

2004 NEW ZEALAND POST MANAGEMENT EXCELLENCE AWARDS

DUNEDIN CITY SAFETY PROJECT

FOREWORD

Dunedin's City Safety Strategy is a joint project carried out by the Dunedin City Council and the Dunedin Police. Direction comes from a high level Leaders Forum involving the Mayor and Chief Executive of the Council, and the Police District Commander and Area Controller. The Crime Prevention Unit of the Ministry of Justice is also involved through the provision of funding and advice, and is represented on the Leaders Forum.

This project represents the ultimate in customer service. The City Council is working in conjunction with the Police toward the goal of a safe and healthy city for our customers, the community.

BENEFITS OF THE PROJECT - THE COUNCIL'S VISION AND STRATEGIC DIRECTION

Safety and behavioral issues in Dunedin's city centre have from time to time been an issue for a number of years. Problems with disorder and violence intermittently threatened to disrupt Dunedin's positive image. Historically, because of the irregular nature of the problems there had not been a willingness to "own" the issue and deal with it through a long-term strategy.

In early 2002 there was media attention on disorder in the central city. Concern was growing amongst the Council's executive that continuing attention on violence and disorder was portraying a negative image of the city. Dunedin's reputation as a tourism destination and a university town could be under threat if problems continued to be experienced or were allowed to escalate.

During this period the Dunedin City Council was in the process of developing its community outcomes to be incorporated in the Long Term Council Community Plan (LTCCP).

The Impact on Community Requirements – The LTCCP

An increased level or perception of safety in the central city contributes toward the Council's Long Term Council Community Plan (LTCCP) outcome of *Safe and Healthy People*.

That positive impact carries over to all of the other community outcomes in the LTCCP. The chart below gives some examples of the positive effects that an increased level and perception of safety has on the Economic, Environmental and Social/Cultural well being of all of the Councils LTCCP outcomes.

LTCCP Outcomes	Quadruple Bottom Line Measures (ref Local Government Act 2002)		
	Economic Well-being	Environmental Well-being	Social/Cultural Well-being
Wealthy Community	<ul style="list-style-type: none"> Positive effect on the economic well-being of the central business area Reduction of costs associated with property damage Greater opportunities for development 	<ul style="list-style-type: none"> Clean and attractive appearance of the city centre is conducive to improved economic activities 	<ul style="list-style-type: none"> More customers in city centre Greater opportunities for social/cultural events to come to the city
Accessible City	<ul style="list-style-type: none"> Greater pedestrian numbers in the central city 	<ul style="list-style-type: none"> Less road congestion from 'boy racers' especially on the weekend 	<ul style="list-style-type: none"> Encourages engagement and participation of all sections of the community
Safe and Healthy People	<ul style="list-style-type: none"> Positive economic impact of a greater perception of safety Encouraging central city residential development 	<ul style="list-style-type: none"> Reduction in glass/litter/noise/excrement etc makes environment more healthy and pleasant to be in. 	<ul style="list-style-type: none"> Reduced risk of injury/fear from antisocial behaviour
Sustainable City and Environment	<ul style="list-style-type: none"> Improved business opportunities increases central city viability 	<ul style="list-style-type: none"> Dunedin perceived as an attractive destination 	<ul style="list-style-type: none"> Quality of life enriched
Supportive Community	<ul style="list-style-type: none"> Diversion of funds from reactive requirements to proactive strategies 	<ul style="list-style-type: none"> Environment more conducive to cosmopolitan/community based activities 	<ul style="list-style-type: none"> Decrease in workloads for social services Improved relations between different social/cultural groups
Culture and Learning	<ul style="list-style-type: none"> Potential for greater income from students if central city is perceived as safe 	<ul style="list-style-type: none"> Greater cultural amenity 	<ul style="list-style-type: none"> Greater opportunities for social activities by tertiary students Encourages cultural diversity within the central city Enhanced reputation for academic performance by tertiary students
Active City	<ul style="list-style-type: none"> Increased activity within central city leads to higher business income 	<ul style="list-style-type: none"> Increased activity in central city adds to vibrancy – self perpetuating 	<ul style="list-style-type: none"> Greater opportunities for social/cultural activities within the central city

The level or perception of safety is a community issue and can impact on a wide range of stakeholders. A key aspect of the approach is that it is an integrated approach that encompasses all Council departments, and other stakeholders with an interest in the central city.

Police Strategic Plan to 2006

In addition to the Council's LTCCP the project aligns to the NZ Police Strategic Plan. This reflects the true community sense of the project. The key themes of the Police Strategic Plan include

- Achieving national priorities and targets, and district priorities for local crime and safety issues
- Building partnerships and community engagement with central and local government and non government organisations, Maori, groups and individuals
- Using problem solving and intelligence approaches together with good basic policing.
- Allocation of resources based on changing needs

These themes support the police commitment to the city safety project and the philosophy of working together to achieve common goals for the benefit of the community.

Residents' and Retailers' Opinions

The Council's Residents' Opinion Survey had indicated that the general public perception of safety in the central city had declined over the previous 3 years. In the 2002 survey 66.6% of respondents considered that Dunedin was less safe than it had been 5 years previously. This compared with 61.9% in 2001 and 63.5% in 2000.

A survey of inner city retailers was carried out in late 2002 to gauge their perceptions of how much of a problem various issues were to them, and if they considered the problems were impacting on their businesses.

70% of respondents considered intoxication, litter, and urinating or vomiting in public were a major problem. Aggressive behavior was also identified by 60% of the respondents. 72% said that there was a negative impact on their businesses, mostly relating to the cost of cleaning before opening to the public.

Adverse media coverage was also a contributor to negative public perceptions.

PROJECT MANAGEMENT

After the Council and Police agreed to work together an overall objective for the project was set. The objective was "to increase the level and perception of safety in the central city". The project was divided into logical parts for structuring the course of action to follow.

The Definition Phase

During this phase we asked the question – "what do we have to do? Answering this question allowed us to define the project's scope. The scope was the area of work defined by the objective of increasing the level and perception of safety in the central city.

The Planning Phase

The question asked for this phase of the project was "How and when do we carry out the defined scope?" In order to specify and schedule the requirements we carried out research into what was happening in other centers, both in New Zealand and overseas. The Crime Prevention Unit of the Ministry of Justice was also consulted.

The Execution Phase

The bulk of the project strategies are now in this phase, with some still being planned, and some entering the completion phase. A key component of controlling the project was the formation of the high level Leaders Forum to act as the steering committee for the project.

The strategies under the city safety framework are carried out and managed by individual Council departments, and aligned to the appropriate budget and community outcomes.

Overall project management is the responsibility of the Council's Customer Advocate and the Police Emergency Response Manager. These staff are able to represent the Leaders Forum "on the ground" with departmental staff and outside stakeholders to ensure there is cohesion.

A key to the success of the project is that there is a relatively small group driving the project. Other participants are brought in as required for specific tasks with the key group deliberately kept to a manageable number.

The Completion Phase

This is the stage where we check, conclude and consolidate the project efforts. As the project is a longer-term undertaking we are focusing on what strategies are still outstanding. Attention is also focused on ensuring that those strategies that have been completed have achieved their goals and contributed to community outcomes.

A PARTICIPATORY APPROACH

Central City Safety has been incorporated into the Council's LTCCP as a project carried out in conjunction with the Police that will contribute toward the community outcome of *Safe and Healthy People*.

Community involvement in the LTCCP process is one stream of communicating the strategy to stakeholders and obtaining community buy in. This is carried out through the Annual Plan process. Further participatory involvement is explained in the chart below:

Local /Stakeholders and Their Involvement	Positive Impacts of a Safe City on Stakeholders	Participatory Involvement
The various sectors of the public that use the central city area.	<ul style="list-style-type: none"> • Amenity value of central city • Feeling of safety/security 	<ul style="list-style-type: none"> • Views sought through surveys, LTCCP process • Council and Police staff meeting with community or service groups to inform/discuss the project
Local Iwi through their commitment to the nurturing of their young persons.	<ul style="list-style-type: none"> • Reduced potential risk of Maori youth being involved in/victims of antisocial behaviour 	<ul style="list-style-type: none"> • Consultation with Maori Wardens leading to involvement in strategies
Tertiary institutions that need to have a safe and healthy learning environment in order to attract students and prosper.	<ul style="list-style-type: none"> • Economic effects (eg student numbers and funding) • Reduced cost impact on resources (eg student health services, property damage) 	<ul style="list-style-type: none"> • Consultation with Tertiary Student Associations and University of Otago representatives
Retailers and other business operators who rely on the atmosphere and vibrancy of the central city for their livelihood.	<ul style="list-style-type: none"> • Economic benefits (e.g. increased trade, reduced costs of cleaning and repairs) 	<ul style="list-style-type: none"> • Retailers surveys carried out • Consultation with retailer/interest groups and individuals • Feedback used to develop strategies e.g. street lighting improvements
Welfare organisations, health and government agencies have a harm prevention role and a financial stake in dealing with the consequences of disorder, vandalism and violence in the central city.	<ul style="list-style-type: none"> • Less drain on resources to deal with issues • Reduced cost of delivering services 	<ul style="list-style-type: none"> • Council and Police staff meeting with community partners involved in strategies – including Public Health South, St John, LTSA, ACC, Salvation Army etc
The Police who have a statutory role for community safety, and have identified in their strategic plan a need to work with local government and other agencies.	<ul style="list-style-type: none"> • Reallocation of resources to other proactive duties • Increased public credibility 	<ul style="list-style-type: none"> • Key partner with Dunedin City Council in all strategies
The news media who have a significant influence on the perception of public safety both to locals and visitors	<ul style="list-style-type: none"> • Members of the local media are also members of the community and therefore benefit in similar ways 	<ul style="list-style-type: none"> • The media have a key role in telling the community about the initiatives and contributing to a positive perception

INNOVATION

- The City Safety project has for the first time in Dunedin brought together a number of successful stakeholders and strategies operating within an overall framework for the common good of the city.
- The project strategies are aligned to the community outcomes of the Council's LTCCP, which was operational from 2003. This links the individual strategies of the project, and, where applicable, those of other stakeholders to the community outcomes. This example of best practice is complemented by the further alignment of the project with the goals of the NZ Police Strategic Plan.
- This linkage to the LTCCP allows measurement of the strategies against the community outcomes defined in the LTCCP. This contributes to and encourages a high level of performance from all participants.
- A successful "partnership concept" involving key organisations with varying statutory responsibilities working toward a common goal was developed in Dunedin in the mid 1990's in the area of liquor licensing and alcohol related harm reduction, a first for Australasia. The City Safety project broadened this concept in Dunedin to encapsulate a citywide and multi agency strategy.

SUCCESSFUL RESULTS

There are a number of initiatives currently operating within the City Safety Framework. These are:

- Street lighting improvements
- Liquor restriction in the central city
- City Safety Officers
- Liaison with Maori Wardens
- Speed restrictions
- Vehicle/personal safety flyer
- Information sharing - briefings
- Direct departmental liaison
- Development of further indicators of safety levels
- Crime Prevention Through Environmental Design (CPTED)
- Liquor licensing strategies
- Drink spiking awareness campaign
- Police initiatives
 - ▶ Operation Safer Streets
 - ▶ Tactical Group
 - ▶ Restructuring of Community Policing Centres (CPCs)
 - ▶ Changes to staff rostering for early morning shifts
 - ▶ Traffic safety
- Funding Assistance:
 - ▶ Neighbourhood Support
 - ▶ Community Patrols

They are detailed in Appendix 1.

The performance indicators currently being used or being developed to assess the city safety project are listed below.

LTCCP Outcome	Performance Indicator	Current Performance	SMART Objective
Environmental Well being	Residents' Opinion Survey - "I feel safe walking the main street at night"	25% of respondents agree	Increase the percentage of respondents that agree "I feel safe walking the main street at night" from 25% to 60% by 30 June 2007
	Retailers' Survey – the number of respondents who reported "that customers felt unsafe when arriving or leaving premises"	31% of retailers who responded.	Reduce the percentage of respondents who reported "that customers felt unsafe when arriving or leaving the premises" from 31% to 5% by 30 June 2007
	Police Statistics – Last Drink Survey Indicator currently being developed	Percentage of premises identified more than 3 times in 12 months.	Reduce the number of premises identified more than 3 times by 25% by 30 June 2007
	Police Statistics - property damage offences	Official reported offences to 30 June 2004	Reduce reported property damage offences by 20% by 30 June 2007
	Police Statistics – violent crime offences (includes alcohol related)	Official reported offences to 30 June 2004	Reduce reported violent crime offences by 20% by 30 June 2005
	Police Statistics – number of calls for service for assaults and disorder in central city area	Official number of calls for service to 30 June 2004	Reduce reported assaults by 5% by 31/12/05
	Hospital admissions related to violent crime. Indicator to be developed.	Number of admissions for 12-month period.	Reduce the number of admissions in a 12-month period by 20% by 30 June 2007. Indicator to be developed
	A targeted survey of public perception of the level of safety. This is currently being developed. Refer Appendix 2.	Under development	To carry out a targeted survey by 30 June 2005.

The high level of commitment to the City Safety project from all stakeholders involved indicates that the project was a **good, sensible and right thing to do**. An additional spin off benefit of the project is that the participation of external stakeholders in city safety initiatives is now flowing on to other Council business. Participation by our community partners in a wider range of Council business is becoming the norm. This is a key focus of the Local Government Act 2002.

APPENDICES

APPENDIX 1

The chart below lists the initiatives that are currently operating within the Dunedin City Safety Framework.

Initiatives - Coordinated by the Council under the City Safety Framework	Description	Other Agencies Involved
Street lighting improvements	Scheduled street lighting upgrading was carried out in consultation with stakeholders including tertiary students associations and Public Health South. This assisted in identifying priority areas and targeting improvements to where the maximum cost benefit could be obtained. Cost savings have allowed wider coverage of improved street lighting.	NZ Police Tertiary Student Associations Public Health South Contractor
Liquor restriction in the central city	The restriction was introduced in April 2003, and revised in early 2004. The restriction has been extended to 24 hours 7 days from July 2004. Anecdotal feedback from Police staff indicates a huge improvement in terms of reduced calls to trouble spots in the central city at the weekends. 84% of respondents to the Council's Residents Opinion Survey in 2003 and again in 2004 support the liquor restriction.	NZ Police
City Safety Officers	A 10-week pilot project was carried out from early November through to 31 December 2003, and resumed for a further 3 weeks in February 2004. The officers made over 1170 public contacts during the trial period. Feedback from retailers, the public and front line Police staff indicate that the safety Officer have provided a valuable public service. The Leaders Forum has agreed to continue the use of Safety Officers for up to 40 weeks per year.	NZ Police Public Health South Maori Wardens
Liaison with Maori Wardens	The Leaders Forum is working towards incorporating liaison and cooperation with the Maori Wardens into the City Safety Officers programme. This will enhance the Maori Warden programme that has operated in Dunedin from time to time in recent years.	NZ Police Public Health South
Speed Restrictions	A speed limit of 30 km/h in the central city was identified by a number of stakeholders as a strategy to contribute to a reduction in Dunedin's high pedestrian accident rate, and help deal with "boy racers". A 30 km/h speed limit would also justify a higher police presence in the central city from time to time and complement the other strategies in contributing to an improved level and perception of safety in the central city. Public consultation of the proposal to introduce a 30 km/h speed limit is currently being carried out. The review of the speed limit should be complete by the end of August.	NZ Police Land Transport Safety Authority
Vehicle/personal safety flyer	Business card sized flyer placed on unattended vehicles where valuables are on display. Police and Parking Officers have been placing the flyers on "at risk" vehicles.	NZ Police
Information Sharing – Briefings. Involving staff of Council. Police and other stakeholder organisations.	A regular (2 monthly) forum is held for staff from departments that have an involvement in the central city to be briefed and exchange information on safety and other relevant issues. An exchange of information is followed by a police briefing. Specific issues can then be followed or actioned further. This forum will be extended to involve include other relevant stakeholder partners.	NZ Police Contractor – Safety Officers Public Health South Maori Wardens
Direct Departmental Liaison	Flowing from the Information Sharing briefings has been the development of closer liaison between police and staff of selected departments. Parking Services and Parks and Reserves are about to commence a closer system of liaison between staff on relevant issues. This will be on an as required basis based on the establishment of a closer working relationship between the appropriate sections.	
Development of further indicators of safety levels	The development of further performance indicators is seen as a priority in order to enable us to gauge what interventions are most effective. Local stakeholder organizations will be involved in developing further indicators that reflect local needs. Liaison with the Crime Prevention Unit, and other Police Districts and Local Authorities both in New Zealand and overseas will continue.	LTSA District Health Board NZ Police

Initiatives - Coordinated by the Council under the City Safety Framework	Description	Other Agencies Involved
Crime Prevention Through Environmental Design (CPTED) – Training for Council staff and other key stakeholders	This strategy is scheduled for implementation in 2005/6. It involves carrying out training for relevant Council staff in order for them to have an elementary understanding of the principles of CPTED. This will be sufficient to alert staff to the relevant issues when planning or maintaining a public asset or area. It will also allow staff to lead or participate in safety audits in the central city and other specified areas.	NZ Police Land Transport Safety Authority Public Health South Maori Wardens
Crime Prevention Through Environmental Design (CPTED) - team to carry out safety review central city area	This strategy is scheduled for implementation in 2005/06. The Council and Police will bring together a group of staff from within the organisations and other groups to carry out safety audits. The audits will identify potential hazards (such as dark spots). Retailers and other stakeholders will also be asked to participate in the audits.	NZ Police
Liquor Licensing Strategies carried out by the regulatory agencies pursuant to the Sale of Liquor Act (Drinksafe) Drink Spiking awareness campaign pilot	Monitoring and enforcement of licensed premises and carrying out strategies with an aim of reducing alcohol related harm. Addressed through enforcement and promotional activities. The strategies carried out by the regulatory agencies are closely followed by the Leaders Forum and aligned to the City Safety and LTCCP outcomes. Funding from the City Safety Project was used to develop a pilot, which has now been adopted as an on going “Drinksafe” host responsibility strategy.	NZ Police Public Health South
Police Initiatives <ul style="list-style-type: none"> • Operation Safer Streets • Tactical Group • Restructuring of Community Policing Centres (CPC’s) • Changes to staff rostering for early morning shifts 	<p>“Safer streets” is a regular police operation usually carried out on a six monthly basis targeting behavioural and disorder issues in the central city.</p> <p>The Tactical Group is used to target crime trends and related issues or needs.</p> <p>Both initiatives have been aligned to the City Safety strategy with the Leaders Forum being aware of their involvement in city safety issues.</p> <p>Restructuring of the CPC’s has resulted in more staff being based in the central city from 3am onwards from Thursday – Sunday.</p> <p>Changes to staff rosters have complemented the restructuring and added further staff to be available from 3am to 7am at the weekends.</p> <p>These changes have improved the staffing levels and response availability in the central city between 3am and 7am Thursday – Sunday.</p> <p>The targeted use of these initiatives has contributed to a greater police presence and perception of safety in the city at key times.</p>	
Police Patrols - Traffic Safety	Patrols will be targeted on the central city when the 30 km/h restriction is effective. This will be aligned to city safety project priorities.	
Funding assistance to Neighborhood Support – coordinated by the Malcolm Trust. Funding Assistance to Community Patrols	Funding Assistance is provided through the Council Community Grants Scheme. These initiatives operate independently but with the support of the Leaders Forum and alignment to the City safety Project.	Malcolm Trust Community Stakeholders

Other initiatives that have been identified by the Leaders Forum for further investigation include:

- Marketing strategy – pride in central city /awareness of regulations
- Closed Circuit Television

APPENDIX 2

Community Safety Survey

by telephone



Hello, my name is from the Dunedin City Council. As part of the Council’s City Safety Project may I ask you a few questions about the level of safety in the Central City Area? It will take about 5 minutes of your time.

1 How safe do you feel when you are in Dunedin?

- 1 Very unsafe
- 2 Unsafe
- 3 Neither Safe nor unsafe
- 4 Safe
- 5 Very safe
- 6 Don't Know

If 3, 4 or 5 is chosen, please go to Question 3

2 Could you explain why you feel unsafe?

.....

2 On a scale of 1 to 5, 1 being “A lot LESS” and 5 being “a lot MORE safe”.....

		A Lot Less	A Little Less	About the Same	A Little More	A Lot More	Don't Know
		1	2	3	4	5	6
2.1	How safe do you feel in Dunedin now compared to a year ago?						
2.2	What level of crime is there in Dunedin now compared to a year ago?						

Now I would like to ask you some questions about the Central City Area. This is the area from the Exchange through to Fredrick Street.

3 In the past year have you visited the Central City Area?

- 1 Yes OR 2 No

4 How often do you visit the Central City Area?

- 1 Daily
- 2 Weekly
- 3 Monthly
- 4 Occasionally
- 5 Other (Specify).....

NB: Interviewers please make sure that you ask questions 5-8 even if respondents have NOT visited the Central City Area. It is Important that we know what their perceptions of the Central City Area are.

5 Do you think that the level of safety in the Central City Area, in the DAYTIME, over the past year has become

- 1 Worse
- 2 Has stayed the same
- 3 Has become better
- 4 Don't know

6 Do you think that the level of safety in the Central City Area, in the NIGHTTIME, over the past year has become

₁ Worse

₃ Has become better

₂ Has stayed the same

₄ Don't know

7 Can you tell us why you feel this way?

.....

8 What are the areas of the Central City where you feel unsafe?

.....

9 Are you aware of the crime reduction and safety initiatives that have been undertaken in the Central City Area over the past 12 months?

₁Yes OR ₂No

10 Are there any other initiatives that you would like to see undertaken to reduce the crime and increase safety in the Central City Area?

.....

.....

.....

11 Do you have any general comments or suggestions that you would like to make?

.....

.....

.....

12 Record gender ₁ Male OR ₂ Female

13 Which of the following age groups do you belong to?

₁ Under 20 years

₅ 50 to 59 years

₂ 20 to 29 years

₆ 60 to 69 years

₃ 30 to 39 years

₇ 70 years and over

₄ 40 to 49 years

14 What suburb do you live in (or nearest to)?

Thank you very much for your comments. We really appreciate your help.