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**REPORT 1**  
*(1215/11/IM)*

## **LYALL BAY SURF LIFE SAVING CLUB – FUNDING REQUEST**

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### **1. Purpose of Report**

The Lyall Bay Surf Life Saving Club has requested \$350,000 from Council towards the cost of building a new surf life saving facility hub at Lyall Bay beach (see Appendix “A”).

This funding is in addition to the \$300,000 (capex) for public toilets in the proposed new Lyall Bay Surf Life Saving Club (LBSLSC) building that Council agreed on 19 November 2009 to consider as part of the draft 2010/11 Annual Plan.

This report discusses the overall need for surf lifesaving in Wellington. It also examines the potential for the Lyall Bay Surf Life Saving Club to meet some of this need and proposes that Wellington City Council contributes \$350,000 (opex) via a ten year service level agreement for providing a surf life saving service at Lyall Bay and other Wellington beaches.

### **2. Executive Summary**

Some Wellington City beaches do not currently have adequate surf lifesaving services to cover the risk the beaches present to the public. The Lyall Bay Surf Life Saving Club is proposing to construct a new purpose built facility on Lyall Bay beach which will go some way to meeting this need. Currently no existing surf lifesaving facilities in Wellington are fit for purpose.

Lyall Bay Surf Life Saving Club is currently the most financially sustainable and has the strongest membership numbers out of the three surf life saving clubs in Wellington City. It already delivers substantial patrolling services made up primarily of voluntary hours. It is willing and able to become a surf lifesaving ‘hub’ for Wellington City from which to co-ordinate services for the city.

In recognition of the benefit to Wellington that the new Lyall Bay Surf Life Saving Club’s facility will provide, this report recommends that Wellington City Council contributes \$350,000 (opex) via a ten year service level agreement towards the cost of providing a surf life saving service at Lyall Bay and other Wellington beaches. This is in addition to the \$300,000 (capex) for public toilets already agreed by Council for inclusion in the 2010/11 Draft Annual Plan.

### **3. Recommendations**

Officers recommend that the Council:

1. *Receive the information.*
2. *Note the following resolutions from the Council Extraordinary Meeting of Thursday 17 November 2009 Item 226/09P Maranui Surf Club Building and Lyall Bay Beach Buildings:*
  - *Agree that, subject to the completion of a new Lyall Bay Surf Life Saving Club being built which incorporates new public toilets, the Council-owned Lyall Bay number two building be removed.*
  - *Agree that, subject to the Lyall Bay Surf Life Saving Club gaining capital funding and regulatory consents, officers continue to work with the Lyall Bay Surf Life Saving Club regarding its proposal to build a new surf club building and to incorporate new public toilets into the building.*
  - *Note that if public toilets are incorporated into the new Lyall Bay Surf Life Saving Club building there will be a capital cost to the Council of approximately \$300,000 and this will be considered in addition to any New Initiative presented by the Lyall Bay Surf Life Saving Club as part of the draft 2010/11 Annual Plan.*
  - *Note the proposed Lyall Bay Surf Club Building has an estimated construction cost of \$1.8million excluding public toilets.*
3. *Agree to include capital funding of \$300,000 for new public toilets in the Lyall Bay Surf Life Saving Club building in the 2010/11 Draft Annual Plan statement of proposal.*
4. *Agree that the Council will not release any funding for the project until the Lyall Bay Surf Life Saving Club has obtained landowner approval, resource consent and other necessary regulatory consents for the proposed new surf club building, and raised the balance of the project cost.*
5. *Agree to include operational funding of \$175,000 in the 2010/11 Draft Annual Plan statement of proposal for 2011/12 and 2012/13 towards the cost of providing a surf life saving service at Lyall Bay and other Wellington beaches.*

### **4. Background**

Following a fire at the Maranui Surf Lifesaving Club building along Lyall Bay beach on 1 August 2009 an investigation was carried out by the Council to examine all of the options available for Lyall Bay beach. This included reassessing the use of the existing four buildings (Maranui Surf Club, Lyall Bay

Surf Life Saving Club, the former Plunket building, and the Lyall Bay Number 2 building) along the beach to ensure the benefit to Wellington's ratepayers is maximised.

In November 2009 SPC considered a report investigating four scenarios ranging from removing all of the buildings and replacing them with one new building, to the status quo. These scenarios were assessed against a number of criteria including the suitability of the buildings for surf lifesaving.

Representatives from Surf Life Saving New Zealand (SLSNZ) were involved in this assessment and were already in the process of carrying out a surf lifesaving needs assessment for the Wellington City area which examined coastal drowning data and injury risk management. SLSNZ highlighted that neither of the two surf club buildings on Lyall Bay beach are sufficient to meet the surf lifesaving needs of the area going into the future.

Council agreed scenario two which involves rebuilding of the heritage Maranui building and supporting the Lyall Bay Surf Life Saving Club's proposal to rebuild new premises that would incorporate new public toilets. Councillors indicated they would also consider a further contribution towards the rest of the building due to its importance in providing surf lifesaving services in Wellington.

## **5. DISCUSSION**

### ***5.1 Wellington City's Surf Lifesaving Needs***

SLSNZ carried out a coastal public safety assessment of the Wellington City area throughout 2009. They examined 11 sites within the city which could present hazards to the public looking at drowning, injury, rescue and search data for each of these sites. They also identified risks associated with the types of activities, access, and surf lifesaving facilities operating at each site. They widely consulted local and regional stakeholders.

The report found that there is generally good access and infrastructure to cater for people visiting the beaches in Wellington. However, some beaches do present a higher risk than others and on-going risk management is critical to ensure public safety. One of the key recommendations of the report is that a lifesaving patrol service be delivered at three key locations within Wellington City, including Oriental Bay, Scorching Bay and Lyall Bay due to their current use and hazards, and likelihood of problems occurring. It also recommends that two first response lifeguard support service units operate during this period, one for the harbour and one for the south coast, and that a 24 hour year round inshore water rescue service is developed.

In addition to this report, SLSNZ has written to the Council stating that, in order to meet the long-term objectives stated in the Coastal Public Safety Report, suitable facilities and infrastructure to deliver key services are required. SLSNZ's view is that there are currently no club facilities available that are adequate to deliver what is required. They believe Wellington needs a central 'hub' to base a range of surf lifesaving services for the city, including:

- Beach patrol and lifeguard services
- 24/7/365 first response service (search and rescue)
- Lifeguard support services (communications, operations, on-water support)
- Lifeguard training facilities
- Community and school education programmes

SLSNZ believe a purpose built facility, like the one proposed by the Lyall Bay Surf Life Saving Club, will increase public safety and promote safer recreation and engagement of people with the coast around Wellington City.

### **5.2 Current Surf Lifesaving Services in Wellington City**

Currently there are three surf lifesaving clubs operating in the Wellington City area. These are the Maranui Club, the Worser Bay Club and the Lyall Bay Club. Two of the clubs, Maranui and Lyall Bay, are located on Lyall Bay beach which is located on the south coast. These are the only two clubs in Wellington City which offer a beach patrolling service. In 2008/09 the Maranui Club had 177 members and patrol output of 656 hours. The Lyall Bay Club has over 300 members and patrol output of 1,500 hours. Both clubs run nippers' programmes for about 100 children each. The Worser Bay Club does not patrol any beaches but does offer a nippers' programme for young people.

The Lyall Bay and Maranui clubs patrol different beaches in Wellington – the Lyall Bay Club patrols Lyall Bay and the Maranui Club predominantly patrols Oriental Bay.

SLSNZ's coastal public safety assessment highlights three beaches which need a lifesaving patrol service – Lyall Bay, Oriental Bay and Scorching Bay. There is currently no available infrastructure at Oriental Bay or Scorching Bay from which to deliver these services. At Oriental Bay, lifeguards have limited access to the band rotunda building for storage, toilets and the kitchen. Scorching Bay has a building that was previously used for surf lifesaving, however it is now leased to the Wellington Triathlon and Multi-sport Club.

Out of all of the surf lifesaving club's in Wellington, Lyall Bay Surf Life Saving Club is the most financially sustainable and has the strongest membership. It also has trained the majority of lifeguards employed in Wellington and is therefore the best placed club to deliver the surf lifesaving services Wellington needs going into the future.

### **5.3 Lyall Bay Surf Life Saving Club Redevelopment Proposal**

Surf lifesaving has changed significantly since the Lyall Bay Club building was constructed. Modern surf lifesaving requires a lot more space for equipment and new technology.

The Lyall Bay Club has extensive plans to redesign and rebuild its building at a cost of \$1.8 million (\$2.1 million including public toilets) – see Appendix "A" for

Lyall Bay Surf Life Saving Club's proposal. The new building design has taken predicted sea level rise into consideration being 200-300mm higher than the existing building and including a concrete lower floor designed to accommodate being wet. It will provide improved storage space for the equipment and will meet the requirements of surf lifesaving and its associated activities. Its features include:

- A base for a First Response Service including space for rescue equipment (IRBs, jet skis, advanced medical equipment) and an operating and training headquarters. A call-out squad has been established in Wellington, consisting of members of all of the clubs in the wider region, but there is no where from which to co-ordinate this service.
- Space to deliver community and school education programmes.
- Additional space for training children aged 5 to 13. Lyall Bay Surf Club is delivering this service to the maximum number their current facility allows. The new facility will mean more children will benefit from this programme which has already resulted in a number of major rescues by 12 and 13 year olds.
- Purpose built training rooms and resources to enable SLSNZ to provide centralised lifeguard training (surf rescues, resuscitation and first aid) to all clubs.
- Better patrolling facilities. The new facility will be able to be used as a base for patrolling other beaches in Wellington.

Lyall Bay Surf Life Saving Club is seeking \$350,000 from Wellington City Council to contribute towards the cost of their new building. Other sources of funding are outlined in the club's proposal (see Appendix "A").

#### **5.4 Service Level Agreement**

It is proposed that a service level agreement (SLA) is agreed between Wellington City Council and the Lyall Bay Surf Life Saving Club for the provision of surf life saving service at Lyall Bay and other Wellington beaches.

The SLA would be for a term of ten years with a ten year right of renewal.

It is proposed that the SLA would include the following services:

- **Lifeguarding**

The LBSLSC would be required to patrol Lyall Bay beach during weekends between mid Dec and end March.

The club would assist with surf lifesaving at other city beaches as required. This would include Scorching Bay and Island Bay.

The club would provide roving patrols to the area between Island Bay and the harbour entrance.

- **24hour x 365 days First Response Squad**

The proposed new facility would provide a base for a search and rescue service Wellington wide. This base would house any rescue equipment (IRBs, jet skis, advanced medical equipment) and provide immediate access and an operational and training base.

The First Response Squad would consist of members of all clubs in the wider region.

The proposed surf life saving hub would provide a permanent base and training facility for the First Response Squad.

The squad would be made up of guards that:

- Are “elite” advanced and senior lifeguards
- Hold Inflatable Rescue Boat (IRB) drivers qualifications
- Have training in first aid, CPR, oxygen, defibrillation, up to and including pre-hospital care
- Emergency care (PHEC) standard
- Trained in helicopter rescue
- Trained in rock rescues (especially applicable to the south coast)
- Able to co-ordinate cross sector emergency responses (Coastguard, Police, Westpac Rescue)

- **Emergency Warning and Public Address Systems**

The new surf lifesaving hub would provide both a public address system and support electronic signage to advise the public of dangers both inside and outside of patrol hours.

- **Community Education Programmes**

The Beach Education programme for primary schools is a practical and theoretical based approach to teaching children how to enjoy the beach environment safely and how to recognise dangers at the beach (rips, currents, holes). The LBSLSC will target at least 1,200 school children per summer with an objective of increasing this participation figure.

The LBSLSC will also organise lifeguard, surf awareness and resuscitation programmes for local secondary schools and other groups.

- **Junior Surf Skills Training**

The Lyall Bay SLSC would run a junior surf section for children aged 5 – 13 years which would teach surf safety awareness, confidence in surf and equipment use to increase children’s skills and ability in the surf.

The sessions would be run by our volunteer senior lifeguards.

- **Lifeguard Training Facilities**

The proposed new facility would enable the club to provide coordinated and centralised lifeguard training for all surf life saving clubs in Wellington city.

- **Event Safety**

The club will provide qualified lifeguards for community events. This will include events at Scorching Bay, Oriental Bay, Island Bay, the harbour and waterfront, school outdoor education days, and other festivals and concerts.

The proposed new surf life saving hub would be available for event planning and equipment storage for these events.

## 5.5 Consultation and Engagement

This report has involved considerable engagement with the Lyall Bay Surf Life Saving Club and Surf Life Saving New Zealand. It is noted that during the consultation process for the Maranui Surf Life Saving Club feedback was also received about the Lyall Bay Surf Life Saving Club and this information has been taken into consideration.

## 5.6 Financial Considerations

<i>Outline project costs per year</i>										
Project Component	Operating expenses									
	\$000									
	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19
<i>Lyall Bay Surf Life Saving Club service agreement</i>	0	0	175	175	0	0	0	0	0	0
<i>Depreciation – toilets</i>	0	0	20	20	20	20	20	20	20	20
<i>Interest – toilets</i>	0	9.8	19.5	19.5	19.5	19.5	19.5	19.5	19.5	19.5
<i>Total</i>	0	9.8	214.5	214.5	39.5	39.5	39.5	39.5	39.5	39.5

<i>Outline project costs per year</i>										
Project Component	Capital expenses									
	\$000									
	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19
<i>Lyall Bay Surf Life Saving Club public toilets</i>	0	300	0	0	0	0	0	0	0	0
<i>Total</i>	0	300	0	0	0	0	0	0	0	0

## 5.7 Options

### 5.7.1 Capital funding contribution

The original submission from the Lyall Bay Surf Club requested that Council contribute to the capital cost of the proposed lifesaving building. Concern was expressed by some Councillors that this option would set a precedent and that Council would receive many future requests from other clubs for capital contribution to buildings.

### **5.7.2 Service Level Agreement**

This report recommends providing funding to the Lyall Bay Surf Life Saving Club via a service level agreement. It is noted that there is a risk that other surf life saving clubs could approach Council in the future for similar funding.

### **5.8 Climate Change Impacts and Considerations**

The proposed building design has taken predicted sea level rise into consideration being 200-300mm higher than the existing building and includes a concrete lower floor designed to accommodate being wet.

The design has considered the affects of wind, water, salt and sand.

The robustness of the building will also be considered as part of the regulatory consent process.

### **5.9 Long-Term Council Community Plan Considerations**

This report recommends that Wellington City Council contributes \$175,000 (opex) per annum in the 2011/12 and 2012/13 financial years towards the cost of providing a surf life saving service at Lyall Bay and other Wellington beaches.

Additionally, this report recommends \$300,000 (capex) for the construction of public toilets in the 2010/11 financial year.

## **6. Conclusion**

Lyall Bay Surf Life Saving Club's proposed new building will create a surf lifesaving 'hub' from which a better service can be delivered and co-ordinated.

The Lyall Bay Club has a strong history of providing good lifesaving services at Lyall Bay with mostly volunteer hours. Out of all the clubs in Wellington, it has the strongest membership and is the most financially stable. Given the benefits this new facility will provide to Wellington, this report recommends that the Council contributes \$350,000 towards a service level agreement with the club to provide surf lifesaving services for Wellington, and \$300,000 for new public toilets.

Contact Officer: *Glenn McGovern, Manager of Sport and Recreation Planning*

## **Supporting Information**

### **1) Strategic Fit / Strategic Outcome**

*Surf lifesaving fits within the Council's aims of building strong, safe and healthy communities and for people of all ages, abilities and circumstances to have access to sport and recreation to enhance their health and well-being. Any proposals for the future of Lyall Bay beach must take account of the Council's ambition of caring for the city's beaches in a way that balances protecting the environment with opportunities for enjoyment.*

### **2) LTCCP/Annual Plan reference and long term financial impact**

6. *This report recommends that the Council contributes capex funding of \$300,000 towards the cost of new public toilets in the 2010/11 Draft Annual Plan, and \$175,000 per annum in the 2011/12 and 2012/13 financial years of the LTCCP towards the cost of providing a surf life saving service at Lyall Bay and other Wellington beaches.*

### **3) Treaty of Waitangi considerations**

*n/a*

### **4) Decision-Making**

*This is not a significant decision.*

### **5) Consultation**

*Lyall Bay Surf Life Saving Club and Surf Life Saving New Zealand have been consulted while drafting this report.*

### **6) Legal Implications**

*Legal issues are limited to implementation processes that will be handled as part of normal business.*

### **7) Consistency with existing policy**

*This report is consistent with existing policy.*

# **Appendix A: Lyall Bay Surf Life Saving Club's Proposal**

## **Appendix B: Letters from Surf Life Saving New Zealand**