

The logo for Pacific Perspectives, featuring a stylized geometric pattern of triangles and squares in shades of teal and white, positioned to the left of the text.

pacific perspectives

Evaluation of the Puataunofu Programme

Report prepared for
WorkSafe New Zealand

November 2018





Acknowledgements

This report has been prepared by Pacific Perspectives Limited for Mahi Haumarua Aotearoa WorkSafe New Zealand.

The authors include Pacific Perspectives' team members: Brenden Mischewski, Dr Debbie Ryan, Lisa Kitone and Racheal Fleming. The focus group fieldwork was conducted by Gerardine Clifford-Lidstone, Siufofoga (Mary) Matagi and Dr Seini Taufa. The project was supported by Jonathan Malifa.

We acknowledge the contributions made by the employees of Ports of Auckland and Spencer Henshaw who participated in the focus groups and the staff of Fairfax Industries who allowed us to observe a presentation at their workplace.

We also appreciate the advice and information we received from the members of the Steering Group of the Puataunoko programme and the staff of WorkSafe involved in the delivery of the programme.

Every effort is made to provide accurate and factual content. The authors, however, cannot accept responsibility for any inadvertent errors or omissions that may occur.



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Published: November 2018

PO Box 165, Wellington 6140, New Zealand

worksafe.govt.nz



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Executive Summary

The New Zealand system for managing health and safety at work and the workforce it serves is undergoing a process of significant change. The principle that everyone is responsible for managing health and safety includes obligations for employee engagement, participation and representation (Health and Safety at Work Act, 2015). At the same time, New Zealand's workforce is becoming increasingly diverse with attendant opportunities for public services and commercial services that respond to the cultural values and expectations of their employees and the wider community (Chen, 2015).

The Puataunofu programme is a workplace health and safety education initiative focused on delivering key health and safety messages to Pacific workers in the manufacturing sector. The programme uses multiple communication pathways that include fact sheets and brochures, on-site in-person training, online content including videos, and social media message promotion and activity.

WorkSafe New Zealand commissioned Pacific Perspectives Limited to undertake an evaluation of the Puataunofu programme. The aims of the evaluation are to document the Puataunofu programme's resourcing and activities fully, to understand the scale of the programme and to evaluate the effectiveness of the project.

Evidence from primary and secondary data sources was analysed for this descriptive study. Focus groups were held with the programme's Steering Group and WorkSafe staff, and with staff who have participated in the programme from Ports of Auckland and Spencer Henshaw. We also conducted several follow-up interviews with members of the programme Steering Group and met with WorkSafe's Maruiti team. Pacific cultural values were central to engaging with focus group participants.

The Puataunofu programme is being implemented in a highly regulated environment, with diverse industry settings, and limited evidence specifically about the health and safety of Pacific people in the workplace. This study identifies the foundations of a successful programme on which WorkSafe could scale.

Our findings indicate that the Puataunofu Programme is characterised by a strong alignment to the strategic direction of WorkSafe, an evolving, adaptive approach, reliance on a particular combination of cultural and technical expertise, and a modest, pressured resource base that is currently constrained in its ability to operate at scale.

The programme appears to solve two interlinked problems – raising the engagement of staff with efforts to promote health and safety in the workplace and directly supporting businesses to adapt to the growing diversity of their workforce. It was not possible to draw conclusions about the effectiveness of the program in terms of reducing injury rates among employees due to limited monitoring data and the practical difficulty of attributing effects to the Puataunofu programme compared to the health and safety initiatives of participating businesses. However, focus group participants at the Ports of Auckland and Spencer Henshaw did indicate that their organisations had increased their attention to health and safety and shown greater responsiveness to the needs of diverse employees.

This study identifies the foundations of a successful and culturally relevant programme on which WorkSafe can scale. We have recommended that WorkSafe gather evidence of the current gap they are trying to meet through the Puataunofu programme as a first step. This will in turn guide priorities for monitoring and further investment. WorkSafe may also consider the benefit of embedding the practices of the programme more widely across the organisation.

Introduction

In April 2018, Mahi Haumarua Aotearoa WorkSafe New Zealand (WorkSafe) commissioned Pacific Perspectives Limited to undertake an evaluation of their Puataunofu programme. Through this evaluation, WorkSafe is looking to fully document the Puataunofu programme's resourcing and activities, to understand the scale, and to evaluate the effectiveness of the project.

WorkSafe is seeking to answer the following questions:

1. What are the key elements of the Puataunofu programme?
2. How is the project being implemented?
3. What is the context the project is operating in?
4. Is the project effective in reducing injury rates?
5. What are the barriers faced by the project?
6. Where should the project focus future efforts?

Background

The Puataunofu programme is a workplace health and safety education initiative delivered by WorkSafe New Zealand focused on delivering key health and safety messages to Pacific workers in the manufacturing sector. The programme uses multiple communication pathways that include physical collateral such as fact sheets and brochures, on-site in-person training, online content including videos, and social media message promotion and activity.

The initiative was first rolled out in 2006 by the Department of Labour and has evolved to become a joint initiative between WorkSafe, the Ministry for Pacific Peoples, Auckland Council, Drowning Prevention, ACC, Pacific Injury Prevention Aukilana, and E Tu. Over its 12 years, the programme has involved partnerships with 17 different organisations, including government departments, businesses and Pacific nongovernmental organisations. Current delivery comprises engagement with 8-9 unique manufacturing businesses, and about 350 employees participating in training workshops per year.

The Puataunofu programme is a complex initiative involving multiple stakeholders, programme evolution

over time, delivery in diverse settings in the context of a range of significant regulation and activity in the sector related to improving health and safety practices in the workplace.

WorkSafe is seeking to understand how it can make a significant difference in the rates of work-related injury and harm for Pacific people. This evaluation is intended to provide a comprehensive description of the Puataunofu programme in an effort to understand more fully what is involved in its delivery, and in doing so, provide evidence to guide future decision making. WorkSafe's request for proposal (RFP) document indicates that it may also provide a starting point for the development of a Pacific Strategy for WorkSafe.

Evaluation design

This evaluation takes the approach of a predominantly descriptive study, capturing evidence about the Puataunofu programme from a range of secondary and primary data sources; with a utilisation focus to ensure the process of evaluation was tailored appropriately and findings are presented in a way that is relevant for WorkSafe (Cavana, Delahaye, & Sekaran, 2001; Patton, 2008).

We applied a mix of research methods including content analysis of secondary data sources that included documentation supplied by WorkSafe and retrieved from online sources as well as content posted on WorkSafe social media platforms. We also collected primary data through focus groups and interviews. This research approach was used to enable the development of a multi-layered description of the programme.

Pacific Perspectives worked collaboratively with WorkSafe to understand the aims of the evaluation, including gathering documents for review, discussions about the implementation and achievements of the programme and the purposeful selection of participants to interview.

■ Secondary data collection and analysis

Previous evaluations and reports prepared by people or groups involved in the design, delivery and funding of the programme were reviewed and used to develop a

working understanding of the Puataunofu programme and its evolution over time. The reports included the Department of Labour's reports (2009, 2012a) *Puataunofu Manukau Pilot Project: Status Report and In Harm's Way: A case study of Pacific workers in Manukau manufacturing*; and Lavea'i Trust's (2012) evaluation report *Puataunofu Come Home Safely*.

Performance metrics referenced in the Department of Labour and Lavea'i Trust reports were collected and tested against available data sources, including from ACC, Stats NZ and WorkSafe, to assess whether it would be possible to use them to create a baseline set of measures against which to judge the performance of the Puataunofu programme today. We were unable to develop reliable quantitative measures but have presented our findings to highlight a limitation that could be addressed in future improvements to be implemented by WorkSafe.

WorkSafe has broad social media coverage with a presence on Facebook, YouTube, Twitter and LinkedIn with content loaded and shared across each of these platforms. There is also a dedicated *Puataunofu "Come Home Safely"* Facebook page. We scanned the Facebook page for content, including a count of Puataunofu training sessions, the businesses involved and numbers of workshop participants.

■ Primary data collection and analysis

The original intention was to conduct an in-depth case study of one model organisation, nominated by WorkSafe, with the aim of capturing perspectives of distinct groups across the organisation (Pacific employees, managers, health and safety representatives and union representatives). This case study would allow us to ground our understanding in the practical experience of participants in the Puataunofu programme. After some difficulty gaining agreement from businesses to participate in this style of research, with WorkSafe's help we were able to gain access to two workplaces to conduct focus groups. These focus groups were attended by a mixture of staff that were available on the day.

Qualitative research methods using focus groups and observation were chosen to capture the richness and depth of participant's experiences of the Puataunofu programme delivery. Pacific cultural research methodologies using the process of talanoa (Southwick, Kenealy & Ryan, 2012) provided the overarching framework for the workplace focus groups.

In addition to the workplace focus groups, a consultative-style focus group was held with Puataunofu partner organisations to capture perspectives from the design and delivery side of the programme. We were also grateful to observe the delivery of one workplace training session.

Semi-structured interview scripts were used to guide each of the focus groups (Appendix 1). Facilitators fluent in Pacific languages were made available to conduct the workplace focus groups, however, English was preferred by most participants. Audio from the workplace focus groups was recorded, transcribed, and translated into English in a few instances, for analysis. Field notes were captured at the partner organisation's focus group and training session observation for analysis.

Thematic analysis was used to capture patterns of evidence that could be used to provide a rich and detailed description of the Puataunofu programme's activities, scale and resourcing (Guest, MacQueen & Namey, 2012). Causal inferences cannot be determined from this study that would speak to the effectiveness of the programme. However the views of recipients of the programme's efforts (i.e. Puataunofu workshop participants) are captured to provide insight into their perception of the influence of the Puataunofu programme in their individual context.

Ethical considerations

The fieldwork was conducted in accordance with the New Zealand Health Research Council (2014) Pacific Health Research Ethical Guidelines. Accordingly, the Pacific cultural values of communal relationships, reciprocity, holism and respect were central to the design of the protocol and methodology used to guide the research.

WorkSafe took the lead on liaising with key partner providers and businesses to provide information about the research and identify businesses to take part. All participants were provided with information about the research and a consent form in advance of the workplace focus group sessions taking place. The consent form included assurances to participants of confidentiality and that the information they provided would not be attributed to them individually or identify them in any way.

Limitations

This is a descriptive study and is meant to provide up to date, and comprehensive detail about the current state of the Puataunofu programme. Evidence of causal impacts of the programme is not in the scope of this report, and evidence gathered from specific businesses are not generalisable across all businesses that have participated in the Puataunofu programme.

There were two specific challenges faced in this study related to the quality of data available for analysis and recruitment of businesses to participate in the focus group data collection.

■ Data quality

The programme has evolved considerably over its 12-year history with activity linked to infusions of project-based funding. The early history of the programme involved some large-scale community awareness raising. The programme has also received project funding for cultural competency workshops for employers, alcohol and drug prevention training, and regularly includes the promotion of water safety. More recently the programme has had a narrower focus on direct engagement with individual businesses emphasising workplace health and safety, although around half of the workshops each year include the promotion of water safety and a series of four workshops were delivered in July and August to early childhood centres involved in the Pacific ECE Network.

This evolution of the programme reflects a dynamic approach to responding to new opportunities as they arise. These factors mean however that it was difficult to find data on the programme that covered the full period of delivery, including records of the people and businesses that have participated, the nature of their interactions and the effects of the programme, whether over the short, medium and long-term. Due to these factors, this report should be read as documenting the current state of the programme in 2018 and providing only an indication of its recent history.

■ Focus group recruitment

We originally intended to conduct four focus groups at one business that had participated in the programme with each group comprising different 'types' of staff (managers, health and safety representatives, union representatives and other employees). We considered conducting separate focus groups would allow us to hear the perspectives of different groups of workers and avoid the risk that power dynamics

within an organisation might influence the results. We approached several businesses seeking their participation. It proved difficult to gain access to workplaces on that basis, often due to the operational requirements of the businesses concerned, and in one case a concern that our process might lead to some enforcement action by WorkSafe.

At the request of the participating businesses, the focus groups included a mix of managers, frontline employees and subcontractors. A total of 24 people participated in the focus groups, nine of whom were Pacific. We note that frontline employees and subcontractors were not paid by the organisations to participate in focus groups and some employees were there after they completed their shift or on unpaid time for subcontractors.

Employees had limited experience of the programme, most having only attended one workshop at the start of their employment with the organisation. Managers at the participating businesses were able to provide us with a broader perspective about both the benefits of the programme and how the programme integrated with health and safety initiatives in their workplaces. These perspectives were developed because managers tended to participate in multiple workshops (and associated assessments) over extended (often multi-year) periods.

The focus group participants indicated that the two organisations we engaged with, have over the past five years, significantly increased their attention to health and safety and shown greater responsiveness to the needs of diverse employees. It was apparent to us that disentangling the effects of the Puataunofu programme from other changes to the way in which businesses have been managing health and safety risks was problematic. As a result, we could not draw any specific conclusions from the focus groups about whether the programme is directly responsible for the positive improvements. The key themes from the focus groups do however suggest positive benefits of the Puataunofu programme itself.

Workplace Health and Safety in New Zealand



Health and safety in the workplace – private and public duties

In 2015, the Health and Safety at Work Act (the Act) ushered in significant reforms for workplace health and safety in New Zealand, setting out a system of key principles, rights and duties. The Act introduces the concept that everyone is responsible for managing risk – a general duty approach that involves a range of public and private organisations; industry associations; and community stakeholders (New Zealand Parliament, 2015). The Act strengthens obligations for employee engagement, participation and representation and, in turn, employers have a duty to provide opportunities for employees to contribute to decision making about issues related to workplace health and safety (Worksafe, 2017).

The legislative and regulatory framework enables health and safety challenges to be addressed through compliance and enforcement. However, focus is also directed to sustained health and safety improvements through workplace cultural change that involves alignment, coordination, and capability building across the sector (MBIE, 2018).

MacEachen, et al., (2016) argues that a general duty approach to workplace health and safety requires the nature of employer/employee interactions; power dynamics; and distribution of risk faced by workers, to be examined and not underplayed. This risk is greater for 'precarious' employees, who often work in conditions that increase the risk of injury (DoL, 2012a; Kim, et al., 2016). New Zealand evidence suggests that employer capabilities can constrain employee influence in workplace safety. ACC and WorkSafe note that poor awareness of health and safety risks among workers are caused by narrow health and safety education and limited on the job training opportunities (ACC/Worksafe, 2016).

In New Zealand, much has been written about the 'demographic dividend' that a youthful, largely urban and growing Māori, Asian and Pacific labour market will create in coming years (Statistics New Zealand, 2015; RSNZ, 2014). Improved employer capability to respond to the cultural values and expectations of diverse employees is increasingly accepted as essential for worker satisfaction and retention, improved workplace health and safety outcomes, and

productivity. Changing population demographics also create expectations for corresponding diversity and cultural competency within the public service. Social capital is at the core of the broad, non-commercial national roles and objectives of government to serve all New Zealanders (Chen, 2015).

Workplace health and safety – the New Zealand context

WorkSafe was established in 2013 as a standalone health and safety agency with harm prevention, regulatory confidence, and system leadership roles. The organisation employs around 500 people including an inspectorate of about 220 employees who undertake engagement, education and enforcement activity with businesses (Worksafe, 2017a). WorkSafe aims to reduce acute harm (injuries); work-related ill health (chronic disease); and catastrophic harm (failures of safety systems at high hazard sites). Acute harm, the traditional focus of New Zealand workplace health and safety efforts, is addressed in the WorkSafe target to achieve a reduction in work-related fatalities and serious work-related injuries. The forthcoming Health and Safety at Work Strategy 2018-2028 will include a greater focus on catastrophic harm, as well as chronic workplace diseases and embed a cohesive, system-wide approach (Worksafe, 2017a).

Worksafe is reliant on a skilled and diverse workforce that can connect with and influence a wide range of workplace and user communities (Worksafe, 2017b). Steps have been taken to build Te Ao Māori capability within the organisation. Maruiti 2025, for example, is a strategy to address the disproportionate harm faced by Māori workers. For Pacific people, progress in this area has been modest, and there are few references to Pacific people in sector statistics or organisational reporting and communications.

The quality of data about work-related ill health is not high, but it is estimated that around 600-900 people die every year from work-related ill health in New Zealand, with many more managing long-term work-related health conditions (MBIE, 2018). Recent data shows that rates of fatal and serious injuries in New Zealand have declined (Worksafe, 2017). Sector-wide indicators used to measure outcomes for fatal work-related injuries and serious non-fatal work-related injuries have consistently decreased. In 2016, the rates were below 2008-10 baselines (39 per cent and 26 per cent respectively) (Worksafe, 2017b).

Data analysis of work-related injuries and health issues for Pacific workers is scarce, making it difficult to understand the nature and extent of the issues, as well as the interrelatedness of work-related health risks and health-related safety risks. By ethnicity, the Pacific population rate the second highest number of work-related injuries after the 'Other' ethnic category recorded and have the highest rate of work-related injury claims (MBIE, 2018) (see Appendix 2: Commentary on metrics). Evidence suggests, however, that consistent reporting tends to occur only when an injury is significant, while risky behaviours (minor injuries or near misses) are under-reported (DoL, 2012a; Worksafe, 2017). There are also some indications that the reporting of ethnicity data may be inconsistent across the suite of data collected by ACC and WorkSafe.

Experience of Pacific people in the workforce

Pacific people comprise 6.1 per cent of the working-age population in NZ and 5.8 per cent of the total labour force, with large concentrations in Auckland (over 65 per cent) and Wellington (11.7 per cent) (MBIE, 2017). This workforce is largely in semi to low skilled, low paid roles (MBIE, 2017a). The manufacturing industry employs almost 17 per cent of the Pacific labour force (or 23,400 people) with around two-thirds of those employees working in the Auckland region (MBIE, 2017; StatsNZ, 2014).

A small body of research offers some insight about the risk factors and causes of workplace harm for Pacific people; and effective approaches for engagement and participation, reducing risk and preventing harm. Communication factors are a clear risk for many Pacific workers in relation to injury and health issues. Low functional English language skills can impact on the: accessibility and uptake of training; understanding of health and safety messages; capability or confidence to ask questions; and staff relations (DoL, 2012a; ACC/ Worksafe, 2016; MBIE, 2017). Communication issues are closely interrelated with cultural perspectives that may influence understandings of non-verbal cues; workplace structures; and perceptions of risk (DoL, 2012a). Educational levels (low literacy, numeracy skills) and learning styles can also further impact or compound effective communication (MBIE, 2018).

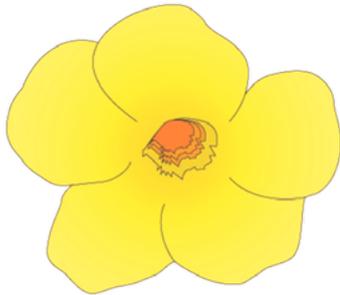
Employment circumstances, such as unstable work situations and financial pressure, can influence the decisions and behaviours of Pacific workers.



The Department of Labour (2012a) found that non-reporting by Pacific workers was often driven by fear of job loss, and not wanting to complain or disappoint an employer. Similarly, the evidence suggests that difficulties accessing adequate care or compensation for work-related injuries and illnesses are due largely to language barriers and a lack of knowledge of processes (DoL, 2012a).

The long-term effects of serious workplace injuries or health conditions can have significant consequences for families, co-workers and communities who assume central care and support functions. The circumstances of Pacific individuals cannot be viewed independently of the family, and Pacific concepts of collective well-being can be greatly affected by physical injury or disability (Pacific Perspectives, 2015).

The Puataunofu Programme



PUATAUNOFO
COME HOME SAFELY

The Puataunofu programme is a workplace health and safety education initiative delivered by WorkSafe New Zealand focussed on providing key health and safety messages to Pacific workers. The programme uses multiple communication pathways that include physical collateral such as fact sheets and brochures, on-site in-person training, online content including videos, and social media message promotion and activity.

Programme history

The programme was established in 2006 as a pilot to address gaps in the effectiveness of workforce health and safety initiatives and improve the health and safety of Pacific manufacturing workers in Manukau. The programme's vision was to achieve 'Health and Safety for Pacific workers in Manukau' by taking a holistic view of health and safety that encompassed families and the broader community. We understand from our interviews with the Partner Organisations and review of previous evaluations of the programme that from its inception the programme has been shaped by an understanding that a strong workplace health and safety culture required attitudes and systems that were shared by employers and employees.

Central to the programme is a collaboration among the Partner organisations to address their respective, often overlapping, priorities and the development of relationships with employers that would support their commitment to workplace health and safety and the engagement of employees to encourage their involvement in health and safety practice. This

commitment to a holistic approach appears consistent, but changes in the Partner organisations (see Table 1) and their investment decisions have shaped the priorities for the programme.

TABLE 1: PARTNER ORGANISATIONS, PUATAUNOFO PROGRAMME, 2006 TO PRESENT

Puataunofu establishment – 2006	2012/13	Current partner organisations
<ul style="list-style-type: none"> • DOL, lead agency until 2009 • Manukau City Council (and Injury Free Counties Manukau) • ACC • MPIA • Council of Trade Unions Komiti Pasefika • Engineering Printing and Manufacturing Union (EPMU) 	<ul style="list-style-type: none"> • DOL • Lavea'i Trust (a Pacific health and social services provider) • EPMU • Injury Prevention Network of Aotearoa NZ • Pacific Injury Prevention Aukilana • MPIA • Sanitarium Health and Wellbeing • Health Promotion Agency (from 2014) 	<ul style="list-style-type: none"> • Auckland Council • WorkSafe NZ • Ministry for Pacific Peoples • Drowning Prevention Auckland • ACC • Pacific Injury Prevention Aukilana • Sanitarium Health and Wellbeing • Embroid Me • 3M • E Tu (trade union)

The priorities for the programme have evolved as funders have expressed a desire to leverage the programme's networks to achieve their policy goals. The initial focus of the programme was awareness raising, information sharing and promoting health and safety messages to the employees of manufacturing companies and the wider community in Manukau (DoL, 2009).

A 2012 report by the then Department of Labour highlighted the importance of focusing on non-fatal injuries among Pacific, addressing communication issues which can be a barrier to injury reporting and understanding hazard identification and management, and greater consistency and regularity of health and safety training tailored to the needs of Pacific (DoL, 2012a).



An evaluation of the programme characterised the programme in terms of a ‘Spectrum of Prevention’¹ which combined individual and business capability development, sharing of information, establishing coalitions, changing business practices and influencing policy and legislation (Lavea’i Trust, 2012).

Hogg (2014) described a further evolution of the aims and priorities of the programme. Funding from the Health Promotion Agency led to a focus on messages relating to alcohol and drug-related harm, in particular, the risks of binge drinking.

After this funding ended the programme has focused more tightly on the promotion of health and safety at work and some water safety promotion, and in line with WorkSafe’s priorities has expanded to include construction and allied trades and transport and logistics businesses. The priorities for the programme are set by a governance group, but there is no formal legal entity or contractual basis to guide programme priorities, management or reporting.

The programme has received numerous awards including commendation in 2009 at the New Zealand Workplace Health and Safety Awards in the “Best initiative to encourage engagement in health and safety” (MPIA, 2009) and in 2012 was awarded the “Best leadership of an industry sector award” (Lavea’i Trust, 2012). It is also regularly cited in government publications and strategies as an example of effective

actions to target population groups at greater risk (DoL, 2008; DoL, 2012b; DoL, 2012; Worksafe, 2016; Worksafe, 2017; MBIE, 2018).

Programme resources, activities and scale

■ Resources

Governance of the programme is provided by a stakeholder reference group that comprises members from the Partner organisations. These members offer the programme a mix of professional and ethnocultural expertise. The professional expertise of the members includes an understanding of the legal and regulatory frameworks governing health and safety in New Zealand, experience managing health and safety systems in companies, and experience of union, local government and non-governmental organisations. Major Pacific ethnicities are represented on the group with associated connections to the relevant communities.

The governance group operates on the basis of agreed terms of reference, and the outcomes of meetings are recorded in minutes. Members offer their services on an ‘in-kind’ basis. Our discussions with members of the group suggest largely positive working relationships and a strong sense of common purpose.

Management of the programme is provided by a senior Health and Safety inspector employed by WorkSafe

1. Original model developed in 1986 by Californian public health organisation Contra Costa.



(the programme lead). The programme lead has been the driving force for the programme since its inception, and he is also the chair of the governance group. The governance group and the functional scope of the role of the programme lead within WorkSafe provide guidance in setting priorities for the programme.

The programme lead is a fulltime WorkSafe employee, and the main resource constraint for Puataunofo is the time allocated for the programme lead by their WorkSafe manager. The programme lead's line manager allows him to manage and deliver the programme as part of his role and draw on other WorkSafe resources (including staffing) where practicable.

Currently, other Worksafe inspectors contribute to the delivery of the Puataunofo programme. These staff are selected by the programme lead on the basis of their ability to relate to participants in the workshops. Participants in the focus groups described them as role models.

It's fantastic to see Polynesian inspectors because when you're working there [at WorkSafe], they are all white men, and they're all over 50. **MANAGER**

... and an example for himself. He started from a rep and come up. He's one of the leaders now of the health and safety. **EMPLOYEE**

The employment arrangements of the programme lead carry several implicit requirements and obligations including those associated with a state servant and

the legal powers and obligations of a health and safety inspector (Health and Safety at Work Act, 2015). These powers and obligations mean that there is an inherent power dynamic in the way in which the programme lead (and other WorkSafe staff) interacts with participating businesses and staff.

The staffing resource available to the programme involves:

- programme lead as part of the 0.09 FTE (two days per month) of their role allocated to the programme. The programme lead has been associated with the programme since its inception and is also chair of the governance group;
- other Health and Safety inspectors employed by WorkSafe. The number of WorkSafe staff involved in the programme varies but currently involves three inspectors of Pacific ethnicity with less than two years of experience. We estimate that these staff contribute 0.09 FTE, the equivalent of two days per month; and
- other representatives of the Partner organisations including one representative of Drowning Prevention Auckland who has been associated with the programme for seven years. We estimate that the total value of the time they contribute to the delivery of the programme is equivalent to between \$400-\$500 per annum.

The total 0.27 FTE of WorkSafe staff time allows for steering group meetings, preparatory meetings with

businesses, on-site health and safety assessments which mirror normal practices of health and safety inspectors, preparation of packs including collating resources, photocopying hand-outs in relevant languages and preparing evaluation forms.

Financial and non-financial contributions to the programme are largely in-kind in nature. The major components are the:

- salaries and overhead costs incurred by WorkSafe and other staff involved in the delivery of the programme;
- time, knowledge and intellectual property made available by members of the Steering Group;
- opportunity costs associated with participation by businesses (staff might otherwise be working to produce or provide the products and services of the business);
- contributions by businesses, which may be financial, or more often in-kind such the physical collateral distributed at the workshops; and
- resources developed by the programme over time (such as the PowerPoint presentation and the “Come Home Safely” documentary).

The principal, measurable cost of the programme is the staffing time contributed by WorkSafe. We estimated that these staff contribute 0.27 FTE on an annual basis. We assume a base salary of \$84,500 per annum (the mid-point for fully trained health and safety inspectors with five years of experience in New Zealand (Careers New Zealand, 2018) and an overhead cost of 100%. Around half of this activity relates to business as usual activities generating total direct costs of \$23,046 per annum.

Steering Group members and members of the Partner organisations will incur some costs, whether in terms of their voluntary commitment to the programme or the direct salary costs. We were unable to calculate these costs reliably, but we estimate these to make up only a relatively minor component. A more significant, albeit intangible, component will be the insights that they provide about the needs of participating businesses and staff, effective approaches for engaging staff and cultural support.

Other less clearly measurable costs include the time of employees who attend the workshops and the engagement with WorkSafe staff as part of the onsite assessments. These staff will incur opportunity costs

for their employers. Wage and salary rates may provide a proxy for these costs with the median hourly earnings for manufacturing workers \$25.00 in June 2018 (StatsNZ, 2018). The actual value of an employee for business will likely be considerably higher.

Some businesses make a financial contribution to the programme. We understand that these contributions generally range between \$300-500 per business with around half of participating businesses paying. We understand that the programme Steering Group maintains records of these contributions which are consolidated into a general fund to offset the costs of the programme. While these records were not supplied, we understand that these direct financial contributions are around \$3,000–5,000 per annum.

Combining the financial contribution from WorkSafe (\$23,045), Drowning Prevention Auckland (a midpoint value of \$450) and businesses (a midpoint value of \$4,000) suggests a direct cost of \$27,495.

A more significant contribution comes in the form of materials such as the bags used to hold the resources distributed at the workshops and food products. The bags are branded with the logos of the Partner organisations and the Puataunofo programme generally. These bags are supplied by Sanitarium and include food products from Sanitarium and Frucor.

Over time the programme has accumulated presentation resources in the form of a PowerPoint and a video describing the experience of Pacific people who experience accidents at work. The video was funded by the Department of Labour in 2008.

■ Activities

Delivery of the programme involves onsite assessments of the health and safety issues and context of the workplace and a workshop with groups of staff. The process followed by the programme staff involves:

- employers expressing an interest in participating in the programme to the programme lead;
- the programme lead (and other WorkSafe staff) then meet with the business and undertake an onsite assessment to establish the nature and extent of any health and safety issues. These assessments are a business as usual function of Health and Safety Inspectors;
- staff at the workplace are then invited to participate in one or more presentations that impart the general messages of Puataunofo

tailored to the workplace. Tangible steps that staff have taken since the initial assessment are highlighted and key future actions reinforced; and

- evaluation forms are distributed to gather information about the effectiveness of the programme.

The presentations and assessments occur in close proximity, providing opportunities to shape and guide the content and priorities for each. The delivery of the programme is also informed by the wider context within which engagement occurs.

Programme delivery involves activities that Workplace Health and Safety Inspectors would normally undertake as part of their business as usual functions. These include the onsite assessments and engagement with management and employees about health and safety risks. We understand that up to half of the 0.27 FTE is consumed through these business as usual functions.

The workshop for employees involves a PowerPoint presentation (a sample is provided in Appendix 4) and the distribution of Puataunofu-branded carry bags with supporting brochures and booklets. Partner organisations provide 'in-kind' support by supplying brochures, booklets and carry bags. These resources are highly valued. However, we noted that the collation of the packs of supporting material is regularly resourced by family members of the delivery staff.

It had all the information in there. And a website to go to if you need to reiterate what you've learned.

EMPLOYEE

The presentation includes an embedded video that describes the effects of workplace accidents on the two Pacific employees concerned, their colleagues and fanau (family) and provided context for the workshops (Come Home Safely, 2008).

Basically at the beginning of the presentation, they showed us a video of the 70s when the Pacific island migration came across to do all these jobs that kiwis probably didn't want to do... they had to be brought up to speed to prevent the injuries that would happen to them... **MANAGER**

Because they showed us a video of people in a factory looked like here... try to cut corners... people can actually get hurt. **EMPLOYEE**

Employer engagement is largely reactive and reliant on word of mouth referrals, including from other WorkSafe Health and Safety inspectors. We did not find evidence

of systematic processes for tracking employer interest or proactive identification of potential candidates. Generally, representatives of employers contact the programme lead who coordinates the delivery of the programme at the relevant site. From tracing social media content and from our document review, we counted 47 unique businesses that have been engaged in the programme from late 2013 (excluding a group of early childhood education providers that recently participated in a short series of workshops).

Monitoring and evaluation involves administering evaluation forms in English to participants after each presentation. This method of capturing participant feedback commenced in 2017. These forms collect demographic (gender, ethnicity and age) data, record the date of the workshop presentation and company concerned, and invites feedback from participants. The forms ask participants to:

- self-assess the effect of the presentation on increasing their awareness of health and safety on a five-step Likert scale (1="no", 2, 3="sometimes", 4, 5="yes");
- identify one thing they intend to do to make their work area healthy and safe;
- identify the responsibilities they have as a worker; and
- make suggestions for improvements or other comments.

■ Scale

The scale of the programme can be considered in terms of the number of workshops, participating employees and participating employers. The programme lacks a centralised database of these events which impacted on our ability to provide a definitive view of the level of activity. We used the programme's social media presence to develop estimates of each of the measures.

The actual level of activity over the duration of the programme is difficult to deduce without some centralized reporting, and there appears to have been peaks of activity associated with project-based funding (Tucker, 2014).

To estimate the volume of activity for the Puataunofu programme in terms of workshop delivery and organisations involved on a business as usual basis, we reviewed the programme's Facebook page for the 18-month period between 1 March 2017 and



31 August 2018. Our search found that 25 workshops attracting 467 participants were delivered at 14 unique businesses. Half of the businesses received one workshop and the remaining between two and four (a list is provided in Appendix 3).

The businesses engaged with the programme were drawn from a range of industry areas including manufacturing and fabrication, construction-related services and transport and logistics businesses.

A social media presence supports the delivery of the programme. The main tool is the Puataunofo “Come Home Safely” Facebook page which is used to publish key messages about the programme and photos of the groups that attended the presentation (Puataunofo programme, 2018). The ‘Come Home Safely’ documentary is published on YouTube (DoL, 2008). A Tagata Pasifika, TV 1 video segment of the programme was published in 2012 (Tagata Pasifika, 2012). The Facebook page has 293 likes and 287 followers. The documentary has had 223 views, although this likely understates its impact as the video is embedded in the workshop presentation. The Tagata Pasifika video segment has 772 views.

Per unit costs

This section provides a simple model of the per unit costs of the programme that may be helpful when considered alongside resourcing to determine preliminary estimates of the costs of scaling up the programme. It is calculated using a point-in-time volume of activity for the programme, gathered from the review of the Puataunofo Facebook page.

The costs incurred by the programme take the form of ongoing costs, sunk costs and in-kind costs. The ongoing costs are associated with the staff who deliver the programme as part of their employment. The sunk costs are associated with the resources that have been developed. The in-kind costs relate to the contributions made by members of the governance group and the opportunity costs incurred by businesses that participate.

We compare these estimated costs with the main outputs, that is the number of workshops, the number of people who participate in the workshops and the number of businesses reached. The relationship between the costs and the outputs provides a guide to the per unit cost (see Table 2).



TABLE 2: PER UNIT COSTS, 2017/18

Estimated direct cost	Outputs (12 months)	Per unit cost
\$27,495	9 businesses	\$2,975 per business
	17 workshops	\$1,666 per workshop
	311 participants	\$88 per participant

Note: The number of businesses, workshops and participants presented is an annual average, that is two-thirds of the activity recorded during the 18-month period between 1 March 2017 and 31 August 2018.

The cost per participant presented in Table 2 of \$88 is an average for all participants. The major fixed cost for the programme is the delivery of workshops. The number of workshops required to reach the participants will, therefore, influence the per participant cost. We calculate that the cost per participant taking into account the number of workshops ranges between \$49 and \$202 with a median cost of \$73.

The number of workshops per business also provides a guide to the relative cost of servicing individual workplaces. We calculate that the cost per business (on a workshop basis) ranges between \$1,666 (one workshop) and \$6,664 (four workshops) with a median cost of \$1,666.

Workshops may run for approximately one hour (and can be longer in some cases as noted by focus group participants). Assuming one hour’s duration, using median earnings for manufacturing workers of \$25/ hour (see resourcing) along with WorkSafe’s annualised cost from table 2 above, we can estimate that the average total cost per participant is likely to be around \$113. The costs for each business will vary depending on the number of employees who participate in each workshop.

Participant Perspectives

We conducted focus groups with two business nominated by WorkSafe: Ports of Auckland, and Spencer Henshaw. The two businesses provide a useful contrast given their different industry focus and health and safety context.

■ Ports of Auckland

The Ports of Auckland is New Zealand's busiest port generating revenue of \$120.6m per annum and employing 550 full-time staff (PoA, 2018). Focus group participants estimated that approximately 50% of the workforce was of Pacific ethnicity.

Ports are complex and high-risk environments posing critical health and safety risks for employees (WorkSafe, 2018). The focus groups suggest that the Ports of Auckland takes a highly systematic and structured approach to manage these health and safety risks.

The Puataunofu programme is included in the compulsory health and safety induction for all new employees.

Twelve staff participated in the focus groups including six frontline and six operations staff. Four participants identified as Pacific.

■ Spencer Henshaw

Spencer Henshaw is New Zealand's largest property maintenance business and based in Auckland employing 140 people and around 2,000 tradespeople (subcontractors). Workshop participants estimated that more than 90% of tradespeople were of Pacific ethnicity.

Health and safety risks relate to hazardous substances (such as lead-based paint and asbestos), working at heights, dogs, and use of electric power tools (Spencer Henshaw, 2018) and dealing with anti-social behaviour at many properties. The focus groups suggest that the company has a comprehensive approach to the management of these diverse risks to health and safety.

The Puataunofu programme was introduced 18 months ago and is open to employees and subcontractors by invitation. Attendance is not compulsory.

Twelve staff from Spencer Henshaw participated in the focus groups including Health and Safety staff,

Supervisors and Subcontractors. Five participants identified as Pacific.

Focus groups ran for 90 minutes with between five and seven members each, comprising a mix of employees (and tradespeople) from across the organisations. Facilitators who spoke Samoan and Tongan were provided on request from the workplaces, however, each focus group was predominantly conducted in English.

Findings are organised into five dominant themes:

1. Puataunofu is well integrated with business health and safety programmes;
2. Use of Pacific languages was important;
3. Expert, culturally relevant and inclusive delivery;
4. Safety at work, safety at home; and
5. Tailored and compelling content.

Puataunofu is well integrated with business health and safety programmes

The focus group responses indicated that the programme was well-integrated with each businesses' efforts to promote safe working practices. The businesses that participate in the programme can face quite different challenges. These differences mean that the programme needs to recognise and adapt to a complex set of circumstances specific to each business. One participant commented that:

... And it's hard for us to control that, because we haven't got a factory where we can control the environment. We look after 23,000 families' homes. So, we've got 23,000 workplaces with different houses and different unknown moving parts, and boy, that makes it real hard. It makes it hard for everybody, because you never know what you're walking into. **MANAGER**

The businesses appeared to have integrated the Puataunofu programme workshops within their induction or ongoing training, suggesting that the workshops were valued.

It's just becoming part of our culture now... it's just mixing it up... and this is just another variation of training. **MANAGER**

To me, the Puataunofu programme is actually filling in a gap for our Pacific Island things, targets them better than training traditionally does, it's another layer that enforces what the training was given, and on top of that it's explained in their own language. **MANAGER**

The Puataunofu programme complimented and helped reinforce these other safety initiatives.

But one thing I would say is that around the time of the Puataunofu we developed... a health and safety plan that we gave out to all our contractors. They get some training modules in their lecture, all photographic, visual. So, I think Puataunofu reinforced and supported that. But it wasn't necessarily as a result of Puataunofu, for the things that we developed. It was kind of like waking up and going oh, we need to do something here, that we sort of delivered those things at the same time. **EMPLOYEE**

But after all we have seen a big change with all these different [programmes]... with Puataunofu and also [manager's name] got a great team, they go up there and they're just hammering that same subject of going home safely. **EMPLOYEE**

The programme might also be effective in stimulating businesses to rethink their approach to health and safety training.

We had this induction booklet which is very technical, very wordy, all in English, and we give this out to people and say Good Luck, you know, it's your book. **MANAGER**

The relationship between the Puataunofu programme and the businesses appeared to be sustained and used to reinforce the credibility of each partner. Puataunofu programme staff are involved in events such as presentations or ceremonies to recognise excellence in the workplace.

The general manager will come down and give out certificates... we use Puataunofu as the correct platform for setting up the ceremony... to celebrate achievement. **MANAGER**

The extent and depth of the health and safety programme varied between the two businesses which appeared to reflect the magnitude and type of risks at each. The Puataunofu programme appeared to support the businesses' aim to promote a 'work-family', a sense that employees could rely on each other for mutual support and protection much in the manner of a real family.

... cause we do a lot of long hours here and we probably see everyone here more than our own families... so we're like a working family. **EMPLOYEE**

Because once you are in this area, we work as a family, look after each other. **EMPLOYEE**

Some participants discussed how the Puataunofu programme influenced the approach to induction by their employer positively.

Some of them, they went to induction and they don't know anything, they just attended, signed up and left. **EMPLOYEE**

People remember pictures, um something to take with them. You know a lot of time we do inductions, they don't get the type of... and they don't understand. **EMPLOYEE**

... so when we factor in risks that our subcontractors take on, we got very heavy supervision, very heavy policy and procedure and although we clearly understand that communication is key, we never accommodated them. **MANAGER**

Participants also pointed to tangible improvements in work practices which they attributed to the Puataunofu programme.

Like yesterday, I turned up at [name of organisation], it's a big pensioner unit. It's a big complex, and I was so amazed that everyone had drops sheets right around, everything was so safe, I took photographs of it. **MANAGER**

... health and safety has come up and [we] are promoting awareness... and it's definitely helped with the contractors and the accidents. They're aware of the risks and I think that makes a huge, huge difference. Not just how to avoid the risk but how to set things up and how to make sure they got the right equipment. **MANAGER**

When I went to the Puataunofu programme it was helpful to me. Meaning I know everything I [am] supposed to do on-site at work. **EMPLOYEE**

There was also a recognition that the programme can influence the life trajectory of younger workers as they learn from their mistakes.

So, shifting the mindset for them being troublesome young men to potential leaders. So, that's what Puataunofu now starts to do. **MANAGER**

Use of Pacific languages was important

The focus group responses indicated that participants valued the use of Pacific languages as part of the presentations. For some participants, the use of Pacific languages was important in promoting understanding and engagement with the material presented in the workshops.

So, I think having those guys speaking in their mother tongue... makes them [workers] sure about what we were saying... so we were all on the same boat, passing that message through, but in their mother tongue, which really, really helped. **EMPLOYEE**

It's been a life changer, especially to some guys [where] English is a second language. I usually find now that Puataunofu is a better way to make them listen... and it's really good to bring in this health and safety, especially to the islanders. **EMPLOYEE**

It's pretty much the mother tongue on my side... That actually does help a lot to get the message through... **EMPLOYEE**

The use of Pacific languages was also important in encouraging participants to seek clarification of the material in the workshops.

One thing I notice on the Puataunofu thing that we came to, I've been in the company for a long time, and I've gone to all these safety meetings, and I'm talking about the Island people. Everything done in English, and when they ask, "any questions", no one knew. But in Puataunofu they can question the content in their language, and that's a plus, you know. When it's run by English, no one can ask questions, because they're kind of shy. **EMPLOYEE**

The use of Pacific languages was something that one of the companies in the focus group sample had adopted.

We've got cards that were made up... yeah everyone can understand, with pictures and everything. **MANAGER**

So, some of the changes we made were that there were different procedures that we got translated... yeah so, we got a lot of translations. **MANAGER**

Expert, culturally-relevant and inclusive delivery

The focus group responses indicated that the delivery approach was inclusive of the many cultures present among the employees of the participating businesses albeit within an explicitly Pacific cultural frame.

The use of Pacific languages was an important element of a wider commitment to the use of Pacific cultural values in the way the workshops were run. The focus group responses suggested that the delivery approach for the workshop signals an acceptance of Pacific cultural values. Actions such as blessing food contribute to Pacific cultural values and ways of doing things being accepted in the workplace.

... so that normalises what always happens in most Pacific or Māori homes. And that's where it becomes real fast. **MANAGER**

And they have unique style that are kind of suited to our large Pacific population. **MANAGER**

These approaches are well-suited to groups of Pacific workers, including in accommodating cultural norms that can discourage speaking freely to authority figures.

... [facilitator] did very well. I thought I took away a lot from him and I like [that] it was tailored to another Pacific Islander. **EMPLOYEE**

... my experience is a lot of Pacific boys will not speak up until they're prompted. And at that level they speak up and it's good. They get their point across. They get an understanding of what probably is being spoken about. **MANAGER**

We talked about reporting and not being afraid to report accidents and stuff like that. Especially was like [older] workers here, some might be too proud to report a near miss. But with Puataunofu, they say it's all right to report. **EMPLOYEE**

The diversity of the workforce means that the delivery of the workshops needs to be constructed carefully to include employees from other ethnic groups. Focus group participants were positive about the approach that is taken to accommodate all employees.

Well, the workers they speak to, primarily, they don't distinguish [ethnicity]. It's just another health and safety workshop that workers have to attend, but it's done with specific facilitators. **MANAGER**

[Programme lead] always comes in and he says... yes it comes from a Pacific perspective, but we are inclusive of all cultures, so every workshop he establishes that one from [the start]... it's not shutting anybody out. **EMPLOYEE**

The success of these approaches reflected participant's assessments of the quality of the facilitators.



And they're highly skilled facilitators... they took what they learned and turned it into a quiz... So they have a bit of a competition going on [with different teams] the right answer will get the chocolates. They turn it into a fun environment. **MANAGER**

Having an inspector come through and use their unique sense of humour. It does the job for us. **MANAGER**

One of the things I like about the programme of course, is that it brings the personal element into it. **EMPLOYEE**

Safety at work, safety at home

The focus group responses indicated participation in the programme was associated with increased awareness of health and safety outside of the workforce, and leveraged fanau (family) as an important motivator. Participants gave examples about how they applied their greater awareness of health and safety at home because of the programme.

I find myself popping in the back of his [family member's] van and looking at his harness equipment to see if it's certified. I find that quite amusing. I'd also tell him "This things expired, go get a new one". Or if he's doing something like a ladder where there's no safety around his ladder, I always mention it to him. **EMPLOYEE**

So sometimes you find those skills that we talk about all the time. Transferring it to our personal lives. I see that. I know some of my colleagues do the same thing,

when they wash their roofs on their house. They think about a plan to put a harness on and how to use that harness. And so, those are the types of skills that are handy and transferable. **EMPLOYEE**

The rationale for including water safety in some of the workshop presentations was not always clear, at least initially.

I thought, "Where are we going with that? That's not our business". But came to see the value as... I hope it will be seen to be putting [something back to families and communities] so they take the knowledge back to their families... so I thought that was amazing. **MANAGER**

I think the message is with water safety (is) not taking the risk. If it's a windy and horrible day, go down to the fish shop and get yourself a snapper. That will be cheaper than your life... It's the same thing I think, yeah I was really pleased with it. **MANAGER**

The water safety components connected decisions about health and safety risks to the implications for their families and communities.

It made it personal, made it relevant. **MANAGER**

We are keen to work but we have to know that there are some people that wait behind. Like our family they wait for us... Work safe and then go home and see the family again'. **EMPLOYEE**

... just that part of the programme just really supports the general research that WorkSafe is trying to

promote, that we're trying to promote. It's down into communities. It doesn't stop at work. **MANAGER**

We learned about don't fight the rip, you know and it actually makes me think about what's going to happen to my family ... it does deliver that home pretty effectively when you hear it from somebody it's happened too. **MANAGER**

There was evidence of a keen understanding of the influence that home life might have on safety at work.

One of the big risks we've got, is that a lot of people are risk takers and they come to work tired or fatigued or anxious about something that's going on at home and they're not thinking straight... they make the wrong decisions. **MANAGER**

Tailored and compelling content

The focus group responses indicated that the content of the workshops reflected the context of the businesses and resources were compelling. There was evidence of a collaborative approach to the preparation for the workshops. The managers gave the staff of the Puataunofo programme information about procedures at the business, including photographs and videos that were used to tailor the presentations.

So, I had a person on my team that was dedicated to working with the group, the team. They had tons of communication back and forth, very open. **MANAGER**

Some participants noted however that the workshops were somewhat generic and not always fully reflective of their workplaces.

... he does the slideshow and there are pictures of the job that we do... but I got the impression that he did not know what, what those roles were. **EMPLOYEE**

... but the one thing when we were talking about our jobs, then we got a slide and it'll be an example from another industry... and some of it was relevant but we do have other risks here as well. **EMPLOYEE**

... because when they were talking to us, it was just asking us mainly what happens out there and then I guess it was a way to get it out of ourselves. But it may be easier if they already know some of the procedures and what needs to be done out there in regards to safety and stuff like that. **EMPLOYEE**

The video material used in workshops made for compelling and engaging content.

It was lovely, really, really good and I think the contractors found that when they arrived, they were fun. But then they go there and the videos... you can tell stories but actually seeing it, [makes] the stories more powerful for getting the message across. **EMPLOYEE**

I think the videos were quite specific, because they were life-changing. **MANAGER**

What's happened and affected his family and all but going in a rerun, he had his mask with him, we should've stopped him from being up there. So, that's the kind of effective thing that does touch a lot of people... **EMPLOYEE**

In one case one participant in the workshops knew the people in the video who had been in an accident.

Yeah and mind you, a few of them going, "Oh my god, it's my cousin"... but it took something like that for them to actually [take it in]. **MANAGER**

The material also helped participants to connect the decisions they made at work with the potential impact on their families.

There's a difference in saying, "Uh, there's a bit of risk"... and, "Well what happens if I don't make it home today? What is the impact on my family? What is the impact on my family's income?". **EMPLOYEE**

These impacts were brought home to participants through a clear focus on the potential for serious harm in the workshops.

Make the Island people aware how serious... when they saw how people dies, something cut off, they make them think more serious. **EMPLOYEE**

The emphasis on the legal obligations including the risk of prosecution for not wearing the correct personal protective equipment and accountability of employees for reporting incidences resonated with participants.

I just thought if I leave it and it gets worse and I come back they may say it's a home problem... something I remembered from there. No matter how small the injury go get it reported. **EMPLOYEE**

Discussion

The Puataunofu programme is a complex initiative involving multiple stakeholders, programme evolution over time, delivery in diverse settings in the context of a range of significant regulation and activity in the sector related to improving health and safety practices in the workplace. The findings of this report have attempted to provide a rich description of the Puataunofu programme's resourcing and activities, document the scale, and present participant views of the influence that the Puataunofu programme has had in their individual contexts.

Based on our study findings, this section responds to the following questions posed by WorkSafe:

1. What are the key elements of the Puataunofu programme?
2. How is the project being implemented?
3. What is the context the project is operating in?
4. Is the project effective in reducing injury rates?
5. What are the barriers faced by the project?
6. Where should the project focus future efforts?

What are the key elements of the Puataunofu programme?

We find seven key elements in the Puataunofu programme: a rationale for the programme that is embedded in regulation and evolving, a dedicated programme lead with limited resourcing, content that is engaging and relevant for participants, the use of multiple channels of communication, Pacific cultural norms embedded throughout the programme, and stakeholder engagement (see Figure one).

■ Rationale for the Programme

The rationale for the programme is found to be top-down, in that it is derived from regulatory influences and partner organisations. There is limited evidence that quantifies and qualifies the extent of impact needed by a health and safety education initiative targeting the Pacific workforce. Rather, the extent of the initiative seems to be shaped by a response to the high numbers of Pacific people employed in high-risk workplaces.

The number of businesses and Pacific workers reached by the programme did not appear to be planned, but rather reliant on the willingness of employers to engage, referrals by other WorkSafe Health and Safety Inspectors, the authority WorkSafe has as the Government's regulating body and the influence of Partner organisations to open doors for WorkSafe.

Over the programme's 12-year history, there has been limited monitoring, compounding the effect of limited evidence for the rationale of the programme. Clarifying the aims of the programme and improved monitoring data would support the rationale for sufficient and sustainable investment.

We find this approach to developing Pacific initiatives is common to small, government-driven, education programmes. WorkSafe, however, is showing leadership by commissioning a review of the programme, and the introduction of workshop evaluations.

■ Dedicated Programme Lead

The Programme Lead is a senior Health and Safety inspector at WorkSafe, of Pacific descent, who has been the driving force of the programme since its inception. The programme has benefited from his leadership, expertise, Pacific cultural knowledge, relationships with businesses and partner organisations, and dedication to sustain the programme over the 12 years of delivery.

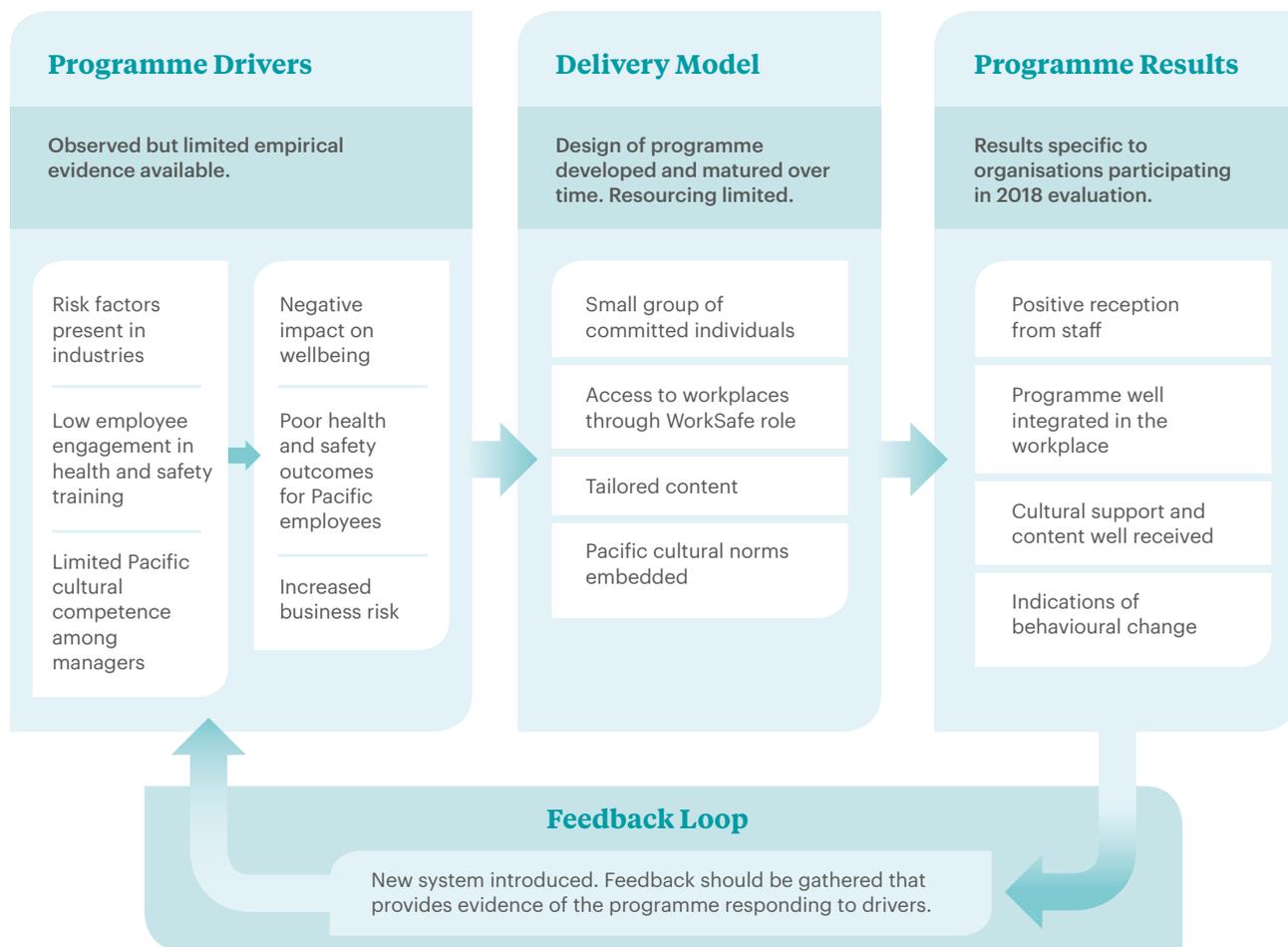
■ Relevant and recognisable content

Health and safety messages are disseminated through face-to-face presentations aided by printed collateral and video clips. Messaging is tailored to some extent for each workplace, includes Pacific languages and reflects Pacific values of family and collective wellbeing. The "Come Home Safely" phrase and yellow frangipani logo of the programme are visible across all material cited by this study, is included on printed resources and the information bags for participants.

■ Multiple communication channels

Content is distributed through two main channels, being the on-site, face-to-face workplace training sessions and online social media and WorkSafe web

FIGURE ONE: PUATAUNOFO PROGRAMME, DRIVERS, MODEL AND RESULTS



platforms. In the past, we noted that content was also distributed directly to Pacific workers and stakeholder organisations through the use of community events (e.g. conferences and fono) or stakeholder engagement events (e.g. industry breakfasts).

■ **Pacific cultural norms**

Pacific cultural norms are embedded across the whole programme. Pacific facilitators, Pacific visual imagery such as the frangipani logo, and pictures of Pacific staff participating in workshops shown on social media platforms are used. Pacific protocols are included in the workshops such as blessing the food, and health and safety messages include Pacific values relating to the importance of family.

Bringing a focus on Pacific workers to the workplace is directly appreciated by Pacific workers, and managers report that it has influenced a broader awareness and adoption in the workplace of cultural sensitivity and inclusivity.

■ **Stakeholder engagement**

There are currently seven partner organisations including WorkSafe involved in the Puataunofu programme. Organisations supply differing levels of contribution to the programme including time, knowledge, links to networks and material resources. There is also a focus on engagement with businesses to some extent; however, at present, this engagement seemed largely reactive and reliant on word of mouth referrals. From the focus groups, we could see evidence of the influence of WorkSafe staff on businesses. Managers spoke favourably of WorkSafe staff and the level of sharing of information between the two parties that occurs.

How is the project being implemented?

The programme has evolved considerably over its 12-year history with activity linked to infusions of project-based funding. The early history of the programme involved some large-scale community awareness

raising, cultural competency workshops for employers and alcohol and drug prevention training. More recently the programme has had a narrower focus on direct engagement with individual businesses, although in the past 12 months workshops were run for the construction and early childhood education sectors.

Currently, the programme is implemented by way of onsite presentations to groups of staff and managers. A PowerPoint presentation is used, with video content and Puataunofu-branded carry bags with supporting brochures and booklets are provided to participants. Presentations may be requested by employers and/or delivered alongside workplace health and safety inspections. Evaluation forms are used at the end of the presentations to gather information from participants about the effectiveness of the programme.

Presenters of Pacific ethnicity, and the use of Pacific languages were important in promoting understanding of the material presented in the workshops and led to improved engagement of workers with the material, including asking questions. Effort was also made to tailor the programme to the diversity of the workforce. While delivered from a Pacific perspective, the workshops included all workers irrespective of their cultural or ethnic identity, and focus group participants commented on the inclusive approach taken by the Puataunofu programme.

Programme content is tailored to each workplace, recognising the diversity and complex set of circumstances specific to each business. Some focus group participants did note, however, that sometimes the content is too generic and not fully reflective of their workplaces.

The businesses approached for the focus groups have demonstrated an effort to integrate the Puataunofu programme in a way that complements their own workplace training.

Our findings suggest that the problems that the Puataunofu programme aims to address are:

- a lack of engagement by employees in the occupational health and safety systems in workplaces; and
- poor or limited cultural competence among managers in the context of an increasingly diverse population.

These problems are intertwined – the misalignment between the cultural understandings of managers and employees hinders the ability of managers to engage staff appropriately, and naturally makes staff less receptive to attempts to engage them.

The focus group results suggest that the programme is often effective in engaging staff and is particularly valued by managers as a way to augment their own cultural capital. The feedback from staff suggests that the particular delivery style of the programme is culturally appropriate and credible. Managers appear to welcome the direct support for their efforts to cater to the social, cultural and ethnic diversity among their employees

What is the context the project is operating in?

The Puataunofu programme is being implemented in an environment characterised by high regulation, diverse industry settings, and limited evidence specifically about the health and safety of Pacific people in the workplace.

■ Regulatory System

WorkSafe is the government's health and safety regulator, established as part of a broad package of reform including the Health and Safety at Work Act 2015, and the introduction of a new regime of regulations and guidelines. The significant reforms include the concept that everyone is responsible for managing risk – a general duty approach that involves a range of: public and private organisations; industry associations; and community stakeholders. This approach requires the nature of employer/employee interactions, power dynamics and the distribution of risk faced by workers to be examined.

■ Partner Organisations

Central to the programme is a collaboration among Partner organisations. Since the programme was established in 2006, 17 organisations have been involved as 'partners' for some or all of that time including WorkSafe. Each partner organisation brings experience and expertise to governing the programme, along with an agenda to address their respective, often overlapping, priorities. Changes in the Partner organisations and their investment decisions over time have shaped the priorities for the programme, with Partners leveraging the programme's networks to achieve their policy goals.

■ Evidence for Pacific people

Data analysis of work-related injuries and health issues for Pacific workers is scarce, and there are few references to Pacific people in sector statistics or organisational reporting and communications. Better data is required about risk factors and causes of workplace injuries, effective approaches for engagement and participation of Pacific employees and practices for reducing risk and preventing harm.

Is the project effective in reducing injury rates?

Puataunofo is positively influencing workers' understanding of the importance of health and safety behaviours and procedures. Focus group participants pointed to tangible improvements in their practices which they attributed to the Puataunofo programme both in the workplace and at home.

Focus group findings show that participants are understanding and engaging with the health and safety messages imparted in the workshops, that this participation is translating into a better understanding of their responsibility to be safe in their workplaces, for themselves and each other, the outcomes of reporting and not reporting incidences, and the impact of not being safe on their family's wellbeing.

How Puataunofo is presented provides a prompt for businesses to rethink their approaches to health and safety training and to staff – shifting how managers view Pacific staff (from being troublesome to being potential leaders), and encouraging the translation of content and procedures into Pacific languages.

We were unable to develop reliable quantitative metrics to assess the causal impact of the Puataunofo programme on reducing injury rates, although we have summarised some key data relating to the outcomes of the health and safety system for Pacific (see Appendix 2: Commentary on metrics).

It was not possible to draw particular conclusions about the effectiveness of the programme in terms of reducing injury rates among employees because of a lack of consistent monitoring data and the practical difficulty of attributing effects to the Puataunofo programme compared to the health and safety initiatives of participating businesses.

There may be merit in preparing a comprehensive list of participating businesses, mapping this list against

injury data and comparing changes over time to a group of businesses with similar characteristics. Such a comprehensive exercise was outside of the scope of this evaluation and would not, in any case, attend to the questions of attribution noted above.

What are the barriers faced by the project?

We consider three barriers that may be affecting the performance of the programme. These relate to the lack of resourcing, the regulatory power inherent in the programme and the opportunity costs associated with participation by businesses and employees.

■ Resourcing

The resource available to the programme is tightly constrained. These resources relate to the extent of the investment made in the programme by Government, the number and range of expertise of the people involved, and the range of material resources available to the programme.

WorkSafe staff play a key role in both the governance and delivery of the programme. We suggest that this situation arose because of a lack of coherence in the status and positioning of the programme over time. It appears that the programme is sustained by the commitment of a small number of people and has not benefited from sustained and strategic organisational support. WorkSafe staff have been placed in a challenging position as a result.

The number of staff involved in the programme is modest and depends on a few key individuals who have the necessary cultural, interpersonal and professional expertise. We suggest that the time available to the staff of the programme, and the number of staff involved, are key supply constraints. It would be possible for the programme to cater to more businesses and improve the tailoring of their presentations to the context of each business they present to if more staff were allocated.

The range of material resources held by the programme have not kept pace with changes in the way information is consumed. It is clear from the focus group responses that video content is attractive to many employees and developing and making a wider set of such material available that is current, reflective of participant's context and provided in different languages, would be desirable.

■ Regulatory Power

The employment arrangements of the programme carry several implicit requirements and obligations including those associated with a public servant and the legal powers and obligations of a health and safety inspector (Health and Safety at Work Act, 2015). These powers and obligations mean that there is an inherent power imbalance in the way in which the programme lead (and other WorkSafe staff) interacts with participating businesses and staff. These power imbalances may have influenced the willingness of focus group participants to speak openly with us and raise the potential for a degree of compulsion in terms of participation in the programme by businesses.

Such tensions are not necessarily negative. The legal consequences of non-compliance with health and safety legislation are likely to be a strong positive incentive for businesses and staff. For example, a manager commented that:

Something I noticed about Puataunofu is that it was an advantage for our company, because it allowed us to get quite a large percentage of our contractor base in the same room with the regulator. That only happens when industry gets together with the regulator, and it's always around policy, policy changes, specific ones, scaffolding, any other association that wants to ... Like asbestos that wants us to have Work Safe and get their version on the clarifications. So, that was a huge advantage, and it also showed our contractors that we're working with WorkSafe and everything's transparent. **MANAGER**

We suggest that the programme staff are seen to operate in an intermediate space between WorkSafe, the participating businesses and participating employees.

I think we need to remember that having an independent voice come in and talk to our people about health and safety is really important. **MANAGER**

It appears that the WorkSafe staff manage these tensions expertly and sensitively, leveraging relationships built up over time with employers and the influence of the Partner organisations. However, we note the implicit regulatory power as an ongoing tension that will require management.

■ Opportunity Costs

There are also significant opportunity costs associated with participation in the programme. Businesses may, at times of high demand for their products and

services, struggle to release staff for health and safety training. Additionally, for certain types of workers such as subcontractors, the opportunity costs accrue to them personally as they are not paid for their time.

Both the Puataunofu programme and businesses appear sensitive to these costs. For example, Puataunofu programme staff regularly offer to run workshops outside of normal business hours, but business demands sometimes preclude even this option.

Yes, certainly we would love to run them on night shift, yes it would be lovely to run the refresher workshops at least once a month... This is one of the busiest periods in history in the 165 years, we've never been busier than what we are today. **MANAGER**

Businesses were sensitive to the opportunity cost of participation for subcontractors.

I don't want to overwhelm people when sometimes I think we need to be really sensitive about contractors time. Their time is very valuable and we are always saying, come in with us... we need to be respectful for the time that it takes and make sure it's like really good quality. **MANAGER**

We can do it when it's our own employees, that we employ, because we can make them come have morning tea or something, but with our broader workforce, it's really hard. **MANAGER**

I think you know half days enough for someone, especially in our field, you know, you've got a job to go to. **EMPLOYEE**

Where should the project focus future efforts?

■ Make up the shortfall in the programme's rationale and staffing resource.

We recommend that WorkSafe clarify the rationale for the Puataunofu programme. We would encourage WorkSafe to capture what matters to Pacific communities and build this into the rationale. The design of the programme could be tested against this newly clarified rationale and a basis for monitoring established while building on the work completed to date. Monitoring against a clear rationale will provide a useful feedback loop for the programme and may also produce evidence that strengthens the investment of the wider partner organisations and participating businesses.



We recommend that WorkSafe increase the level of staffing resource available to Puataunofu to provide sufficient administrative and operational support, and better systems for stakeholder engagement and monitoring and evaluation of the programme. These steps would include engaging an administrator who would track enquiries for the programme, prepare the supporting materials for the presentations and collect data about the participating businesses to support ongoing monitoring and evaluation noted.

■ **Build on the strength of the delivery methods, content used and established communication channels.**

A significant unrealised opportunity is the use of social media. A deliberate process of repurposing the programme materials towards their use in online platforms would strengthen the reach of the programme. Additional resourcing could go towards building on the brand and message awareness of Puataunofu and enable the development of programme materials that are better tailored to different industry contexts, the production of more visual and video resources and allow the translation of more material into specific Pacific languages.

■ **Consider embedding Puataunofu into WorkSafe more broadly**

WorkSafe may like to consider how to transfer the approaches and knowledge about what works well through Puataunofu into business as usual operations so that the Puataunofu programme can become embedded across its organisation's structure and operations. There is scope to more fully integrate the programme as part of the portfolio of responsiveness strategies that the organisation will need to consider to cater to the growing diversity of the workforce. The aim would be to upskill and resource WorkSafe staff, so they can work with business in a way that mirrors the model employed by Puataunofu.

Structural changes might involve establishing a unit similar in function to Maruiti that aims to build organisational capability in relation to engagement with Pacific and provide an institutional home for the Puataunofu programme. Any changes need to be sensitive to the sustained commitment that the relevant people have made to the programme and need to be undertaken in a collaborative manner.

■ **Wider changes, with implications for WorkSafe, are also an option.**

WorkSafe should undertake concerted, potentially cross-agency work, that responds to the fundamental problems that Puataunofu is designed to address. This approach would strengthen the skills of WorkSafe staff and support businesses, so they can work more fluently with New Zealand's increasingly diverse workforce.

The Puataunofu programme would form part of a portfolio of diversity responsiveness strategies that cater to Māori (such as Maruiti), Pacific including people preparing to migrate for employment from Pacific Island Countries and other groups with relatively high rates of work-related injury or ill-health.

These new strategies would be complemented by a set of deliberate interventions to support business. These interventions might include promoting the uptake of cultural competency training and professional development, and support for the embedding of culturally-relevant health and safety skill development in education and training more generally.

The uptake of cultural competency training might be enhanced by leveraging the micro-credentials being developed by the Ministry of Business, Innovation and Employment and the Tertiary Education Commission that aim to support the development of relevant skills and competencies.

The approaches and resources developed through the Puataunofu programme might also be suitable for integration into more substantial programmes of learning and training.

Conclusion

Our findings indicate that the Puataunofu Programme is characterised by a strong alignment to the strategic direction of WorkSafe, an evolving, adaptive approach, reliance on a combination of cultural and technical expertise, and pressured resource base which is constrained in its ability to increase in scale. Focus group participants indicated that the two businesses we engaged with had increased their attention to health and safety and shown greater responsiveness to the needs of diverse employees.

This study identifies the foundations of a successful and culturally relevant programme on which WorkSafe can scale. The programme appears to solve two interlinked problems – raising the engagement of staff with efforts to promote health and safety in the workplace and directly supporting businesses to adapt to the growing diversity of their workforce.

The development of the Puataunofu programme reflects our experience of small, government-driven, education programmes that have evolved over time

and now require greater clarity about the nature and extent of the issues that are being targeted. Pacific employees are identified as a priority group for intervention based on the identification of higher rates of injury and lower engagement with or understanding of prevention and safety requirements. However, the problems associated with being Pacific are often not explicitly stated or programme logic articulated which can aid with identifying metrics for performance management and evaluation.

This evaluation has shown that the Puataunofu programme has a strong foundation for WorkSafe to build on. We have recommended that WorkSafe gather evidence of the current gap they are trying to meet through the Puataunofu programme as a first step. This will in turn guide priorities for monitoring and further investment. WorkSafe may also consider the benefit of embedding the practices of the programme more widely across the organisation.



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Appendices

Appendix 1 – Focus group documentation

INFORMATION SHEET FOR PARTICIPANTS

Study title: Puataunofu Programme Evaluation

Locality: Auckland

Evaluation provider: Pacific Perspectives Limited

Thank you for your interest in this project. Please read this information before deciding whether or not to take part. If you decide to participate, thank you. If you decide not to take part, thank you for considering our request.

■ Who are we?

Pacific Perspectives is a consultancy focused on the New Zealand health and education sectors.

We have specific expertise in developing solutions for vulnerable and diverse communities. We provide research-based evidence input into strategy and public policy advice on delivering services that improve outcomes for these populations. We are recognised for using cultural research methods that give voice to diverse Pacific communities and evidence-based advocacy for quality service delivery and capability improvement.

Our team for this project comprises Dr Debbie Ryan, supported by Lisa Kitone, Gerardine Clifford-Lidstone, Rachael Fleming, Jonathan Malifa, Siufofoga (Mary) Matagi and Brenden Mischewski.

■ What is the aim of the project?

WorkSafe is looking to develop a full picture of the Puataunofu programme, including what inputs and activities are currently involved, what outputs are produced and whether it is achieving its intended outcomes.

The overall objective of the project is to understand what an expanded project could look like, including the required budget, resources and staffing, and any changes required to ensure a smooth expansion of the project.

■ How can you help?

We wish to involve people who work at companies who have participated in the Puataunofu programme. We want to hear from you about what works well, what doesn't work so well and your thoughts about what could change.

The focus group discussion will be held at your worksite. The focus group discussion will last up to two hours.

We will ask you for your permission to record the discussion or interview and write it up later. You can withdraw from the study without giving a reason by contacting us at any point. If you withdraw, the information you provided will be destroyed or returned to you.

■ What will happen to the information you give?

This research is confidential. This means that the researchers stated above will be aware of your identity or who you are, but your identity will not be mentioned in any reports, presentations, or public documentation. Some quotations or the exact words being said in the group discussion or interview may be used in research reports, but no names will be used, (we will use codes only, e.g. 'group 1'). However, you should be aware that your identity might be inferred or known to others in your community.

Only the researchers will read the notes or transcript of the group discussion or interview. The interview transcripts, summaries and any recordings will be kept securely and destroyed 10 years after the evaluation ends.

■ What will the project produce?

The information from this research will be used in a report of the evaluation, a summary report for participants and presentations to stakeholders in Auckland, Wellington and online.

■ If you accept this invitation, what are your rights as a research participant?

You do not have to accept this invitation if you don't want to. If you do decide to participate, you will be asked to read and sign a consent form.

You will be asked for permission to record the focus group discussion. If you agree, the discussion will be recorded using a video camera or audio recording device and will be transcribed. Copies of these recordings and transcriptions will be stored in a locked cabinet in the offices of Pacific Perspectives Limited. Copies will be held for 10 years, and then, they will be destroyed.

You have the right to:

- choose not to answer any question;
- ask for the recorder to be paused at any time during the group discussion;
- withdraw from the study;
- ask any questions about the study at any time; and
- be able to read any reports of this research by emailing the researchers to request a copy.

You will receive a gift/koha/meaalofa to say thank you for your time and contribution to the discussion.

■ If you have any questions or problems, who can you contact?

If you have any questions, either now or in the future, please feel free to contact Brenden Mischewski, Associate, Pacific Perspectives on 021 994 808 or by email to brenden@mischewski.co.nz



CONSENT FORM FOR PARTICIPANTS

I have read the Information Sheet about this evaluation project and understand what it is about. All my questions have been answered to my satisfaction. I understand that I am free to request further information at any stage.

I understand that:

1. My participation in the project is voluntary;
2. I am free to withdraw from the project before 8 August 2018, and I can withdraw the information provided, without any consequence;
3. I consent to my participation in this focus group being videotaped or recorded;
4. Any raw data on which the results of the project depend will be kept in secure storage for ten years, after which it will be destroyed;
5. If I experience any emotional or physical discomfort, due to the nature of the topic, while participating in this research the researchers will provide assistance and/or refer me for assistance;
6. The results of the project may be published, but my anonymity will be maintained, and any personal information will remain confidential.

I consent to participate in this project.

.....

(Signature of participant)

.....

(Name)

(Date)

.....

(Signature of Researcher)

.....

(Name)

(Date)

Any concerns can be directed to Brenden Mischewski, Associate, Pacific Perspectives via email to brenden@mischewski.co.nz

FOCUS GROUP QUESTIONS AND PROMPTS

- Opening question- what are the 3 most important health and safety issues for you in your workplace?
- Explore participant's experience and understanding of the Puataunofu programme. What was health and safety like at the company before the programme started? How did the participant become involved in the Puataunofu programme?
- What did they understand the Puataunofu project involved? Probe what resources were involved? Who (person/organisation) supplied the resources?
- What did the programme involve at the beginning? Was there a presentation? What else was done as part of the programme – e.g. if there were education sessions – how many were there and over what period of time? Probe details of what was done and by whom?
- Who from your work area attended?
- Was it a Pacific person who gave the presentation? Was it important to you that it was a Pacific person presenting? Why? Did you require help with English as a second language? Was this provided either through translation by the presenter or translated written information? If yes, did this help, if no, is this something that would have helped you?
- What else worked well or could have been improved with the Puataunofu programme?
- What did they say at the presentation about how you can keep safe at work? What responsibilities do you have and what does your employer have?
- Thinking back to the 3 most important health and safety issues identified in question 1 – were these addressed by the Puataunofu programme and if so- in what way and what worked well or not?
- Do you feel like you have more information now, after the Puataunofu programme, about safety in the workplace? What about safety at home or out in your community?
- Are there other sources of information about safety in your workplace? How important to you is learning about health in the workplace? Can you provide examples of what you learned about health or safety as part of the Puataunofu project?
- Do you talk to your friends and fanau about health and safety? Draw out whether fanau have a better understanding now of what staff need to do to keep safe.
- Do the Puataunofu programme information and resources fit in well with the other health and safety processes in your work area?
- What do you think has changed at the worksite after the programme was delivered? Has anything changed? Why do you think things have changed (or have not changed)?
- If the focus group does not include any management staff, probe further and ask if staff have seen a change in how management thinks about health and safety?
- We would like to hear from participants what they would like to see in future health and safety programmes. What could the Puataunofu programme do better next time? What could the programme provide that you would like to see in the workplace?

Appendix 2 – Commentary on metrics

Workplace health and safety encompasses three main types of harm to employees: acute harm (injuries); chronic harm (occupational illnesses); and catastrophic harm (failures of safety systems at high hazard sites).

The social and economic costs of deaths, injuries and ill-health arising from work are estimated at \$3.5 billion each year (O’Dea & Wren, 2012)².

WorkSafe’s key priorities are to achieve a:

- reduction in work-related fatalities and serious work-related injuries by 25% by 2020;
- zero catastrophic events;
- downward trend in fatalities from electricity and gas accidents; and
- 50% reduction in deaths from asbestos-related disease.

Acute harm has been a long-standing focus in the New Zealand workplace safety system. Increased focus has been placed on catastrophic harm since the Pike River accident, and WorkSafe has recently taken some steps to address some occupational illnesses (WorkSafe, 2016).

WorkSafe and ACC are collaborating on work to understand the characteristics of businesses with a high incidence of severe injuries noting that 100 businesses accounted for 20% of all severe injuries in 2014/15 (ACC/Worksafe, 2016).

WorkSafe measures progress (Worksafe, 2017) toward the goal of reducing fatalities and serious work-related injuries in terms of the age-standardised incidence of fatal work-related injury per 100,000 full-time equivalent (FTE) workers.

The number of fatalities in 2016 was 51. The average rate of fatal work-related injury per 100,000 FTE workers for 2014-2016 was 2.1, 39% lower than the baseline (the average rate for 2008–2010). The non-age-standardised rates for manufacturing and construction for 2017 are relatively low overall at 2.1 and 1.9 per 100,000 FTE workers compared to an overall rate of 2.4. Pacific workers are overrepresented in these industries suggesting that they experience higher rates of such injuries compared to the general population.

The age-standardised incidence of serious non-fatal work-related injury per 100,000 FTE workers. The number of serious non-fatal work-related injury in 2016 was 346. Overall the average rate for 2014–2016 of 14.6 per 100,000 FTE workers is 26% lower than the baseline (the average rate for 2008–2010).

The non-age-standardised rates for manufacturing and construction for 2016 were 13.4 and 21.2 respectively. These rates compare to a non-age-standardised rate of 15.8 overall. As noted above Pacific workers are overrepresented in these industries.

The incidence of work-related injury resulting in more than a week away from work per 1,000 FTE workers. Overall this rate is 4% higher than the baseline (the average rate for 2009–2011). The number of injuries included in this measure in 2016 was 25,488.

Overall the 2014–2016 average rate of 11.7 is 4% higher than the baseline (the average rate for 2009–2011).

The non-age-standardised rates for manufacturing and construction for 2016 were 23.1 and 20.1 respectively. These rates compare to a non-age-standardised rate of 11.7 overall. As noted above Pacific workers are overrepresented in these industries. High rates of death and injury are recorded for the transport, postal and warehousing industries.

Limited evidence of ethnic-specific analysis

Analysis by ethnicity is not a feature of WorkSafe’s reporting except in relation to New Zealand Māori. This gap arises in terms of the organisation’s external focus (workplace injury statistics) and organisational capability (there are only scattered references to Māori). There are few statistics available relating to Pacific people.

For the purposes of this report, we have extracted data from Stats NZ (2018a) *Count of fatal and serious non-fatal injuries* tables. These data and published WorkSafe data have different bases, so no attempt has been made to construct an ethnic-specific incidence rate.

The overall incidence of workplace injuries declined overall by 11.9% from 126 to 111 per 1,000 workers between 2006 and 2015³

The incidence of workplace injuries fell for all ethnic groups over the same period. The most significant

2. There is some comparative analysis for Māori but none for Pacific.

3. Constructed from publicly available datasets. These rates are not age-standardised and so are not directly comparable to other reporting.



reductions were recorded for Māori (down 41.2%) and Pacific people (down 28.9%).

Pacific people have the second highest rate of work-related injury⁴ and (excluding the 'other' category) the highest rate of work-related injury claims at 103 per 1,000 FTEs

Data on injuries reported by Pacific people in 2015⁵ show that:

- The predominant injuries experienced by Pacific people were soft tissue injuries (65.0% of the total) followed by lacerations, punctures and stings (21.2%). The comparable rates for the whole population were 51.5% and 16.8% respectively.
- Fractures, foreign bodies and burns accounted for 7.5% of all injuries compared to 8.3% for the whole population.
- Gradual onset injuries accounted for 1.6% of all injuries reported by Pacific (compared to 8.3% for the whole population)⁶ although this low rate may reflect chronic underreporting of occupational health concerns (Parkes).

The measured change may be confounded by other factors that influence the incidence of workplace injuries including changes in the age, gender and composition of the workplace (roles and industry).

4. The highest rate in 2006 was reported for Māori employees. The rate for Māori has fallen faster than for any other group. The highest rate is now reported for the ethnicity 'other' category which includes Middle Eastern/Latin American/African and other ethnicity categories and comprises 60,000 FTE employees (compared to 102,000 for Pacific).

5. Extracted from NZ.Stats injury tables. These data and published WorkSafe data have different bases so no attempt has been made to construct an ethnic-specific incidence rate.

6. The largest difference in these categories is industrial deafness which is reported among 1.5% of the total population and 0.3% of the Pacific population.

Appendix 3 – Programme workshops 1 March 2017 to 31 August 2018

■ Industry programme workshops

Date of workshop	Participants	Business	Business type
8 March 2017	26	Spencer Henshaw	Property and building maintenance
8 April 2017	15	Jagas	Concrete fabrication
10 May 2017	12	Kaizen Contractors	Property and building maintenance
25 May 2017	8	Spencer Henshaw	Property and building maintenance
9 June 2017	34	Akarana Timber	Timber fabrication
28 June 2017	8	Ports of Auckland	Transport and logistics
13 July 2017	53	Hynds Pokeno	Concrete and plastic fabrication
12 August 2017	13	Hynds Pokeno	Concrete and plastic fabrication
22 August 2017	29	Metal Skills	Metal fabrication
22 August 2017	28	Metal Skills	Metal fabrication
23 August 2017	12	Ports of Auckland	Transport and logistics
25 August 2017	15	Metal Skills	Metal fabrication
18 September 2017	Not known	Construction industry	Construction
1 November 2017	8	Ports of Auckland	Transport and logistics
22 November 2017	9 (workshop 1)	Turners and Growers	Fruit and vegetable distribution
22 November 2017	9 (workshop 2)	Turners and Growers	Fruit and vegetable distribution
1 February 2018	22	Big Tuff Pallets	Timber fabrication
15 February 2018	11	Acrow Scaffolding	Scaffolding
21 February 2018	5	Ports of Auckland	Transport and logistics
18 June 2018	22	Fairfax industries	Fabrication
19 June 2018	29	Fairfax industries	Fabrication
2 July 2018	27	Sylvia Parks Vault Group	Transport and logistics
2 August 2018	34	ITC Traffic Controllers	Traffic management
29 August 2018	19 (workshop 1)	Jaychem	Pharmaceutical processor
29 August 2018	19 (workshop 2)	Jaychem	Pharmaceutical processor
Total	467 individuals	25 workshops/14 unique businesses	

■ Pasifika Early Childhood Education Network programme workshops

Date of workshop	Participants	Business	Business type
11 July 2018	22	ECE centres	Early childhood education
18 July 2018	14	ECE centres	Early childhood education
14 August 2018	10	ECE centres	Early childhood education
29 August 2018	21	ECE centres	Early childhood education
Total	67 individuals	4 workshops/8 unique businesses	





The background of the page is a watercolor-style illustration. It features a central vertical stem with several large, pointed leaves. The leaves are rendered in various shades of green and blue, with soft, blended edges. The overall effect is a delicate, artistic pattern that fills the entire page.

pacific perspectives