

Høyanger Municipality

*Application for approval as a "Safe Local Community"
in the World Health Organization's network of*

"Safe Communities".



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1. Background

Accidents and injuries have great social and personal consequences, leading to about 55,000 hospitalizations and about 1,800 fatalities every year in Norway (Report: "Miljø og helse" (Environment and Health), Public Health Authorities 1998). Accidents are one of the greatest health problems facing children and adolescents (Action Plan 1997-2002. Prevention of Accidents at Home, in School and Leisuretime; Ministry of Social Affairs and Health), the reason the government has agreed that the prevention of accidents is to be one principal commitment area within preventive and health promotional work.

The Høyanger municipality has committed itself to safety by participating in the national project "Aksjon heimeulukker" (Home Accident Action) during the 1980s. In 1990, the "Sogn og Fjordane Project" was started in the county of Sogn and Fjordane. This project was to initiate and promote projects relating to local health and safety prevention work in order to take care of and further develop the good traditions inherent in the county. The prevention of accidents was one of several sub-projects and the project in which the Høyanger municipality participated. The municipality started its work by, among other things, registering the number of injuries requiring medical treatment, and in 1993, an interdepartmental work group was established.

Little by little, we realized that safety work was so comprehensive that the use of more resources was essential. The project "Saman om Tryggleik" (Hand-in-Hand for Safety) was established in cooperation with the Hydro Aluminium Høyanger metal plant and the Høyanger municipality in 1998 in line with the local council's decision of 1997, which stated that this project was to be conducted in accordance with WHO's criteria for safety in local communities.

2. National objectives

Principal national objective (Action Plan, Ministry of Social Affairs and Health): *"By 2002, coordinated planning and safety work at all decision-making levels and sectors is to result in a reduction of the number of fatal injuries and injuries requiring hospitalization and medical help"*.

Norway has adopted WHO's strategy and goal of at least a 25 per cent reduction of the number of fatalities after accidents from 1980–2002. Further goals of the Ministry are:

- ◆ At least 15 Norwegian municipalities shall fulfill WHO's criteria for approval as "Safe Local Communities" by 2002.
- ◆ At least 10 per cent of the country's municipalities are to have implemented accident prevention efforts in line with WHO's criteria.

National objectives are to lead to a 25 per cent reduction in the number of fatalities after accidents by 2002, and at least a 10 per cent reduction in the number of hospitalizations after accidents from 1993–2002. To support the work being carried

out, municipalities can apply for state funds allocated over the budget of the Ministry of Social Affairs and Health.

3. Høyanger municipality

3.1 Demography

The Høyanger municipality is located almost halfway down the Sognefjord, the longest and deepest fjord in the world. The municipality is located on both sides of the fjord, there where it is the widest and the deepest (at least 1,400 metres deep.) Mountains 1,000 metres above sea level, the highest being 1,460 metres, lie to the north and south. The climate is coastal, with relatively mild winters. Precipitation in the municipality varies due to the high mountains and narrow valleys in the region. The municipality covers 9,075 square metres, with only 8 per cent below 150 metres above sea level. Fresh water is found in 1,777 lakes over an area of 64.1 square kilometres. The municipality has significant hydropower resources, the reason why the aluminium industry was first established in this rural area in 1916.

3.2 Business structure

The development of the aluminium industry in this once tiny rural community has brought about great linguistic and societal changes. Workers from the whole of Norway and neighbouring countries flocked to Høyanger in the early 1900s, bringing with them a diversity of dialects and languages on which the current Høyanger dialect is based. This diversity is currently being studied because it is so different from the dialects found in the rest of the municipality and neighbouring areas.

The aluminium industry is still the main industry in the municipality, together with public services. In some areas of the municipality, farming is still the most important primary industry. Recruiting manpower to the aluminium industry and to professional positions is a greater problem than unemployment.

Workforce in employment 16-74 years of age according to sector, percentage		
Sector	Year	Percentage
State	1999	2
County	1999	7
Municipality	1999	27
Private	1999	64
Unemployed	1999	1.4
Employed commuting to other municipalities	1999	16

3.3 Population and age distribution

Like other fringe municipalities, the population of the Høyanger municipality has decreased over the past decade. The municipality has a relatively large number of elderly people, younger people moving out to more central areas.

Table of population development and age distribution				
Population	Year	Number	Year	Number
Population as of 1.1.	1992	4 854	2001	4 653
% growth last 10 years			2001	- 3.9%
Projection to 2010			1999	4 878
Percentage 0-15 years	1992	19.9%	2001	21.3%
Percentage 80 years +	1992	6.3%	2001	6.9%

4. Saman om Tryggleik (Hand-in-Hand for Safety)

The safe community project "Saman om Tryggleik" (Hand-in-Hand for Safety) was started in 1998. The municipality had already been actively working with accident prevention, but realized that greater efforts were needed if good results were to be achieved, the reason why the Høyanger municipality and Hydro Aluminium Høyanger metal plant decided to join forces. Both the municipality and Hydro recognize that long-term efforts and continuity are the only way to reduce accidents, the reason why work relating to the prevention of accidents is now an integrated part of the municipality's systems and routines, ensuring that the work will continue when the project period is over.

4.1 Cooperation with the Hydro Aluminium Høyanger metal plant

The background for cooperation with Hydro is, among other things, based on previous cooperation with the company in the county's "Sogn and Fjordane Project", accident prevention being one of several commitment areas.

Hydro has invested heavily in safety over the years. The company recognized that people with their attitudes and behaviour are the same on-site as off-site and that it was important to focus on safety in all situations. By focusing on safety in schools, at home and during leisure time, the company hopes to see attitudinal improvements to safety when youngsters start working. The municipality has benefited from sharing the experiences the industry has had in connection with safety work. The knowledge and working methods, in many instances, have also been worth transferring to municipal areas. And last, but not least, both the Høyanger municipality and Hydro want as few people as possible on sick leave due to injuries from accidents. For employers, an employee on sick leave due to a work injury or leisure time injury is both noticeable and expensive.

4.2 Finance, management and organization

The project "Saman om Tryggleik" has had one project manager in a 50 per cent position over a three and a half year period. Hydro has paid 50 per cent of this person's salary and provided an office and office equipment, the municipality having formal employer liability. The position has been directly below the municipality's

chief municipal executive. The Ministry of Social Affairs and Health has supported the project with NOK 150,000 for two years, and NOK120,000 in 2001.

The project's steering group has consisted of the municipality's chief municipal executive and the youth and sports consultant, and the plant manager and safety manager from the Høyanger metal plant. The project manager has acted as the group's secretary. From 2001, a representative from the local police has also been a member of the group. An intersectoral work group has been selected, with representatives from all municipal service areas, in addition to one from Hydro and one local politician.

The steering group is to prepare the overall strategies and terms, and the work group is to contribute with ideas and the practical implementation of actions. The project manager is responsible for calling meetings and for writing the minutes from such meetings. He/she also has driving force responsibility towards the public, voluntary organizations and municipal services. The steering group has focused on the project manager, first and foremost, being a driving force and terms supplier, and less an implementor of actions. The idea behind this is to prevent actions that are implemented during the project period being terminated when the project itself comes to an end. The work that has been carried out so far has, therefore, been to organize and justify actions that have been integrated into the daily work in the municipality.

To create good attitudes and behaviour and make people aware of the work being carried out, it has been important to provide and visualize as much information as possible to the general public about the safety work and current actions. In many ways, this means systemizing the work already underway. To be able to uncover correlations across service areas is one of the greatest challenges, and the intersectoral group has placed much emphasis on just this. The steering group has selected children and adolescents as the main target group for the work.

4.3 Vision and objectives

Vision

- ◆ *Affect attitudes at work and those of inhabitants in general in the Høyanger municipality, so that involvement and active work towards a safer local community becomes the common goal.*

Organizational goals

- ◆ *By the year 2002, the municipality is to have fulfilled the criteria for approval as a Safe Local Community.*
- ◆ *A register is to have been established, documenting injury frequency and causality.*
- ◆ *The municipality is to have documented and integrated routines for safety prevention work into all service areas.*
- ◆ *Safety prevention work is to be consolidated in municipal plans with a long-term perspective.*

Effectual goal

- ◆ *The work is to result in a visible and permanent reduction of the number of accidents and injuries among children and adolescents.*

4.4 Correlation with other national and municipal commitment areas

Safety work is also part of the Local Agenda 21(LA 21). The environment manager in the municipality has been an excellent and active supporter of the intersectoral work group. Through LA 21, environmental work has been linked together with safety work. Joint information meetings and idea brainstormings have been arranged, together with voluntary organizations, the Red Cross and medical services.

Through the action plan Local Agenda 21, environmental actions connected with safety have been prioritized, and budget funds for traffic safety actions, clearing up of dangerous and environmental-marring landfills, preparation and marking of tour paths, etc. New detailed tour maps have been prepared for the municipality, with lots of information about conditions one should take into account with regard to safety when hiking in the mountains and countryside. A motivation prize can be awarded to the person(s) who presents the best local actions for promoting safety and contentment in the local environment. This visualizes such input and helps to make individuals conscious of the environmental and safety perspective when decisions are to be made.

The national strategy for quality assurance in health services sets requirements to health and social services having developed a uniform quality assurance system by the year 2002. This is clearly linked to safety work within the health and social services sector in the municipality. A non-conformity reporting system has been developed, based on experiences from industry. Together with the registration of injuries requiring medical attention at the local surgery, the system also supplies valuable information about unwanted incidents and accidents that occur within municipal health and social services. The system also documents accidents and near-misses, with or without injuries, to employees and users. This forms the basis of preventive actions to hinder the occurrence of accidents and incidents and indicates clearly the correlation between quality assurance and safety work.

5. Safety work in the Høyanger municipality seen in relation to WHO's criteria for "Safe Communities".

5.1 Intersectorial group working with safety prevention to be established

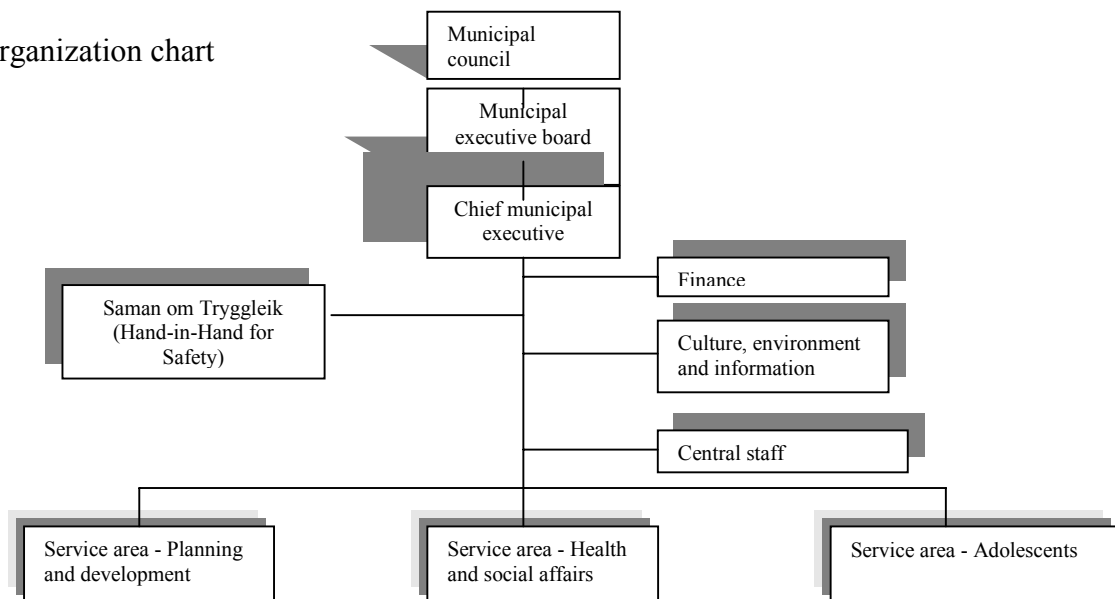
As a result of the Høyanger municipality's participation in the Sogn and Fjordane project, the first intersectorial group was established in 1993. The group was to work with the prevention of accidents and injuries, and initiate, coordinate and help in the implementation of actions. The group consisted of local municipal members and representatives from voluntary organizations. As time went by, it became clear that it was difficult for the group to meet during working hours, because some of the members had different forms of association and were not able to meet during working hours. For a period of time, great difficulties were experienced until the project "Saman om Tryggleik" was started in June 1998, giving the work a renewed lease of life.

The project "Saman om Tryggleik" has a steering group consisting of the plant manager and safety manager at the Hydro Aluminium Høyanger metal plant, the chief municipal executive and youth/sports consultant from the local municipal administration in the Høyanger municipality and a representative from the local policeforce in Høyanger. The project manager has been the group's secretariat. The group makes the overall priorities and decisions and contributes with input and ideas to the project manager.

The intersectorial work group includes members from the engineering sector, health and social sector, safety officer, environmental manager and political representatives from the municipality. The group also includes one representative from Hydro. The work group is to ensure an intersectorial involvement and be the driving force in-house in their own sectors with regard to safety work and the initiation of actions. The group is to provide input and feedback to the project manager regarding proposed actions and take part in assessments and discussions relevant to safety work in general.

The project is to be headed by public health nurse Marit Nordstrand who reports directly to the chief municipal executive.

Organization chart



5.2 Municipality's local community network to be involved in the work

By working together with Hydro and the diverse work group, one comes in contact with large parts of the municipality's network. The project is governed by both the municipal administrative management and Hydro's safety management, as well as the municipality's youth and sports consultant. Representatives from all municipal service areas are also part of the work group.

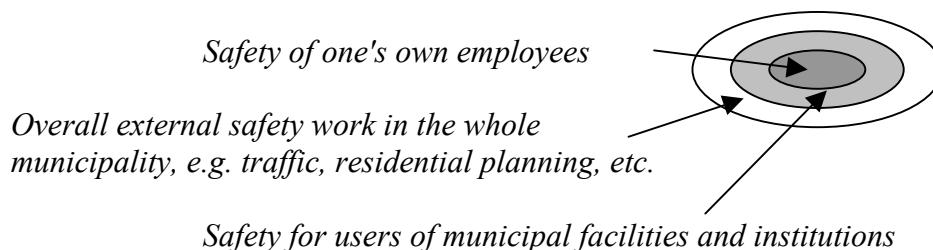
Pupils and parents have been involved in connection with a survey (questionnaire) about preventive equipment, and the inhabitants in general have answered two questionnaires about traffic safety. Meetings have been held annually with residents associations and neighbourhood associations, input being received about actions within traffic safety and safety in playgrounds and play areas. A health, environment and safety committee (HES committee) for the outdoor environment was also established last year. This committee is also notified of dangerous conditions in areas where people roam. Each household in the municipality has received an informative leaflet, encouraging them to report issues to the committee. So far, response has been very good.

In 2001, cooperation with sports clubs in the municipality was initiated, based on the fact that the local registration of accidents shows that injuries in sports centres and facilities constitute a significant percentage of injuries to children and adolescents. Meetings have been held with sports councils and all coaches and managers in the municipality, where injuries in connection with sports has been the main topic of discussion. Work is also carried out together with Høyanger Red Cross about safety at ski centres.

5.3 Safety prevention programme to cover all age groups, environments and situations

The main target group during the project period has been children and adolescents. By focusing on safety, we hope the number of injuries among children and adolescents will be reduced and a greater awareness to safety attained among this particular group.

With regard to the municipality's safety work, the following model illustrates the actual areas of responsibility.



The innermost circle represents the municipality's responsibility as an employer for safety. This responsibility is mainly regulated through, among other things, the act relating to Occupational Environment. Good attitudes and safety work in practice in-house is a solid basis for the more external safety work in the municipality.

Compared to a company like Hydro, municipal responsibility is more comprehensive and less regulated. Circle 2 represents the municipality's safety responsibility such as services and as the owner of institutions and municipal facilities, which includes responsibility for the safety of the users of schools, sports centres, nursing homes and other municipal facilities and institutions. Responsibility is to a certain extent regulated by laws and regulations, which require the municipality to have systems in place for practices, routines, and quality assurance and carry out internal audits of its services.

Circle 3 can represent the general responsibility that must be in place if Høyanger is to be considered a safe community in which to live. Roads, traffic control, avalanche/ landslide protection, planning of residential areas, including a similar more overall infrastructure.

In many ways, one can say that the further out from the circle one moves, the more essential it becomes for communication between levels and sectors to be on a good footing in order to attend to matters of safety. To work on all these levels requires great and purposeful efforts from a broad range of people. The steering group and work group have agreed that instead of initiating many actions, it is better to work towards attaining good routines and practices in safety work in all parts of the municipal organization so that safety becomes an integrated part of one's daily work. By doing so, safety work will not end with this project, but will continue as a natural part of municipal operations.

5.3.1 Goals

- Høyanger municipality is to incorporate and document routines for safety work in all service areas.
- A register documenting the frequency of injuries and causality is to be set up.
- Accident preventive work is to be consolidated in municipal plans with a long-term perspective.
- By the year 2000, the municipality shall have fulfilled all criteria for approval as a "Safe Local Community".
- Work shall result in a visible and continual reduction of the number of accidents occurring among children and adolescents.

5.3.2 Means

Include safety work on the agenda of management sessions in the municipality to highlight it and attain more awareness about responsibility at all levels. Register and document incidents and causality and inform the administration and politicians. Involve local inhabitants by notifying them about dangerous situations and encourage improvements, private as well as public. Work together with the voluntary organizations in the municipality.

5.3.3 General external work

Ever since the municipality participated in the nationwide project "Aksjon heimeulukker" (Home Accident Action) at the end of the 1980s, health services in the municipality, first and foremost at mother and child health centres, have focused on safety, providing information to the general public and to organizations. Many information meetings have been held for medical services, health groups, pensioner clubs and parent groups at daycare centres and schools. Prime focus has been centred on home accidents, but also on accidents occurring during leisuretime and in traffic. Everyone in the municipality has taken part in a survey (questionnaire) about a traffic safety plan. The results have been incorporated into the traffic safety plan, and leaflets about safety work in the outdoor environment have been distributed to every household.

Meetings, focusing on play areas and local environments, have been held annually the past three years with resident associations and neighbourhood associations. The

municipality has also mapped the condition of all playgrounds in residential areas. Condition reports are prepared on which annual allocations for improvements are based. Funds for such work are included in the municipality's financial plan and budget.

Another survey (questionnaire) has been carried out about the use of different types of safety equipment among pupils, teachers and parents. The results have been forwarded to all schools and parent councils in an attempt to increase the use of safety equipment, such as cycle helmets. This survey was repeated in October 2001 to find out if attitudes to the use of safety equipment had changed during the past three years.

Through the environmental plan and LA21, the cleanup of dangerous landfills and actions to improve traffic safety have been prioritized. Examples of traffic safety measures are speed humps on roads, better signposting and improvements in the town centre, more focus being placed on cyclists and pedestrians. A committee for health, environment and safety in the outdoor environment has been established. This committee undertakes safety rounds and works to make the outdoor environment safer for all groups of people. Periodically, season-related articles about safety have appeared in the local paper or as cinema commercials which have also included features about fire safety. The HES committee for the outdoor environment handled 25 cases in 2001. Measures were initiated for 11 of them, four were dropped, and nine were forwarded to political committees in the municipality and/or the Public Roads Department. One case will be handled in connection with an ongoing building project.

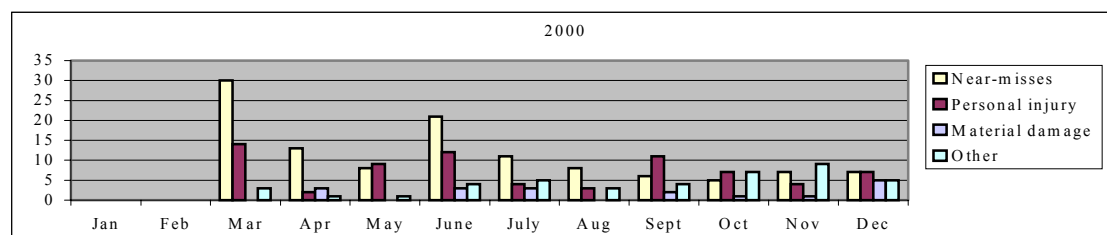
5.3.4 Safety for users of municipal facilities and institutions

A political decision has been taken that ski helmets are to be worn by all users of ski centres owned by the municipality. A safety and information brochure has been produced for such facilities. In cooperation with caretakers and the youth/sports consultant, common regulations for the leasing of all municipal sports centres have been prepared and scope of responsibility.

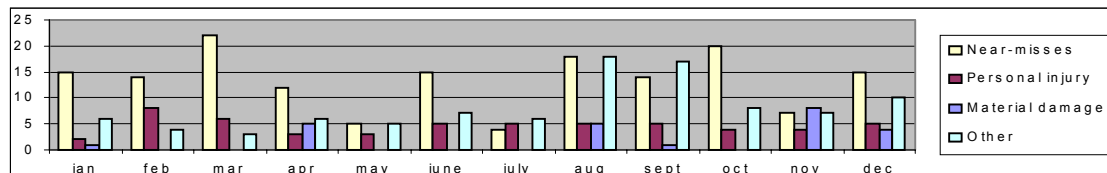
This year, the municipality has established a child safety prize of NOK 10,000, to be awarded annually to him/her or those who present the best proposals for safety measures in the home or the local environment. The first child safety prize was awarded to the parent council of the Kyrkjebø school for their work with common cycle regulations, mandatory use of cycle helmets when cycling to school and the chaperoning of the youngest pupils to and from the school bus.

A system for registering nonconformance in line with the Hydro model was implemented in the health and social service sector. All nonconformance – accidents and near-misses with and without personal injuries – is registered, also about employees and users. Statistics are logged and monthly feedback is given to all departments, with a summary of incidents and causality. This systemization visualizes which incidents are repetitive and forms the basis for implementing actions. The ambition is to increase safety for users of the municipality's health institutions and for employees in the sector.

Internal nonconformance statistics - Health and social sector 2000



Internal nonconformance statistics - Health and social sector 2001



5.3.5 Increasing awareness in the municipal organization

By holding annual safety conferences for employees in the municipality, focus can be placed on what the municipal organization can do to create a safer community. Emphasis is also placed on involving all managers at all levels in the organization. The programme includes an informative session and a practical session with group work, the groups being allocated an identified area which is to be prioritized and actions proposed. Answers are summarized, edited and sent to all departments as a basis for further work.

The last conference discussed measures for the physically disabled. Associations for the physically disabled and pensioners were invited, in addition to the elders' council. Since the introduction of the nonconformance system in the health and social service sector, more awareness about accidents and the risk of accidents has emerged and many preventive measures have been implemented as a result of this. This year an idea brainstorming relating to safety work was carried out in all service areas to gather a wider basis for suggestions for actions.

5.3.6 Example of actions in schools and daycare centres

Traffic

In cooperation with the local police, a demonstration of the use of reflectors was arranged during the autumn. Traffic training for the youngest was executed – "Bus and Roll" – for those who travel to school by school bus and those who cycle to school (4th grade). The Høyanger municipality and Hydro sponsor reflector weskits for all first grade pupils and cycle helmets for all 4th grade pupils. One prerequisite for acquiring a cycle helmet is that schools arrange a cycle day, where all cycles are checked for safety. Parent committees are encouraged to approve cycle regulations, and two schools in the municipality have already done just that. No one can cycle to school until they have passed the practical cycle test and only then if they wear a cycle helmet. At one school, the youngest pupils are chaperoned to and from the school bus.

Fire

Pupils in the 6th grade have had fire safety as a school subject and take check lists home with them to check out fire safety in their own homes. Fire drills for pupils and the school's personnel, including the evacuation of pupils, are carried out.

First aid

First aid training for school and daycare centre personnel. First aid training for pupils in the 8th grade – "Do something!". Life saving courses for all personnel who have classes in swimming pools.

Mobbing and contentment

Some schools utilize the educational programme "Step by Step" which is about taking care of each other. Other schools have their own programmes on interaction and cooperation in the classroom. Classes have prepared their rules of contentment and duties in the playground have been strengthened. Educational programmes relating to relaxation and mastery have been carried out in secondary schools. The goal here is to help students face up to and tackle ordinary crises in everyday life, to teach them how to help and support each other as friends, and to provide them with some simple relaxation exercises.

Physical safety in school

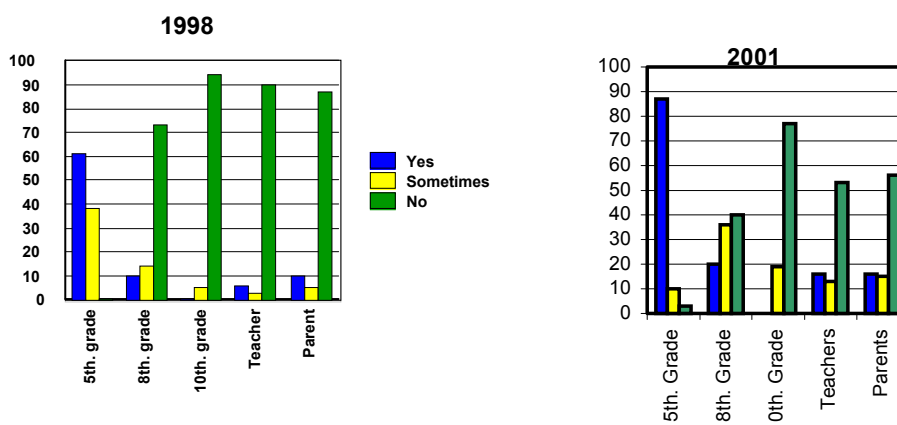
Safety rounds are carried out to check the physical environment, playground equipment, etc. At one school, pupils and children from the daycare centre take part in these safety rounds. At another school, Friday has become "cleaning day", each class doing it by turns.

5.4 Programme to concentrate specifically on high-risk groups and environments. Work to secure the rights of vulnerable groups.

Children/adolescents and elderly people are the two groups that are the most vulnerable with regard to accidents outside work accidents. By focusing on safety at sports centres and introducing good routines for increasing safety on such sites, an attempt has been made to reduce the risk of accidents occurring to children and adolescents during sport and leisure. By mapping play areas in residential areas, a condition report has been prepared and improvement measures prioritized.

The survey about protective equipment has helped to visualize to what extent such equipment is used. It documents that the youngest children wear helmets and other protective equipment to some extent, but when they start junior secondary school, they stop wearing it. Very few adults wear cycle helmets, but more often life jackets. The children were also asked what would encourage them to use protective equipment, such as cycle helmets, more often. The most popular answer was that the equipment must be trendy and fun to wear, the reason why much emphasis has been placed on designing attractive children's cycle helmets and relector weskits that are of good quality, even though they are more expensive. The same questions were posed in October 2001 to see if uses had changed. The results of the last mapping show that the use of cycle helmets by both children and adolescents at the largest school in the municipality has increased, as well as among adults during this period of time. Differences at the other schools are less, the starting point however being better.

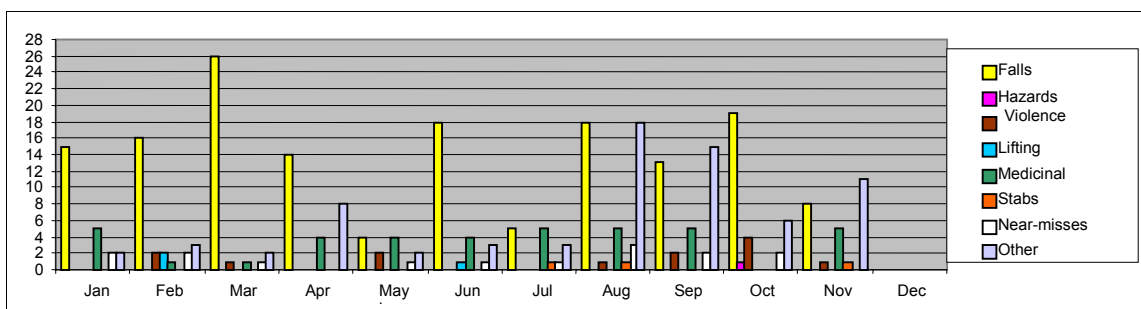
Høyanger – Use of cycle helmets 1998 and 2001



Injuries after accidents in connection with sports make up a large proportion of injuries among children and adolescents, between 11 and 12 per cent in the Høyanger municipality. Two meetings have been held with sports clubs in the municipality to inform them about the degree of injuries and to motivate them to carry out safety preventive work in connection with sports.

From 2002, cooperation in crime prevention work has been started between the municipality and the police. An application for state funding will be submitted so this work can be prioritized and be included as part of safe local community work.

The registration of nonconformance in the municipal health and social service department helps to visualize what type of accidents occur to elderly in institutions and in home help services. All incidents are to be reviewed by the department and the preventive actions implemented noted on the report form. This helps to make both employees and users focus more on safety prevention work. The topic is also a fixed item on the agenda at top level meetings in the service area, and a review of the statistics should be carried out annually in order to find out if certain actions need to be included in the budget and plans.



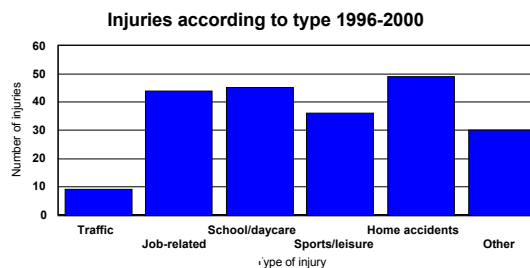
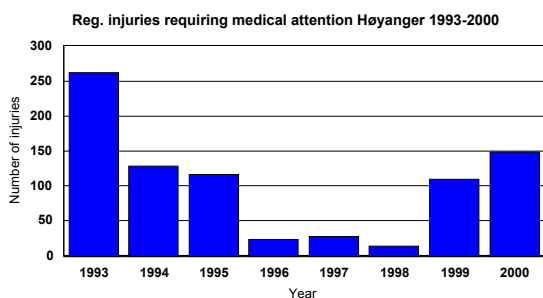
Internal nonconformance statistics 2001, types of incidents

5.5 Programme to include methods that make it possible to document the frequency and causality of accidents

5.5.1 Registration of injuries requiring medical attention

Injuries requiring medical attention have been registered at the municipal medical office/surgery in Høyanger since the municipality became part of the Sogn and Fjordane project in the 1990s. For some years, registration was inadequate. The project "Saman om Tryggleik" has 'empowered' the system to improve its registration routines which have improved over the past two years. It is very difficult to attain satisfactory registration figures that can be used as indicators of the effect of actions. The registrations, however, provide a local summary of the types of accidents, causality, age and degree of injury. The registration form used was developed in cooperation with the Sogn and Fjordane project and the public health authorities.

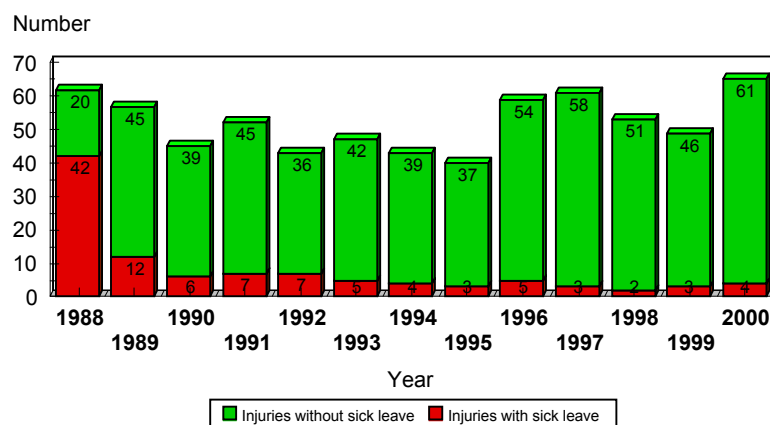
One big problem is that software suppliers do not give priority to modules for the registration of injuries in their software programmes. This means that the local surgery has to undertake all registrations manually, the quality of such work sometimes being inadequate. Another problem is recruiting enough doctors to work in the region and their frequent replacement.



The internal registration of nonconformance in the health and social service department provides a similar overview of undesirable incidents and causality for employees and users with the service area. The registrations are not precise enough as documentation of the effects in the form of reduced injury figures, but are adequate to help one see where actions should be actuated and awareness about prevention work increased.

5.5.2 Injury statistics – Hydro

Hydro has excellent statistics over job-related injuries. The figure below shows development in the number of injuries with and without sick leave from 1988 to 2000.



5.6 Programme to have a long-term perspective

The basic idea behind the project "Saman om Tryggleik" was to integrate safety work in the municipal system and to change behaviour and attitudes with regard to safety to the better in both municipal organizations and other organizations in the municipality. The municipal council has approved resolutions and the goal has been to achieve approval within the WHO framework for "Safe Communities" and get the political system to adopt the WHO criteria.

Of the examples of actions included here, few special actions have been implemented through the project, work being concentrated more at system level. Funds for actions have been allocated through the ordinary budget and financial plan, and safety is to be included in all municipal plans and sub-plans. The project will be completed by the end of 2001, but the work will be continued as a 20 per cent position with the same project manager as coordinator and with the same organization. The coordinator is to

have overall responsibility across service areas and have contact with the general public and organizations. Hydro will continue to be a cooperative partner and share the expenses for the coordinator and the sponsoring of reflectors, weskits and cycle helmets.

In 2001, a pilot project within safety work was started at the Høyanger metal plant, a project based on documentation that shows that most accidents occur because of attitudes/behaviour and most preventive actions are centred on the physical environment. The new project "Behaviour-based Safety" concentrates on attitudes and behaviour and will run parallel with traditional safety work. The expected result is a reduction in the number of accidents due to attitudes and behaviour.

5.7 Assessment that includes indicators showing the effect of the work and that can provide information about the process

It is difficult to document reductions in the number of injuries, mainly because it is difficult to produce precise statistics over injuries in the municipal health service sector. Hydro has a system that provides precise statistics over injuries which document that the number of injuries has been significantly reduced.

As part of the general quality assurance system in the health and social service department, accidents and near-misses including other nonconformance is registered for both personnel and users – department, what happened, the time and causality of the incident. Preventive actions that have been implemented are also registered. The system is reviewed quarterly at top management level in the department in order to determine what other actions can be implemented so that these can be included in the action plans and financial system. The nonconformance system is a satisfactory tool to use for assessing safety work, and it leads to quality assurance and safety work becoming a continuous work process.

Every six months, statistics over injuries requiring medical attention by the municipal general practitioner are distributed to political and administrative levels in the municipality. The statistics include age groups, gender, type of injury, degree of severity and place where the injury occurred. It also contains an overview of sites with more than one injury. All these indicators contribute to the effects of actions and the process being regularly reviewed. Documented effects in the form of fewer injuries is difficult to show. A much greater awareness and involvement in safety work, in addition to concrete actions, has been shown over the past years. An increased use of cycle helmets by both children and adults indicates that attitudes to safety are changing.

5.8 Local community to review its own organization and how it can contribute to accident prevention work

Four objectives in the project "Saman om Tryggleik" relate to the municipality as an organization, because one regards the organization to be of great importance in such work. The project manager has conducted several meetings with the heads of municipal departments, and with headmasters/mistresses and heads of daycare centre in order to initiate active work in all parts of the organization. Brainstorming sessions and safety conferences with workshops have also been carried out. The municipality

as an organization has entered into a voluntary agreement with the organization "Motorist 2000". The main aim of "Motorist 2000" is to focus attention on how people react in traffic, their behavioural patterns, as such behaviour is the cause for most accidents. This means that all municipal drivers and all those who drive municipal vehicles are committed to following up this agreement by respecting speed limits, wearing safety belts and showing consideration in traffic. A letter and brochure will be sent to all inhabitants in the municipality, encouraging them to become members.

Formal cooperation with Hydro as an active contributor to the project, both financially and empirically, has been very valuable. The same applies to the voluntary organizations such as Red Cross, womens' organization and resident associations.

5.9 Important for health services in the local community to participate in both registration and injury prevention

The registration of injuries requiring medical attention is carried out at the local municipal surgery in Høyanger. Frequent replacements and inadequate continuity in medical personnel in the region makes registration very difficult when it is not part of electronic journalizing. The statistics are, however, good enough and do show trends and tendencies that can be used as a local basis for accident prevention work.

Car safety equipment for infants (one year or less) can be leased from the child health centres, which also exhibit safety equipment for the prevention of accidents in homes, a topic also discussed at mother/child check-ups. Public health nurses talk about such issues at parent/teacher meetings at daycare centres and schools. Throughout the service area, an active registration is carried out through the nonconformance system, and within nursing and homehelp, actions are continually being assessed for users on the basis of the nonconformance statistics. The quality committee in the health and social service department reviews the statistics for accidents and near-misses quarterly to identify what actions have been carried out and what needs to be included in the budget and financial plan. Preventive actions are carried out by the municipal ergonomist and support services, providing home aids to prevent elderly people from falling in their homes.

5.10 All levels in the local community must be involved in the work to solve problems relating to accidents

"Saman om Tryggleik" has been regularly featured in local newspapers, with information about the different actions and season-related safety tips. Meetings have also been carried out with voluntary organizations, at which information was given and safety actions discussed. Many in the local community are involved in such organizations. Two large municipal safety conferences have been arranged, a wide range of municipal employees being involved in this work. Parents, teachers and pupils are also involved through the survey about the use of safety equipment during leisure activities. The parent council and schools are then oriented about the results and encouraged to work on the topic. Response to the leaflets distributed to all households, encouraging them to report dangerous situations where people travel, has so far been good. People are also involved through the survey in connection with the traffic safety plan.

5.11 Information about the experiences one has had to be made known nationally and internationally

"Saman om Tryggleik" takes an active part in the county network for safe communities in the county of Sogn and Fjordane. The Høyanger municipality has hosted county network meetings and will also arrange more in the future. The Sogn and Fjordane county council is a good supporter and an invaluable help in the coordination and exchange of local experiences.

The municipality is also part of the national network. The project manager and environment manager have taken part in safety conferences in Harstad and Drammen in Norway. Safe local community work in the Høyanger municipality is presented in the periodical "AU" published by the Public Health department, and the project manager has participated in courses about knowledge-based injury prevention work arranged by Public Health.

The municipality was represented with a stand at the Nordic Safe Community conference in Iceland. A presentation of the work has been sent to the web pages of the Safe Community secretariat in Sweden. Four representatives from the municipality and one from Hydro in Høyanger were participants at the 4th Nordic Safe Community conference in Vejle, Denmark. Experiences from the work relating to "Saman om Tryggleik" was presented both on a stand and through lectures and posters.

The project manager has presented the work and experiences as examination papers and has lectured to classes at Nordiska Hälsovårdhögskolan (Nordic Health Care College) in Gothenburg, Sweden. Hydro is part of an international group working on safety in the aluminium industry.

5.12 Must contribute to strengthening the total network of Safe Local Communities

The Høyanger municipality can positively contribute to networks, with both information and the sharing of experiences. Through its activity in the county network, the municipality has been inspired to continue the good work, and also to bring up issues and experiences for discussion. The municipality wants safety work to be part of the programme in future contact with their twin towns, Ronneby in Sweden, Åkirkeby in Denmark and Männte in Finland. The Høyanger municipality and Hydro Aluminium are to participate in the Nordic conference in Finland. Together with the Sogn and Fjordane County, the Høyanger municipality is planning a county conference in 2002.

Høyanger Municipality
December 2001

Kjartan Longva
Mayor

Arvid Lillehaug
Chief municipal executive

Documentation

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Municipal plan for the Høyanger municipality

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