

**Date:** Wednesday 18 June 2025  
**Time:** 5:00 pm  
**Meeting Room:** Māngere-Ōtāhuhu Local Board Office  
**Venue:** Shop 17B  
 93 Bader Drive  
 Māngere

## Māngere-Ōtāhuhu Local Board

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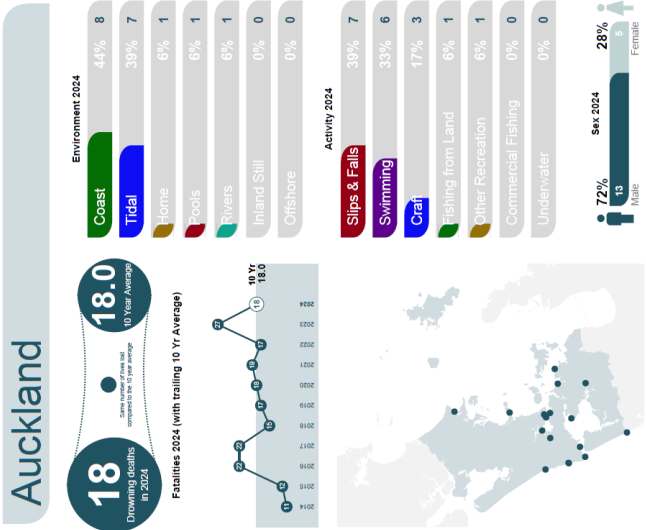




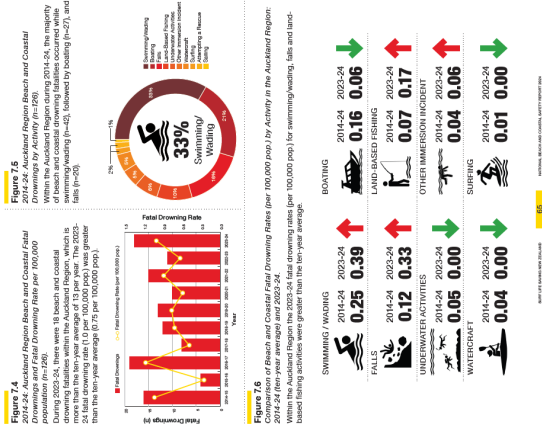
## ***Safer Waters, Stronger Communities: Local Solutions to Prevent Drowning***

**Dr Mick Kearney**  
Inland Safety & Engagement Manager

All Water Environments Are Dangerous



AUCKLAND / TĀMAKI-MAKAU-RAU



Water Safety New Zealand (2025). Water Safety New Zealand Drowning Prevention Report 2024. Retrieved from <https://www.watersafetynz.org/2024-national-drowning-prevention-report>.

Surf Life Saving New Zealand (2024). National Beach and Coastal Safety Report 2024. Surf Life Saving New Zealand. Wellington

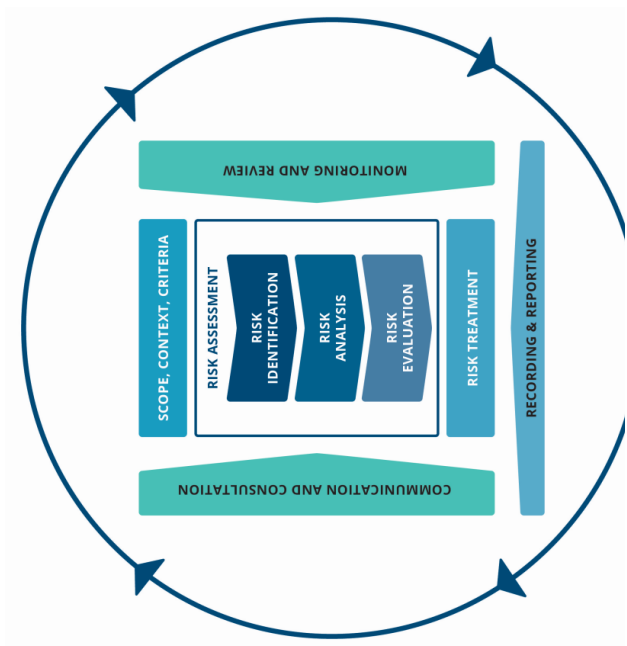


# Drowning Prevention Strategy

The Drowning Prevention Strategy comprises two components.

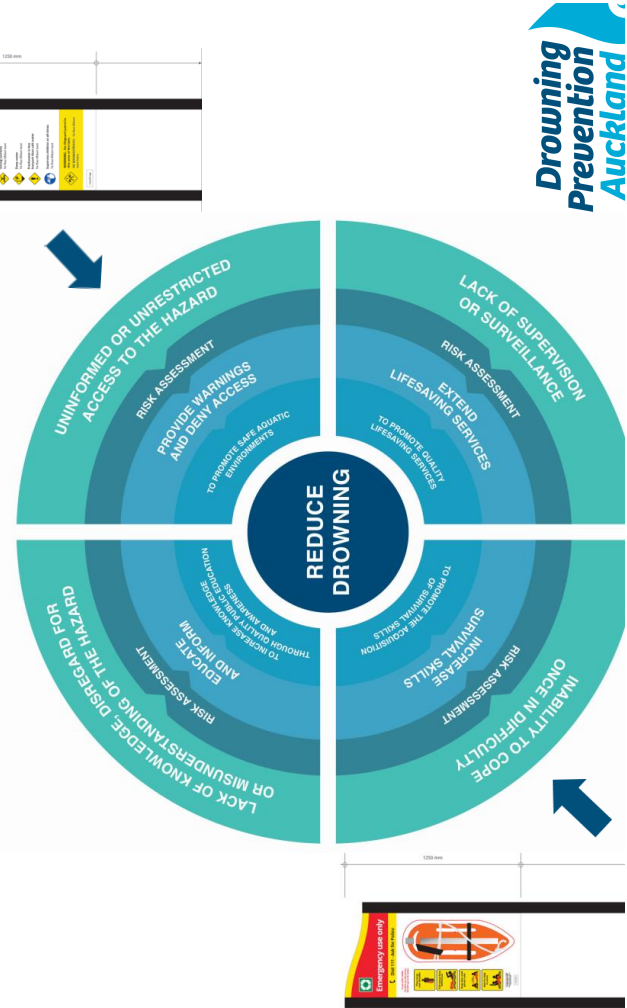
## Risk Management

Guidelines ISO 31000:2018



## Drowning Prevention Strategy

International Lifesaving Federation



# International Signage Standards

[illegible]

# Public Rescue Equipment Works

**Napier Marine Parade rescue:**  
Fully clothed young woman  
winched from sea after police  
officers dived in to keep her  
afloat

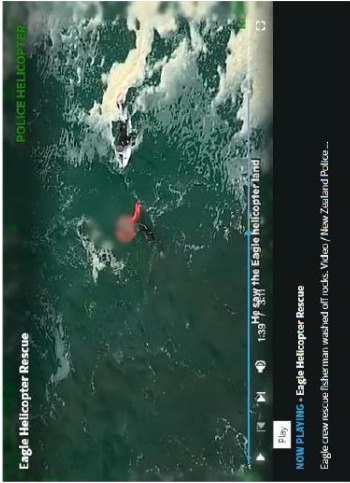
By **David Laitin**  
29 Jun, 2023 07:56 AM 3 mins to read



A young woman is winched from the sea by helicopter off the Marine Parade coast. Photo: Warren Buckland

**Life saved: Auckland fisherman  
plucked from surf in dramatic  
rescue by Eagle helicopter crew,  
off-duty officer**

By **NZ Herald**  
16 Oct, 2021 09:31 AM 4 mins to read



**Cornwallis sea rescue: Heroic  
French woman identified as  
Marie Duvivier**

By **Helinda Fook**  
9 Oct, 2019 02:36 PM 5 mins to read



The woman who rescued two drowning children at Cornwallis has been identified as firefighter Marie Duvivier of Bretagne in Western France. Photo: John Glen



## *Local Board Water Safety Plans*

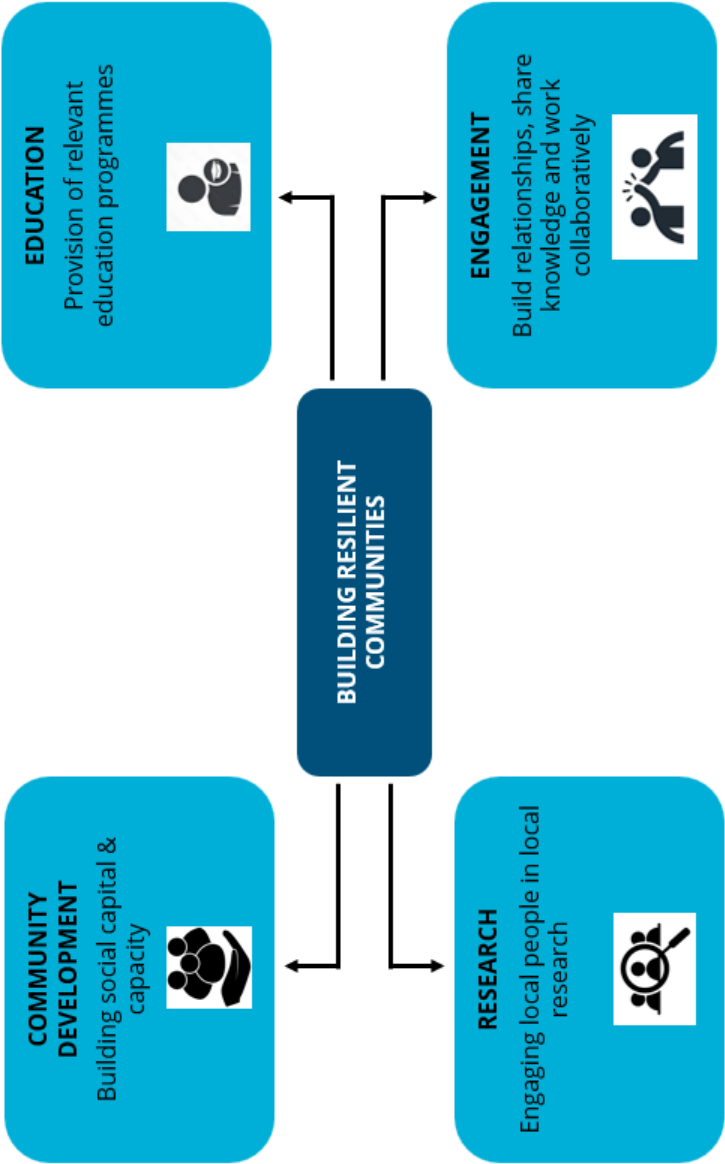
### **Community-driven drowning prevention**

- Locally tailored
- Evidence-based
- Collaborative
- Targeted action
- Prevention-focused
- Accountable

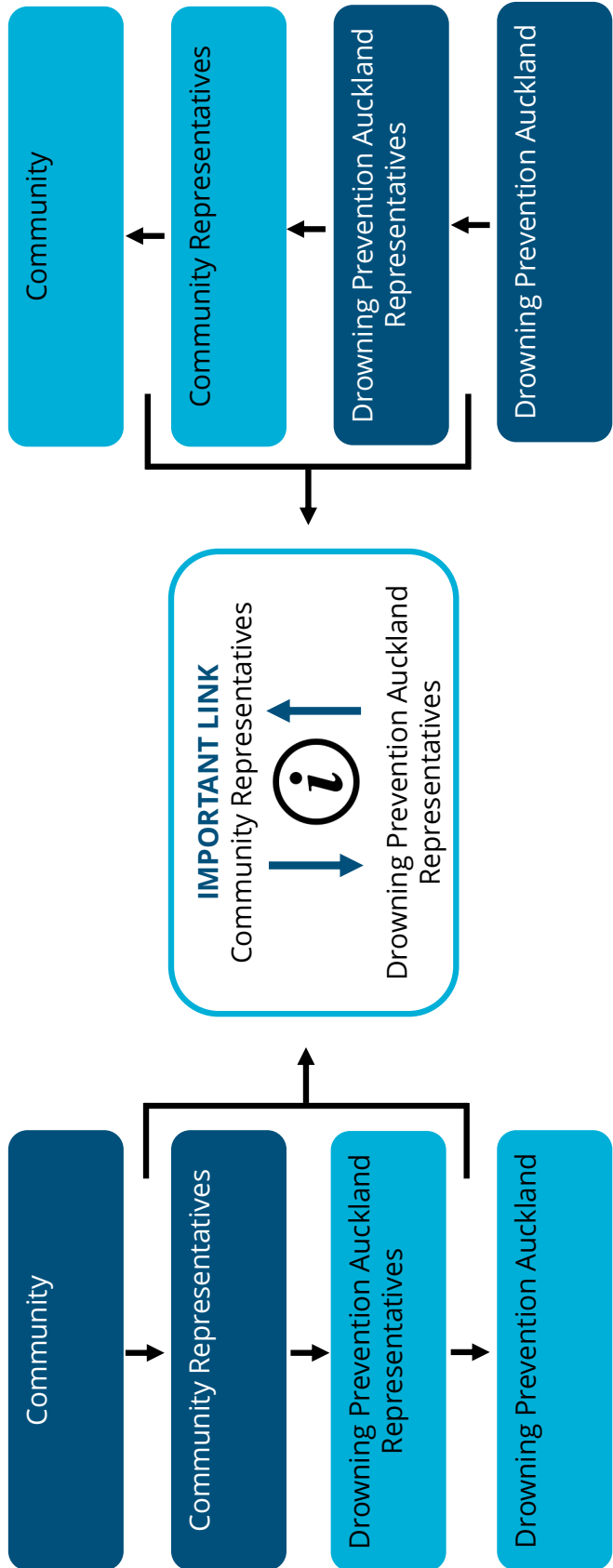




*Local Board Water Safety Plans*

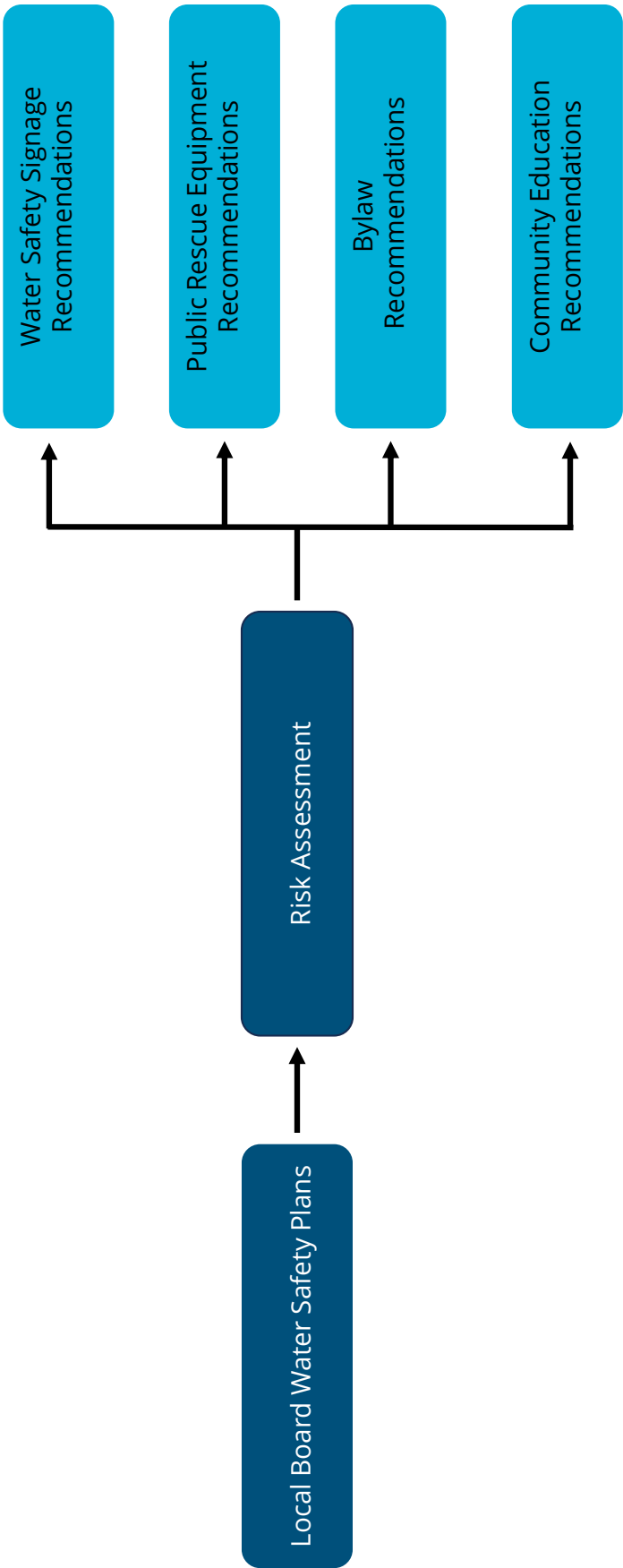


# Local Board Water Safety Plans





*Local Board Water Safety Plans*



# Auckland Council Water Strategy

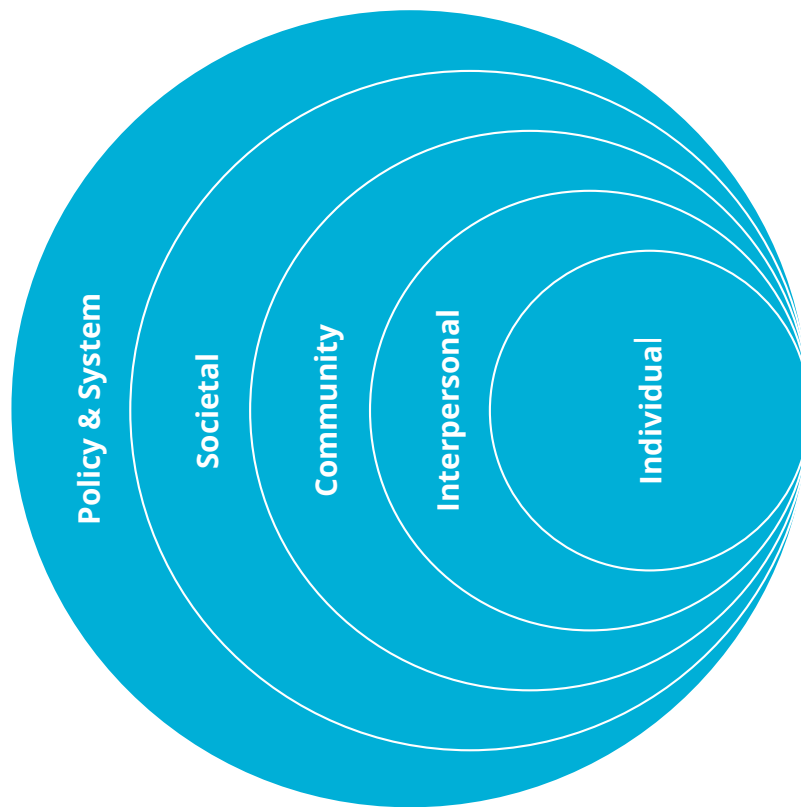


**Framed within Regional Strategic Priorities**  
Integrating Local Board Water Safety Plans to Regional Strategies



**Drowning  
Prevention  
Auckland**

# Social Ecological Model (SEM)



## Prevention Strategies

**Policy and System:** Governmental systems, legislation, interagency collaboration.

- National Drowning Prevention Strategy, inter-agency working groups, funding structures for research and implementation, **coronial recommendations** driving change.

**Societal:** Broader social and cultural norms, policies, and laws.

- Mandatory lifejacket laws, water safety education in the curriculum, funding for rescue services, **inclusion of water safety in town planning, i.e. Local Board Water Safety Plans.**

**Community:** Settings and environments where drowning may occur.

- Safe aquatic infrastructure (e.g., fencing, **signage, designated swimming areas**), access to **public rescue equipment**, lifeguard presence, water safety programs in schools and workplaces.

**Interpersonal:** Relationships with family, peers, and others.

- Parent/caregiver education, encouraging buddy systems, **training families in CPR and rescue techniques.**

**Individual:** Personal factors that influence drowning risk.

- **Swim and survival skills training**, lifejacket use, awareness of water safety hazards, reducing alcohol use around water.



## Recent Coronial Recommendations

CSU-2022-ROT-000500

Coroner I L Telford

... **undertake a coastal risk assessment and agree an implementation plan** which will identify the locations where signage and rescue equipment will be beneficial to public safety. p. 11

CSU-2023-AUK-000105 & CSU-2023-AUK-000106

Coroner A J Mills

... **the Auckland Council develop a policy** ... to ensure Surf Life Saving and other relevant water safety organisations are consulted about the placement of, or development of any future public amenities near beaches or other waterways. p. 11

CSU-2021-WGN-000267

Coroner K H Greig

... **Develops its "MySafety" system and accompanying policy** so that at any time there is a death falling into the water at the waterfront, or a non-fatal incident involving a person unintentionally falling into the water, Council's response includes a prompt and appropriately robust investigation that is independent of any police or coronial investigation process. p. 67

... **any such audit should be undertaken alongside Council's lighting, CPTED / IPTED and edge protection audits.** p. 68



# Drowning Prevention Through Environmental Design



No New Zealand equivalent for Drowning Prevention



## *Recommended Resolutions*

### **Resolution**

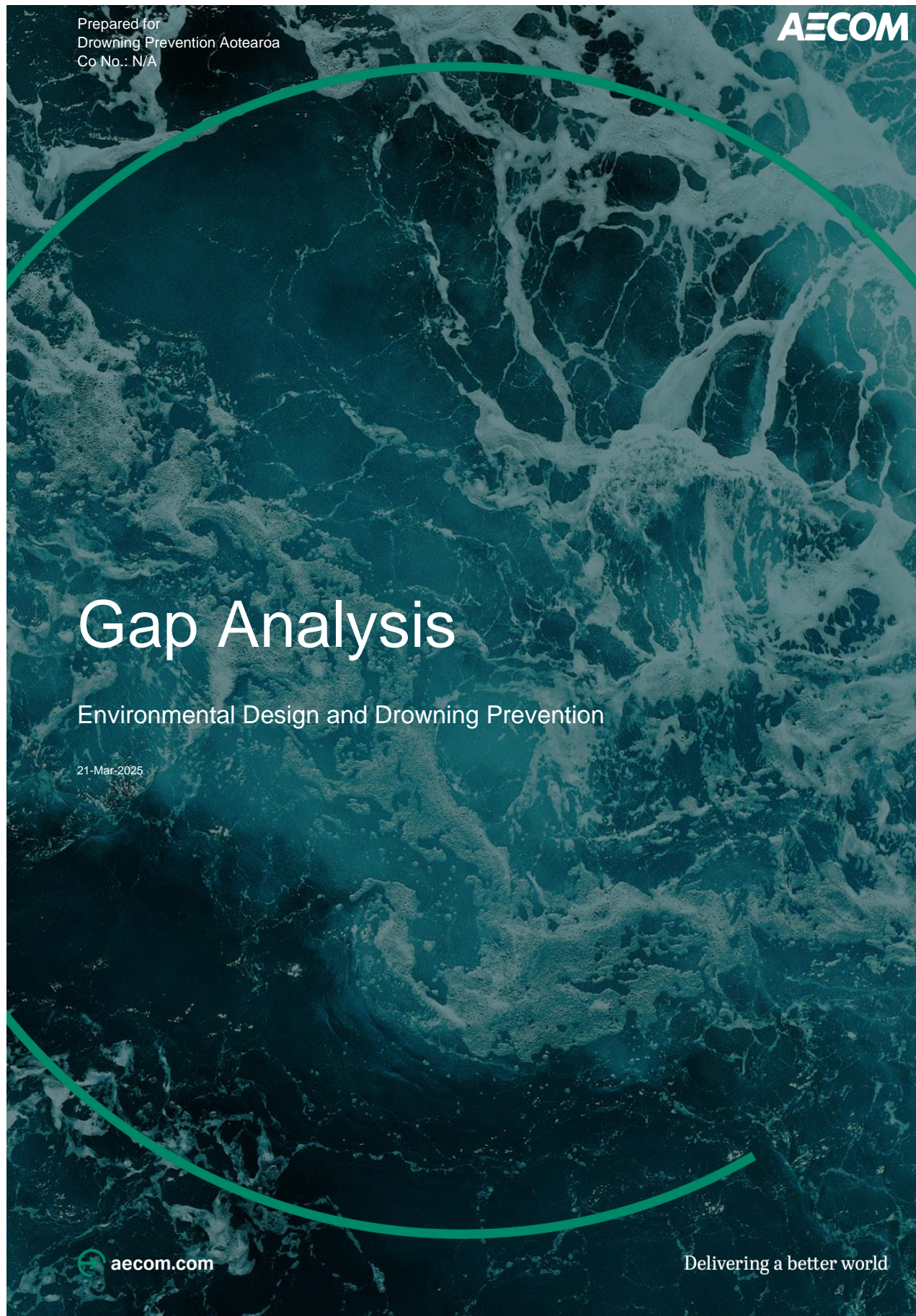
That the Māngere-Ōtāhuhu Local Board supports the advancement of Local Board Water Safety Plans and requests that Drowning Prevention Auckland be invited to present this initiative at the next Local Board Chairs Forum, to foster region-wide strategic alignment and strengthen political support for evidence-based drowning prevention.

### **Resolution**

That the Māngere-Ōtāhuhu Local Board supports the advancement of the proposed Drowning Prevention Through Environmental Design (DPTED) framework and expresses interest in participating in its development. The Māngere-Ōtāhuhu Local Board further recommends that Drowning Prevention Auckland be invited to present the concept at the next Local Board Chairs Forum to encourage region-wide strategic alignment and political support for evidence-based drowning prevention.

*Thank you for your time  
Questions?*





Item 8.1

Attachment B

AECOM

Gap Analysis

## Gap Analysis

### Environmental Design and Drowning Prevention

Client: Drowning Prevention Aotearoa

Co No.: N/A

Prepared by

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21-Mar-2025

Job No.: 60747722

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21-Mar-2025  
Prepared for: Drowning Prevention Aotearoa Co No.: N/A

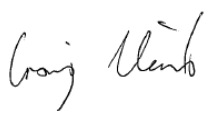
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Gap Analysis

Quality Information

Document      Gap Analysis  
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Date             21-Mar-2025  
Originator      Alicia McKenzie  
Checker/s       Simon Titter  
Verifier/s       Craig Hind

Revision History

Rev	Revision Date	Details	Approved	
			Name/Position	Signature
A	10/03/2025	Draft for client review	Craig Hind	
B	19/03/2025	Final Draft Report	Craig Hind	
C	21/03/2025	Final For Issue	Craig Hind	

Disclaimer

The report has been commissioned by Drowning Prevention Aotearoa (DPA) and is a collaborative piece of work between DPA and AECOM New Zealand Limited.

Drowning Prevention Aotearoa have contributed to sections throughout this report as their organisation is best placed to provide detailed commentary and information on water safety and drowning incidents in New Zealand

AECOM

Gap Analysis

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21-Mar-2025

Prepared for: Council Committee - Strategic Planning - 18 June 2025

## Acronyms and definitions

AECOM	AECOM NZ Limited
ATV	All-terrain Vehicle
AWSC	Australian Water Safety Council
BA 2004	The Building Act 2004
CPTED	Crime Prevention Through Environmental Design
DoC	Department of Conservation
DPA	Drowning Prevention Aotearoa
DPTED	Drowning Prevention Through Environmental Design
ILS	International Life Saving Federation
IPTED	Injury Prevention Through Environmental Design
IRB	Inflatable Rescue Boat
LGA	The Local Government Act 2002
LGACA	Local Government (Auckland Council) Act 2009
MBIE	Ministry of Business, Innovation and Employment
NSW	New South Wales
NWSF	National Water Safety Forum (United Kingdom)
PRE	Public Rescue Equipment
Reserves Act	The Reserves Act 1977
RMA	The Resource Management Act 1991
RWC	Rescue Watercraft
SLSNZ	Surf Life Saving New Zealand
TCC	Tauranga City Council
UK	United Kingdom
WCC	Wellington City Council
WHO	World Health Organisation

## Executive Summary

This report has identified inadequacies in the current approach to environmental design around water bodies in New Zealand, which may contribute to the risk of preventable drownings. Traditionally, drowning prevention measures are aimed at water safety, often focussing on reactive responses rather than preventative strategies embedded in environmental design. This report also identifies ten national high-fatality locations across New Zealand, known as “drowning black spots”.

The recommendations of three coronial inquiries (listed below) emphasise that environmental design was a contributing factor in separate drowning incidents. Key design issues noted included access, inadequate signage, Personal Rescue Equipment (PRE), design elements/features, as well as the presence of competing design outcomes for spaces. The recommendations outline the Council’s responsibility for improved engagement and consideration of drowning prevention measures in terms of environmental design, particularly in high-risk areas.

1. Inquiry Case Numbers: CSU-2023-AUK-000105 & CSU-2023-AUK-000106, 23 October 2024  
An inquiry into the deaths of two men at North Piha Beach, Auckland.... ; and
2. Inquiry Case Number: CSU-2022-ROT-000500, 13 May 2023, An inquiry into the death of a man at Moturiki Island, Mount Maunganui.
3. Inquiry Case Number: CSU-2021-WGN-000267, 11 March 2025, An inquiry into the death of a man at Wellington Waterfront, Wellington.

Comparative examples of frameworks from the United Kingdom and Australia demonstrate that it is possible to develop a comprehensive framework for drowning prevention through thoughtful and strategic environmental design. However, there is currently no such framework in New Zealand, with this report noting this as a gap in New Zealand’s drowning prevention approach. The report identifies a opportunity to develop a standalone Drowning Prevention Through Environmental Design (DPTED) framework to specifically address this gap in drowning prevention policy.

Below is a preliminary recommendation for a Drowning Prevention Through Environmental Design (DPTED) framework. Similar to the established, and well adopted, Crime Prevention Through Environmental Design (CPTED) framework, the drowning prevention framework should have relevant principles (listed below) that will contribute to reducing in drowning in New Zealand.

- a. Natural Surveillance
- b. Access management
- c. Risk evaluation
- d. Stakeholder engagement
- e. Community Education

Further, and as noted in the most recent coronial inquiry, there is a gap in New Zealand’s regulations and legal framework for water safety, with the policy in New Zealand surrounding water safety and environmental design currently fragmented and not explicitly linked. This gap in policy means that opportunities for preventative measures in environmental planning are not being fully utilised. By addressing this gap, New Zealand could benefit from a more cohesive approach to drowning prevention, ensuring that future development around water bodies incorporate design principles that minimise drowning risks. Developing such a framework would not only align with international best practices but also provide proactive safety measures before incidents occur, in some instances preventing them from occurring in the first place or reduce the harm caused by these.

Local Boards in Auckland are specifically empowered to make recommendations regarding bylaws and can directly create bylaws for local activities under certain conditions, depending on the subject matter involved. This report recommends that Drowning Prevention Aotearoa use their relationship with Local Boards across New Zealand to advise Councils that there is a requirement to update bylaws to relate open spaces or beaches to include principles included in a drowning prevention framework (above).

## 1.0 Purpose and Objectives

### 1.1 Purpose

This Gap Analysis was prepared by AECOM NZ Limited (AECOM) for Drowning Prevention Aotearoa (DPA) to identify the gap between the current environmental design and outcomes that incorporate more effective drowning prevention measures. The purpose of this report is to highlight current issues with environmental design around open water bodies, review relevant literature to assess whether established preventative frameworks for environmental design exist, examine current policies to identify opportunities for integrating drowning minimisation strategies, and understand the key stakeholders involved as well as their roles/responsibilities.

It is understood that DPA intends to use this Gap Analysis to gain sector support and obtain funding to undertake later stages of the project, including potentially a Business Case which will incorporate a Cost Benefit Analysis with a goal, if viable, to develop a standalone Drowning Prevention Through Environmental Design framework to benefit industry professionals and administering bodies on best practice.

### 1.2 Objectives

The objectives of this report are to:

- a. Identify the current environmental design issues resulting in preventable drownings in New Zealand.
- b. Undertake a literature review of relevant frameworks and examples of best practice from overseas; and
- c. Examine the current policy and legislative processes in New Zealand to identify opportunities for integrating drowning minimisation strategies and understand the key stakeholders.

With a better understanding of the above, DPA will be in a stronger position to develop a standalone drowning prevention environmental design framework that provides recommendations and strategies to address the current policy and regulatory gaps, and enhance environmental design and risk management strategies to reduce preventable drownings.

## 2.0 Issue

### 2.1 Coroner recommendations - Preventable drownings and water-based injuries due to poor locations of access infrastructure and parking and public space design

Three recent coronial recommendations emphasise that environmental design was a contributing factor in separate drowning incidents. Key design issues include access, inadequate signage and personal rescue equipment (PRE), the presence of contributing, or lack of preventative, design elements in public spaces, including potential competing design outcomes e.g. amenity and safety. All three coronial recommendations outline Council's responsibility for improved engagement and consideration of drowning prevention measures in terms of environmental design and the supporting policy framework.

#### 2.1.1 Inquiry Case Numbers: CSU-2023-AUK-000105 & CSU-2023-AUK-000106 - An inquiry into two fatalities at North Piha Beach

A coronial report<sup>1</sup> finds that on 21 January 2023 two men drowned at North Piha Beach despite rescue attempts by volunteer lifeguards. While playing with a tennis ball in the shallow waters they got into difficulty in the surf. Lifeguards patrolling the beach at the North Piha Surf Life Saving Club (North Piha SLSC) noticed the men in trouble. Rescue attempts were unsuccessful, and both men drowned.

Piha Beach is a popular surf beach on the west coast of Auckland. It is accessible by road and is less than an hour's drive from the Auckland Central Business District (CBD). North Piha Beach is separated from Piha Beach by Lion Rock. There is a river mouth at the southern end of North Piha Beach where two streams (the Marawhara and Weketahi streams) flow out to sea (as shown in Figure 1). There is a permanent rip at this location (at the outflow of the Marawhara and Weketahi Streams) where the men were swimming. The river mouth, at the southern end of North Piha, cannot be seen by the lifeguards at Piha Beach because Lion Rock obstructs the view. The river mouth is within the view of the lifeguards at North Piha; however, it is a significant distance (about 600 metres) away from the lifeguard tower and from where the patrolled flag area is usually set up. The river mouth area is however directly in front of public changing rooms and toilets and a carpark, where the group got changed in the changing rooms and went down to the beach directly in front of there.

---

<sup>1</sup> Mills, A.J. (2024). An inquiry into the deaths of Saurin Nayankumar PATEL and Anshul Pareshbhai SHAH (CSU-2023-AUK-000105 & CSU-2023-AUK-000106). New Zealand Coroners Court.



Figure 1: Map showing key characteristics and facilities at Piha Beach

Both Piha beaches have well-known reputations as being dangerous swimming beaches with permanent rips and rip currents and both beaches have a surf lifesaving club with lifeguards on patrol during the summer months.

The beach was patrolled until 6.00pm that day, however, the patrolled flagged area was 600m north. At 5.45pm, a lifeguard noticed three swimmers, near the river mouth. The lifeguards know this to be a particularly dangerous area because where the Marawhara and Weketahi streams enter the sea. An All-Terrain Vehicle (ATV) was directed to go and make preventative action, by warning the people in the water. This turned into a rescue with lifeguards from the ATV entering the water and an inflatable rescue boat (IRB) launching from in front of the North Piha SLSC. South Piha Surf Life Saving Club (Southern Piha SLSC) also responded with an IRB and Rescue Watercraft (RWC). One of the men was pulled from the water after approximately 11 minutes and another after 20 minutes and CRP commenced. Despite these efforts, both men passed away from drowning.

The coronial report<sup>2</sup>, 21 January 2023, presents the following findings:

#### 2.1.1.1 Signage

Dr Kearney from Drowning Prevention Aotearoa (formally employed at Surf Life Saving New Zealand (SLSNZ)) confirmed that while there are standard warning signs in the North Piha Beach vicinity, there are no signs in the changing rooms. In the opinion of both the coroner and Dr Kearney this is concerning and both advised that it is important to have signs in the changing rooms. The coroner suggests placing signs at public facilities to warn visitors about the dangers of swimming at North Piha Beach and the

<sup>2</sup> Mills, A.J (2024). An inquiry into the deaths of Saurin Nayankumar PATEL and Anshul Pareshbhai SHAH (CSU-2023-AUK-000105 & CSU-2023-AUK-000106). New Zealand Coroners Court.

importance of swimming in patrolled areas. There are signs of this nature by the Surf Life Saving clubhouse, but many visitors may not realise they are not near the patrolled area. Clear signs should direct them to the Surf Life Saving club and the flagged patrol area.

#### **2.1.1.2 Location of change facilities / toilets**

The location of the public changing and toilet facilities raises concerns. The two men and their friends, like many visitors, parked in the carpark and used the public changing facilities before heading directly to the beach. These facilities are located at the south end of the beach, just past Lion Rock, near where the two streams flow into the sea. As described above, this area is particularly hazardous. However, it is the first set of public facilities visitors encounter at North Piha Beach. It is unclear why these facilities were built in this location. Dr Kearney agreed with concerns and advised that the placement of the toilets and other public amenities directly influences beach usage patterns. He advised that, when planning coastal developments such as beach accessways, coastal walkways, car parks, playgrounds, and toilets, consultation with SLSNZ or other water safety organisations could prevent numerous instances of amenities being positioned in dangerous spots. He noted that the lack of consultation with Surf Life Saving, and other water safety organisations has led to the inappropriate placement of facilities that not only endanger beachgoers but also complicates the work of Surf Life Saving by altering beach usage patterns.

#### **2.1.1.3 Coroner recommendation**

The coroner finds that:

- a) Auckland Council places signs, compliant with the Australia and New Zealand standard, inside the public changing and toilet facilities at North Piha that warn of the dangers associated with swimming at North Piha Beach. Auckland Council supports this recommendation and will action this prior to the 2024-2025 peak season. In addition, Auckland Council is looking to install additional water safety signage at the two accessways to the south of the public changing and toilet facilities. Given the changing nature of the coast, Auckland Council will keep under review its current water safety signage controls and make changes should additional routes or access points be established.
- b) Auckland Council (in conjunction with Surf Lifesaving) consider installing additional water safety signage within public changing/toilet facilities at other high-risk swimming locations across the region.
- c) In consultation with SLSNZ, Auckland Council place wayfinding signs (that comply with the relevant New Zealand standards) that direct visitors to the North Piha Surf Life Saving clubhouse and depict the swim between the flags messaging.
- d) The Auckland Council develop a policy, in consultation with SLSNZ, to ensure Surf Life Saving and any other relevant water safety organisation are consulted about the placement of, or development of any future public amenities near beaches or other waterways.
  - i. Auckland Council advised that its Parks and Community Facilities Department are currently producing a water safety strategy, which seeks to comprehensively establish the risk profile of swimming locations across the region to better target investment into controls and programmes. This strategy is being produced in collaboration with stakeholders that include Surf Life Saving and Drowning Prevention Aotearoa. The strategy will identify those sites that have a high-risk profile, with elevated risk of water related incidents.
  - ii. Auckland Council advised it will consult with stakeholders such as Surf Life Saving and Drowning Prevention Aotearoa at coastal and freshwater locations deemed to have a high-risk profile, on projects seeking to install significant new assets that will encourage people to engage with or are adjacent to the water. This includes carparks, boat ramps, accessways, changing rooms, toilets and playgrounds. Auckland Council therefore considered the recommendation was not necessary.
- e) Auckland Council should review, together with SLSNZ, the location of existing public amenities at beaches or other waterways with a view to identifying those that are located in unsafe positions and to make a plan to remedy any identified concerns in the future. Auckland Council expressed

concern with the scale of this recommendation. It did not think it would be able to manage a review of this size. It advised that the Auckland Council manages approximately 3,200 km of dynamic coastline, and 16,500km of permanent rivers.

#### 2.1.1.4 Summary

The coronial report finds that the placement of the toilets is inappropriate and directly influences beach usage patterns. The coroner recommends signage within the changing room, and additional signage to encourage beach users to continue north and swim between the flags at the lifeguarded area. The coronial report also presents an opportunity for better consultation with between drowning prevention organisations and Auckland Council.

Regardless of whether these recommendations have been implemented, the focus should have been on preventative rather than reactive measures. This situation presents an opportunity to learn and apply the recommendations to other environments around open water bodies.

#### 2.1.2 Inquiry Case Number: CSU-2022-ROT-000500, 13 May 2023 An inquiry into the death at Moturiki Island, Mount Maunganui

A coronial report<sup>3</sup> finds that a man died on 12 November 2022 of accidental drowning. The incident leading to his death occurred at Moturiki Island, Mount Maunganui. Figure 2 shows Moturiki Island (Leisure Island) in relation to Mount Maunganui Lifeguard Service Inc.

SLSNZ reported that on 12 November 2022, swimmers at Moturiki Island faced significant hazards, including 1.0 - 1.6 m waves, medium-period swell, strong boundary currents, wave deflection, reflection, and water turbulence. Around 1pm, the man and his daughter, chose to jump from rocks near a blowhole, a popular spot about 10 meters above the water. The man's daughter jumped into the water first and got into difficulty, the man subsequently jumped in and helped his daughter to safety before getting into difficulty himself.

A report provided to the Coroner from SLSNZ, advises that since 1 July 2012 there have been 19 beach and coastal drowning fatalities on Tauranga City Council (TCC) beaches and coastline, of which two occurred at Moturiki Island.

<sup>3</sup> Telford, I.A (2023). An inquiry into the death of Reon Graeme Wikeepa (CSU-2022-ROT-000500). New Zealand Coroners Court.

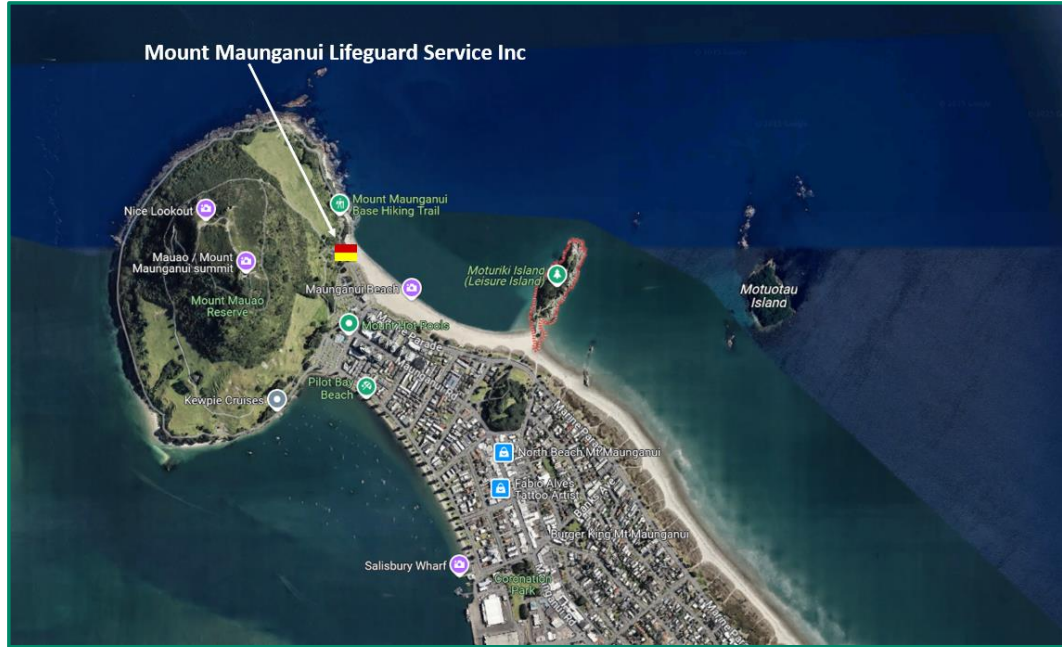


Figure 2: Mount Maunganui environmental features including the surf lifesaving club and Moturiki Island (Leisure Island)

#### 2.1.2.1 Signage

The coronial report highlights there is an Australian/New Zealand standard for water safety signage - Australian/New Zealand Standard 2416:2010 “*Water safety signs and beach safety flags*”, however, compliance is not universal through New Zealand. A large number of coronial findings (including this one) continue to recommend the placement of signage in compliance with the above standard. The coronial report finds that: “This inherently illustrates the ongoing need for nation-wide reform in this area.”

The coronial report also finds that, within the Mount Maunganui Beach and Moturiki Island coastal zone, there was no water safety signs that adhere to Standard 2416:2010. The standard advises that water safety signs should comply with the relevant international standards, which outline graphical symbols for accident prevention and health hazard information. Supplementary text should accompany the symbols to explain their meaning, directly relating to the sign. Standard 2416:2010 states that the selection and use of signs should be based on a risk assessment, considering factors such as hazards, associated risks, and the likely behaviour of users in the aquatic environment.

To better understand these standards, A Guide to Beach Safety Signs in New Zealand<sup>4</sup> is a guide produced by SLSNZ based upon the internationally recognised Australian / New Zealand Standard 2416:2010 “*Water safety signs and beach safety flags*” administered through Standards New Zealand (MBIE), which is the national standards body for New Zealand. Figure 3 shows the types of signage.

<sup>4</sup> Surf Life Saving New Zealand (2022). A Guide to Beach Safety Signs in New Zealand. Wellington, New Zealand.



















































































































