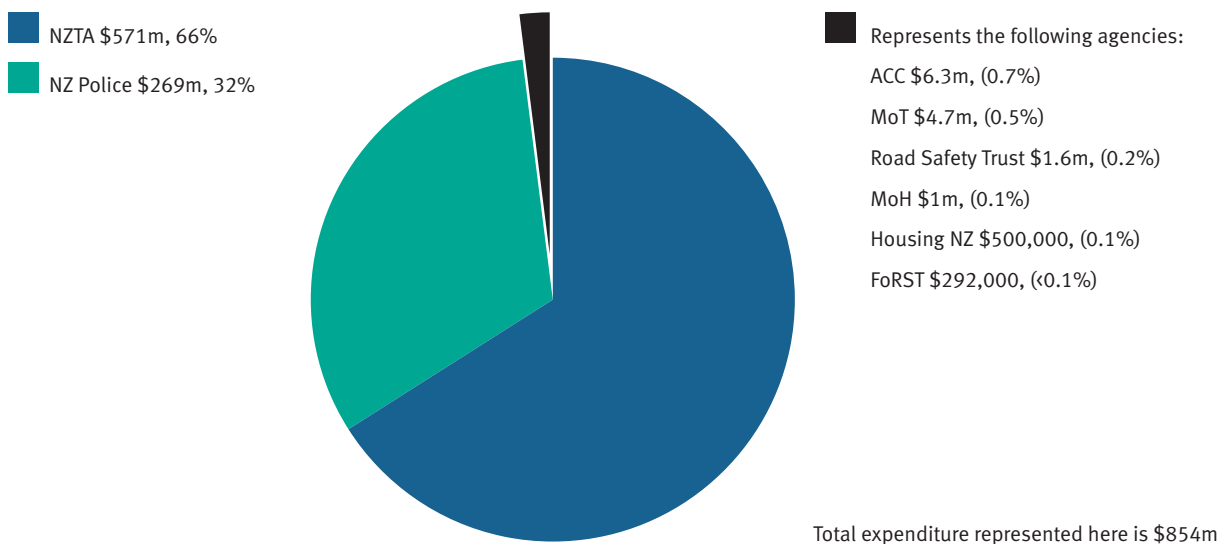
### 5.3 Results by priority area

The following section presents the results by injury priority area and the expenditure which impacts on all or many of the priority areas. Examples are also given for the injury prevention activity delivered or funded with this expenditure by each agency.

#### 5.3.1 Motor vehicle traffic crashes

Activity in the area of road safety, accounts for the biggest proportion of the total spend: \$854 million or 75%.

**FIGURE 4: MOTOR VEHICLE TRAFFIC CRASHES – ESTIMATED EXPENDITURE BY AGENCY<sup>13</sup>**



13. Based on 2008/2009 figures, except for NZTA figures which are an estimate of expenditure for 2009/2010.

Table 5 lists those agencies with expenditure in the motor vehicle traffic crash area and gives examples of the activity.

**TABLE 5: AGENCY ACTIVITY IN THE AREA OF MOTOR VEHICLE TRAFFIC CRASHES**

Agency	Example activity 2008/2009
NZTA (66%)	Highways and network operations (for activities that were not directly or solely safety related, the safety proportion of costs was estimated at 25% of total costs); Driver licensing and vehicle certification; Research; Road safety promotion and education.
NZ Police (32%)	Road policing enforcement; Road policing community and education programmes.
ACC (0.7%)	Programmes and interventions in the areas of vehicle safety technology, motorcycle safety, road transport, fatigue, alcohol, speed and child restraints.
MoT (0.5%)	Development of transport regulations; Research, data collection and monitoring; Development of the Road Safety Strategy to 2020.
Road Safety Trust (0.2%)	Provide funding for community safety initiatives, training, education, overseas travel, attendance at conferences and private sector technological developments beneficial to road safety.
MoH (0.1%)	Funding from the Public Health Operations Group for community road safety programmes.
Housing NZ (0.1%)	Installation of fences to prevent driveway run-overs
FoRST (<0.1%)	Funding for research on self-explaining roads (where the design of the road encourages appropriate driver behaviour).

### 5.3.2 Assault

Figure 5 shows the agency breakdown of the \$122 million spent in the area of assault. This is the priority area with the most participating agencies, nine in total. MSD accounts for 62% of the expenditure with significant services delivered out of both CYF and FACS.

**FIGURE 5: ASSAULT – ESTIMATED EXPENDITURE BY AGENCY, 2008/2009**

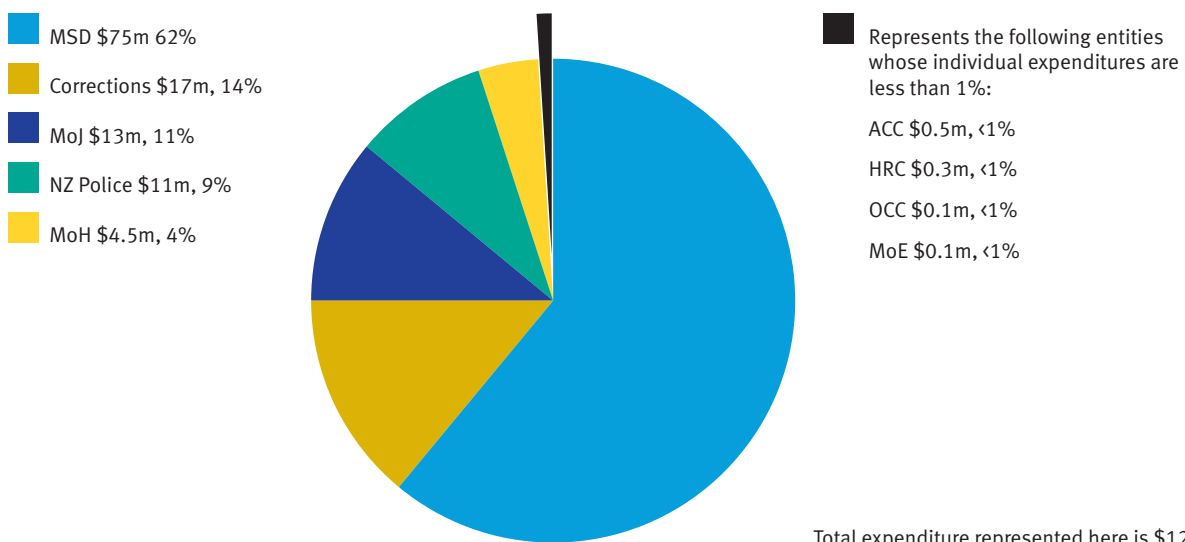


Table 6 lists those agencies with expenditure in the priority area of assault and gives examples of activity.

**TABLE 6: AGENCY ACTIVITY IN THE AREA OF ASSAULT**

Agency	Example activity 2008/2009
MSD (62%)	Campaign for Action on Family Violence – community action fund; Children and young people who witness family violence; Elder abuse and neglect prevention services; Whanau violence prevention; Family violence; Te Rito collaborative fund; NGO care and protection services; Family/sexual violence and child abuse neglect services.
Corrections (14%)	Supervision of high-risk offenders; Alternatives to violence, rehabilitation programmes for offenders.
MoJ (11%)	Court security officers; Court security equipment; Review of the Domestic Violence Act 1995; Court and crime prevention unit funded programmes for violence prevention.
NZ Police (9%)	Youth service programme and interventions; Family safety teams.
MoH (4%)	Violence prevention programmes, in DHBs, via NGOs, and schools; BodySafe programme.
ACC (<1%)	Development of Community Action Toolkit to prevent family violence; Development of a programme logic for the primary prevention of family and sexual violence; Culture of Cool research on youth experiences of dating violence and ownership; Overcoming Obstacles research on facilitators/barriers to men's uptake of prevention messages; Community training workshops and resources in primary prevention of both family and sexual violence; Contributed to the sexual violence victims advocate position.
HRC (<1%)	Research funding.
OCC (<1%)	Input into policy and legislation, contributions to the development of research regarding child abuse, neglect and maltreatment
MoE (<1%)	Contribution to the It's Not OK! campaign; Anti-bullying programmes.

### 5.3.3 Workplace injuries

Figure 6 shows the agency breakdown of the \$85 million spent in the area of workplace injuries. The DoL account for over half of the expenditure, with Maritime NZ and ACC each accounting for approximately 20%.

**FIGURE 6: WORKPLACE INJURIES – ESTIMATED EXPENDITURE BY AGENCY, 2008/2009**

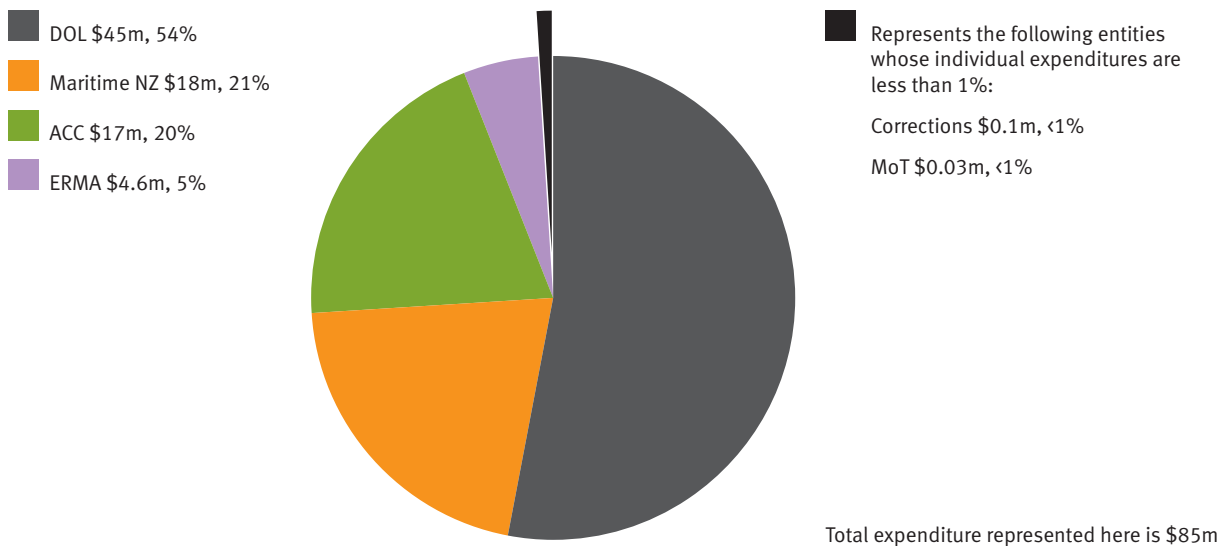


Table 7 lists those agencies with expenditure in the priority area of workplace and gives examples of activity.

**TABLE 7: AGENCY ACTIVITY IN THE AREA OF WORKPLACE INJURIES**

Agency	Example activity 2008/2009
DoL (54%)	Administer the Health and Safety in Employment Act 1992; Enforce the Hazardous Substances and New Organisms Act 1996 in workplaces; Lead the Workplace Health and Safety Strategy; Policy advice; Development of guidelines; Development and delivery of programmes; Enforcement and investigations; Research.
Maritime NZ (21%)	Administer the Health and Safety in Employment Act for work on board ships; Policy advice; Commercial and recreational safety campaigns; Safety regulatory services – development of safety rules, incident investigation, safety product approvals; Safety infrastructure – communication and navigation aids.
ACC (20%)	Intervention programmes targeted at high-risk individual employers; Incentive programmes for employers to improve workplace injury prevention initiatives; Injury prevention programmes targeting high-risk industries; Workplace health and safety representatives training.

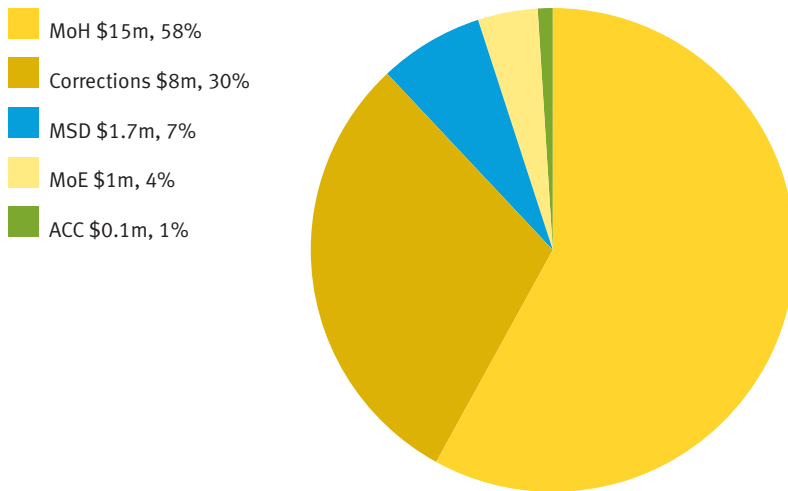
*Continued...*

Agency	Example activity 2008/2009
ERMA (5%)	Regulatory authority for hazardous substances; Approve hazardous substances for use, including setting safety standards; Investigations into new organisms and hazardous substances incidents and enquiries; Hazardous substances workplace awareness programmes.
Corrections (1%)	Health and safety for working prisoners.
MoT (1%)	Search and Rescue Council activity relevant to the workplace environment.

### 5.3.4 Suicide and deliberate self-harm

Figure 7 shows the agency breakdown of the \$25 million spent in the area of suicide prevention.

**FIGURE 7: SUICIDE AND DELIBERATE SELF-HARM – ESTIMATED EXPENDITURE BY AGENCY, 2008/2009**



Total expenditure represented here is \$25m

Table 8 lists those agencies with expenditure in the priority area of suicide and deliberate self-harm and gives examples of activity.

**TABLE 8: AGENCY ACTIVITY IN THE AREA OF SUICIDE PREVENTION**

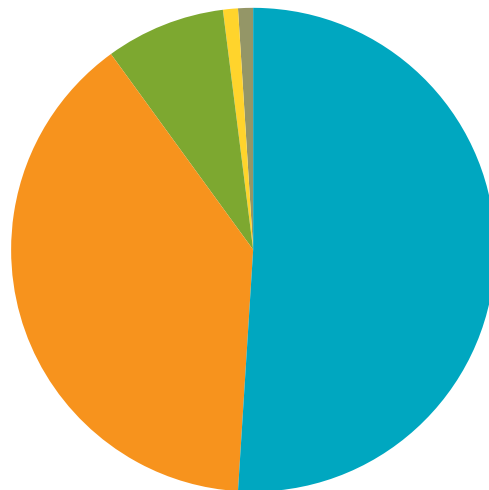
Agency	Example activity 2008/2009
MoH (58%)	Lead the New Zealand Suicide Prevention Strategy; Support for Kia Piki Te Ora O Te Taitamariki, Māori youth suicide prevention strategy; National Depression Initiative – various services, resources, programme and campaigns; Suicide prevention coordinators in DHBs; Suicide prevention research fund; Postvention Support Service; Suicide Prevention Information New Zealand (SPINZ); Applied Suicide Intervention Skills Training (ASIST).
Corrections (30%)	Screening prisoners for suicide and self-harm risk; At-risk units for prisoners; Staff training in recognising at-risk prisoners.
MSD (7%)	Youth suicide services – Towards Well-being Suicide Consultation and Monitoring Programme.
MoE (4%)	Student wellbeing mental health education initiative; Traumatic incidents team.
ACC (1%)	Internet-based cognitive behavioural therapy for depression literacy research; Postcards Effectiveness Trial – post-suicide attempt intervention.

### 5.3.5 Drowning

Figure 8 shows the agency breakdown of the \$10 million spent in the area of drowning prevention.

**FIGURE 8: DROWNING – ESTIMATED EXPENDITURE BY AGENCY, 2008/2009**

- NZLGB \$5.3m, 52%
- Maritime NZ \$4m, 39%
- ACC \$0.8m, 8%
- MoH \$0.1m, 1%
- MoT \$0.03m, <1%



Total expenditure represented here is \$10m

Table 9 lists those agencies with expenditure in the priority area of drowning prevention and gives examples of activity.

**TABLE 9: AGENCY ACTIVITY IN THE AREA OF DROWNING**

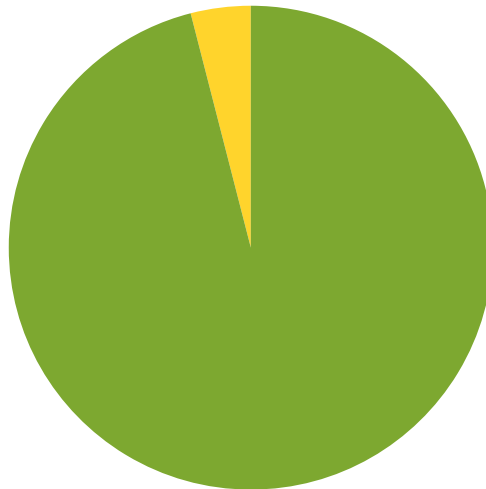
Agency	Example activity 2008/2009
NZLGB (52%)	Funding for Royal New Zealand Coastguard; Funding for Surf Lifesaving New Zealand; Funding for Water Safety New Zealand.
Maritime NZ (39%)	Recreational safety campaigns; Maritime monitoring, compliance and services relevant to the recreational environment; Safety services and infrastructure.
ACC (80%)	Lead the Drowning Prevention Strategy.
MoH (1%)	Funding for some local authority programmes.
MoT (<1%)	Search and Rescue Council activity relevant to the recreational water environment.

### 5.3.6 Falls

Figure 9 shows the agency breakdown of the \$9 million spent in the area of falls prevention. This is the priority area with the least number of participating agencies, with two in total.

**FIGURE 9: FALLS – ESTIMATED EXPENDITURE BY AGENCY, 2008/2009**

- ACC \$8.8m, 96%
- MoH \$0.4m, 4%



Total expenditure represented here is \$9m

Table 10 lists those agencies with expenditure in the priority area of fall prevention and gives examples of activity.

**TABLE 10: AGENCY ACTIVITY IN THE AREA OF FALLS PREVENTION**

Agency	Example activity 2008/2009
ACC (96%)	Lead the National Fall Prevention Strategy; Fall prevention programmes for older people, for example tai chi, the Otago Exercise Programme and Vitamin-D supplementation in residential care. Completion of Healthy Homes Taranaki research project; Sponsorship, University of Otago Summer School Home Safety Day; Safety New Zealand Week: raising awareness, Safety Begins at Home national campaign; Construction marketing services, safer home design distributor project; Retail, DIY/ladder campaigns and competition.
MoH (4%)	Funding for local authorities, DHBs and other providers of older adult fall prevention programmes.

### 5.3.7 Expenditure that affects all or many priority areas

The project team requested information on expenditure that affected all areas. This was to capture activity that did not fit within any specific priority area but impacted across the injury areas or the injury prevention sector. Figure 10 shows this expenditure broken down by agency. ALAC is the biggest contributor to this category with its expenditure on reducing alcohol harm; however, this expenditure will have health, crime and injury outcomes. It was not possible to separate out the ALAC expenditure that had purely an injury prevention outcome and as such this will have the effect of overestimating the impact this spend has on injury.

The next biggest contributor to the category is the MoH with its funding for a range of generic injury prevention activities, or sector resources; for example, funding the DHB Public Health Units (PHUs) and other providers for community injury prevention activity, the Injury Prevention Resource Centre, SafeKids New Zealand, and the Injury Prevention Network of Aotearoa New Zealand (IPNANZ).

**FIGURE 10: ESTIMATED EXPENDITURE THAT AFFECTS ALL OR MANY OF THE PRIORITY AREAS, 2008/2009**

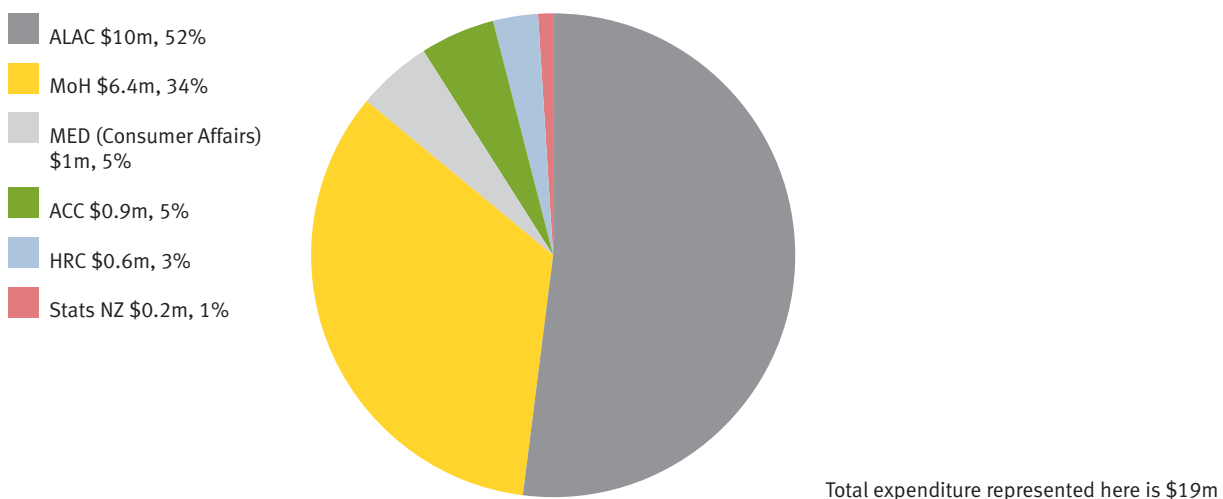


Table 11 lists those agencies with expenditure that impacts all or many of the priority areas and gives examples of the activity.

**TABLE 11: AGENCY ACTIVITY THAT AFFECTS ALL OR MANY OF THE PRIORITY AREAS**

Agency	Example activity 2008/2009
ALAC (52%)	Activity to reduce alcohol-related harm, including the provision of policy advice, publications and resources for the sector, national and community campaigns, scholarships and grants, and research.
MoH (34%)	Funding to providers for injury prevention services and infrastructure, e.g. SafeKids New Zealand, IPNANZ, Injury Prevention Regional workshops, and the Injury Prevention Resource Centre.
MED (Consumer Affairs) (5%)	Product safety, including education on the identification and safe use of products and investigations into potentially unsafe products; Provision of policy advice around issues of product safety.
ACC (5%)	Lead the New Zealand Injury Prevention Strategy and fund the Secretariat; Safety New Zealand Week.
HRC (3%)	Awards to Masters, PhD and post-doctoral students.
Stats NZ (1%)	Delivering on the role of Injury Information Manager, i.e. coordinating the production, collection and dissemination of official injury statistics.

### 5.3.8 Government Expenditure as a proportion of the total social and economic cost of injuries

Running parallel to this project was work to calculate the total social and economic cost of injuries in the priority areas.<sup>14</sup> Table 12 shows the results of that work alongside the estimated government expenditure in each area. When expenditure is expressed as a percentage of the injury costs, it can be seen that there is a wide variability across the priority areas, with motor vehicle road crashes and assault expenditure at 30–40% of costs, down to falls expenditure representing 0.5% of costs.

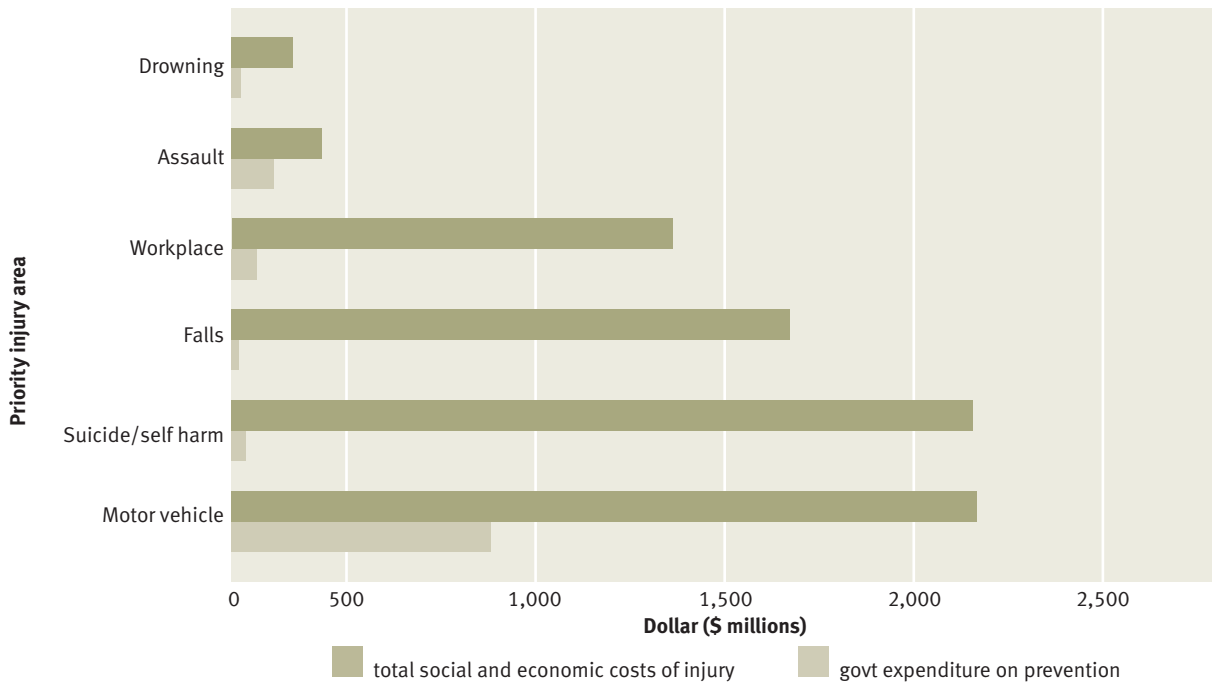
**TABLE 12: ESTIMATED GOVERNMENT EXPENDITURE ON INJURY PREVENTION AS A PERCENTAGE OF TOTAL SOCIAL AND ECONOMIC COST**

Priority area	Total social and economic cost (O’Dea and Wren, 2009)	Estimated government expenditure	Expenditure as a percentage of cost
Motor vehicle traffic crashes	\$2,195,000,000	\$854,000,000	38.9%
Suicide and deliberate self-harm	\$2,169,100,000	\$25,000,000	1.2%
Falls	\$1,735,200,000	\$9,000,000	0.5%
Workplace injuries	\$1,347,500,000	\$85,000,000	6.3%
Assault	\$379,600,000	\$122,000,000	32.1%
Drowning	\$295,500,000	\$10,000,000	3.4%
<b>Totals</b>	<b>\$8,121,900,000</b>	<b>\$1,105,000,000</b>	<b>13.6%</b>

14. O’Dea, D., & Wren, J. 2010. New Zealand Estimates of the Total Social and Economic Cost of “All Injuries” and the Six Priority Areas Respectively, at June 2008 Prices: Technical report prepared for NZIPS evaluation. Wellington: University of Otago and Accident Compensation Corporation.

Figure 11 shows the estimated government expenditure alongside the social and economic costs in each injury priority area.

**FIGURE 11: ESTIMATED GOVERNMENT EXPENDITURE ON INJURY PREVENTION 2008/2009 FOR EACH PRIORITY AREA COMPARED TO TOTAL SOCIAL AND ECONOMIC COST OF INJURIES**



## 6. Discussion

### 6.1 Introduction

This is the first time an estimation of government spend on injury prevention has been undertaken. The NZIPS Five-year Evaluation recommends that this work is regularly repeated as part of a monitoring framework for the overall Strategy and for specific priority area strategies.<sup>15</sup> The project has provided opportunities to streamline the processes should this work be subsequently undertaken and has highlighted potential issues for any future work on resource prioritisation. The discussion also covers a number of caveats or cautions that need to be addressed to ensure the limitations of the results are understood.

The two issues that had the greatest impact on the presented figures were:

- ❖ The scoping decisions made by the project team;
- ❖ The differences across the injury areas in the ability to accurately proportion safety or injury prevention expenditure out of wider budgets.

These issues have the effect of over- or underestimating expenditure in certain areas, which will be discussed below in each priority area section. The caveats surrounding the expenditure on road safety are particularly important, as this is where a large proportion of the total funding is spent. There are a number of important differences between the injury areas and the role government action can play in each area. These differences need to be taken into account if this work is to become one element of future decisions on resourcing levels. Wren and Barrell have discussed the use of economic methods to assist with resource prioritisation in their briefing paper (Wren and Barrell, 2010).

### 6.2 Motor vehicle traffic crashes

Expenditure on road safety makes up 75% of the total expenditure across government agencies. Taken at face value, it appears that road safety receives greater resources than other areas of injury where the burden of injury may be comparable. There are a number of reasons for road safety contributing so significantly to the total and these need to be taken into account for any future development or application of a resource prioritisation model. The issues are listed below:

- ❖ The government plays a greater role in the road environment than in the environments relevant to other injury areas (e.g. home, recreation and workplace).

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15. New Zealand Injury Prevention Strategy Five-year Evaluation: Final report. May 2010.

- ❖ The largest components of the road spend are a proportion of highway infrastructure, and road policing. No other priority injury area has comparable elements of such magnitude.
- ❖ Roads are national infrastructure and are provided for transport and economic reasons. There are safety benefits from the development and maintenance of the road network, but this is only a part of the total benefit accrued. There are roading activities carried out solely for safety reasons (e.g. the installation of rumble strips) and these expenditures have been included at 100%, but for those activities not directly safety related, the safety proportion of costs has been estimated by NZTA at 25% of total cost.
- ❖ The road safety sector is regulated, which makes it easier to enforce change, as opposed to unregulated environments such as the home. There is acceptance that the Road Policing Programme is primarily delivered for safety purposes; however, it also contributes significantly to national law and order, and as such provides the nation with benefits in excess of safety.
- ❖ Expenditure on road safety is better defined and collected than in other areas of injury; therefore, the expenditure collected for road is more inclusive and comprehensive.

For this project, proportioning was applied to some elements of road safety (e.g. road engineering) but was not applied to other areas of injury, for example, the contribution general policing makes to the area of assault prevention. Road safety is considered easier to define and measure because there is a history of established techniques for understanding the contribution roading projects make to safety outcomes, and because the provision of roading and expenditure on road safety is a more discrete activity.

The road safety sector is relatively mature compared to other areas of injury prevention, and there is a good international evidence base to show which interventions are effective. Many of the interventions known to work for road safety are inherently more expensive than those used in other areas of injury. For example, investment in roads or vehicle design can be much more costly than investments in education or in initiatives that raise public awareness. This makes it very difficult to make comparisons across the different areas of injury prevention expenditure.

Noting that an intervention is expensive, however, is not a comment on its effectiveness or on the additional benefits accrued. For a wider discussion on this refer to the briefing paper by Wren and Barrell (Wren and Barrell, 2010).

## 6.3 Assault

The government spent approximately \$122 million in the 2008/2009 year in the injury area of assault. This is the second highest area of expenditure, and this is the area with the greatest number of contributing agencies. However, compared to the other injury areas, assault has a relatively low social and economic cost. Reasons for the low

social and economic cost include the fact that injury numbers are low.<sup>16</sup> While there is recognition that general police enforcement has an impact on injury prevention, and especially assault, the NZ Police advised it was unwilling to isolate the injury prevention function out of general policing and place a dollar value on it. This has had the effect of underestimating the expenditure on assault compared to road safety which included expenditure proportioned out of highway networks, and suicide prevention which included expenditure proportioned out of some mental health services.

For future expenditure estimations this issue must be addressed to enable more accurate and comparable analysis across injury areas.

## 6.4 Workplace injuries

Approximately \$85 million was spent by the government in the 2008/2009 year on preventing workplace injuries. The DoL expenditure of \$45 million accounts for 54% of this spend.

There is some expenditure excluded from this estimation of workplace spend that is likely to have resulted in an underestimation, namely NZTA's expenditure on rail safety, expenditure by the CAA and TAIC. In addition, the MfE could have been included as the policy agency administering the Hazardous Substances Act.

TAIC advised its expenditure was not relevant to this project, largely because its work is as much about protecting assets, infrastructures, systems and processes as about protecting people.

It is recognised that investigations into the causes of injuries and accidents are commonly considered to be a valid and important injury prevention activity, and as such TAIC was advised that their work is at least in part injury prevention. As most of the investigations are related to workplace incidents involving only employees (rather than the general public) it was suggested a proportion of TAIC expenditure would fit into the injury priority area of workplace. TAIC, however, did not agree to this.

It was originally decided that injury prevention activity in the rail and aviation sectors fell out of any of the priority injury areas. However, Maritime NZ was included because of its involvement in the water safety sector and the Drowning Prevention Strategy. Maritime NZ's return included expenditure for the prevention of injuries in the maritime industry, which was placed into the workplace category. Similarly, had CAA and NZTA (rail) been included, their expenditure could have also been included in the workplace total.

The DoL, Maritime NZ and CAA all receive funding from the Crown to provide Health and Safety in Employment (HSE) Act services, which is recovered from businesses through a levy in the HSE Act. The Crown funding that goes to CAA and Maritime NZ for this service is less than \$1 million (\$0.440m and \$0.400m respectively), so the exclusion of the

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16. Cryer, C., and Gulliver P. (2010). A Chartbook of the NZIPS serious injury outcome indicators, 1994–2008. Wellington: Injury Prevention Research Unit and New Zealand Injury Prevention Strategy Secretariat.

CAA's expenditure of this funding has minimal impact on the results of this project. Both agencies, however, spend additional money on workplace safety within their sectors, funded largely by industry fees and charges. It is the exclusion of this expenditure from CAA that is likely to have resulted in an underestimation of the workplace total.

In summary, the inclusion of Maritime NZ's workplace expenditure (funded by HSE levy and industry charges) and the exclusion of CAA's workplace expenditure is an inconsistency. For future estimations, it is recommended that relevant expenditure out of the TAIC, CAA, and NZTA's spend on rail safety should all be included. In addition, for these agencies, guidance should be given on the need to proportion expenditure that affects workplace safety versus general public safety.

## 6.5 Suicide and deliberate self-harm

The total estimated spend on the prevention of suicide and self-harm in 2008/2009 was \$25 million. The MoH accounts for 58% of this, with an expenditure of \$15 million. The social and economic cost of suicide is almost as high as that for motor vehicle traffic crashes.

The MoH put considerable effort into scoping what should be counted as suicide prevention. The primary issue is around which elements of wider mental health services should be included. More discussion on this issue can be found in Appendix 5. The MoH made their decisions using the following general principles.

In scope:

- ❖ Activities paid for out of funding streams that have been explicitly allocated for suicide prevention (even if the activity is one that contributes relatively indirectly to suicide prevention);
- ❖ Activities that have a primary stated objective of preventing suicide. For example, MSD's Towards Well-being Suicide Consultation and Monitoring Programme.

Out of scope:

- ❖ Activity with a primary purpose that is not injury prevention-related and/or where injury prevention is just one of many objectives. The rationale for this is that these activities would have to be implemented in much the same way as they currently are, even if they dropped their injury prevention objective.

## 6.6 Drowning

It is estimated the government spent \$10 million on drowning prevention in the 2008/2009 year. Of the injury priority areas, drowning has the lowest social and economic cost because the actual number of injuries in this area is relatively low. The biggest contributor to the drowning prevention expenditure is the NZLGB.

While the NZLGB is a state sector agency, the funding it administers (the profits from state lotteries run by the New Zealand Lotteries Commission) is not on a par with other expenditure in this report (core Crown expenditure or other revenue that has the nature of taxation). However, the decision was made to collect this expenditure because the NZLGB is a state sector agency, and the inclusion of this money provides a more complete picture of funding for the water sector.

The NZLGB funding supported three significant national providers of water safety in 2008/2009: Royal New Zealand Coastguard, Surf Lifesaving New Zealand and Water Safety New Zealand. The funding from NZLGB is discretionary grant funding. This means that an NZLGB committee decision to support a project in any particular year should not be regarded as an ongoing commitment or obligation to provide funding in any subsequent years. This raises issues of sustainability for the water safety sector.

Maritime NZ accounts for \$4 million of the total. This expenditure relates to Maritime NZ's activity in the recreational environment as compared to commercial, which was allocated to the workplace estimations.

## 6.7 Falls

ACC and the MoH are the two agencies which contribute to falls prevention activity, with ACC accounting for 96% of the \$9 million spend. The social and economic cost of falls is high, so expenditure as a proportion of cost is very low (0.5%).

This is an injury area that on the face of it could justify additional resourcing.

It is worth noting that of the six priority areas, falls arguably has the widest scope in terms of injury cause, and because so many falls happen in unregulated environments, they are difficult to influence with the robust interventions of engineering and enforcement.

## 6.8 Expenditure that affects all or many of the priority areas

This category of expenditure was not to capture expenditure outside of the priority areas but rather that which impacts across the priority areas, and as such has captured services and activity that are resources for the sector. It is estimated that the government spends \$19 million in this area, with ALAC's expenditure on reducing harm from alcohol accounting for 52% (\$10 million) of the total. ALAC advised its activities could not be split between those that may achieve a purely injury prevention outcome and those that may achieve health or crime outcomes. This has the effect of overestimating the impact this spend has on injury.

## 6.9 Source of government expenditure, and implications for resource allocation

High-level analysis was carried out on agency expenditure to ascertain whether the money was sourced directly from the Crown (via general taxation) or from other sources such as levies or direct charges. It was found that approximately 84% of the expenditure is sourced from a levy. More detail on the source of each agency's expenditure is in Appendix 2.

The levies are diverse in nature and supported by unique pieces of legislation. In most cases, however, the money an agency collects via a levy or direct charge must be spent on the service for which it was collected. This has implications for any future work on resource prioritisation and realignment across agencies or injury areas.

## 6.10 Expenditure as a percentage of social and economic cost

Across the injury areas there is wide variability in expenditure as a proportion of injury burden – from 0.5% for falls through to 40% for motor vehicle traffic crashes. There is no clear injury prevention justification for this variability.

This variability provides the obvious basis for more comprehensive analysis in future efforts to target or prioritise resources for improved results in injury prevention.

Are the ratios of expenditure to cost appropriate? Overall, the government is spending approximately \$1 on injury prevention for every \$8 of social and economic cost. Seventy-five cents of that dollar is spent in the road area. It is important to caution against the tendency to assume that this means road safety is over-resourced.

From the data presented in this report, it is impossible to make recommendations on appropriate resourcing levels. A multitude of issues needs to be factored into the development of any resource prioritisation models. Wren and Barrell further discuss methods for economic prioritisation and effectiveness of expenditure (Wren and Barrell 2009).

What this work has highlighted, however, is that there is huge variability in expenditure as a proportion of injury burden, and for those interested in improving injury prevention performance on limited resources this should form the basis for further work.

## 7. Recommendations and issues for further consideration

### 7.1 Recommendations on project methodology and process

In order to improve processes, and accuracy and comparability of the data it is recommended that:

- Agencies are well briefed on the project and assign a contact person to the project. This could be achieved by agency input through an NZIPS senior officials group. Good engagement with the agencies is important as it improves the quality of the information submitted;
- NZTA oversees or coordinates the road safety expenditure gathered from the NZ Police, NZTA and MoT. This will ensure there is agreement among parties on proportioning and definition decisions, and will avoid double counting and anomalies in totals;
- Stronger guidance on the inclusion or exclusion of personnel and corporate overheads is provided;
- The feasibility of proportioning the injury prevention component out of some wider public safety activities is scoped – in particular, the contribution general policing makes to assault;
- NZTA (rail safety), CAA, TAIC and MfE (HSNO) expenditure be included.

### 7.2 Reviewing injury prevention resources across government – issues for consideration

This work has highlighted issues which can form the basis of future work on prioritising resources for improved results in injury prevention.

As has been discussed, the circumstances surrounding funding and expenditure in each injury area is complex. In addition, this work has not attempted to provide insight into matters such as the effectiveness and efficiency of expenditure or the wider social benefits of interventions. For these reasons, the issues this work has highlighted should be treated with caution, and cannot be used at face value or on their own to inform future decisions on funding.

With the above caveat, the issues this report has highlighted are listed below:

- ❖ Across the injury areas there is wide variability in expenditure as a proportion of injury burden. There are complex reasons for this variability, but it may be that this variability cannot be justified in terms of what is best for reducing the injury toll.
- ❖ Of the six injury areas, falls especially appears to be under-resourced. Taking all factors into account, would it be possible to develop an estimate of appropriate or optimal levels of resourcing for areas of injury prevention?
- ❖ The injury areas of falls and drowning prevention have minimal agency involvement and therefore possibly have more issues of funding sustainability than other areas.
- ❖ Most of the money the government spends on injury prevention is ring-fenced for specific services. This makes the opportunities for cross-government resource adjustments more complex.

## 8. Appendix 1: Agencies and examples of their injury prevention expenditure

The following table shows the agencies that were approached and examples of their injury prevention expenditure or funding activity:

Agencies approached	Injury priority areas and examples of expenditure
Corrections	<p><b>Suicide and assault</b> (programmes and interventions)</p> <ul style="list-style-type: none"> <li>✧ Policy and training for staff in suicide risk assessment;</li> <li>✧ Safe facilities for those at risk of suicide;</li> <li>✧ Alternatives to Violence programmes.</li> </ul>
DoL	<p><b>Workplace</b> (policy, guidelines, programmes, enforcement, investigations and research)</p> <ul style="list-style-type: none"> <li>✧ Lead the Workplace Health and Safety Strategy.</li> </ul>
MoE	<p><b>Active in a number of priority areas</b> (policy guidelines and programme development)</p> <ul style="list-style-type: none"> <li>✧ Bullying prevention programmes;</li> <li>✧ Safety and EOTC guidance;</li> <li>✧ Guidelines on traumatic incidents response (suicide prevention).</li> </ul>
MoH	<p><b>Suicide, road, assault + all</b> (policy, programmes and research)</p> <ul style="list-style-type: none"> <li>✧ Lead the New Zealand Suicide Prevention Strategy;</li> <li>✧ Family Violence Intervention Programme;</li> <li>✧ Funding to DHB PHUs for injury prevention activity</li> <li>✧ Contract with a variety of providers for injury prevention services, e.g. IPNANZ.</li> </ul>
MoJ	<p><b>Assault</b> community and sexual violence (policy and community funding)</p> <ul style="list-style-type: none"> <li>✧ Lead the Action Plan to reduce community and sexual violence;</li> <li>✧ Crime Prevention through Environmental Design.</li> </ul>
MSD	<p><b>Assault</b> family violence and <b>suicide</b> (policy, funding, programmes and research)</p> <ul style="list-style-type: none"> <li>✧ Lead Te Rito: New Zealand Family Violence Prevention Strategy;</li> <li>✧ Lead Taskforce for Action on Violence within Families;</li> <li>✧ Towards Well-being Suicide Consultation and Monitoring Programme.</li> </ul>
MoT	<p><b>Road</b> (policy and research)</p> <ul style="list-style-type: none"> <li>✧ Lead the Road Safety Strategy to 2020;</li> <li>✧ Provide advice to Ministers;</li> <li>✧ Support to the New Zealand Search and Rescue Secretariat.</li> </ul>
Stats NZ	<p><b>Support to all priority areas</b> via the role of Injury Information Manager.</p>

*Continued...*

Agencies approached	Injury priority areas and examples of expenditure
MED (Consumer Affairs)	<p><b>Support to all priority areas</b> (enforcement, standards development, advice and investigations)</p> <ul style="list-style-type: none"> <li>➤ Product recalls;</li> <li>➤ Development of mandatory standards.</li> </ul>
NZ Police	<p><b>Assault and road; drowning and suicide</b> to a lesser extent (enforcement, investigations, programmes and interventions)</p> <ul style="list-style-type: none"> <li>➤ Road policing;</li> <li>➤ Education, e.g. Youth Education Service delivering programmes such as Keeping Ourselves Safe and Stepping Out.</li> </ul>
ACC	<p><b>Falls, drowning, assault, workplace, road, suicide</b> (research and programmes/interventions)</p> <ul style="list-style-type: none"> <li>➤ Lead NZIPS, national falls and drowning prevention strategies;</li> <li>➤ Fund Injury Prevention Research Unit;</li> <li>➤ Deliver numerous programmes across the priority areas.</li> </ul>
FoRST	<p><b>Workplace;</b> possibly <b>road</b> (research funding)</p> <ul style="list-style-type: none"> <li>➤ Research to investigate the use of industrial technology to prevent injuries.</li> </ul>
HRC	<p><b>Support to all priority areas</b> (research funding)</p> <ul style="list-style-type: none"> <li>➤ Young driver study;</li> <li>➤ Occupational Health and Safety Joint Research Portfolio.</li> </ul>
Housing NZ	<p><b>Road and falls</b></p> <ul style="list-style-type: none"> <li>➤ Some activity around driveways and street revitalisation.</li> </ul>
Maritime NZ	<p><b>Drowning and workplace</b></p> <ul style="list-style-type: none"> <li>➤ Coordinate search and rescue centre;</li> <li>➤ National Pleasure Boat Safety Forum;</li> <li>➤ Boating Safety Strategy;</li> <li>➤ Educational campaigns;</li> <li>➤ Data research.</li> </ul>
NZTA	<p><b>Road</b> (programmes/interventions and research)</p> <ul style="list-style-type: none"> <li>➤ Promotion, and education activities for road safety, e.g. Community Road Safety Programme, Crash Analysis System Data;</li> <li>➤ Regulatory implementation and enforcement, e.g. driver licensing, and vehicle certification.</li> </ul>
ALAC	<p><b>All</b> (programmes/interventions, research on reduction of alcohol related harm)</p> <ul style="list-style-type: none"> <li>➤ Community Action on Alcohol Fund;</li> <li>➤ Support and resources for host responsibility;</li> <li>➤ Media campaigns.</li> </ul>
ERMA	<p><b>Workplace</b> (policy/regulatory)</p> <ul style="list-style-type: none"> <li>➤ Approve hazardous substances for use, including setting safety standards.</li> </ul>

*Continued...*

Agencies approached	Injury priority areas and examples of expenditure
Families Commission	<p><b>Assault</b> family violence (research, policy and programmes/campaigns)</p> <ul style="list-style-type: none"> <li>✧ Research on elder abuse and neglect;</li> <li>✧ Jointly lead the Action on Family Violence Campaign with MSD;</li> <li>✧ Community Action Fund;</li> <li>✧ White Ribbon Day coordination.</li> </ul>
MHC	<p><b>Suicide</b> (policy advice and advocacy)</p> <ul style="list-style-type: none"> <li>✧ Monitoring and reporting progress in implementing the national mental health strategy.</li> </ul>
OCC	<p><b>Assault</b> (policy, advocacy and research)</p> <ul style="list-style-type: none"> <li>✧ Review of international literature on death and serious injury from assault;</li> <li>✧ Report on School Safety: an inquiry into the safety of students at school.</li> </ul>
TAIC	<p><b>Drowning and workplace</b> (investigations)</p> <ul style="list-style-type: none"> <li>✧ Determine the circumstances and causes of accidents and incidents with a view to avoiding similar occurrences in future;</li> <li>✧ Responsible for aviation, rail, and marine accidents.</li> </ul>
NZLGB	<p><b>Drowning</b> (funding programmes/interventions)</p> <ul style="list-style-type: none"> <li>✧ Fund Water Safety New Zealand;</li> <li>✧ Fund Surf Life Saving New Zealand.</li> </ul>
Road Safety Trust	<p><b>Road</b> (funding programmes/interventions)</p> <ul style="list-style-type: none"> <li>✧ Fund community safety initiatives, training, education, overseas travel, attendance at conferences and private sector technological developments beneficial to road safety.</li> </ul>

## 9. Appendix 2: Source of expenditure: crown revenue versus levies

This table provides an estimation of the source of each agency's expenditure. Agencies were not requested to provide this information and the following table has been compiled by the NZIPS Secretariat using advice from agencies, websites and annual reports. For this reason the table below provides an estimate only.

Source of expenditure (for 2008/2009) – revenue Crown or levies				
Agency	TOTAL injury prevention expenditure	Money sourced directly from the Crown	Money sourced from industry levies, cost recovery levies, and other	Comments
Corrections	\$24,772,499	\$24,772,499		
DoL	\$44,705,300	\$ 5, 106,000	\$39,599,300	DoL bid for its funding to deliver HSE Act services via usual Vote/Budget processes; however, the government recovers this cost via the HSE levy. The levy is therefore indirectly linked to the funding of HSE Act services. It should be noted that because the DoL (and CAA and Maritime NZ) funding for HSE services is done via a Vote it is usually categorised as Crown funding in annual reports (although the DoL Annual Report also provides an annual statement reconciling levy revenue and HSE Act costs).  Because the government recovers this cost from the HSE levy, DoL's funding to deliver on the HSE Act has been put in the levy column. Maritime NZ, however, receives revenue from other levies and so its HSE Act service funding is reported as Crown funding as distinct to the other industry fees and levies they receive. This is an inconsistency in this piece of work (only to the amount of \$400,000), hence the reason it is stressed that this is an estimate of the Crown/levy split.
MoE	\$1,138,602	\$1,138,602		
MoH	\$27,093,959	\$27,093,959		
MoJ	\$12,890,218	\$12,890,218		
MSD	\$76,794,283	\$76,794,283		
MoT	\$4,745,200	\$4,745,200		
Stats NZ	\$164,203	\$164,203		
MED (Consumer Affairs)	\$915,000	\$915,000		
NZ Police	\$280,700,000	\$11,300,000	\$269,400,000	The Road Policing Programme is funded out of the National Land Transport Fund (NLTF) which gets its revenue from fuel excise duty, road user charges and motor vehicle registrations and licensing fees. NZ Police's expenditure in the area of assault will be sourced from Vote Police.

*Continued...*

Source of expenditure (for 2008/2009) – revenue Crown or levies				
Agency	TOTAL injury prevention expenditure	Money sourced directly from the Crown	Money sourced from industry levies, cost recovery levies, and other	Comments
ACC	\$34,620,958	\$7,100,000	\$27,520,958	The source of the majority of ACC's funding comes from levies on people's earnings, businesses' payrolls, and the cost of petrol and vehicle licensing fees. ACC's non-earner account, however, is funded from Crown revenue and for the 2008/2009 year \$7.1 million of the expenditure on injury prevention was attributable to the non-earners account.
FoRST	\$292,000	\$292,000		
HRC	\$859,988	\$859,988		
Housing NZ	\$500,000	\$500,000		
Maritime NZ	\$21,966,000	\$4,554,000	\$17,412,000	MNZ is a Crown Entity set up under the Maritime Transport Act to promote safe, secure and clean seas. The agency also administers the HSE Act for work on board ships. The MNZ is part funded by the Crown and part funded by the maritime industry through direct charges (licensing, ship registration, audits, etc) and in levies (the marine safety charge) on commercial vessels. Note that the money they receive from the government to deliver the HSE Act services (\$400,000) is included in their total. However, it is included in their "Crown" total, but the government does recover this amount from the HSE levy. (The DoL spend on the HSE Act service is presented in the levy column – which is an inconsistency – however, the amount is low (\$400,000).)
NZTA	\$570,573,670		\$570,573,670	Revenue for the NTLF comes from a number of sources including fuel excise duty, road user charges and motor vehicle registrations and licensing fees, and Crown appropriations. Fuel excise duty, road user charges and motor vehicle registration and licensing fees are defined in the Land Transport Management Act 2003 as land transport revenue and are paid into the NTLF for land transport purposes only. In addition, the government sometimes makes Crown appropriations into the NTLF, such as the stimulus package appropriation. To the best of our knowledge none of the road safety activities reported to the project from NZTA were funded via Crown appropriation into the NTLF.
ALAC	\$10,122,000		\$10,122,000	ALAC is funded by a levy on alcohol produced and imported for sale in New Zealand. It includes liquor imported into or manufactured in New Zealand, and encompasses beer, grape wine, spirits and fruit wine. Customs acts on behalf of ALAC and collects the levy from all local manufacturers and importers. Payments from producers and importers are made monthly to Customs at the same time as and in addition to any excise duty payable under the Customs and Excise Act 1996. Customs forwards the levy to ALAC.
ERMA	\$4,618,020	\$4,618,020		
OCC	\$167,500	\$167,500		
NZLGB	\$5,287,096		\$5,287,096	The NZLGB is governed by the Gambling Act 2003, to distribute the profits of New Zealand state lotteries, such as Lotto and Instant Kiwi, for community purposes and for specified statutory purposes. The NZLGB and the distribution committees are not part of the Crown and are not subject to direction by the government. NZLGB money is not Crown funding; therefore this funding does not have any Vote attached to it.

Continued...

**Source of expenditure (for 2008/2009) – revenue Crown or levies**

<b>Agency</b>	<b>TOTAL injury prevention expenditure</b>	<b>Money sourced directly from the Crown</b>	<b>Money sourced from industry levies, cost recovery levies, and other</b>	<b>Comments</b>
Road Safety Trust	\$1,580,000		\$1,580,000	<p>The Road Safety Trust is empowered to receive and invest its portion of the revenue received from the sale of personalised motor vehicle licence plates, and to make grants from those funds to traffic safety projects from time to time. Under the terms of the Public Finance Amendment Act 2004, the Trust's status is deemed to be that of a Crown established trust.</p> <p>The Trust is funded from the Crown share of the initial sale of every personalised number plate. Personalised Plates Ltd (PPL) is contracted to market personalised motor vehicle licence plates. PPL's marketing and sales results provide the Trust with revenue. Since 1997, the Trust has been entitled to receive the entire Crown share of PPL's earnings.</p>
<b>Total</b>	<b>\$ 1,124,506,496</b>	<b>\$ 183,011,472</b>	<b>\$ 941,495,024</b>	
<b>Percentage of total IP expenditure</b>		<b>16.3%</b>	<b>83.7%</b>	

## 10. Appendix 3: Data sheet

The following table shows each agency's expenditure in each of the injury priority areas.

**AGENCY EXPENDITURE BY PRIORITY AREAS: 1 JULY 2008–30 JUNE 2009**

Agency	Priority areas							Total
	Assault (family, sexual and community violence)	Drowning	Falls	Motor vehicle traffic crashes	Suicide and deliberate self-harm	Workplace injuries	Spend "all areas"	
Corrections	\$16,933,018				\$7,699,086	\$140,395		\$24,772,499
DoL						\$44,705,300		\$44,705,300
MoE	\$100,000				\$1,038,602			\$1,138,602
MoH	\$4,504,260	\$143,759	\$360,326	\$967,264	\$14,739,184		\$6,379,166	\$27,093,959
MoJ	\$12,890,218							\$12,890,218
MSD	\$75,138,5630				\$1,655,720			\$76,794,283
MoT		\$27,8000		\$4,689,600		\$27,800		\$4,745,200
Stats NZ							\$164,203	\$164,203
MED (Consumer Affairs)							\$915,000	\$915,000
NZ Police	\$11,300,000			\$269,400,000				\$280,700,000
ACC	\$565,174	\$770,766	\$8,834,881	\$6,263,916	\$145,197	\$17,151,965	\$889,059	\$34,620,958
FoRST				\$292,000				\$292,000
HRC	\$300,000						\$559,988	\$859,988
Housing NZ				\$500,000				\$500,000
Maritime NZ		\$3,993,750				\$17,972,250		\$21,966,000
NZTA				\$570,573,670				\$570,573,670
ALAC							\$10,122,000	\$10,122,000
ERMA						\$4,618,020		\$4,618,020
OCC	\$167,500							\$167,500
NZLGB		\$5,287,096						\$5,287,096
Road Safety Trust				\$1,580,000				\$1,580,000
<b>Total</b>	<b>\$121,898,733</b>	<b>\$10,223,171</b>	<b>\$9,195,207</b>	<b>\$854,266,450</b>	<b>\$25,277,789</b>	<b>\$84,615,730</b>	<b>\$19,029,416</b>	
<b>Grand total across agencies and priority areas: \$1,124,506,496</b>								

# 11. Appendix 4: Background and explanatory information to support the expenditure figures returned from each agency

## 11.1 Purpose

The purpose of this appendix is twofold:

- ✦ To provide a record of the background and explanatory information each agency returned along with their expenditure figures;
- ✦ To record what, if anything, the project team did to the expenditure figures in order to use them in this project.

In most cases the actual figures used in the project are not detailed here; they can be seen in Appendix 3.

## 11.2 Index

To go to each section, press “control” and click on the agency.

Department of Corrections

Department of Labour

Ministry of Education

Ministry of Health

Ministry of Justice

Ministry of Social Development

Ministry of Transport

Statistics New Zealand

Ministry of Consumer Affairs (MED)

New Zealand Police

ACC

Foundation for Research Science and Technology

Health Research Council

Housing New Zealand

Maritime New Zealand

New Zealand Transport Agency

Alcohol Advisory Council New Zealand

Environmental Risk Management Authority

Families Commission

Mental Health Commission

Office of the Children's Commissioner

Transport Accident Investigation Commission

New Zealand Lottery Grants Board

Road Safety Trust

### **11.3 Department of Corrections**

Corrections had expenditure in the areas of assault, suicide and deliberate self-harm and workplace injuries (inmate employment). Many of the figures returned from Corrections were deemed to be internal health and safety (primarily training, guidelines, procedures and equipment to keep prison officers safe) and as such were excluded. In scoping this project, the decision was made to exclude agency spend on internal health and safety. Corrections' spend in this area is in the realm of \$1–2 million per recent year, with a predicted increase in coming years, and serves as a reminder that in addition to the figures this project presents, there is also Crown expenditure on ensuring the health and safety of public servants.

Following is the list of what was included and excluded from the Corrections return. Generally, spend on staff health and safety was excluded, and spend on prisoner health and safety was included.

Excluded	Included
Workplace injury investigations	Supervision of high risk offenders
Legal and consultancy fees	Cost of screening new prison arrivals for risk of suicide and self-harm
Workplace hazard recognition training for staff, guidelines and brochures	Alternatives to violence, rehabilitation programme for offenders
Education and research for safety programmes (workplace related)	Research for safety programmes (assault and suicide related)
New Health and Safety guidelines and procedures	Costs of at-risk units for prisoners at risk of self-harm and training of staff in recognising at-risk prisoners
Department Health and Safety Staff	Workplace – Corrections Inmate Employment (CIE) Prisoner work health and safety costs (such as protective gear)
Workplace – CIE Staff health and safety costs (such as protective gear)	
Health and safety training for staff, guidelines and brochures	
Health and safety manuals and health and safety workstations	

Corrections reported that it is expecting an increase in its injury prevention spend for the coming year, largely due to a new staff safety project:

*The high level prediction for spending on injury prevention on 2009/10 is estimated at approximately \$31m. The increase in spending includes a new Prison Services project focused on Staff Safety. This involves training staff in de-escalation techniques, and providing designated staff with equipment to enhance their ability to protect themselves from Prisoners. The training will cost in excess of \$2.5m, while equipment is likely to be in the region of \$1m. The training will become part of the yearly training plan so a significant increase in the annual training allocation can be expected in subsequent years.*

## 11.4 Department of Labour

The DoL's expenditure all went into the injury priority area of workplace and the figures were used as supplied.

One issue that was worked through with the DoL return was the inclusion, or not, of workplace group and corporate overheads. These were initially excluded, but during the later work on identifying expenditure source (levies vs Crown revenue) it was noted that DoL receives approximately \$39–\$40m per annum to run the HSE service, and this differed to what they had returned for this project. DoL first scoped injury prevention to be more direct activity, focusing on operational and policy services, and they had separated out the more indirect and support services. However, this methodology did not correspond with how DoL records costs, and does not take account of all the contributing costs of its health and safety activity. In light of further clarification that classifying

expenditure into particular areas was not required, DoL submitted new figures which included workplace group and corporate overheads.

For future work it is recommended agencies are given clearer guidance in order to achieve consistency for factoring in, or factoring out, spending on corporate overheads.

The DoL provided the following commentary on their expenditure figures:

*The Workplace Group administers five Output Classes and these are:*

- ✧ *Vote Labour – Policy Advice*
- ✧ *Vote ACC*
- ✧ *Vote Labour – Fair and Productive*
- ✧ *Vote Labour – Health and Safety*
- ✧ *Vote Labour – Hazard Substances and New Organisms (HSNO)*

*The first assumption is that an element of 1, all of 4, and all of 5 relate to injury prevention. Vote ACC is excluded on the grounds that this response relates to the work of the Department of Labour and not to the work of ACC.*

*“Vote Labour – Policy Advice” is made up of a number of budget lines. Only those with a direct link to health and safety have been included here. The percent of this vote allocated to health and safety has increased over the years from 21% in 2006/07 to approx 25% in 2008/09. This is likely to underestimate the spend on injury prevention because some budget lines in this vote will have an indirect link to health and safety.*

*A significant caveat is that the categories of expenditure listed do not match with the way that the Department describes its injury prevention activities. For example, personnel costs are not separated out and so it must be assumed that each listed item (e.g. policy and legislation) includes these. In addition, the distinction between enforcement, investigation, and programmes and interventions is not one that can be made easily with our information.*

*Note that for “Vote Labour – Health and Safety” the Department does distinguish between enforcement and education/engagement.*

## 11.5 Ministry of Education

Below is the summary of the activities the MoE reported expenditure on, and comment on how it was used in this report:

Activities	Comment
MoE internal health and safety	Not included (in scoping this project, the decision was made to exclude agency spend on internal health and safety).
National Incident Database project for outdoor education/recreation incidents	The expenditure on this work was evenly split between the falls and drowning priority areas. The 2006 figure supplied was not entered as it falls outside of the years being collected. The Ministry advised there was no spend on this in the 2008/2009 year.
Traumatic incidents teams (postvention)	Expenditure in this area was included in the suicide and deliberate self-harm priority area. The 2005 and 2006 figures were not recorded, and the Ministry advised the project to average the 2007 and 2008 figures in order to estimate a spend for 2009.  (Note that the Ministry has recently produced guidelines on responding to traumatic incidents; however, the costs for this have not been included as they are coming out of the 2009/2010 year.)
Step Up, Be Safe (anti-bullying)	Entered into the assault priority area.
One off contribution to the It's Not OK! Campaign (family violence)	Entered into the assault priority area.
Student Well-being Mental Health Education Initiative	Entered into the suicide and deliberate self-harm priority area.

Following is more detail supplied by the MoE on their areas of expenditure:

**Family Violence** – In the 08/09 Financial Year the Ministry contributed a one-off payment of \$100,000 to the Family Violence ‘It’s Not OK’ Campaign.

**Anti-bullying** – In 2008 the Ministry launched a range of initiatives aimed at making schools safer for students and to ensure schools have anti-bullying programmes in place. This included the distribution of Step Up, Be Safe cards to all primary and secondary schools.

**Student Wellbeing Mental Health Education Initiative** – Through this initiative teachers are supported to provide students with a range of learning opportunities that focus on the mental health and well-being of the whole school using techniques that help them to develop resiliency and an awareness of the deeper health issues that face young people in today’s world. Currently approximately 100 schools are participating in professional development programmes delivered through the contracts held with the Ministry of Education by faculties of Auckland, Waikato, Massey and Victoria Universities and Christchurch and Dunedin Colleges of Education. The funding provides for leadership and coordination of professional

*development for effective teaching of diverse learners in the whole-school context and enables links to be made to community groups.*

**Traumatic incident teams** – *These teams are deployed in response to a request from a school or early childhood facility when an event:*

- ❖ *Causes sudden and/or significant disruption to the operation, or effective operation, of a school, ECE service and/or community;*
- ❖ *Has the potential to affect a large number of children and young people and/or staff;*
- ❖ *Creates significant dangers or risks to the physical and emotional wellbeing of children, young people or people within a community;*
- ❖ *Attracts media attention or a public profile for the ECE service or school as a result of the incidents;*
- ❖ *Where the incident may involve suicide, attending and managing these events is an important postvention response that supports communities to manage the after effects of suicide and prevent further death. There is also research which indicates that there can be an increase in suicide rates after a traumatic incident in a community.*

**National Incident Database** – *The Ministry has been a partner in this database project for outdoor education/recreation incidents since its inception in 2004. Currently approximately 90 schools have registered for the database. Most of these are secondary schools with extensive outdoor education programmes.*

## **11.6 Ministry of Health**

The MoH has expenditure specific to the areas of falls, assault, drowning, suicide and deliberate self-harm, and road, as well as expenditure that affects all the priority areas, for example funding for IPNANZ. Its figures were used as supplied.

The MoH made the following comment which particularly pertains to the funding that goes to DHB PHUs; this funding was entered into the “all” category meaning that it affects all or a number of the injury priority areas:

*Injury Prevention is not a priority of the Ministry of Health. If a Public Health Unit chooses to use it's 'Injury Prevention' funding for some other purpose e.g. immunisation promotion, this will be acceptable to the Ministry of Health as long as 'Injury Prevention' has not been identified as a priority by that PHU's DHB. This policy may result in 'Injury Prevention' funding being used in the future for non Injury Prevention work.*

In terms of future funding, the following commentary was provided by the Public Health Group within the Ministry:

*There has been a slight decrease in the funding allocated for the 2009/10 year due to the exiting of a contract. This is also the case for the 'Falls' and 'Roads' categories where a contract in each of these categories will be exited on 31 December 2009. All the other contracts will be rolled over for the 2009/10 year with their existing funding, but will not receive any adjustment for Future Funding Track (inflation.)*

*A review of all Injury Prevention contracts will be carried out by the Ministry of Health later this year. It is felt that the Ministry's Providers should consider advocating to Local Authorities to adopt the WHO International Safe Community Model as this will provide a framework and infrastructure based on partnerships/collaborations and governed by a cross sectional group, that our Providers could then work under.*

## 11.7 Ministry of Justice

All the MoJ's expenditure of approximately \$11m fits within the assault priority area and includes the following:

- ❖ Enforcement – court security officers;
- ❖ Engineering – capital expenditure on court security, for example, CCTV cameras;
- ❖ Policy and legislation – review of the Domestic Violence Act;
- ❖ Programme and interventions – domestic violence and violence programmes funded from the Crime Prevention Unit or the courts.

The MoJ's estimated figure for 2009/2010 expenditure is \$16,000,000. There are two significant increases from previous years. They are due to:

1. Court security rising from an overall budget of 2.6 million to \$4.3 million;
2. The budget for self-referrals to approved domestic violence programmes in the criminal court budget is \$5.2 million. The budget was \$5.2 million in 2008/2009 (when it was implemented) but only \$2.4 million was actually spent in that year.

## 11.8 Ministry of Social Development

The MSD had expenditure in the areas of assault and suicide and their figures were used as supplied. Discussions were held with MSD on what elements of their work were considered injury prevention, and the following initiatives were included in the scope of the project. These initiatives and associated expenditure are in line with the priority area updates that have been provided to the Injury Prevention Ministerial Committee in the past.

Family and Community Services Initiatives	Child Youth and Family Initiatives
Campaign for Action on Family Violence – Community Action Fund	NGO care and protection services
Children and Young People Who Witness Family Violence	Family/sexual violence and child abuse neglect services
Elder abuse and neglect prevention services	Youth suicide services
Whanau violence prevention	
Family violence education	

Figures for expenditure in the 2006/2007 financial year were not provided.

## 11.9 Ministry of Transport

The MoT provided the following commentary with their expenditure figures:

Activity	Comment
Policy and legislation	This includes funding for the development of land transport rules (transport regulations). For the 2007 year it also includes funding for the See You There . . . Safe As! Consultation, and in the 2009 year, for the development of the 2020 road safety strategy.
Research	This includes data collection monitoring as well as research. For example, it includes \$800,000 for the cost of maintaining the crash reporting system. All personnel costs are included in here.
Search and Rescue	Of the total budget for the Search and Rescue Council, 90% broadly relates to recreational injury (i.e., none of the six priority areas), 5% to workplace and 5% to drowning. However, it is acknowledged that it is a matter of judgement whether Search and Rescue funding can be considered injury prevention.  In 2008 and 2009 there was additional expenditure on the emergency beacon project.

For 2009/2010 the total spend on injury prevention is likely to be around \$4,740,200. For policy and legislation the spend is likely to be around \$2,324,200. This includes around \$100,000 for the 2020 strategy and \$600,000 for the development of land transport rules. For research (including data collection and monitoring work), the spend is likely to be around \$2,416,000. This includes \$375,000 for the New Zealand Search and Rescue Council, of which only 10% is considered to be applicable to the six priority areas.

## 11.10 Statistics New Zealand

Stats NZ's only expenditure on injury prevention is for the role of Injury Information Manager. This is a government-established role responsible for coordinating the production, collection and dissemination of official injury statistics. This role is set out in the Injury Prevention, Rehabilitation, and Compensation Act 2001.<sup>17</sup>

17. Effective 3 March 2010, this is now referred to as the Accident Compensation Act 2001

Stats NZ advises that the figure it submitted for this role is a slight underestimate as Stats NZ overheads (e.g., building rent, IT equipment and senior management time) were not included.

Stats NZ has budgeted \$218,700 for the injury statistics project in 2009/2010. This is similar to the previous two years.

In response to the question about non-government expenditure, Stats NZ responded by saying there is extensive research and data collection on injury both inside of and outside of government. However, it is unable to give an estimate of the extra-governmental spend.

### 11.11 Ministry of Economic Development (MED – Consumer Affairs)

MED (Consumer Affairs) expenditure was placed in the “all” category – meaning that its work potentially affects all of the injury priority areas and that their services are a resource for the entire sector. It estimated it has expenditure of approximately \$915,000 per year on product safety. It provided the following information on the make up of this expenditure:

*The following figures are indicative only and ought not to be viewed as anything other than very broad outline figures.*

*The expenditure comes out of three sections of the Ministry – Measurement and Product Safety Service (MAPSS), Policy, and Consumer Capacity & Information:*

**MAPSS** – *As the operational arm of MED (Consumer Affairs) and the section with a key role on product safety, this team has the greatest expenditure on product safety. Taking into account estimated staff costs (the majority of MAPSS staff cover more than product safety), a proportion of premise costs and travel (again the bulk of which is focussed on weights & measures duties) and sampling and testing, we come to an approximate figure of \$750,000 which is circa 30% of the MAPSS budget. This figure could vary in light of major product safety issues arising (major product recall or product safety alert for example) and in such circumstances decisions around re-prioritisation and moving resources away from other areas could see that sum change. Equally critical issues in other areas of MAPSS work could see resources being diverted away from product safety though there would have to be a very serious issue or incident driving that sort of move.*

**Policy** – *product safety work accounts for circa 10% of workload which from this year's budget equates to circa \$125,000. Policy work is very episodic and the level of work on product safety is in large part driven by external events and government's response to them. This means that in one year product safety could receive greater attention than in other years, (for example in 2007 concerns in relation to potential risks around formaldehyde in clothing caused a spike in activity).*

**Consumer Capacity & Information** – The focus for this team in relation to product safety is around the production and publishing of information for businesses and consumers. Other areas of work can take precedence over product safety in terms of prioritisation and reflecting current government or ministry focus. In respect of product safety the estimated expenditure comes to an estimated sum of around \$40,000 featuring around \$12K for print publications, \$5K for reactive advertising, \$3.5K MAPSS Newsletter, \$10K Website redevelopment (this review/redevelopment work covers the cover the whole range of MED (Consumer Affairs) functions and areas of interest – \$10K is the estimate for that which relates to product safety) and staff costs of \$10K which represents around 6% of the work of 3 FTE staff.

This comes to an overall estimated expenditure for MED (Consumer Affairs) on product safety of around \$915,000.

What the above does not take into account is matters such as administration costs and managerial overheads at director and above level as it's very difficult to tease out a figure that would reflect that proportion of their time and resources that would go on product safety issues.

## 11.12 New Zealand Police

The expenditure figures provided by NZ Police were used in the project as supplied. They had expenditure in the areas of road and assault, with the assault activity being:

- ❖ Youth services programmes and interventions;
- ❖ Family Violence Taskforce – Family Safety Teams (relationships and training to equip families and enhance/develop processes to prevent family violence).

No breakdown of the road safety expenditure was provided by NZ Police but it is understood that this expenditure is made up of road traffic enforcement, and community and education programmes, for example, the Police Education Officer delivering road safety programmes in schools.

Initially, commercial vehicle investigation and road user charges enforcement were included in the NZ Police total for road safety. NZTA suggested that this expenditure should be excluded from the total because road user charges in particular are not safety related. As a result \$12.8 million was taken out of the NZ Police total.

In consultation with NZ Police it was decided that general police enforcement would be excluded from this exercise. While it clearly has an impact on injury prevention, it was excluded because it is on the periphery of what is typically deemed to be direct injury prevention and that its inclusion would not necessarily be helpful to the core intentions of the work.

NZ Police provided the following comment on general policing:

*Safe communities and the prevention of crime and victims, is core business for police, much of which involves prevention of injury, or reduction in severity of physical injury. As an example, a focus for the 'beat cop' is to prevent crime, or to minimise the impact by preventing the situation from escalating e.g. public place violence. Equally the Police role in preventing alcohol harm and clamping down on drugs has an intrinsic injury prevention focus. As a core role for Police, amongst a range of other duties, it is not possible to isolate the injury prevention function and place a dollar value on it.*

*A more specific example, initiated by the Family Violence Task Force, is the introduction of 'on-the-spot' protection orders. These orders allow the Police to remove the perpetrator from the home for a period of time, to allow things to cool down, and to prevent the situation from escalating ie reducing the potential for more serious physical injury.*

### **11.13 Accident Compensation Corporation**

ACC had expenditure in each of the priority areas and expenditure that affected all the priority areas (funding for the NZIPS Secretariat). All its expenditure fell into the three categories of research, programmes and interventions, and personnel.

ACC collated its expenditure on injury prevention from a number of areas of the organisation, including the Injury Prevention Group, Marketing and Communications; Strategic Policy and Research; Information Management Intelligence; and Treatment Injury and Patient Safety. As a result of this, the numbers supplied from ACC may differ slightly, to previously published ACC injury prevention expenditure.

In addition, ACC provided its expenditure on injury prevention outside of the injury priority areas; this is largely made up of activity in the areas of sport, impairment (drugs and alcohol), and treatment injury and patient safety. This expenditure outside of the priority areas (and therefore not captured in the body of this report) was averaged to be \$6.1 million over the three years.

### **11.14 Foundation for Research Science and Technology**

The Foundation submitted funding for a range of injury-prevention-related research. The following is a summary of how its information was used:

- ❖ Expenditure on self-explaining roads was split over two years (2007/2008 and 2008/2009) as it was a two-year contract;
- ❖ Only half (2006/2007) of the injury prevention component of "safe and productive workforces" was entered, as the first half of this contract was in 2005/2006;

- ❖ Expenditure on “carpet design to reduce the incidence of falls in the aged” was not entered as this occurred 2005/2006;
- ❖ Expenditure on four other research projects was not included as they were all related to burns and fire, and thus outside of the injury priority areas being collected for this project.

## 11.15 Health Research Council

The HRC’s annual spend on injury prevention research varies annually according to the number of injury-related research proposals submitted by the research community, the quality of the research proposals and available investment.

The HRC has recently undertaken a review of funding processes and mechanisms, and will progressively implement a new funding process in 2009 and 2010. In late 2009, the HRC Board identified targeted research streams. These streams are intended to have a strong focus on excellence, and meet New Zealand’s priority health needs. The nature and focus of these research streams may affect investment in injury prevention research, but at this stage it is not possible to predict in which direction.

## 11.16 Housing New Zealand

As shown below, Housing NZ has injury prevention expenditure in the areas of burns, poisoning, home safety and driveway/road safety to an approximate annual cost of \$3-4 million. Only the expenditure on the fencing of family homes has been included (\$500,000 under road) in this report as none of the other activities fit within the priority injury areas.

Activity	Approximate Annual Cost*
Fitting of smoke detectors in homes	\$350,000
Fitting of anti-tip devices to ovens (2008/2009 financial year)	\$96,000
Community group housing – Building Warrant of Fitness (e.g. fitting homes in this category with sprinkler systems)	\$2,200,000
Fencing of family homes (installation of fences in homes with children to prevent them running onto the road or driveway)	\$500,000
Fitting of childproof locks in laundry and kitchen cupboards	\$700,000
Publishing of Safety in the Home brochures	\$20,000

\* Note: Costings are estimates only based on input from subject matter experts.

Housing NZ reports projected spend on tenant safety initiatives for the 2009/2010 financial year is anticipated to be approximately \$3,750,000. This level of spend is similar to previous years.

## 11.17 Maritime New Zealand

In consultation with Maritime NZ their expenditure was allocated to drowning and workplace as follows:

- ❖ Government services – 10% drowning/90% workplace;
- ❖ Communication and education – 45% drowning/55% workplace;
- ❖ Maritime operations/monitoring and compliance and services – 100% workplace;
- ❖ Safety services and infrastructure – 35% drowning/65% workplace.

Maritime NZ provided the following information about their funding and 2009/2010 budget:

*MNZ is a Crown Entity set up under the Maritime Transport Act to promote safe, secure and clean seas. The agency also administers the HSE Act for work on board ships. As such, the very wide range of safety services we provide are all designed to prevent injuries to those working at sea (principally those working on board commercial and recreational vessels). The MNZ is part funded by the Crown and part funded by the maritime industry. The MNZ budget for 2009/10 is \$21.6 million, which is 6.9% down on 2008/09. Crown funding in 2009/10 is \$4.4 million.*

*MNZ safety services are funded by way of combination of a Crown appropriation and maritime industry levies and charges. Industry funding for safety services in 2008/09 was \$6.3 million – 18.5% in direct charges (licensing, ship registration, audits etc.) and 81.5% in levies (the marine safety charge) on commercial vessels.*

## 11.18 New Zealand Transport Agency

The NZTA returned 2009/2010 anticipated expenditure, and nothing for the previous three year's actual expenditure. This was because prior to 2009/2010, NZTA safety expenditure was captured and categorised differently in the separate entities of Transit New Zealand and Land Transport New Zealand. The required figures from those two agencies were categorised and reported differently or not at all. It would have been extremely difficult to have reconciled figures to the current format or to have checked them with the business.

Extrapolating backwards to give estimates for the previous financial years was considered, but staff and time constraints meant that the decision was made to use the 2009/2010 estimates against the other agencies 2008/2009 figures.

Some of the NZTA safety expenditure was proportioned out of wider budgets, namely:

- ❖ 25% of the total allocation for the NLTP part funding of Local Authority activities;

- 25% of the total cost of Highways and Network Operations that were not directly or solely safety related.

Note that the rail safety costs were excluded from the NZTA return as it was decided rail safety did not fit within any of the priority areas.

The NZTA wishes to emphasise that the figures it provided are estimates only – and for this reason the NZIPS project team rounded them to the nearest thousand for use in this work. The NZTA return included expenditure for both road police enforcement and community and education programmes. This expenditure was also returned from the NZ Police. Expenditure for these activities has been presented under NZ Police, and taken out of the NZTA totals. Checks were also made between the NZTA and MoT returns to avoid double counting. Expenditure for the Crash Analysis System, for example, was returned from and presented as MoT expenditure.

### 11.19 Alcohol Advisory Council New Zealand

The ALAC expenditure was categorised as “spend that affects all areas” and was proportioned across policy, programmes and research from their entire grants and programme expenditure, with an additional estimation made for personnel. These proportions were as follows:

Activity	Proportion of expenditure
Policy and legislation	Estimated at 2% of ALAC’s grants and programmes expenditure.
Programmes and interventions	Estimated at 88% of ALAC’s grants and programmes expenditure.
Research	Estimated at 10% of ALAC’s grants and programmes expenditure.
Personnel and other costs	Estimated at 60% of ALAC’s personnel expenditure, to exclude general overheads and support personnel.

ALAC is focused on reducing alcohol harm, and advised its activities could not be split by those that may achieve an outcome purely related to injury prevention as opposed to those that may achieve health or crime outcomes. Likewise, their activities were not able to be split into the NZIPS priority areas – rather they work across these types of injury. The expenditure for ALAC’s personnel costs has been based on an estimated 60% for staff working to minimise alcohol harm, excluding the remaining 40% as an estimate of personnel costs attributable to general administration and overheads.

It is anticipated ALAC’s 2009/2010 expenditure will be the same as for the 2008/2009 year.

## 11.20 Environmental Risk Management Authority

ERMA advised us of their dual role in protecting both the environment, and the health and safety of communities and people, and estimated two-thirds of its work related to health and safety and one-third to protecting the environment.

On ERMA's advice, its expenditure was placed within workplace. The reality is that some of ERMA's work in the health and safety of communities and people will affect non-work settings and health issues rather than injury issues; however, nothing has been adjusted in their figures to account for this.

The following is the guidance provided by ERMA on its dual role:

*The only injury priority area that ERMA NZ's work falls under is workplace. The purpose of the HSNO Act is to protect the environment, as well as the health and safety of people and communities, therefore only a percentage of ERMA NZ's work would be directly aimed at Workplace health and safety.*

## 11.21 Families Commission

No response received.

## 11.22 Mental Health Commission

The MHC had programme and interventions expenditure in the area of suicide and deliberate self-harm for the 2007 and 2008 years, but nothing in the 2009 year. They have no specific injury prevention activity spend planned for 2009/2010.

## 11.23 Office of the Children's Commissioner

The primary role of the Children's Commissioner is to advocate for the rights, interests and well-being of children in New Zealand. While the Commissioner's legislation enables him to intervene in issues regarding an individual child, the majority of the work undertaken by OCC seeks to address systemic issues affecting groups of children and young people (up to 17 years inclusive) in New Zealand.

### ***Focus on intentional injuries***

*One of the strategic objectives of the previous Commissioner was safety – specifically the safety of children and young people at risk of intentional injury or death (i.e. child abuse, neglect and maltreatment). Since June 2005, the OCC has been continuously involved in the development of and prioritisation of work programme items and initiatives for the Taskforce for Action on Violence Within Families. Typically, this work involves the Commissioner and various staff members' involvement in Taskforce, Advisory Group and project group meetings.*

*It can therefore be stated that:*

- ✦ this work fits within the assault category of injury*
- ✦ it is a combination of input into policy and legislation, as well as contributions to the development of research regarding child abuse, neglect and maltreatment*
- ✦ the expenditure (in each financial year you are seeking information for) has remained relatively steady*
- ✦ expenditure for total personnel time on this project would be between \$75,000 and \$100,000 (in the last financial year alone the Commissioner participated in 18 taskforce meetings alone).*

### **Development of research and reports**

*In the last financial year (ending 30 June 2009) OCC published two reports that contribute to work regarding injury prevention. These reports were:*

- ✦ School Safety: An inquiry into the safety of students at school*
- ✦ Death and Serious Injury from assault of children under 5-years in Aotearoa New Zealand: a review of international literature and recent findings*
- ✦ Omnibus Survey: one year one: public attitudes and New Zealand's child discipline law*

*OCC estimates that:*

- ✦ approximately \$50,000 was expended on the school safety report (consisting of the staff member's research and writing time, peer review of information by other staff, publication and dissemination of information (including through public speeches and workshops at conferences around the country))*
- ✦ approximately \$25,000 was expended on the literature review (consisting of funding for contractors and staff input through peer review)*
- ✦ approximately \$5,000 was expended on collating the results of questions placed in the UMR survey regarding public attitudes to child discipline and the child discipline law.*

### **Predicted level of spending in 2009/2010**

*OCC's expenditure regarding work in the intentional injury area has remained reasonably static. We do not anticipate that it will increase in this financial year or out years. However, individual cases of child death or serious injury from abuse, neglect or maltreatment will divert staff resource for a short period of time, estimated as no more than five working days of total staff time per incident. This total time may involve multiple staff retrieving information from our system as well as requesting*

*information from other agencies, especially Child, Youth and Family. But this work is deemed to be an ordinary part of the work of the office and is not normally treated as extraordinary or exceptional in terms of the allocation of OCC resources.*

*OCC does not fund for services. This is why the predicted level of spending on the assault injury area does not fluctuate demonstrably.*

*OCC expenditure for this project was recorded by the NZIPS project team as follows:*

- ✦ \$87,500.00 was entered for the 2006/2007 and 2007/2008 years as the mid-figure of their estimation of an expenditure between \$75,000 and \$100,000;*
- ✦ \$167,500.00 was entered for the 2008/2009 year as \$87,500 plus the extra spending on the two reports.*

## **11.24 Transport Accident Investigation Commission**

TAIC advised its expenditure was not relevant to this project largely because its work is as much about protecting assets, infrastructure, systems and processes as about protecting people.

The principal purpose of TAIC is to determine the circumstances and causes of accidents and incidents with a view to avoiding similar occurrences in future. TAIC will investigate where there might be harm to people in the three specific modes of rail, marine and aviation.

The NZIPS project team recognises that investigations into the causes of injuries and accidents are commonly considered to be valid and important injury prevention activity, and as such advised that the work of TAIC is at least in part injury prevention. As most of the investigations are workplace incidents involving only employees (rather than the general public), it was suggested a proportion of TAIC expenditure would fit into the injury priority area of workplace.

TAIC did not agree to this, so no expenditure was included in this project. It did, however, advise that the Crown funding for the Commission is \$3.9 million.

## **11.25 New Zealand Lottery Grants Board**

While the NZLGB is a state sector agency, the funding it administers (the profits from state lotteries run by the New Zealand Lotteries Commission) is not on a par with other expenditure in this report (core Crown expenditure or other revenue that has the nature of taxation). The funding from NZLGB is discretionary grant funding. This means that if a committee decides to support a project in one particular year it should not be regarded as an ongoing commitment or obligation for the committee to provide funding in any subsequent years.

NZLGB money is not Crown funding; therefore this funding does not have any Vote attached to it. However, the decision was made to collect this expenditure as NZLGB is a state sector agency, and the inclusion of this money provides a more complete picture of funding for the water sector.

The NZLGB provided information on lottery funding for the Outdoor Safety Committee that went towards drowning prevention. The Lottery Outdoor Safety Committee makes grants to not-for-profit organisations and groups that have outdoor safety and water safety as their core business; this includes education regarding safety in the outdoors and water safety education, as well as search and rescue activities.

For the three reported years, funding which is considered relevant to drowning prevention and water safety was granted to the Royal New Zealand Coastguard, Surf Life Saving New Zealand and Water Safety New Zealand.

The grants were provided for a range of items, including increasing community awareness through education (Water Safety New Zealand), search and rescue equipment (mainly the Royal New Zealand Coastguard), administration and the general running of the organisations. NZLGB stated it would be very difficult to put an exact figure on actual drowning prevention work for these organisations.

It should be noted that the NZLGB provided a one-off increase to the budget for the Lottery Outdoor Safety Committee for 2007/2008. Most of this additional funding was provided to the Royal New Zealand Coastguard for the upgrade of vessels.

The total funding level for the Outdoor Safety Committee for 2009/2010 is at the same level as 2008/2009. These funds have yet to be decided and/or distributed to the groups as the committee has yet to meet.

## **11.26 Road Safety Trust**

The Road Safety Trust is a Crown established trust that receives its funding from a share of the proceeds of personalised licence plate sales. Trustees appointed by the Minister of Transport control the money and make sure it is used as intended. The Trust is empowered to fund community safety initiatives, training, education, overseas travel, attendance at conferences and private sector technological developments beneficial to road safety. The Trust's areas of priority are those contained in the Road Safety Strategy to 2010 and the New Zealand Transport Strategy insofar as it pertains to road safety innovation.

The majority of its expenditure fits into the programmes and interventions category, specifically with community projects and awareness campaigns. In 2007 they funded some research.

For the 2009/2010 financial year the Trust will be focusing its funding on innovative road safety initiatives and has an indicative budget of \$1.3 million. The projected decrease in expenditure is a result of reduced revenue from the Trust's income streams.

## **12. Appendix 5: Scoping issues for estimating government expenditure on suicide prevention**

### **12.1 Introduction**

The seven goals of the New Zealand Suicide Prevention Strategy are as follows:

Goal 1 – promote mental health and well-being, and prevent mental health problems;

Goal 2 – improve the care of people who are experiencing mental disorders associated with suicidal behaviours;

Goal 3 – improve the care of people who make non-fatal suicide attempts;

Goal 4 – reduce access to the means of suicide;

Goal 5 – promote the safe reporting and portrayal of suicide by the media;

Goal 6 – support families/whanau, friends and others affected by suicide or a suicide attempts;

Goal 7 – expand the evidence about rates, causes and effective interventions.

These goals are based on evidence about factors that can contribute to or protect against suicidal behaviours, and at a high level all suicide prevention activities can generally be categorised under one of these goals.

At the broadest possible scope, suicide prevention activities could be defined as including delivery of all mental health services, all mental health research, and any activities that can promote mental health and well-being, including activities to promote employment, education, good relationships, good parenting skills and strong connected communities. It would appear not feasible on initial consideration to attempt to collect information about government expenditure on suicide prevention using this broadest possible scope. Therefore, the next question to consider is how best to define a narrower scope.

## 12.2 Criteria for defining a scope

There are three potential criteria to look at when trying to define a scope. These are:

### 12.2.1 How directly the activity contributes to preventing suicide

Some activities that fall beneath the seven goals of the New Zealand Suicide Prevention Strategy contribute more directly to suicide prevention than others. For example, a programme to ensure people who have presented at Emergency Departments with a non-fatal suicide attempt have prompt follow up by mental health services contributes more directly than a school-based programme to help Year 13 students cope with loss and change.

### 12.2.2 Whether a stated objective of the activity is to prevent suicide

Many activities could be categorised as suicide prevention activities even though this is not their stated objective. For example, a programme to make free counselling sessions available to people with mild to moderate mental disorders which is available upon referral from a GP. The stated purpose of this programme is to treat mental disorders at an earlier stage so that the mental disorder does not progress to the point where it needs to be dealt with in secondary mental health services. However, this programme also clearly contributes to suicide prevention.

### 12.2.3 Whether preventing suicide is the primary objective of the activity, a secondary objective and/or one objective among many

Some activities will be primarily focused on the objective of suicide prevention, while others may have an impact in a much wider range of areas. For example, the development of the Coronial database will contribute to suicide prevention by facilitating more timely access to suicide data; however, the wider purpose of the project was to improve access to all mortality data for deaths that have been referred to the Coroner.

## 12.3 Some suggested principles

It is suggested that the following should be in scope:

- ❖ Activities paid for out of government funding streams that have been explicitly allocated for suicide prevention (even if the activity is one that contributes relatively indirectly to suicide prevention);
- ❖ Activities that have a primary stated objective of preventing suicide. For example, CYF's Towards Well-being programme.

It is suggested that the following be out of scope:

- ❖ Activity with a primary purpose that is not injury prevention-related and/or where injury prevention is just one of many objectives.

The rationale for these suggestions is that these activities would continue to be implemented in much the same way as they are now even if they dropped their injury prevention objective.

## 12.4 Some tricky issues

The following classes of activities provide particular challenges in assessing their contribution to suicide prevention.

### 12.4.1 Mental health promotion

Due to the very large number of government activities that fall under Goal 1 (promote mental health and well-being and prevention of mental health problems), it would be onerous to include these in the scope. In addition, many activities categorised as Goal 1 either do not have a stated objective of preventing suicide even though evidence indicates this is likely to be one of many beneficial outcomes to arise from the activity (e.g. this would be the case for activities intending to encourage better education and employment outcomes). For these reasons, it is suggested these activities are excluded from the scope except for those activities funded under the mental health promotion stream in the Public Health Group at MoH.

### 12.4.2 Mental health services

Because of Goal 2 (improving the care of people who are experiencing mental disorders associated with suicidal behaviour), all mental health services – both primary and secondary – could be categorised as suicide prevention activities. While suicide prevention is not the primary objective of mental health services, it is a significant goal and could be considered in the scope for this reason. Another option would be to narrow the scope by including only those programmes that are trying to improve the way that mental health services manage suicide risk and/or people who have made non-fatal suicide attempts. This would be consistent with the third suggested scoping principle above. Alternatively, the scope could be narrowed by including only those programmes that are trying to improve the quality and/or accessibility of mental health services rather than the services themselves.

### 12.4.3 Mental health research

Because mental health research has the potential to improve the care received by people experiencing mental disorders associated with suicidal behaviours, mental health research could also be included in the scope. Certainly, there is very little difference between some of the research the MoH is funding under the suicide prevention funding stream and some that is funded under mental health funding streams. One approach is to

include in the scope mental health research that focuses on treatment for mental illness or ways to make services more accessible.

#### **12.4.4 Like Minds/Like Mine**

Like Minds/Like Mine is a programme to reduce the stigma associated with mental illness. While this programme does not have a stated objective of preventing suicide, we can expect that it would indirectly do so by encouraging people to seek treatment and by generally improving outcomes for people with experience of mental illness.

### **12.5 Final thoughts**

Ultimately, deciding on the scope of the exercise will depend on:

- ❖ what will be most useful given the purpose for which the information will be used;
- ❖ how feasible it is to collect expenditure information for a particular activity or class of activities.

In addition, because one of the purposes of the estimating government expenditure project is to look at injury prevention expenditure over the six priority areas to decide if the allocation of funding in each area aligns with the costs, it will be important to ensure as far as possible that criteria for scoping are applied consistently across the priority areas.

## 13. Appendix 6: Abbreviations

	Abbreviation
Accident Compensation Corporation	ACC
Alcohol Advisory Council of New Zealand	ALAC
Child, Youth and Family	CYF
Civil Aviation Authority	CAA
Corrections Inmate Employment	CIE
Department of Corrections	Corrections
Department of Labour	DoL
District Health Board	DHB
Early Childhood Education	ECE
Education Outside of the Classroom	EOTC
Environmental Risk Management Authority	ERMA
Family and Community Services	FACS
Foundation for Research, Science, and Technology	FoRST
Hazards Substances and New Organisms	HSNO
Health and Safety in Employment	HSE
Health Research Council of New Zealand	HRC
Housing New Zealand Corporation	Housing NZ
Injury Prevention Network Aotearoa New Zealand	IPANZ
Land Transport New Zealand	LTNZ
Maritime New Zealand	Maritime NZ
Measurement and Product Safety Service	MAPSS
Mental Health Commission	MHC
Ministry for the Environment (MfE)	MfE
Ministry of Economic Development (Ministry of Consumer Affairs)	MED (Consumer Affairs)
Ministry of Education	MoE
Ministry of Health	MoH
Ministry of Justice	MoJ
Ministry of Social Development	MSD
Ministry of Transport	MoT
New Zealand Institute for Economic Research	NZIER
National Land Transport Fund	NLTF

*Continued...*

	Abbreviation
New Zealand Lottery Grants Board	NZLGB
New Zealand Qualifications Authority	NZQA
New Zealand Police	NZ Police
New Zealand Transport Agency	NZTA
National Land Fund Transport	NLFT
Office of the Children's Commissioner	OCC
Public Health Unit	PHU
Statistics New Zealand	Stats NZ
Tertiary Education Commission	TEC
Transport Accident Investigation Commission	TAIC



New Zealand Government