

MANAGEMENT OF SHARKS IN NEW SOUTH WALES WATERS

Organisation: Australian Professional Ocean Lifeguard Association Inc.
Name: Mr Ken Holloway
Position: National Secretary/Treasurer
Date Received: 26/11/2015

Introduction

- My name is Ken Holloway – The National Special Projects Officer for the Australian Professional Ocean Lifeguard Association (APOLA)
- Thankyou for the opportunity to appear here today in this Inquiry into the Management of Sharks in NSW Waters.
- I will be discussing beach patrolling strategies during guarded (patrolled hours). APOLA advocates the 'Prime Time Patrolling Method' (PTPM) which is the efficient utilisation of manpower and resources to minimise the response time to an incident. The 'Prime Time Patrolling Method' (PTPM) is driven by 'activity demand'.
- When any vigorous debate takes place on beach patrolling strategies, Council's, contractors and volunteers must ask themselves one fundamental question - "Are we being as efficient as possible with the utilisation of the manpower (lifeguards & lifesavers) and resources (plant & equipment) at our disposal"?



This debate leads us to the three (3) A's of Professional Lifeguarding.

➤ **Accountability**

➤ **Agility**

➤ **Alignment**



The Accountability Phase – (responsible, called to account)

- Governments are accountable for their funding models and engagement of appropriate professional agencies/stakeholders. They are.
- Councils, contractors and volunteer associations are accountable for their service delivery models (beach patrolling strategies) that are delivered to the general public. They are.
- Professional lifeguards and volunteer lifesavers are accountable for their performance (response time to an incident) when they are on patrol. They are.
- And we are collectively all accountable. We are.



The Agility Phase (the power of moving quickly and easily)

- Ability to move quickly and easily to changes/shifts in water safety legislation, strategy, policy and operational procedures.
- Ability to move quickly and easily with the introduction of new professional Lifeguard technology and equipment.
- Ability to move quickly and easily to implement innovative patrolling strategies.
- Ability to move quickly and easily to identify agreed patrolling key position statements.
- Ability to move quickly and easily with Govt & Council decision making and the implementation process.

The Alignment Phase (in correct relevant positions)

- Australian Water Safety Strategy 2012-15 (Australian Water Safety Council)
- Practice Note 15 Water Safety, revised July 2012. (Division of Local Govt, Department of Premier & Cabinet)
- Australian Standards - AS/NZS2416.2 2010 Water Safety signs and beach safety flags – Specifications for beach safety flags – Colour, shape, meaning and performance. AS/NZS2416.3 2010 Water Safety signs and beach safety flags – Guidance for use
- Work Health & Safety (WHS) Legislation
- Local Government Act 1993
- Local Government Regulations 2005
- Civil Liability Act 2002
- Alignment with Lifeguard Service providers own Standard Operational Procedures and Work Instructions.
- Alignment with other Emergency Services/Combat agencies.

ACCOUNTABILITY

AGILITY

ALIGNMENT

- Management of Sharks in NSW is currently at the Agility Phase.
- The current situation affects all stakeholders – Surfing Community, Local Community, Tourism, Local Councils, Everyone who uses the beach.
- Alignment cannot be achieved until we finalise key issues within the Agility Phase.

Lifeguard Service Patrolling Coverage

- Is the Lifeguard/Lifesaving patrolling coverage provided by Council's in the Far North Coast/North Coast appropriate in 2015?
- Number of Patrol Locations.
- Length of the Patrol Season.
- Start & Finish Times of the Patrols.
- Number of Lifeguards on Duty.
- Available Plant & Equipment.
- Based on criteria of – Current Activity on Beaches and Foreshores, Tourism numbers, Infrastructure, Climate, Surf Temperature, Local use (Board riding clubs, Surf clubs, Fishermen etc), Special Events and comparisons with other Councils.

Comparisons with other NSW Councils

- Wollongong City Council – 17 patrolled beaches (16 patrolled for 7 months, 1 beach patrolled for 12 months, all beaches patrolled 7 days a week, inclusive of SLSC patrols). 5 jet skis and 5 Lifeguard Towers.
- Kiama Municipal Council – 7 patrolled beaches (6 patrolled for Xmas Holidays, 1 beach patrolled for 7 months, all beaches patrolled 7 days a week, inclusive of SLSC patrols). 1 jet ski.
- Lake Macquarie City Council – 4 patrolled beaches (All patrolled for 7 months, all beaches patrolled 7 days a week, inclusive of SLSC patrols). 4 jet skis and 3 Lifeguard Towers.
- Waverley Council – 3 patrolled beaches (2 patrolled 12 months a year, 1 beach patrolled for 7 months, all beaches patrolled 7 days a week). 2 jet skis and 3 Lifeguard Towers.

Key Position Statements (KPS)

- Key Position Statements are over arching principles that we can all agree upon. We then adapt these principles into our own patrolling strategies.
- One (1) Lifeguard/Lifesaver must be in an elevated position at all times whilst patrolling (where preferable in a Lifeguard Tower).
- Lifeguard Service providers must provide a minimum of one (1) jet ski per Local Government area.
- In periods of heightened Shark Activity and in High Activity periods (Xmas School Holidays, Easter etc) jet skis must be pro actively patrolling in the surf. (Mick Fanning incident an example)
- In periods of heightened Shark Activity, a Lifeguard/Lifesaver should be deployed in a geographic elevated location if available.
- The use of Lifeguard Towers must become a recognised fundamental patrolling pillar into the future (Elevation, Protection from weather, Cost effective, World's Best Practice as used in locations all around the World including Hawaii, California & the Gold Coast).



Recommendations - Action Plan

- Conduct a Review of current Signage within the beach/foreshore areas of the Far North Coast/North Coast Council areas (Tweed, Byron & Ballina)
- Conduct a Service Review of current Lifeguard Operations within Far North Coast/North Coast Council areas (Tweed, Byron & Ballina).
- Develop specific Beach Management Plans for beach precincts utilising the 'Prime Time Patrolling Method' (PTPM) to minimise the response time to an incident.
- The 'Prime Time Patrolling Method' (PTPM) places lifeguards (in elevated positions in a tower if possible) and equipment in strategic locations on a beach based on 'activity demand'. Activity demand is driven by the geography of the location and the infrastructure located within the beach precinct. This enables Lifeguards to patrol long stretches of beach and beaches in their entirety, with minimal staff.



Management of Sharks in NSW Waters

October 2015

Prepared by Ian Lee - Aquatic Safety Consultants Australia



**AQUATIC SAFETY CONSULTANTS
AUSTRALIA (ASCA)**

Preventing tragedy through education and training.

Background

- This submission relates purely to the review of professional lifeguard/volunteer lifesaving operations during guarded (patrolled hours) initially in the targeted area of northern New South Wales.
- Aquatic Safety Consultants Australia (ASCA) advocates the 'Prime Time Patrolling Concept' when providing professional Lifeguard/Lifesaving operations. The 'Prime Time Patrolling Concept' being the efficient utilisation of manpower and resources to minimise the response time to an incident.
- The providers of lifeguard/lifesaving operations - Councils, contractors and volunteer lifesavers must ask themselves that fundamental question. Are they being as efficient as possible with their utilisation of the manpower (lifeguard/lifesaving staff) and resources (plant & equipment) available to them?
- ASCA undertake Service Reviews for professional lifeguard/volunteer lifesaving providers to ascertain operational and financial efficiencies based on evidence (on site observations/audits of lifeguard/lifesaver patrols, review of systems of work/procedures, staff feedback) to develop and implement recommendations for improved performance. (Plans of management for beaches and beach precincts).
- ASCA has reviewed Waverley Council, Lake Macquarie City Council and Eurobodalla Shire Council Lifeguard Operations.
- ASCA has conducted Signage audit for Shellharbour City Council.
- ASCA has audited Lifeguarding Services Australia (LSA) risk management procedures for World Triathlon Championships in Sydney Harbour. (Please see Testimonies as part of this submission)

Methodology

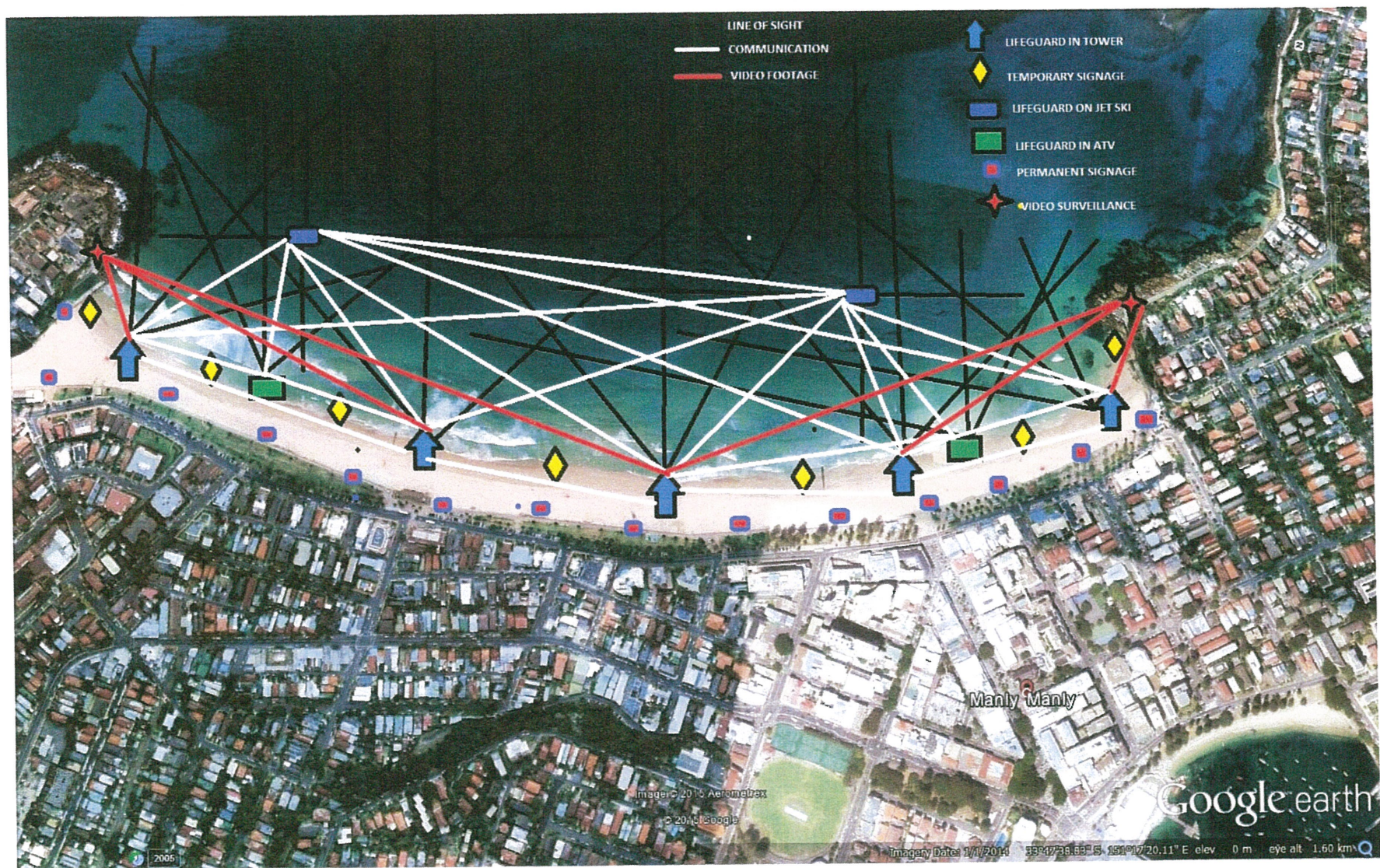
- To ascertain operational efficiencies and assess beach management performance, ASCA draws on its own expertise in alignment with reference to the key documentation that all Councils, contractors and volunteer lifesaving clubs should be compliant with;
 - Australian Water Safety Strategy 2012-15 (Australian Water Safety Council)
 - Practice Note 15 Water Safety, revised July 2012. (Division of Local Govt, Department of Premier & Cabinet)
 - AS/NZS2416.2 2010 Water Safety signs and beach safety flags – Specifications for beach safety flags – Colour, shape, meaning and performance. (Australian Standards)

- AS/NZS2416.3 2010 Water Safety signs and beach safety flags – Guidance for use. (Australian Standards)
- The Standard Operating Procedures/Systems of work utilised by the Lifeguards/Lifesavers
- Work Health & Safety (WHS) Legislation
- 'AAA' Philosophy – Accountability, Agility & Alignment.

ACCOUNTABILITY	AGILITY	ALIGNMENT
<ul style="list-style-type: none"> • Water safety providers are accountable for their service delivery model. • Lifeguard/Lifesaver performance. • Provision of best practice equipment and water safety strategies. 	<ul style="list-style-type: none"> • Ability to adapt to legislative, operational, procedural changes. • Embrace new technology, new ideas, innovative patrolling techniques. 	<ul style="list-style-type: none"> • Compliant with pertinent water safety documentation. • Compliant with own procedural documentation. • Alignment with other Emergency services/combat agencies.

Proposal

- Undertake Service Reviews of Lifeguard/Lifesaving Operations in Northern NSW for the NSW State Government and Councils in this area.
- Service Reviews to have primary focus on reviewing current patrolling strategies and their alignment to operational responses to suspected and confirmed shark sightings. Eg.
 - Are Lifeguards/Lifesavers in elevated positions (towers and/or geographic locations/headlands etc)?
 - Are jets skis in the surf (not on the beach) in times of heightened shark presence/reports and high activity beach usage/Xmas/Easter/Aust Day school holidays?
 - Scenario Training in response to Shark sightings/attacks for lifeguards/lifesavers and other combat agencies (Ambulance/Police).
 - Compliance with pertinent water safety documents and own Lifeguard/Lifesaving procedural documents.
 - Is permanent signage located at the entry to the public land or in a conspicuous location? Is signage damaged, deface, grafittied or requires replacement?
- Develop Beach management plans for patrolled beaches/beach precincts as outlined below. Manly Beach – Queenscliff Precinct Mgt Plan/Overview below was developed for Australian Professional Ocean Lifeguard Association (APOLA) and was presented to forum including Dr Vic Peddmors.



LAKE MACQUARIE SERVICE REVIEW - ACKNOWLEDGEMENT

** ASCA were engaged by LMCC to undertake a best practice review of the Professional Beach Lifeguard Service. This service review included:*

1. Investigating and assessing beach management operations through on site observations, staff and management feedback and discussions. Assessing beach management performance against Australian Water Safety Strategy 2012-15, Practice Note 15, Australian Standards 2416 and LMCC's standard operating procedures;

2. Reviewing and assessing associated Council supplied infrastructure in terms of being fit for purpose to provide best practice services;

3. Identifying career development opportunities and undertaking a review of the training program and recommendations, including linkages with learning and development institutions; and

4. Reviewing and assessing linkages with local Surf Life Saving clubs and Hunter Branch in terms of adhering to service level agreements including how these complement, or otherwise, existing Council services and practices as outlined in item 1.

The service review involved on site discussions with lifeguard staff which also provided opportunities to observe beach management operations at all four patrol locations during the 2014/15 patrol season. The review identified some key areas for continuous improvement which included:

- continued vigilance around fixed signage at various entry points; and*
- the development of a detailed service agreement with SLS Hunter Branch and the four Surf Life Saving*

Clubs that critical to Council managing its risk with the volunteer service provider. Pleasingly, LMCC's Beach Lifeguard Service performed exceptionally well when critiqued for compliance against the key water safety documents available to Councils, as identified in the review criteria outlined above.

Following is a summary comment in the report's findings: "This excellent performance is supported by Council's own detailed Beach Lifeguard Service Procedures Manual, Personal Water Craft/Jet ski Operations Manual and

Beaches Emergency Response Plan. This Service Review highlighted key strengths for Council in the provision of outstanding quality rescue equipment including a PWC/jetski located at all four (4) beaches under Council's control. LMCC is in the unique and impressive position of having lifeguards responding to life threatening matters (via jet ski) to locations outside the Lake Macquarie City Council local government area. But as with any procedural documentation and supplied equipment, the service delivery model on the beach can be operationally inefficient without committed, skilled professional ocean safety staff to meet these standards. In this area LMCC and its Beach Lifeguard Service team should be justifiably very proud of their efforts."

The partnership with Dr Peddmors and the NSW DPI was instrumental in ensuring there was sound scientific input into the development of the draft procedure. An independent peer review of the draft procedure was also provided by Aquatic Safety Consultant, Mr Ian Lee.

Types of Towers

- Central or 'dispatch': This is where the main communications is based and also houses other lifeguards needs.





- Fixed Towers: Towers which are secured to a footing and usually at the back of the beach away from any tidal surge.



- Frontline Towers: These are portable towers on skids with the advantage of being able to be placed according to activity.



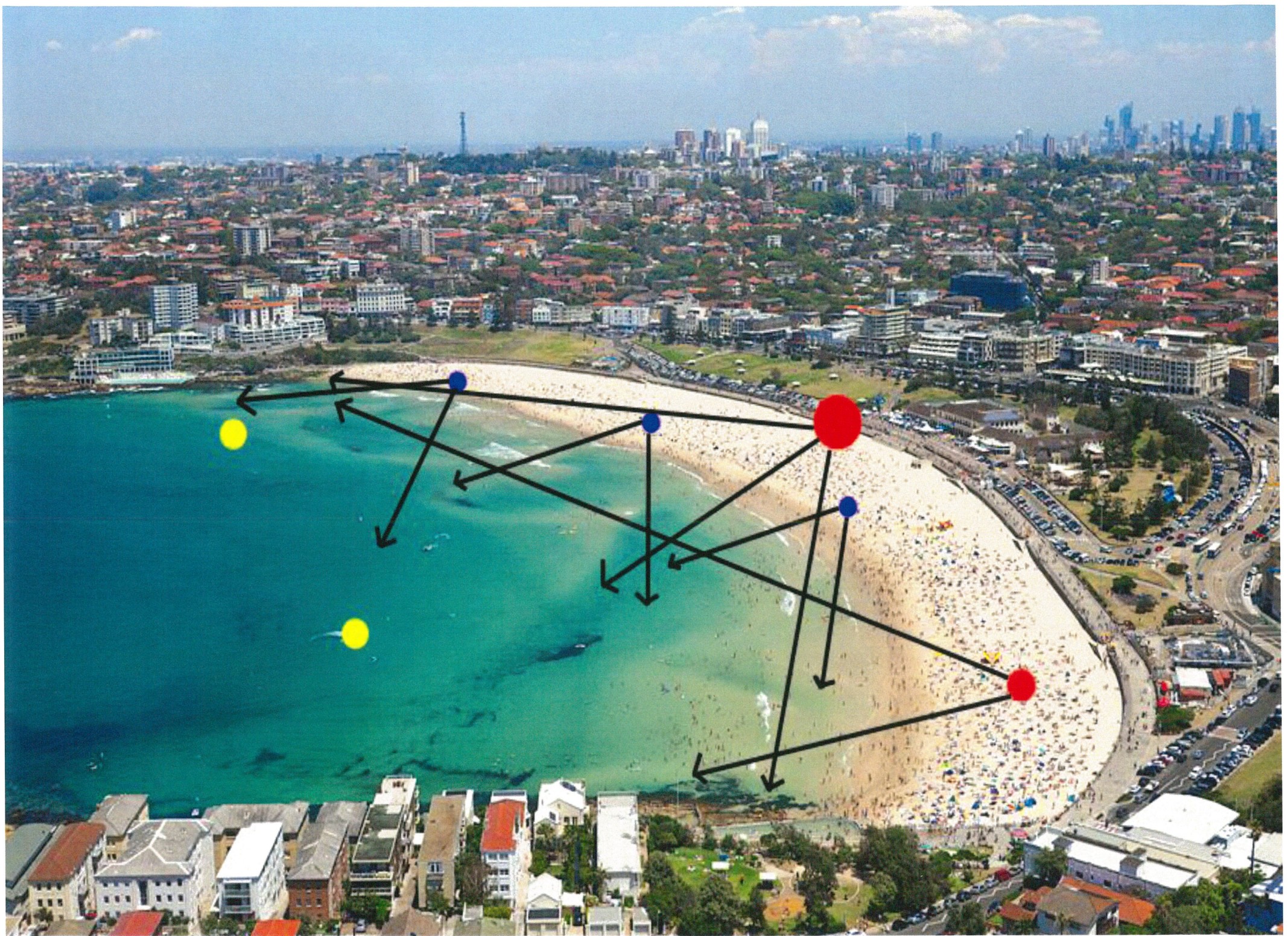


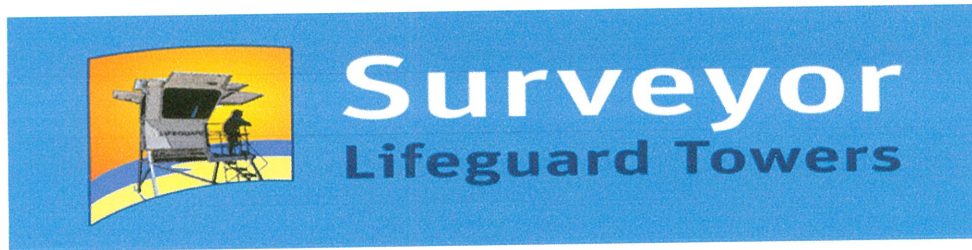


Cottesloe Surf Life Saving Club Inc.
Life Guard Tower
officially opened
by
Hon. Colin Barnett M.A.
Premier of Western Australia
23 January 2015









ABN: 717 6413 4710

K & L Holloway
Australian Distributor
Phone: 0422 889 813

26/11/2015

Attention:
NSW Government
Parliamentary Committee
Management of Sharks
NSW Waters

QUOTE

For the purchase and supply of:

Surveyor Junior "Front Deck" model Lifeguard Tower

\$49,750.00

Junior Tower Price Includes:

Galvanised steel support structure.

Newport white colour.

Roof insulation 1.5 inch urethane foam.

Foldup lockable ladder

Freight, insurance and delivery 7 DAYS to nominated address in NSW

Optional extras per Tower:

12 Volt Solar System including:

\$4,875.00

12 volt fridge

Light

Flashing Emergency Beacon

USB Port

Battery Charger

Relocating Costs for Trailing at 5 Different Locations

\$9,685.00

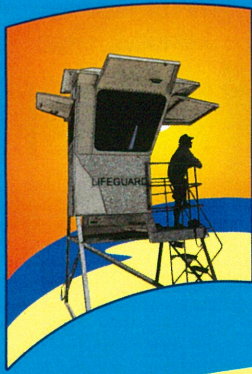
Surveyor will supply staff and equipment to relocate tower to 5 LOCATIONS

Sign writing (quote on application)

Terms of Trade:

Nett 7 days payment from delivery, unless otherwise agreed.

Account Details: KJ & LJ Holloway, BSB: 082-062 Account No: 798568753



Surveyor

Lifeguard Towers

World Leaders in Design & Quality
The 'BEACH INSPECTOR' Front Line Tower

Efficient



- Protects your staff from Sun, Wind & Rain.
- No line of sight issues, due to sand dunes or vegetation obstructions.
- Storage compartments for First Aid, Communication & Rescue Equipment.
- Portable, minimise Lifeguard response time.
- Galvanised frame with skids for relocating.
- Ventilated and interior airflow system.
- Solar rated, 25mm tempered glass windows providing 92% Ultra Violet Screening.
- Non-slip flooring surface.
Ergonomic Design bench seating.
- Stainless steel latches & hardware,
30 degree folding lock-up ladder.
- Doors & Shutters all secured with one external lock.

Portable



Affordable



*"The Tower's make our job so much easier,
 should have had them years ago!"*

Anthony 'Harries' Carroll
 Bondi Rescue Lifeguards

For more information,
 Package options and Prices contact

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 ken52@tpg.com.au