

ECONOMIC AND COMMUNITY REGENERATION CABINET BOARD

REPORT OF HEAD OF TRANSFORMATION ANDREW THOMAS

26 FEBRUARY 2015

SECTION A – MATTER FOR DECISION

WARD(S) AFFECTED: SANDFIELDS WEST AND EAST

ABERAVON SEAFRONT – BEACH LIFESAVING SERVICE

Purpose of Report

To seek authorisation to enter into a further contract with the RNLI in respect of the Beach Lifesaving Service on Aberavon Seafront.

Background

The Council appointed the RNLI as the Beach Lifesaving service for Aberavon Seafront as a single tender for initially five years in 2009. This has proved to be an excellent partnership providing value for money between the Council and the RNLI.

The present contract with the RNLI expires on the 31st March 2015 and it has been proposed that the Council look to continue this successful relationship by entering into a further contract with the RNLI, commencing on the 1st April 2015 and expiring on the 31st March 2018.

It is contended that it is the best interests of the Council to enter into such a contract with the RNLI, though as part of the Directorate's savings strategy, it is proposed to reduce the annual contract fee for the RNLI from £35,669 to £30,669. This will result in a reduced service in terms of the number of lifeguards on duty but will still allow for a service to be provided at Easter and also the normal season from Whitsun through to the first Sunday in September.

Merits for new Contract with RNLI

RNLI lifeguards now patrol over 200 beaches around the UK and the Channel Islands. Last year, they responded to 19,594 incidents with 21,938 people aided.

RNLI lifeguards are qualified in lifesaving and casualty care. However, 95% of a lifeguard's work is preventative. The lifeguards monitor sea conditions and set up the appropriate flags, watch the people on the beach and offer safety advice both on the beach and in classrooms through their education programmes.

The RNLI also provides the technical expertise to help Local Authority beach operators carry out thorough beach safety assessments and implement effective risk management strategies.

The purpose of a beach safety assessment is to:

- ensure that potential safety problems are properly understood
- check whether existing control measures (including emergency plans) are adequate
- determine what is necessary to reduce risks to a reasonable level
- prioritise unacceptable risks identified by the assessment and determine further action.

The RNLI has had the benefit of learning from best practice developed both in the UK and internationally, providing guidance on the management of lifeguard services. The RNLI has brought together a dedicated team of highly professional and experienced individuals. They are committed to delivering the highest quality of services to the community.

Appendix 1 highlights in detail the added value that will be accrued from continuing with the management agreement with the RNLI.

Performance of Contract in 2014

Incidents 2014

Location	Incidents									
ABERAVON Lifeguard Unit	Live s Save d	Rescu e	Assi st	Majo r FA	Mino r FA	Searc h	Nea r Mis s	Othe r	Missin g/ Found	Total s
	2	1	0	5	10	3	0	2	24	47

Figures show that RNLI Lifeguards in Aberavon dealt with an increased number of major first aids at 5 incidents compared to 1 recorded in 2013 perhaps a result of largely increased user numbers. Figures also show a decrease in rescues from 4 in 2013 to only 1 this season. This can perhaps be attributed to an increase in preventative actions being made by lifeguards. This year we have seen an increase in lives saved, major first aids and missing persons from 2013.

Preventative actions

Location	Preventative Actions				
ABERAVON Lifeguard Unit	Face2Face	PA/Tannoy	Signs/Flag	Other P/A	Totals
	9,116	221	4,242	580	14,159

Preventative actions:

‘Any action taken by a lifeguard aimed at preventing persons being exposed to danger’ Includes – all safety advice, placement of flags.

Due to the increase of visitors to our coast this summer, lifeguards had to work hard to keep people safe. This meant an increase in preventative actions Aberavon Beach.

In 2013 12,290 preventative actions were made, this summer the hot sunny weather brought about an increase of workload for the RNLI Lifeguards and increase of 14,159 preventative actions in 2014.

Visitor Numbers

Location	Beach Users			
ABERAVON Lifeguard Unit	Beach Users	In-water	Surf/Craft	Total Beach Users
	42,389	8,739	3,583	54,711

In 2013 49,555 people visited Aberavon beach, in 2014 this has increased to a total of 54,711.

Beach Safety Report Risk Management & Safety Standards

ACTIVITY	STATUS (Y/N OR N/A)
Risk assessment completed within last 5 years	Y
Risk assessment annual review (if RA is more than 12 months old)	Y
Beach safety signage audit (at anytime)	Y
Public rescue equipment audit (at anytime)	Y
RNLI style signage installed (if agreed with LA/PLO)	Y
Assisted LA/PLO with coastal beach award(s)	N/A

Procurement

The overall value of this contract is such that the Public Contract Regulations 2006 do not apply here. However, the Council is obliged to act in accordance with its own Contracts Procedure Rules in relation to the invitation of tenders (CPR 2).

Rule 2(5) of these Rules provides that the Council may (where a contract exceeds £50,000) and where considers it desirable in the best interests of the Council invite a tender from a Contractor selected by it for a Contract of a specialist nature; or negotiated with a Contractor either already or previously engaged by the Council for similar work.

The RNLI is the National Charity that saves lives at sea. They provide, on call, a 24-hour lifeboat search and rescue service and a seasonal lifeguard service in partnership with Local Authorities. In Wales, the RNLI contracts with all Local Authorities in West Wales and are a valuable partner in the National Beach Managers Group. As previously explained, Appendix 1 highlights the added value that the Council would receive.

Regardless of the above, the Council is still under an obligation to ensure that when entering into contracts with third parties, the general obligations of transparency, equal treatment, non discrimination and proportionality that derive directly from the Treaty on the Functioning of the European Union (TFEU) are taken into account.

What these principles imply in practice is that the contract should be transparently awarded in a non-discriminatory way. The simplest way to demonstrate compliance would be by going through a procurement exercise compliant with the principles outline above. Without this then the Council is open to challenge from other providers that might wish to provide the services instead. Any challenge would be via a judicial review which must normally be brought within three months of the decision to award.

Appendices

Appendix 1 - Added Value Summary

Recommendations

That the following actions are agreed:

- To enter into contract with the RNLI as the Beach Lifesaving service provider for Aberavon Seafront for a period of three years commencing on the 1st April 2015.
- To reduce the annual contract fee to fund the RNLI to £30,000. However, this will be subject to any inflationary increases in the intervening years.

Reasons for Proposed Decision

To minimise the drowning risk and to provide enhanced lifeguarding cover on Aberavon Beach from an experienced and reputable service provider.

List of Background Papers

Added Value – Neath Port Talbot County Borough Council – RNLI

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COMPLIANCE STATEMENT

ABERAVON SEAFRONT – BEACH LIFESAVING SERVICE

Implementation of decision

The decision is proposed for implementation after the three-day call in period.

Sustainability Appraisal

Community Plan Impacts

Economic Prosperity	-	Positive
Education & Lifelong Learning	-	Positive
Better Health & Well Being	-	Positive
Environment & Transport	-	Positive
Crime & Disorder	-	Positive

Other Impacts

Welsh Language	-	positive
Sustainable Development	-	positive
Equalities	-	positive
Social Inclusion	-	positive

Consultation

There has been no requirement under the Consultation for external consultation on this item.

Appendix 1

Added Value Summary

1. Training

1.1 Induction Programme

The RNLI lifeguard induction training programme is one of the most comprehensive in the world. All new lifeguards receive training in safety and wellbeing, and learn about the RNLI and the opportunities available to them. Training continues on the coast where they are taught how best to prevent incidents occurring. They study rescue theory, before putting it all into practice in a series of exercises. To back up this practical knowledge they also gain essential training in policies, procedures and the legal issues involved in being a lifeguard.

The RNLI pay the wages of each lifeguard whilst they are on the induction course.

1.2 Weekly training sessions

1 hour per lifeguard per week swim training paid for by the RNLI plus pool hire.

1.3 Access to training programmes

The RNLI provide access to a variety of training programmes to enhance individual and group skills. Training programmes offered include:-

- ☞ Casualty Care for lifeguards
- ☞ Rescue Water Craft operator*
- ☞ Inshore Rescue Boat crew and driver*
- ☞ 4 Wheel Drive training*
- ☞ All Terrain Vehicle training*
- ☞ Short Range Radio Certificate
- ☞ Media skills
- ☞ IOSH – health, safety and risk assessment.
- ☞ Train the trainer
- ☞ Tailor made senior lifeguard and supervisor management courses

Annual training cost of each RNLI Lifeguard is £504

2. Operational Equipment and Maintenance

2.1 Equipment provision and maintenance

The RNLI provide all relevant equipment that the lifeguards require to discharge their duties based on risk assessment. The RNLI ensure that all equipment is maintained to manufactures standards and in most cases will employ and fund an area technician to oversee the equipment. Should anything go wrong the RNLI endeavour to being able to replace equipment with relief stock within 24 hours

2.2 Uniforms and personal kit

Total Uniform cost: £494 wetsuit, waterproof jacket, pair of sunglasses, patrol shorts, first aid and trauma bag, patrol track suit top, rash vest, patrol tracksuit bottoms, personal kit bag, patrol shirts, swim wear, cap, whistle

2.3 Shore works

The RNLI ask for first refusal on any facilities currently being used for the purposes of lifeguarding, and usually lease these on the basis of a peppercorn rent. Where no buildings are available, or those that are unsuitable, the RNLI look to provide their own mobile lifeguard facilities to operate out of.

2.4 Service costs

All equipment is maintained to manufactures standards in house in a dedicated Area Support Centre. The RNLI employee qualified mechanics to carry out regular maintenance and repairs. Relief equipment is kept allowing for all operational equipment to be replaced by a spare when it is out of service.

3. Support Staff

3.1 Non-operational Staff

The Lifeguard service is supported by a range of staff both from within the Operations department and from the wider structure of the RNLI: These roles are all funded though the Institutions charitable resources.

3.2 Operational Support Staff

The RNLI will cover the wage costs of divisional lifeguard management and supervisory staff.

4. Insurance

4.1 Professional Indemnity

The RNLI have Professional Indemnity cover for a limit of indemnity of £1M in the aggregate in respect of the advice and service provided by Beach Lifeguards to Local Authorities and resort operators.

4.2 Public Liability

The RNLI have Public Liability cover in force in respect of activities and equipment in connection with Beach Lifeguards. The RNLI is duly covered for Public Liability to the extent of £20M

5. Beach Safety & Education

5.1 Beach Safety Education programmes

Prevention is a key part of lifeguarding and the RNLI beach safety service plays a vital role in preventing loss of life at sea and reducing incidents through changing behaviours and attitudes.

We run a range of programmes to develop people's awareness and understanding of the risks encountered on the beach, many aimed at children and young people

A tailor made education programme will be designed for the local area. This will be introduced in year two and be developed over years 3-5.

5.2 Signage

The RNLI offer to share the manufacturing costs of National Guidance Signage produced as a result of proposals made in the RNLI's Signage Audit.