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OFFICE OF THE MAYOR
KE KE'ENA O KA MEIA
CITY AND COUNTY OF HONOLULU
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MICHAEL D. FORMBY
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PO'O HO'OKELE

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DEPUTY MANAGING DIRECTOR
HOPE PO'O HO'OKELE

March 19, 2024

The Honorable Tommy Waters
Chair and Presiding Officer
and Members
Honolulu City Council
530 South King Street, Room 202
Honolulu, Hawai'i 96813

Dear Chair Waters and Councilmembers:

SUBJECT: Ocean Safety Task Force Recommendations

Please find the attached report from the Ocean Safety Task Force, detailing its findings and recommendations on the feasibility of an Ocean Safety Division separate from the Honolulu Emergency Services Department as its own standalone executive department.

Thank you for the opportunity to submit this report and we look forward to further discussions on this matter.

Sincerely,

Michael D. Formby
Managing Director

Attachment

Ocean Safety Task Force Recommendations

Submitted March 8, 2024

Ocean Safety Task Force Report
March 8, 2024
Executive Summary

Authorization

In his 2023 State of the City address, Mayor Rick Blangiardi announced his charge to create and convene an Ocean Safety Task Force ("OSTF") to review and study the feasibility of having the Ocean Safety Division of Honolulu Emergency Services Department ("HESD") separate from HESD as its own standalone executive department. This report details the findings and recommendations of the OSTF.

State Legislature and City Council Resolutions

Resolution 21-122

On March 30, 2023, HR23 HD1 was adopted by the Hawai'i State Legislature urging the City and County of Honolulu to remove the Ocean Safety and Lifeguard Services Division from the Honolulu Emergency Services Department and establish it as a new, separate department. See https://hnldoc.ehawaii.gov/hnldoc/document-download?id=10811

Over two hundred individuals testified in support of the resolution. Testimony in support of the resolution included Randy Perriera of HGEA, Robert Lee of the Hawai'i Fire Fighters Association (HFFA), Department of Land and Natural Resources Division of State Parks and Ocean Safety Chiefs. Link to testimony: PDF Document · 2.8 MB

Resolution 21-234

On September 30, 2023, the Honolulu City Council introduced Resolution 21-134 that seeks to amend the Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition), relating to Ocean Safety and Lifeguard Services. Link to Resolution: https://hnldoc.ehawaii.gov/hnldoc/document-download?id=12101

Again, over 234 individuals testified in support of the resolution. Testimony included leadership from HGEA, HFFA, Hawai'i Lifeguard Association and Ocean Safety Chiefs. Link to testimony: PDF Document · 2.6 MB

HCR 21 HD 1

On April 18, 2023, the Hawai'i State Legislature adopted HCR 21 HD 1 that urged the City and County of Honolulu to remove the Ocean Safety and Lifeguard Services Division from the Emergency Services Department and establish it as a new, separate department. Link to House Concurrent Resolution: https://www.capitol.hawaii.gov/sessions/session2023/bills/HCR21_HD1_.HTM

Resolution 2024-50

On February 21, 2024, the Honolulu City Council introduced Resolution 2024-50 initiating amendments to the Revised Charter of the City and County of Honolulu 1973 (amended 2017 edition), as amended, relating the establishment of a Department of Ocean Safety. See https://hnldoc.ehawaii.gov/hnldoc/document-download?id=20199

102 in favor and one opposed to Resolution 2024-50 at the February 28, 2024, Council meeting. Link to testimony: https://hnldoc.ehawaii.gov/hnldoc/document-download?id=20209

84 in favor and none opposed at the March 5, 2024, Committee on Budget meeting. Link testimony (2): https://hnldoc.ehawaii.gov/hnldoc/document-download?id=20264 and https://hnldoc.ehawaii.gov/hnldoc/document-download?id=20324

City Charter

The City Charter (§ 4-202. Executive Reorganization Power) provides that "not more than twenty [20] departments shall exist at any one time; provided, however, that neither the office of the mayor, the office of the managing director, the prosecuting attorney, nor the board of water supply or any other semi-autonomous agency shall be counted as 'departments' for the purpose of this prohibition." The City and County of Honolulu currently has 19 executive departments. The City Charter (§ 15-105. Mandatory Review) requires that the "mayor and presiding officer of the council" appoint a charter commission after Nov. 1, 2024, but before Feb. 1, 2025, to "review the operation of the government of the city" under the City Charter and to propose any amendments to the existing Charter.

Standalone Ocean Safety Departments

Imperial Beach, California, Laguna Beach, California, and Seal Beach, California, have separate standalone departments for ocean safety. These municipalities have shore, beach and ocean access that remains open to the public year-round. However, unlike Honolulu, there is a seasonal variance of lifeguard services. Other cities, particularly on the East Coast, have seasonal standalone departments. All of the standalone ocean safety departments are part of a municipality structure and organization similar to that of the City and County of Honolulu. It should be pointed out that these mainland locations have shoreline mileage and access that are significantly smaller in size and scope than Honolulu. Populations in these municipalities are also lower than that of Honolulu's.

Process

The Ocean Safety Task Force was comprised of a diverse group of community members, including current and former water safety officers, community experts, City department representatives from Budget and Fiscal Services, Corporation Counsel (legal advisors), Human Resources and the Honolulu Emergency Services Department. In-person and remote-access meetings on the second and fourth Tuesday of each month took place from July 27, 2023 through March 6, 2024, which allowed members to provide the Task Force with data and information regarding other jurisdictions.

The OSTF's mission was to fact-find, research, and provide a recommendation whether the Ocean Safety and Lifeguard Services Division of the Honolulu Emergency Services Department (HESD) should remain a Division of the HESD or become its own standalone executive department and how this might be done. The OSTF accomplished this by reviewing historical and current data. The current organization structure and proposed organization structures were reviewed. Fiscal and human resource issues were discussed and reviewed.

Fiscal Implications

Ocean Safety is currently a division within the Honolulu Emergency Services Department. For fiscal year 2024, OSD's budget is $20,798,667.00. The fringe cost for the division is $11,649,333.00. This is 35% of the entire HESD budget and 4% of the entire public safety budget, which includes the Honolulu Fire Department, Honolulu Police Department, and the Honolulu Emergency Services Department.

For reference, the Emergency Medical Services Division has a budget of $29,318,400.00. Fringe costs are $16,421,236. This is 58% of HESD's department budget and 7% of the entire public safety budget.

The creation of a new department may include up to eleven (11) new positions, which include:

Director, Deputy Director, Private Secretary I, Private Secretary II, Safety Specialist I, Information Specialist I, Administrative Services Officer I, Planner V, Secretary-Reporter (commission), Data Processing Systems Analyst, and personnel clerk. Estimated cost is $929,148.00 in salaries, and a fringe benefits cost at 56.01% of $520,415.79. The total additional anticipated increase is $1,449,563.79, to support these new positions.

Human Resource Implications

In FY24, the Ocean Safety Division has 265 Full-Time Equivalent (FTE) positions and 37 contracts. This is 6.5% of all City public safety employees. This does not account for future growth. Ocean Safety Division identifies that 325 total positions within its organization will allow for maintaining the requirements of the Council mandated "dawn-dusk" program. Water Safety Officers are the majority of employees who are members of the Hawai'i Government Employees Association (HGEA) public union, Bargaining Unit 15. The remaining support and administrative staff are BU3, 4, and 13. Ocean Safety employees have received a mixture of across the board increases and step movements at various periods over the last 10 years through the statutorily-prescribed collective bargaining process. In reference Emergency Medical Services in the Honolulu Emergency Services Department has 316.75 employees in FY24. This is 6.75% of all public safety employees. All emergency medical technician and paramedics are members of the United Public Workers union, Bargaining Unit 10. All other employees are members in BU 01, 03, 04, & 13.

Recommendations

The Ocean Safety Task Force recommends that the Ocean Safety Division (OSD) of HESD should be a standalone executive department of the City and County of Honolulu. OSD has a fundamentally different core mission and operation than Emergency Medical Services (EMS). The responsibility for saving lives of residents and visitors who access O'ahu's beaches, shorelines and open waters means there should be a structurally separate and equal leadership and management for OSD. This department can advocate and manage its personnel and budget within the City's organizational structure. The Task Force believes that it is incumbent on the City to have a standalone department to expand services and direct responsibility of its management, training, supervision, and discipline of its personnel as do other executive departments.

Further, O'ahu has a population of 995,638 and a steady visitor population of 12 million tourist per year. O'ahu is unique with year-round temperate ocean waters accessible to 227 miles of coastline with varying hazards and Honolulu has the largest full-time, year-round professional lifeguard service in the world. Creation of a standalone department presents an opportunity for the City to demonstrate national leadership in ocean safety.

The Ocean Safety Task Force unanimously recommends that the Ocean Safety Division of HESD should be its own standalone department in the City and County of Honolulu.

###

Fiscal

Ocean Safety Division Budget Fiscal Years 2015 to 2024												
FY	FTE	Salaries	Current expense	Equipment	Total GN Budget	ORD	Total HESD budget	Total Public safety budget	OSD Budget% Change vs last year (N-O)/O	HESD Budget% Change vs last year (N-O)/O	%of Overall HESD budget	% of public safety budget
FY24	305	$ 20,798,667	$ 1,240,667	$ 1,115,000	$ 23,154,334	23-15	$ 66,854,229	$ 593,843,168	17%	20%	35%	4%
FY23	283	$ 17,624,903	$ 1,196,453	$ 999,002	$ 19,820,358	22-13	$ 55,702,899	$ 528,619,545	16%	-6%	36%	4%
FY22	238	$ 15,845,834	$ 1,131,655	$ 167,002	$ 17,144,491	21-20	$ 58,978,506	$ 516,583,167	0%	2%	29%	3%
FY21	251	$ 15,002,226	$ 1,436,381	$ 669,940	$ 17,108,547	20-22	$ 58,094,460	$ 530,576,883	11%	7%	29%	3%
FY20	225	$ 13,841,608	$ 1,218,366	$ 364,062	$ 15,424,036	19-13	$ 54,350,395	$ 530,576,883	0%	0%	28%	3%
FY19	225.95	$ 13,867,893	$ 1,138,482	$ 364,450	$ 15,370,825	18-23	$ 54,228,971	$ 507,085,771	7%	14%	28%	3%
FY18	219.95	$ 13,133,125	$ 1,095,920	$ 94,000	$ 14,323,045	17-32	$ 47,451,919	$ 472,030,654	6%	8%	30%	3%
FY17	209.95	$ 12,211,826	$ 1,145,256	$ 94,000	$ 13,451,082	16-14	$ 44,099,922	$ 464,773,951	33%	9%	31%	3%
FY16	209.95	$ 9,312,300	$ 635,087	$ 145,000	$ 10,092,387	15-25	$ 40,549,574	$ 435,560,742	7%	3%	25%	2%
FY15	197.95	$ 8,788,588	$ 608,995	$ 65,000	$ 9,462,583	14-18	$ 39,191,115	$ 419,937,857	#REF!	#REF!	24%	2%

EMS Budget Fiscal Years 2015 to 2024												
Fiscal Year	FTE	Salaries	Current expense	Equipment	Total GN Budget	ORD	Total EMS budget	Total Public safety budget	EMS Budget% Change vs last year (N-O)/O	HESD Budget% Change vs last year (N-O)/O	%of Overall HESD budget	% of public safety budget
FY24	316.75	$ 29,318,400	$ 6,447,181	$ 3,220,000	$ 38,985,581	23-15	$ 66,854,229	$ 593,843,168	20%	20%	58%	7%
FY23	301.75	$ 26,162,371	$ 6,325,464	$ -	$ 32,487,835	22-13	$ 55,702,899	$ 528,619,545	-21%	-6%	58%	6%
FY22	328.5	$ 28,423,591	$ 8,990,662	$ 3,505,000	$ 40,919,253	21-20	$ 58,978,506	$ 516,583,167	2%	2%	69%	8%
FY21	328.5	$ 28,130,623	$ 8,489,662	$ 3,505,000	$ 40,125,285	20-22	$ 58,094,460	$ 530,576,883	5%	7%	69%	8%
FY20	312.25	$ 26,260,387	$ 8,372,662	$ 3,543,880	$ 38,176,929	19-13	$ 54,350,395	$ 530,576,883	0%	0%	70%	7%
FY19	296.25	$ 27,192,591	$ 7,124,296	$ 3,805,695	$ 38,122,582	18-23	$ 54,228,971	$ 507,085,771	17%	14%	70%	8%
FY18	296.75	$ 23,137,345	$ 5,982,695	$ 3,380,000	$ 32,500,040	17-32	$ 47,451,919	$ 472,030,654	8%	8%	68%	7%
FY17	296.75	$ 22,652,326	$ 5,736,894	$ 1,650,000	$ 30,039,220	16-14	$ 44,099,922	$ 464,773,951	0%	9%	68%	6%
FY16	304.75	$ 22,507,525	$ 5,742,224	$ 1,650,000	$ 29,899,749	15-25	$ 40,549,574	$ 435,560,742	2%	3%	74%	7%
FY15	297.25	$ 21,980,560	$ 5,574,216	$ 1,650,000	$ 29,204,776	14-18	$ 39,191,115	$ 419,937,857	#REF!	#REF!	75%	7%

HPD Budget Fiscal Years 2015 to 2024												
FY	FTE	Salaries	Current expense	Equipment	Total GN Budget	ORD	Total HPD budget	Total Public safety budget	HPD Budget% Change vs last year (N-O)/O			% of public safety budget
FY24	2841.96	$ 306,086,961	$ 48,310,354	$ -	$ 354,397,315	23-15	$ 354,397,315	$ 593,843,168	13%			60%
FY23	2841.96	$ 269,353,235	$ 41,682,069	$ 1,281,000	$ 312,316,304	22-13	$ 312,316,304	$ 528,619,545	4%			59%
FY22	2841.96	$ 261,646,217	$ 38,518,857	$ -	$ 300,165,074	21-20	$ 300,165,074	$ 516,583,167	-4%			58%
FY21	2869	$ 271,462,256	$ 40,109,655	$ 520,000	$ 312,091,911	20-22	$ 312,091,911	$ 530,576,883	3%			59%
FY20	2765	$ 259,735,810	$ 42,416,495	$ 49,000	$ 302,201,305	19-13	$ 302,201,305	$ 530,576,883	2%			57%
FY19	2715	$ 253,059,121	$ 42,595,301	$ 1,732,500	$ 297,386,922	18-23	$ 297,386,922	$ 507,085,771	6%			59%
FY18	2709	$ 242,229,551	$ 38,820,427	$ 350,000	$ 281,399,978	17-32	$ 281,399,978	$ 472,030,654	2%			60%
FY17	2706	$ 235,137,321	$ 40,325,078	$ 20,000	$ 275,482,399	16-14	$ 275,482,399	$ 464,773,951	6%			59%
FY16	2694	$ 218,290,386	$ 38,575,111	$ 2,686,000	$ 259,551,497	15-25	$ 259,551,497	$ 435,560,742	3%			60%
FY15	2694	$ 214,123,403	$ 38,378,494	$ 234,000	$ 252,735,897	14-18	$ 252,735,897	$ 419,937,857	#REF!			60%

HFD Budget Fiscal Years 2015 to 2024												
Fiscal Year	# of position F.T.E	Salaries	Current expense	Equipment	Total GN Budget	Oridinanc e	Total HFD budget	Total Public safety budget	HFD Budget% Change vs last year (N-O)/O			% of public safety budget
FY24	1189.5	$ 130,254,896	$ 16,023,878	$ 648,300	$ 146,927,074	23-15	$ 146,927,074	$ 593,843,168	6%			25%
FY23	1191.5	$ 123,453,674	$ 15,454,773	$ 330,000	$ 139,238,447	22-13	$ 139,238,447	$ 528,619,545	1%			26%
FY22	1189.5	$ 123,453,577	$ 14,384,528	$ 400,000	$ 138,238,105	21-20	$ 138,238,105	$ 516,583,167	-2%			27%
FY21	1189.5	$ 126,872,347	$ 14,531,469	$ 355,000	$ 141,758,816	20-22	$ 141,758,816	$ 530,576,883	2%			27%
FY20	1187.5	$ 120,478,872	$ 18,122,513	$ 435,000	$ 139,036,385	19-13	$ 139,036,385	$ 530,576,883	2%			26%
FY19	1186.5	$ 121,627,629	$ 14,686,699	$ 490,000	$ 136,804,328	18-23	$ 136,804,328	$ 507,085,771	8%			27%
FY18	1169.5	$ 113,854,302	$ 12,673,470	$ 259,000	$ 126,786,772	17-32	$ 126,786,772	$ 472,030,654	-1%			27%
FY17	1165.5	$ 113,410,371	$ 14,103,530	$ 284,000	$ 127,797,901	16-14	$ 127,797,901	$ 464,773,951	7%			27%
FY16	1156.5	$ 103,578,599	$ 12,706,832	$ 3,256,000	$ 119,541,431	15-25	$ 119,541,431	$ 435,560,742	6%			27%
FY15	1167.5	$ 99,401,992	$ 13,384,510	$ 198,000	$ 112,984,502	14-18	$ 112,984,502	$ 419,937,857	#REF!			27%

Human Resources

Water Safety Officers (WSO) Collective Bargaining Increases 2014 – 2024

With regards to their bargaining units, WSOs were assigned to BU03 and BU04 until 2013, when Act 137 placed them and the state law enforcement officers into the new BU14. The new BU14 was established by HLRB on November 17, 2013, but the BU14 salary schedule was not established until July 1, 2016. From the class specifications perspective, the class was moved to BU 14 effective July 1, 2015.

In 2020, Act 31 placed WSOs into their own new BU15.

7/1/14	BU03	4% ATB
7/1/15	BU14	Catch-up steps, continuation of step movement (still followed BU03 and BU04)
7/1/16	BU14	BU14 Salary Schedule established, Restructure salary schedule by deleting 3 bottom steps and adding 2 additional steps (everyone moves 3 steps, except for those at the top step who only moved 2 steps, time needed to move to next steps were also adjusted); 4% across the board (ATB), continuation of step movement.
7/1/17	BU14	2% ATB, continuation of step movement, $500 lump sum
7/1/18	BU14	2.25% ATB, continuation of step movement
7/1/19	BU14	4.5% ATB, continuation of step movement
7/1/20	BU14	4.5% ATB, continuation of step movement
7/1/21	BU15	Lump Sum 1% of annual base pay, continuation of step movement
7/1/22	BU15	3% ATB, continuation of step movement
7/1/23	BU15	4% ATB, continuation of step movement
7/1/24	BU15	4% ATB, continuation of step movement

Rev. August 25, 2023

Identity

Ocean Safety Task Force
Reasons Ocean Safety and Lifeguard Services Division
Should be a Department

1. Autonomy
    a. Self-determine its own resources
    b. This would be beneficial for them to best serve the public.

2. Single Focus
    a. Many layers for hiring and growing.
    b. Specific voice at department-level

3. Appearance of competition amongst division in the current department

4. Uniqueness

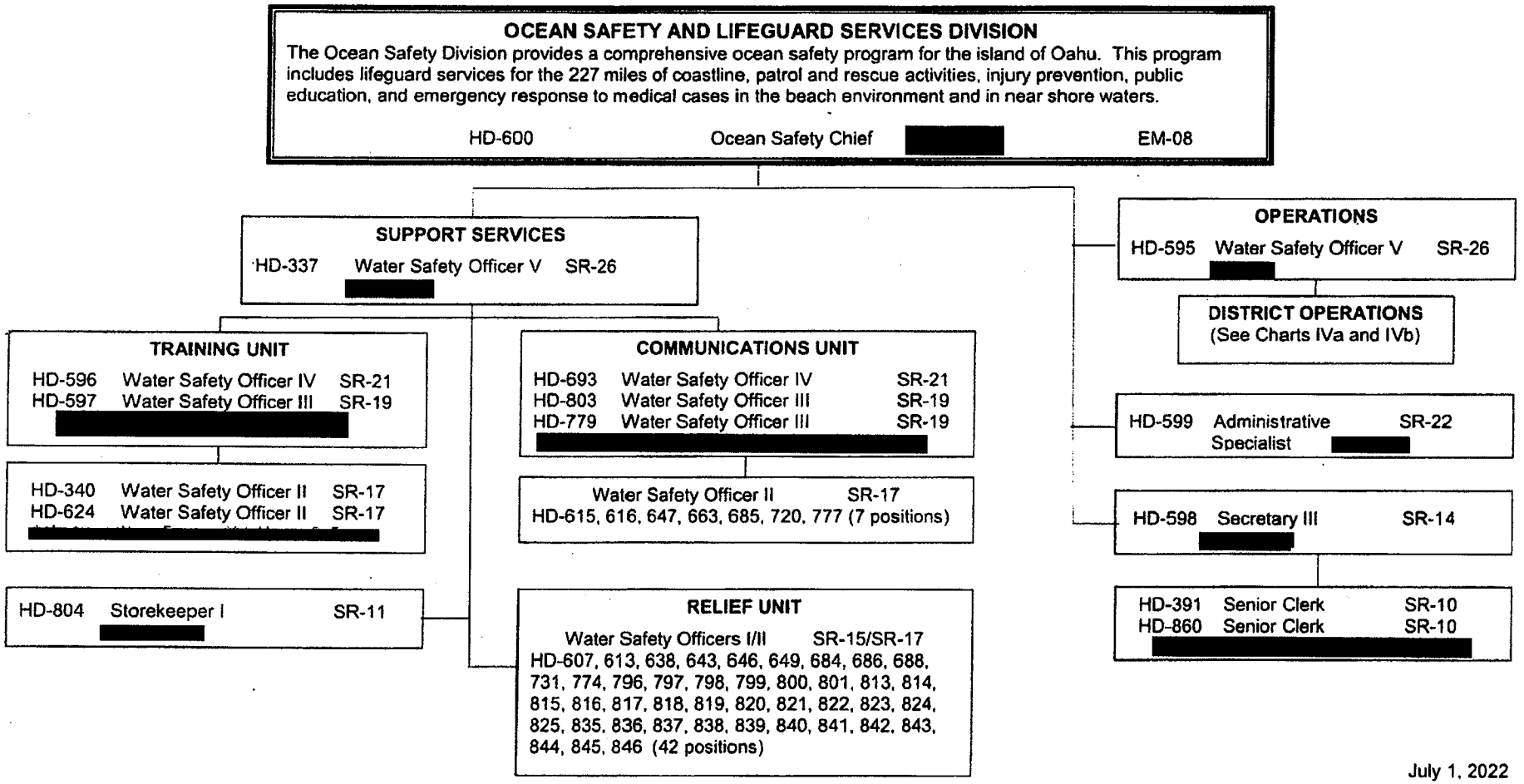
    a. OSD had a scope of one to two miles and were open only seasonally.
    b. OSD is year-round, with temperate waters.

5. Hiring Process
    a. OSD is competing for positions to be processed.
    b. Clearly defined positions and processes.

6. Efficiency, transparency and effectiveness
    a. OSD is different.
    b. Ocean Safety is a first responder agency.
    c. OSD manages the entire coastline of an island of more than a million residents plus visitors

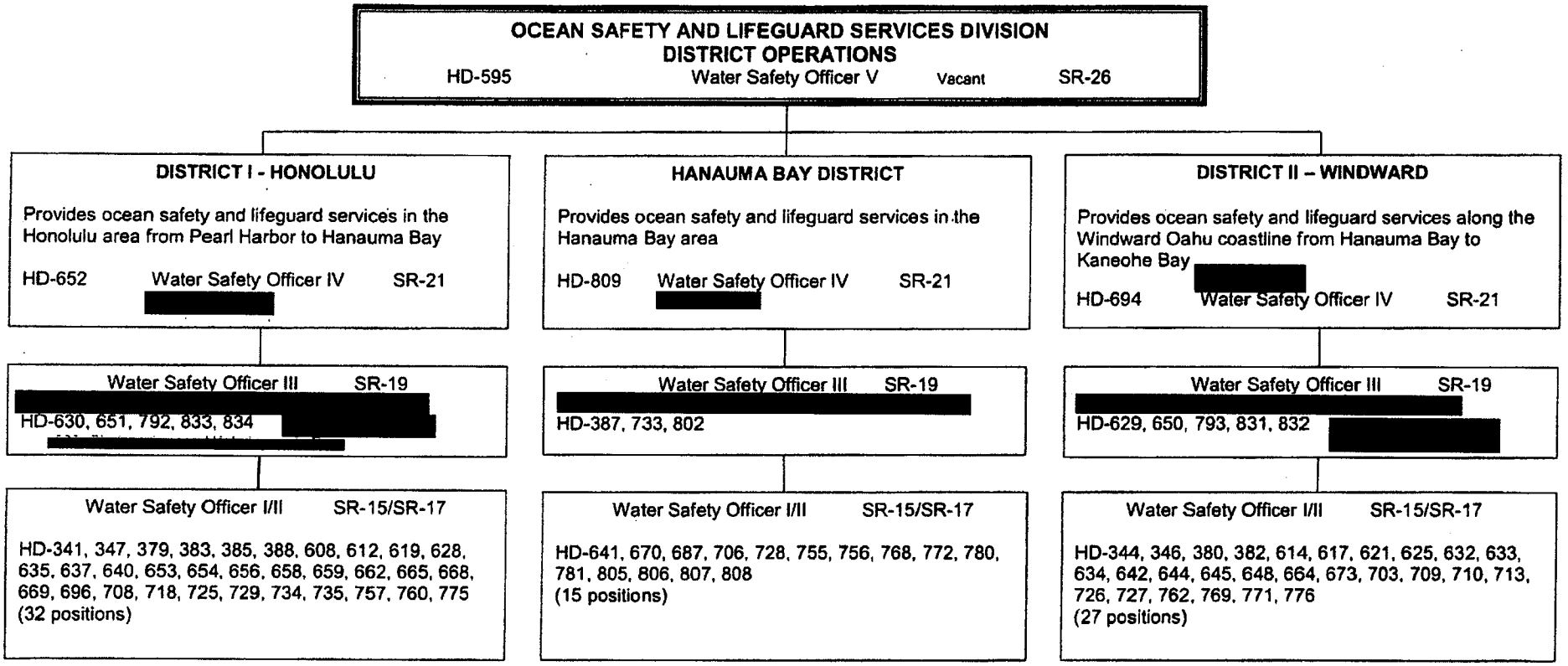
Exhibits

HONOLULU EMERGENCY SERVICES DEPARTMENT
CITY AND COUNTY OF HONOLULU
OCEAN SAFETY & LIFEGUARD SERVICES DIVISION
CHART IV



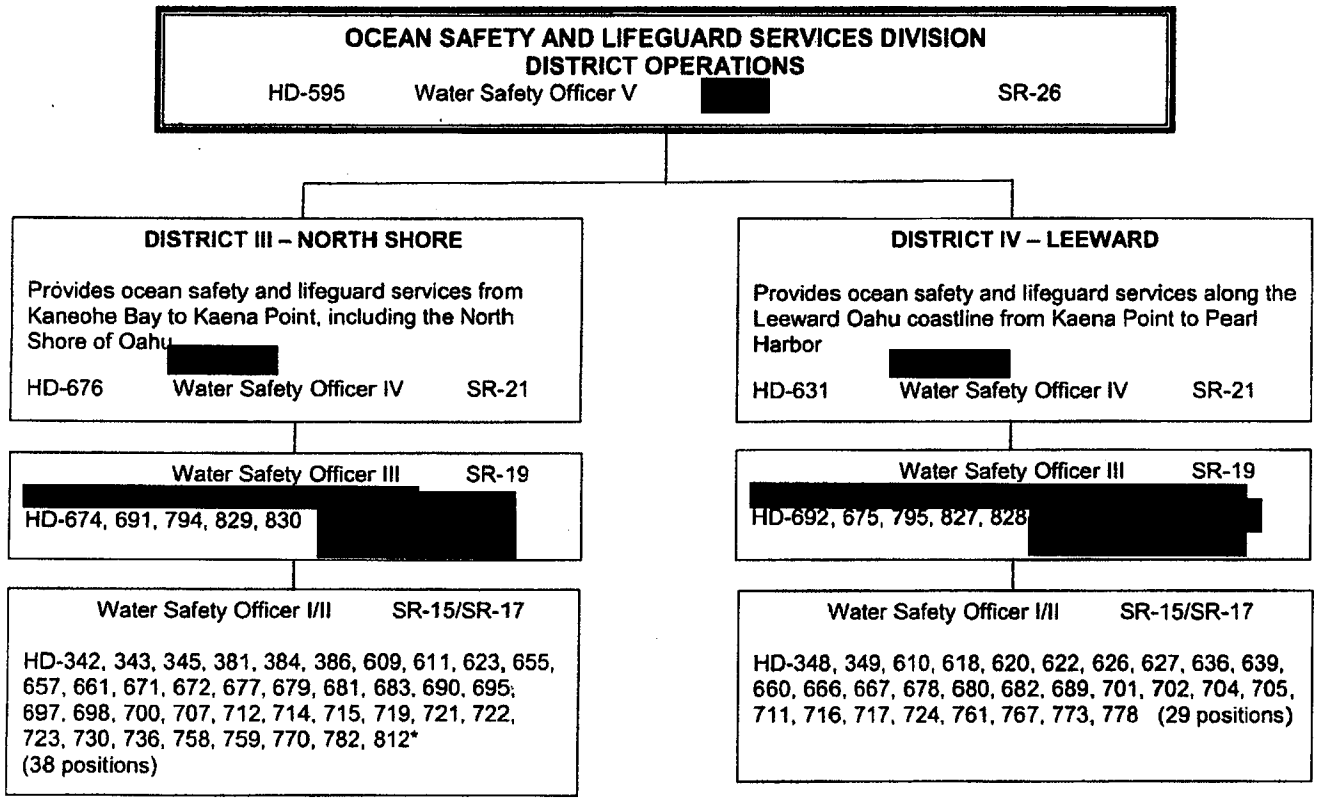
July 1, 2022

HONOLULU EMERGENCY SERVICES DEPARTMENT
CITY AND COUNTY OF HONOLULU
OCEAN SAFETY & LIFEGUARD SERVICES DIVISION
CHART IVa



Effective July 1, 2022

HONOLULU EMERGENCY SERVICES DEPARTMENT
CITY AND COUNTY OF HONOLULU
OCEAN SAFETY & LIFEGUARD SERVICES DIVISION
CHART IVb



Effective July 1, 2022

City & County of Honolulu Ocean Safety Division

Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline



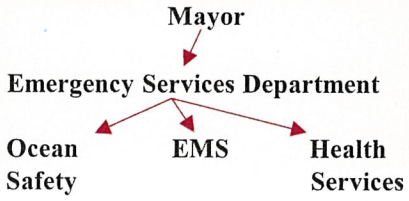
Ocean Safety By The Numbers:

- 287 Water Safety Officers
- 42 towers from 8 a.m. to 6:30 p.m.
- 8 rescue ski teams (truck, trailer, ski, 2 personnel)
- 8 additional mobile units (truck with 1 or 2 personnel)
- $23M operating budget, 85% of which is salaries
- 1 permanent facility (former Hau`ula Fire Station)
- 5 support staff (non lifeguard employees)
- Moved out from Parks Department and under HESD in 1999
- Separate HGEA bargaining unit established 2022
- Ocean Safety founded in 1917



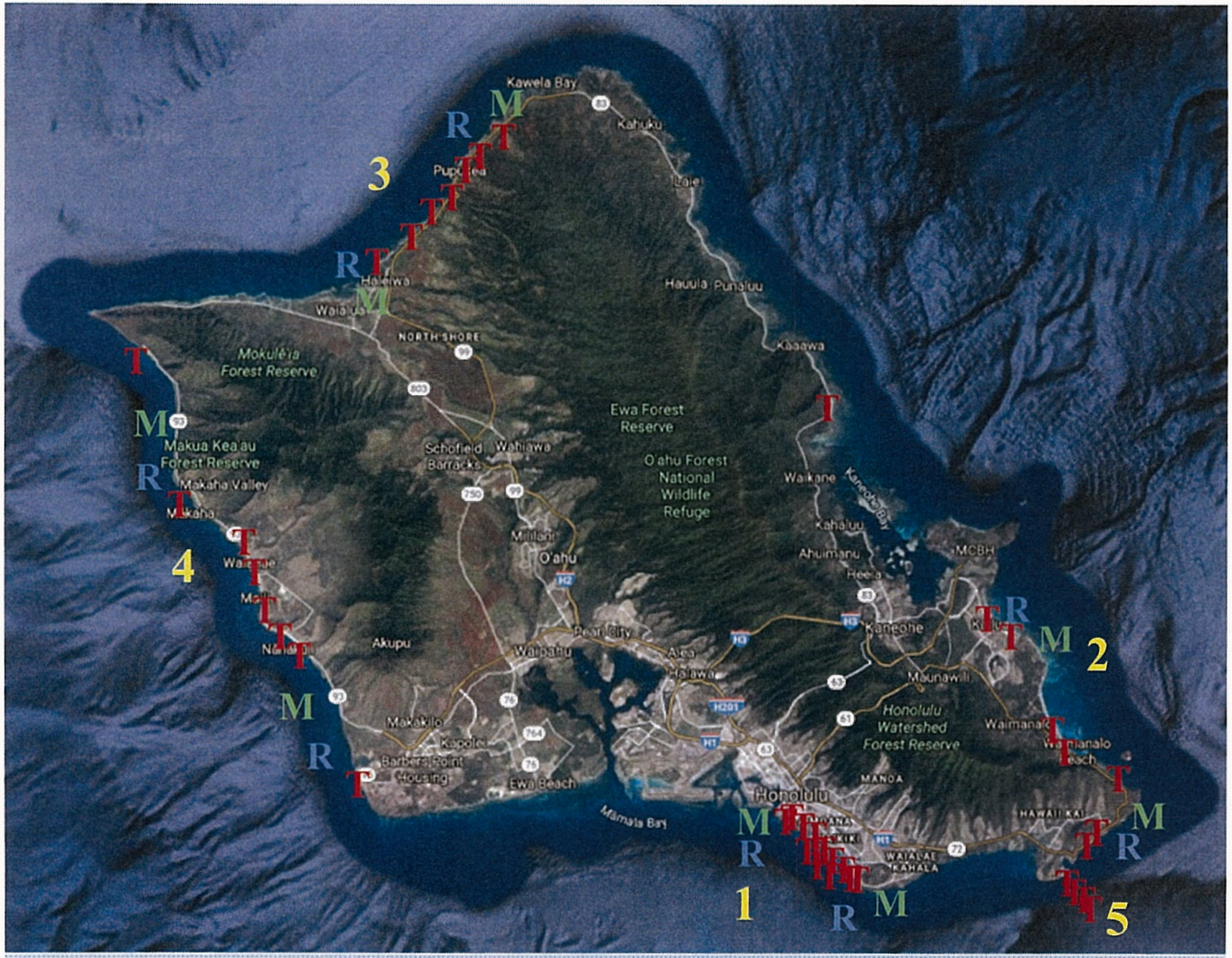






City & County of Honolulu Ocean Safety Division

Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline



Five operational districts: Town (1), Windward (2), Country (3), Leeward (4), Hanauma Bay (5)

Ocean Safety Operations

- 3,000 rescues annually
- 1.4M "preventative actions" annually
- 40 drownings annually
- 100 CPR cases/year

Task Force

- Stand Alone Dept?
- Structure / Org Chart
- Fiscal
- Physical infrastructure
- Interagency relationships
- Legal
- Human Resources

Trend: OSD is 4% of the county's first responder annual budget.

R = Rescue Ski Teams (8)
T = 42 Towers
M = Mobile Responders (8)

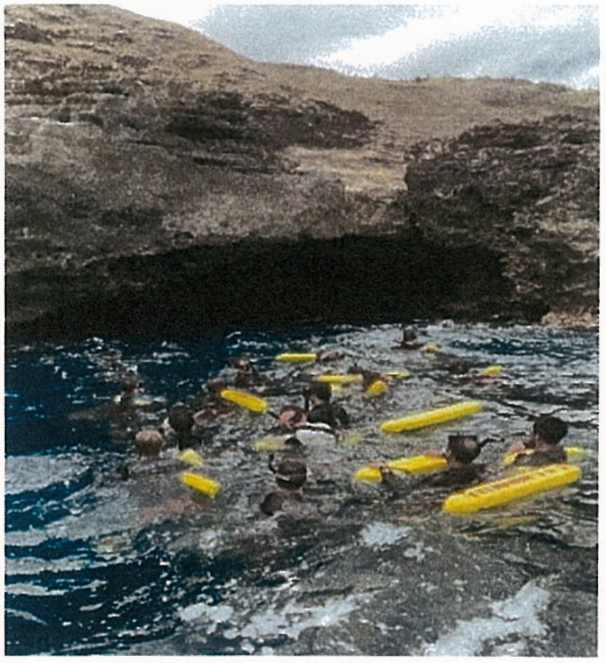
City & County of Honolulu Ocean Safety Division

Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Stand-Alone Department?

- 23 U.S. states have ocean shoreline
- 9 states have separate departments for ocean safety/maritime safety/lifeguarding (30+ separate departments)
  - CA, FL, DE, NC, NJ, NY, RI, MA, VA
- Honolulu Ocean Safety is the largest full time open ocean lifeguarding organization in the world
- Only one EMS-Ocean Safety organization in the U.S.
- In all other jurisdictions, Ocean Safety or Lifeguarding or Maritime Safety is under either a fire department or a larger public safety department





City & County of Honolulu Ocean Safety Division

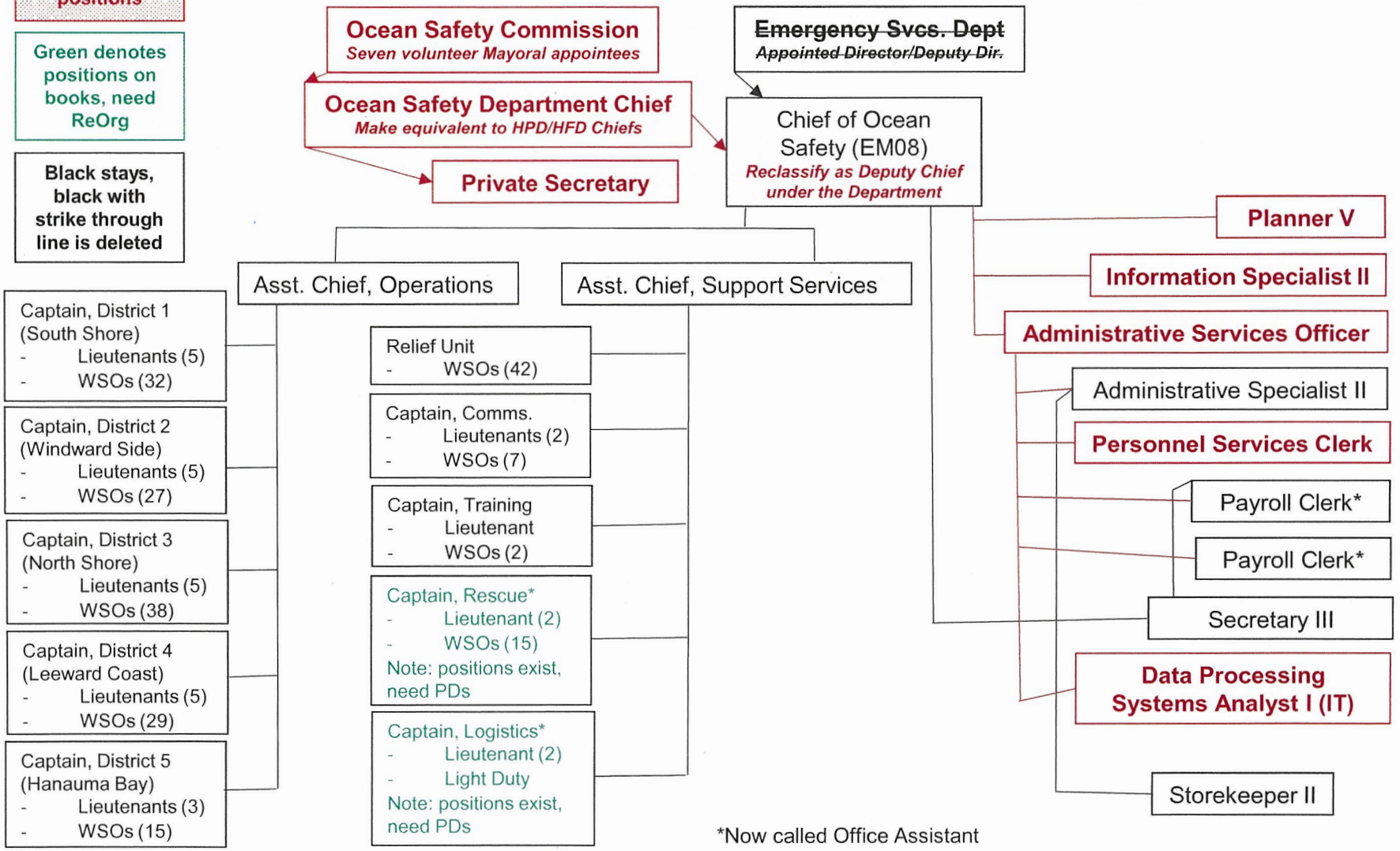
Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Structure / Org Chart (Existing and Proposed)

Red denotes recommended positions

Green denotes positions on books, need ReOrg

Black stays, black with strike through line is deleted



*Now called Office Assistant

City & County of Honolulu Ocean Safety Division

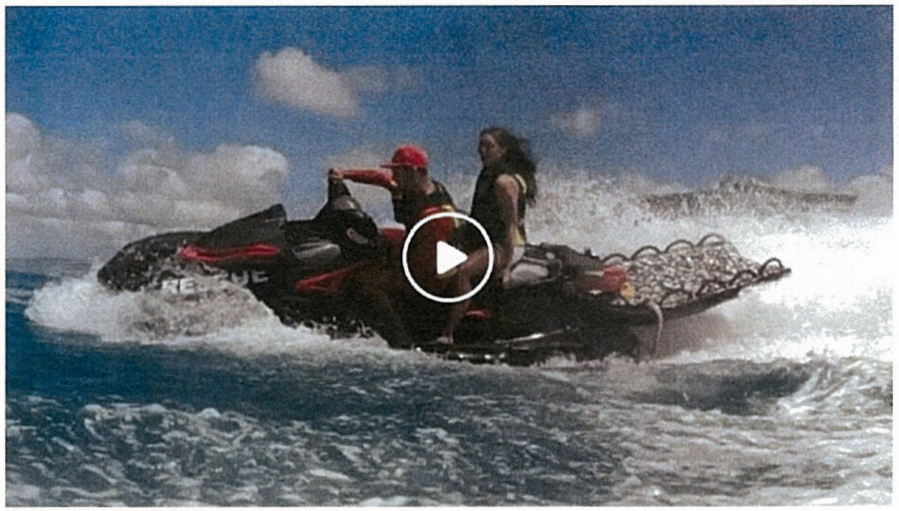
Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Fiscal

Add $600K+ in salaries beginning in FY26

Add:

1. Appointed Director or Chief position, $185K?
2. Under appointed commission of 5 volunteers
3. ASO II (EM03), $96K
4. Planner V (SR24), $69K
5. Info Spec. II (SR24), $69K
6. Personnel Clerk (SR13), $43K
7. Data Processing Sys. Anlyst I (SR20), $56K
8. Private Secretary, $100K?





City & County of Honolulu Ocean Safety Division

Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Physical Infrastructure – Substations and HQ

(Planner V)

Add $3M in CIP each year to Ocean Safety's budget from 2026-2030, making total annual budget no more than $35M. This will allow for development and construction of five facilities:

1. North Shore Sub-Station
2. Leeward Coast Sub-Station
3. South Shore Sub-Station
4. Windward Side Sub-Station
5. Headquarters

And, maintenance of Training Center, Rescue Center, and any other HFD facilities that OSD assumes.







City & County of Honolulu Ocean Safety Division

Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Interagency Relationships
Unchanged

Ocean Safety Partners Every Year With:

- Honolulu Fire, EMS, Police
- U.S. Coast Guard
- U.S. Fish & Wildlife Service
- NOAA
- U.S. Secret Service
- U.S. Army, Air Force, Marines, Navy
- State DLNR: DOCARE/State Parks
- Non-profits (Junior Guards, YMCA, Red Cross, ocean safety oriented organizations)
- Kaua`i, Maui, Hawai`i Counties
- Similar lifeguard organizations on the continent and around the world
- Motion pictures/TV





City & County of Honolulu Ocean Safety Division

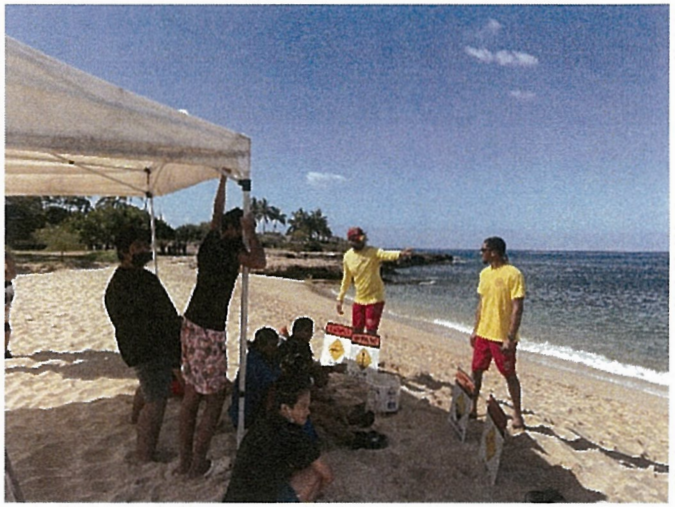
Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Human Resources

Appointed Chief/Director + ASO specifically versed HGEA BU15

2018-2023:

- 100 additional represented positions
- Separate BU
- Contract Negotiations with other counties
- Consulted upon Standard Operating Guidelines
- Alternate Work Schedule
- Additional Supervisory Positions







City & County of Honolulu Ocean Safety Division

Primary Responder to emergencies on the beaches and in the near shore waters (out to 1 mile) for O`ahu (*City Charter*) – 227 miles of coastline

Pau



CITY COUNCIL
CITY AND COUNTY OF HONOLULU
HONOLULU, HAWAII

No. 21-122

RESOLUTION

URGING THE MAYOR TO EXERCISE HIS EXECUTIVE REORGANIZATION AUTHORITY TO CREATE A SEPARATE DEPARTMENT FOR THE CITY'S OCEAN SAFETY AND LIFEGUARD SERVICES PERSONNEL.

WHEREAS, the Mayor retains broad and flexible powers to effectuate an executive reorganization under Section 4-202 of the Revised Charter of the City and County of Honolulu 1973 (2017 Edition) ("Charter"), entitled "Executive Reorganization Power –"; and

WHEREAS, pursuant to Charter Section 4-202: "In the interest of administrative efficiency, effectiveness and economy, the mayor, and only the mayor, may propose to the Council that the duties and functions of existing departments and agencies of the executive branch, excepting departments or agencies reporting directly to the mayor and not including semi-autonomous agencies, be changed or departments or agencies be created, combined, rearranged, renamed or eliminated."; and

WHEREAS, the Department of Emergency Services ("DES") of the City and County of Honolulu ("City") is comprised of the Emergency Medical Services Division ("EMS"), the Ocean Safety and Lifeguard Services Division ("Ocean Safety"), and the Health Services Branch; and

WHEREAS, currently the DES has many responsibilities prescribed under Charter Section 6-603, including: being the primary provider of emergency medical care in the City; developing and providing training and educational programs related to emergency medical services and injury prevention; handling medical matters relating to public health and welfare; administration of the City's health services programs; and medical evaluations of current and prospective city employees; and

WHEREAS, pursuant to Charter Section 6-603(b), Ocean Safety of the DES has the sole responsibility over approximately 198 miles of Oahu's coastline for being the primary responder to emergencies arising on the beach and in the near shore waters of the City, as well as handling ocean safety training, educational, and risk reduction programs relating to ocean safety; and

WHEREAS, Ocean Safety personnel and its lifeguards perform many public safety and service functions, including ocean rescues, emergency medical treatment, mobile patrol and responses, as well as education and prevention strategies to assist the estimated 18 million beach users on Oahu every year; and

RESOLUTION

WHEREAS, every year, Ocean Safety makes thousands of rescues and takes tens of thousands of preventative actions to keep Honolulu residents and tourists safe by giving verbal warnings, utilizing public announcement systems, and posting warning signs on beaches; and

WHEREAS, for Fiscal Year 2021, EMS within the DES, had 328.5 full-time equivalent positions and the Council appropriated $40,125,285, to EMS for salaries, current expenses, and equipment; and

WHEREAS, for Fiscal Year 2021, Ocean Safety within the DES, had 251 full-time equivalent positions and the Council appropriated $17,108,547, to Ocean Safety for salaries, current expenses, and equipment; and

WHEREAS, the Hawaii State Legislature recently passed House Bill 1281, H.D. 1, S.D. 2, C.D. 1 ("HB1281"), to transfer certain duties, functions, and powers relating to emergency medical services for the island of Oahu from the State to the City; and

WHEREAS, currently the State reimburses the City for costs incurred by the City for the provision of emergency medical services, estimated to be $49,671,411 for Fiscal Year 2022; and

WHEREAS, this reimbursement of costs incurred for the provision of emergency medical services is separate and apart from the budget and costs associated with the operations of Ocean Safety within the DES; and

WHEREAS, should HB1281 be signed into law by the Governor, the workload of the EMS Division will be significantly increased and reimbursement for costs incurred by the City for the provision of emergency medical services will be significantly reduced to just $12,404,499 in Fiscal Year 2023 and $7,952,249 in Fiscal Year 2024, and to $3,500,000 for every fiscal year thereafter; and

WHEREAS, the Council has concerns regarding the projected annual shortfall of at least $28 million starting in Fiscal Year 2023, and increasing to over $37 million by Fiscal Year 2025 for EMS operations within the DES, as it is unclear at this point how the City will make up for this anticipated substantial loss in funding; and

WHEREAS, the Council believes it may be in the best interest of the City and in the interest of administrative efficiency, effectiveness and economy, to create a separate department for the City's Ocean Safety and Lifeguard Services personnel to recognize that additional workload on the EMS Division, to allow for Ocean Safety to

RESOLUTION

have greater autonomy with respect to its budget and operations, and to ensure that the needs of the current employees of Ocean Safety are best served; now, therefore,

BE IT RESOLVED by the Council of the City and County of Honolulu that the Mayor is urged to exercise his authority to reorganize the departments within the executive branch pursuant to Charter Section 4-202, and propose the establishment of a new Department of Ocean Safety within the City, to be independent of the Department of Emergency Services; and

BE IT FINALLY RESOLVED that copies of this Resolution be transmitted to the Mayor, the Managing Director, and the Director of Emergency Services.

INTRODUCED BY:

Heidi Tsuneyoshi

DATE OF INTRODUCTION:

MAY 13 2021

Honolulu, Hawaii

Councilmembers

CITY COUNCIL
CITY AND COUNTY OF HONOLULU
HONOLULU, HAWAII

CERTIFICATE

RESOLUTION 21-122

Introduced: 05/13/21 By: HEIDI TSUNEYOSHI Committee: PUBLIC SAFETY (PS)

Title: URGING THE MAYOR TO EXERCISE HIS EXECUTIVE REORGANIZATION AUTHORITY TO CREATE A SEPARATE DEPARTMENT FOR THE CITY'S OCEAN SAFETY AND LIFEGUARD SERVICES PERSONNEL.

Voting Legend: * = Aye w/Reservations

05/13/21	INTRO	Introduced.
05/19/21	PS	Reported out for adoption. CR-174 3 AYES: FUKUNAGA, TSUNEYOSHI, TULBA 1 NO: SAY
06/02/21	CCL	Committee report and Resolution were adopted. 8 AYES: CORDERO, ELEFANTE*, KIA'ĀINA, SAY*, TSUNEYOSHI, TULBA, TUPOLA, WATERS 1 ABSENT: FUKUNAGA

I hereby certify that the above is a true record of action by the Council of the City and County of Honolulu on this RESOLUTION.

GLEN I. TAKAHASHI, CITY CLERK

TOMMY WATERS, CHAIR AND PRESIDING OFFICER

HOUSE OF REPRESENTATIVES
THIRTY-SECOND LEGISLATURE, 2023
STATE OF HAWAII

H.C.R. NO. 21 H.D. 1

HOUSE CONCURRENT RESOLUTION

URGING THE CITY AND COUNTY OF HONOLULU TO REMOVE THE OCEAN SAFETY AND LIFEGUARD SERVICES DIVISION FROM THE EMERGENCY SERVICES DEPARTMENT AND ESTABLISH IT AS A NEW, SEPARATE DEPARTMENT.

WHEREAS, the Honolulu Emergency Services Department currently consists of the Honolulu Emergency Medical Services Division, Honolulu Ocean Safety and Lifeguard Services Division, Health Services Branch, and Community Outreach Response and Engagement Branch; and

WHEREAS, the Honolulu Emergency Services Department is responsible for the safety of the one million residents of Oahu and approximately ten million annual visitors; and

WHEREAS, the Ocean Safety and Lifeguard Services Division staffs forty-one towers around Oahu and conducts patrols with trucks, jet skis, utility task vehicles, and all-terrain vehicles to keep Oahu residents and visitors safe; and

WHEREAS, the Ocean Safety and Lifeguard Services Division partners with many first-responder organizations; and

WHEREAS, the Revised Charter of the City and County of Honolulu designates the Ocean Safety and Lifeguard Services Division as the primary responder for emergencies arising on the beach and in the nearshore waters of the island of Oahu, which features two hundred twenty-seven miles of coastline; and

WHEREAS, the Ocean Safety and Lifeguard Services Division is divided into five operational districts:

(1) The South Shore (from the Pearl Harbor entrance to Maunalua Bay);

(2) The Windward Coast (from Maunalua Bay to the Kailua side of the Mokapu Peninsula);

(3) The North Shore (from the Kaneohe side of the Mokapu Peninsula around Kahuku Point all the way to Kaena Point);

(4) The Leeward Coast (from Kaena Point down to the Pearl Harbor channel entrance); and

(5) Hanauma Bay; and

WHEREAS, each of the Ocean Safety and Lifeguard Services Division's five operational districts is staffed by a captain,

three lieutenants, and between twenty-one to sixty ocean safety officers, or lifeguards; and

WHEREAS, each operational district uses tower and mobile units to provide ocean safety service; and

WHEREAS, with some minor exceptions, most mobile units are currently staffed from 8 a.m. to 6:30 p.m., and towers operate from 9 a.m. to 5:30 p.m.; and

WHEREAS, the Ocean Safety and Lifeguard Services Division currently employs two hundred thirty-five full-time lifeguards and thirty-seven contract lifeguards, for a total force of two hundred seventy-two lifeguards, and has an annual operating budget of $19,800,000; and

WHEREAS, nearshore waters extend from the shoreline to one mile off shore, which is where the vast majority of ocean recreation activities occur; and

WHEREAS, the Ocean Safety and Lifeguard Services Division is challenged with maintaining service levels by an ever-increasing amount of ocean activity, particularly with the introduction of kayak rental operations, stand-up paddling activities, and surf instruction operations; and

WHEREAS, with the amount of responsibility that it bears and the scope of its duties, the Ocean Safety and Lifeguard Services Division warrants becoming a separate department within the City and County of Honolulu; now, therefore,

BE IT RESOLVED by the House of Representatives of the Thirty-second Legislature of the State of Hawaii, Regular Session of 2023, the Senate concurring, that the City and County of Honolulu is urged to remove the Ocean Safety and Lifeguard Services Division from the Emergency Services Department and establish it as a new, separate department; and

BE IT FURTHER RESOLVED that the Mayor of the City and County of Honolulu and Honolulu City Council are urged to work together to establish the new department pursuant to section 4-202 of the Revised Charter of the City and County of Honolulu; and

BE IT FURTHER RESOLVED that certified copies of this Concurrent Resolution be transmitted to the Mayor of the City and County of Honolulu, Chairperson of the Honolulu City Council, and Director of the Honolulu Emergency Services Department.

HOUSE OF REPRESENTATIVES
THIRTY-SECOND LEGISLATURE, 2023
STATE OF HAWAII

H.R. NO. 23 H.D. 1

HOUSE RESOLUTION

URGING THE CITY AND COUNTY OF HONOLULU TO REMOVE THE OCEAN SAFETY AND LIFEGUARD SERVICES DIVISION FROM THE EMERGENCY SERVICES DEPARTMENT AND ESTABLISH IT AS A NEW, SEPARATE DEPARTMENT.

WHEREAS, the Honolulu Emergency Services Department currently consists of the Honolulu Emergency Medical Services Division, Honolulu Ocean Safety and Lifeguard Services Division, Health Services Branch, and Community Outreach Response and Engagement Branch; and

WHEREAS, the Honolulu Emergency Services Department is responsible for the safety of the one million residents of Oahu and approximately ten million annual visitors; and

WHEREAS, the Ocean Safety and Lifeguard Services Division staffs forty-one towers around Oahu and conducts patrols with trucks, jet skis, utility task vehicles, and all-terrain vehicles to keep Oahu residents and visitors safe; and

WHEREAS, the Ocean Safety and Lifeguard Services Division partners with many first-responder organizations; and

WHEREAS, the Revised Charter of the City and County of Honolulu designates the Ocean Safety and Lifeguard Services Division as the primary responder for emergencies arising on the beach and in the nearshore waters of the island of Oahu, which features two hundred twenty-seven miles of coastline; and

WHEREAS, the Ocean Safety and Lifeguard Services Division is divided into five operational districts:

(1) The South Shore (from the Pearl Harbor entrance to Maunalua Bay);

(2) The Windward Coast (from Maunalua Bay to the Kailua side of the Mokapu Peninsula);

(3) The North Shore (from the Kaneohe side of the Mokapu Peninsula around Kahuku Point all the way to Kaena Point);

(4) The Leeward Coast (from Kaena Point down to the Pearl Harbor channel entrance); and

(5) Hanauma Bay; and

WHEREAS, each of the Ocean Safety and Lifeguard Services Division's five operational districts is staffed by a captain,

three lieutenants, and between twenty-one to sixty ocean safety officers, or lifeguards; and

WHEREAS, each operational district uses tower and mobile units to provide ocean safety service; and

WHEREAS, with some minor exceptions, most mobile units are currently staffed from 8 a.m. to 6:30 p.m., and towers operate from 9 a.m. to 5:30 p.m.; and

WHEREAS, the Ocean Safety and Lifeguard Services Division currently employs two hundred thirty-five full-time lifeguards and thirty-seven contract lifeguards, for a total force of two hundred seventy-two lifeguards, and has an annual operating budget of $19,800,000; and

WHEREAS, nearshore waters extend from the shoreline to one mile off shore, which is where the vast majority of ocean recreation activities occur; and

WHEREAS, the Ocean Safety and Lifeguard Services Division is challenged with maintaining service levels by an ever-increasing amount of ocean activity, particularly with the introduction of kayak rental operations, stand-up paddling activities, and surf instruction operations; and

WHEREAS, with the amount of responsibility that it bears and the scope of its duties, the Ocean Safety and Lifeguard Services Division warrants becoming a separate department within the City and County of Honolulu; now, therefore,

BE IT RESOLVED by the House of Representatives of the Thirty-second Legislature of the State of Hawaii, Regular Session of 2023, that the City and County of Honolulu is urged to remove the Ocean Safety and Lifeguard Services Division from the Emergency Services Department and establish it as a new, separate department; and

BE IT FURTHER RESOLVED that the Mayor of the City and County of Honolulu and Honolulu City Council are urged to work together to establish the new department pursuant to section 4-202 of the Revised Charter of the City and County of Honolulu; and

BE IT FURTHER RESOLVED that certified copies of this Resolution be transmitted to the Mayor of the City and County of Honolulu, Chairperson of the Honolulu City Council, and Director of the Honolulu Emergency Services Department.

HONOLULU CITY COUNCIL

KE KANIHELA O KE KALANA O HONOLULU

CITY AND COUNTY OF HONOLULU

No. 24-50

RESOLUTION

INITIATING AMENDMENTS TO THE REVISED CHARTER OF THE CITY AND COUNTY OF HONOLULU 1973 (AMENDED 2017 EDITION), AS AMENDED, RELATING TO THE ESTABLISHMENT OF A DEPARTMENT OF OCEAN SAFETY.

WHEREAS, the City Council ("Council") recognizes that ocean safety is a public safety necessity for an island society like that of the City and County of Honolulu ("City"); and

WHEREAS, the Honolulu Emergency Services Department is currently composed of the Emergency Medical Services Division, the Ocean Safety Division ("Ocean Safety"), and the Health Services Branch; and

WHEREAS, the Director of Emergency Services has many responsibilities as described under Section 6-603(a) of the Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition), as amended ("Charter"), including: being the City's primary provider of emergency medical care; developing and providing training and educational programs related to emergency medical services and injury prevention; being responsible for medical matters relating to public health and welfare; and being responsible for the administration of the City's health services programs and medical evaluations of current and prospective City employees; and

WHEREAS, pursuant to Charter Section 6-603(b), the Director of Emergency Services is also responsible for being the primary responder to emergencies arising on the beach and in the near shore waters; and for carrying out training, educational, and risk reduction programs related to ocean safety; and

WHEREAS, within the Department of Emergency Services' Ocean Safety and Lifeguard Services Division ("Division"), there are currently 271 Water Safety Officers, eight rescue ski teams, and 42 lifeguard towers in operation from 8:00 a.m. to 6:30 p.m.; and

WHEREAS, the Division is responsible for monitoring 227 miles of coastline around the island of O'ahu; and

WHEREAS, the Division reported to the Council in January of 2024 that it annually performs approximately 3,000 rescues and 1.4 million preventative actions, and responds to approximately 40 drownings; and

HONOLULU CITY COUNCIL

KE KANIHELA O KE KALANA O HONOLULU

CITY AND COUNTY OF HONOLULU

No. 24-50

RESOLUTION

WHEREAS, the need for the City to have a dedicated ocean safety department has been a topic of discussion for several years, but with the State of Hawai'i's recent complete transfer of all emergency medical services functions on O'ahu to the City, the need for a separate department of ocean safety has become more urgent; and

WHEREAS, during his 2023 State of the City address, Honolulu Mayor Rick Blangiardi announced the creation of a task force to study whether the people of the City and visitors to O'ahu would be better and more efficiently served by having separate departments for emergency medical services and ocean safety; and

WHEREAS, this task force is scheduled to deliver its findings and recommendations to the Mayor in early 2024 on whether or not ocean safety should be a standalone public safety agency in the City, on an equal status with the Honolulu Police and Fire Departments; and

WHEREAS, if a separate City ocean safety department is to be established, the Council believes it would be best administered by a board, creating accountability and oversight similar to that provided by the City's Fire Commission and Police Commission over the City's other public safety departments, the Honolulu Fire Department and Honolulu Police Department; and

WHEREAS, pursuant to Charter Section 15-101, the Council may initiate, by resolution, amendments to the Charter; and

WHEREAS, pursuant to Charter Section 15-102.1, the Mayor's approval is required for any Charter amendment proposed by the Council at a general election held in a year ending in a "4" or an "8"; now, therefore,

BE IT RESOLVED by the Council of the City and County of Honolulu:

1. That the following question be placed on the 2024 general election ballot:

   "Shall the Revised City Charter be amended to establish a Department of Ocean Safety and remove ocean safety responsibilities from the Department of Emergency Services?"

2. That Section 6-603, Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition), as amended, be amended to read as follows:

"Section 6-603. Powers, Duties and Functions –

The director of emergency services shall:

(a) [~~As to medical services:~~

~~(1)~~] Be the primary provider of emergency medical care[~~;~~].

[~~(2)~~] (b) Develop programs and provide training and educational programs related to emergency medical services and injury prevention[~~;~~].

[~~(3)~~] (c) Be responsible for medical matters relating to public health and welfare.

[~~(4)~~] (d) Be responsible for the administration of the city's health services programs and medical evaluations of current and prospective city employees.

[~~(b) As to ocean safety:~~

~~(1) Be the primary responder to emergencies arising on the beach and in the near shore waters;~~

~~(2) Be responsible for ocean safety training, educational, and risk reduction programs relating to ocean safety.~~

~~(c)~~] (e) Perform such other duties as may be required by law."

3. That Article VI of the Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition), as amended ("Executive Branch – Managing Director and Agencies Directly Under the Managing Director"), be amended by adding a new chapter to be appropriately designated by the Revisor of the Charter and to read as follows:

"CHAPTER __ -
DEPARTMENT OF OCEAN SAFETY

Section 6-__01. Organization –

There shall be a department of ocean safety, which shall consist of an ocean safety chief, an ocean safety commission, and the necessary staff. The

ocean safety chief shall be the administrative head of the ocean safety department.

Section 6-__02. Statement of Policy –

It is hereby declared to be the purpose of this chapter of the charter to establish in the city a system of ocean safety protection and prevention and emergency rescue, which shall be based on qualified and professional leadership and personnel. In order to achieve this purpose, the ocean safety department shall be conducted in accordance with the following:

(a) Standards for recruitment shall be designed to attract into the department persons with high degrees of education, intelligence, personal stability, and physical agility.

(b) Promotions and other personnel actions shall be based upon fair and appropriate standards of merit, ability, and work performance.

(c) Appropriate training shall be provided to the maximum extent possible and practicable.

Section 6-__03. Ocean Safety Chief, Qualifications –

The ocean safety chief shall be appointed by the ocean safety commission. The chief may be removed by the ocean safety commission only after being given a written statement of the reasons for removal and an opportunity for a hearing before the commission. The chief shall have had a minimum of five years of training and experience in a supervisory role in an ocean safety agency, at least three years of which shall have been in a managerial and administrative capacity.

Section 6-__04. Powers, Duties and Functions –

The ocean safety chief shall:

(a) Perform ocean safety and emergency response work to save lives, property, and the environment.

(b) Be the primary responder to emergencies arising on the beach and in the near shore waters; provided that near shore waters are defined as those within one statute mile from shore.

(c) Provide emergency medical care and general safety measures to the public in cooperation with the department of emergency services.

(d) Train, equip, maintain, and supervise a force of ocean safety and emergency response personnel.

(e) Provide ocean safety training, education, and risk reduction programs relating to ocean safety.

(f) Appoint the deputy ocean safety chief and the private secretaries to the ocean safety chief and the deputy ocean safety chief.

(g) Perform such other duties as may be required by law.

Section 6-__05. Ocean Safety Commission –

There shall be an ocean safety commission, which shall consist of five members. The commission may appoint such staff and engage consultants as necessary for the performance of its duties. The commission shall be governed by the provisions of Section 13-103 of this charter.

Section 6-__06. Powers, Duties and Functions –

The ocean safety commission shall:

(a) Adopt rules necessary for the conduct of its business and review rules for the administration of the department of ocean safety.

(b) Review the annual budget prepared by the ocean safety chief and make recommendations thereon to the mayor and the council.

(c) Review the department's operations, as deemed necessary, for the purpose of recommending improvements to the ocean safety chief.

(d) Evaluate at least annually the performance of the ocean safety chief and submit a report on the evaluation to the mayor and the council.

(e) Review personnel actions within the department for conformance with the policies under Section 6-__02 of this chapter.

(f) Hear complaints of citizens concerning the department or its personnel and, if deemed necessary, make recommendations to the ocean safety chief on appropriate corrective actions.

(g) Submit an annual report to the mayor and the council on its activities. Except for purposes of inquiry or as otherwise provided in this charter, neither the commission nor its members shall interfere in any way with the administrative affairs of the department.

Section 6-__07. Suspension; Removal; Appeals –

1. Suspension or removal of any officer or employee of the department of ocean safety shall be made pursuant to law and the rules of the department.

2. Appeals from personnel actions shall be in accordance with Section 6-1108 of this charter."

4. Article 16, Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition), as amended ("Transitional Schedule"), is amended by adding a new section to be designated by the Revisor of the Charter and to read as follows:

"**Section 16-___. Transitional Provisions Relating to the Establishment of the Department of Ocean Safety –**

1. All civil service officers and employees holding permanent appointments to positions in the ocean safety division of the department of emergency services on December 31, 2024 shall continue with the department of ocean safety from January 1, 2025. The civil service officers and employees subject to this section shall suffer no loss of vacation allowance, sick leave, service credits, retirement benefits, or other rights and privileges because of the charter amendments of this resolution. Nothing in this section, however, shall be construed as preventing future changes in their status pursuant to the civil service provisions of this charter.

2. The head of the ocean safety division of the department of emergency services on December 31, 2024, shall serve as the chief of the department of ocean safety from January 1, 2025, subject to removal by the ocean safety commission pursuant to Section 6- 03."

5. That in Sections 2 and 4 of this resolution, Charter material to be repealed is bracketed and stricken, and new Charter material is underscored. When revising, compiling, or printing these Charter provisions for inclusion in the Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition), as amended, the Revisor of the Charter need not include the brackets, the material that has been bracketed and stricken, or the underscoring.

6. That the Revisor of the Charter, in revising, compiling, or printing the Charter, may change capitalization or the form of numbers and monetary sums for the sake of uniformity.

   If the Charter provisions amended pursuant to this resolution are amended by any other Charter amendment(s) approved by the electors at the 2024 general election, the Revisor of the Charter, in revising, compiling, or printing the Charter:

   a. May designate or redesignate articles, chapters, sections, or parts of sections, and rearrange references thereto; and

   b. Shall, except as otherwise expressly provided in this resolution or in the other resolution(s) amending these Charter provisions, give effect, to the extent possible, to all of the amendments approved.

7. That upon adoption of this resolution by the Council and its approval by the Mayor, the City Clerk is directed to:

   a. Prepare the necessary ballots with the question contained in this resolution and with spaces for "yes" and "no" votes on the question for presentation to the electors at the 2024 general election. The City Clerk may make technical and nonsubstantive changes to the form of the question presented in order to conform it to the form of other Charter amendment questions presented to the electors at the same election; and

   b. Publish the above-proposed Charter amendments at length in a daily newspaper of general circulation in the City and County of Honolulu at least 45 days prior to their submission to the electors at the 2024 general election.

HONOLULU CITY COUNCIL

KE KANIHELA O KE KALANA O HONOLULU

CITY AND COUNTY OF HONOLULU

No. 24-50

RESOLUTION

8. That upon approval of the Charter amendment question posed in Section 1 of this resolution by a majority of the electors voting thereon, as duly certified, the Charter amendments proposed in this resolution shall take effect on January 1, 2025.

INTRODUCED BY:

A. Kpola

DATE OF INTRODUCTION:

FEB 21 2024

Honolulu, Hawai'i

Councilmembers

APPROVED this ___ day of _____, 20__

RICK BLANGIARDI, Mayor
City and County of Honolulu

Drownings in Hawaii

Dan Galanis, Ph.D.
Epidemiologist
Injury Prevention and Control Section
EMS & Injury Prevention System Branch
Hawaii Department of Health

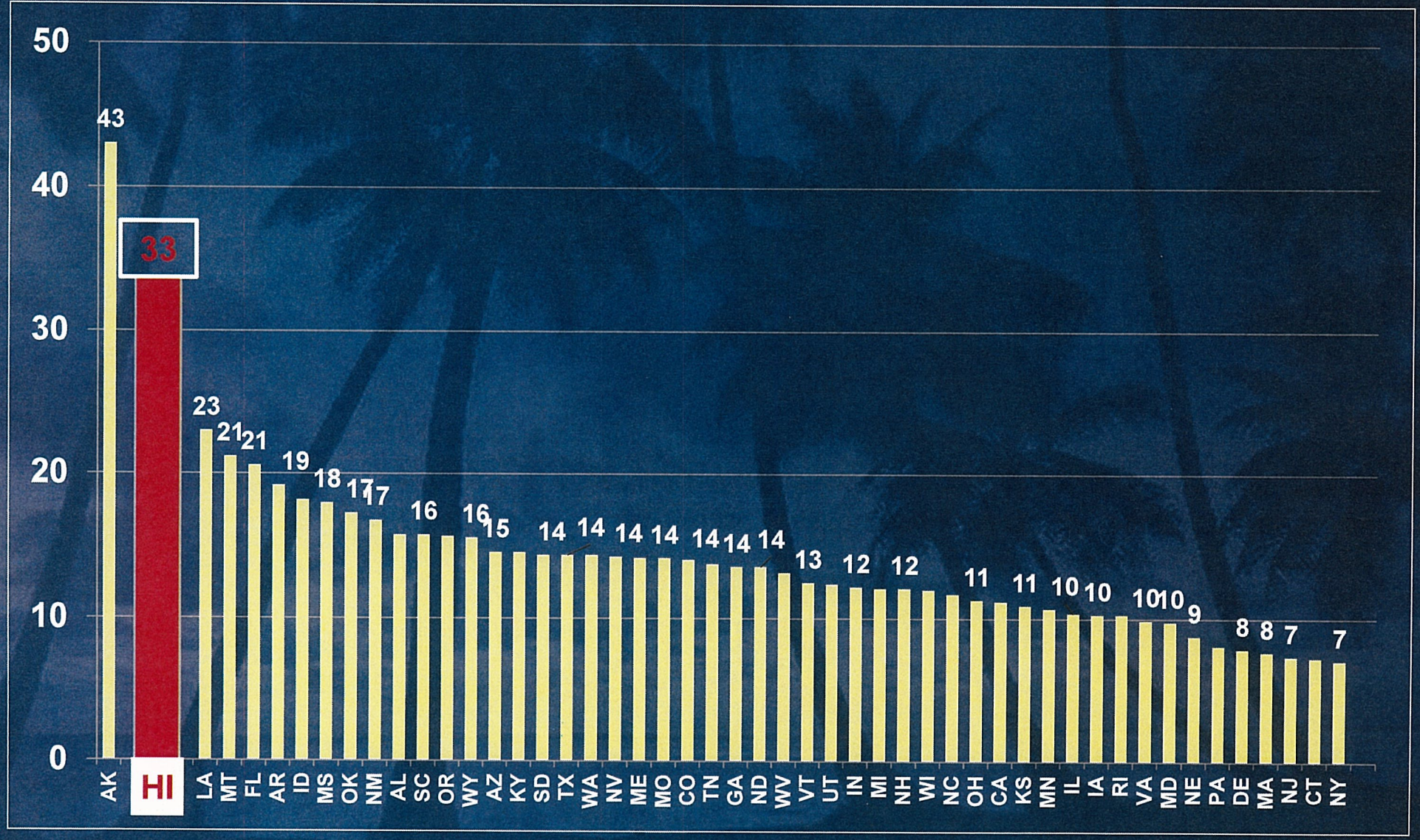
Ph: 733-9236
e-mail: daniel.galanis@doh.hawaii.gov

Overview of presentation

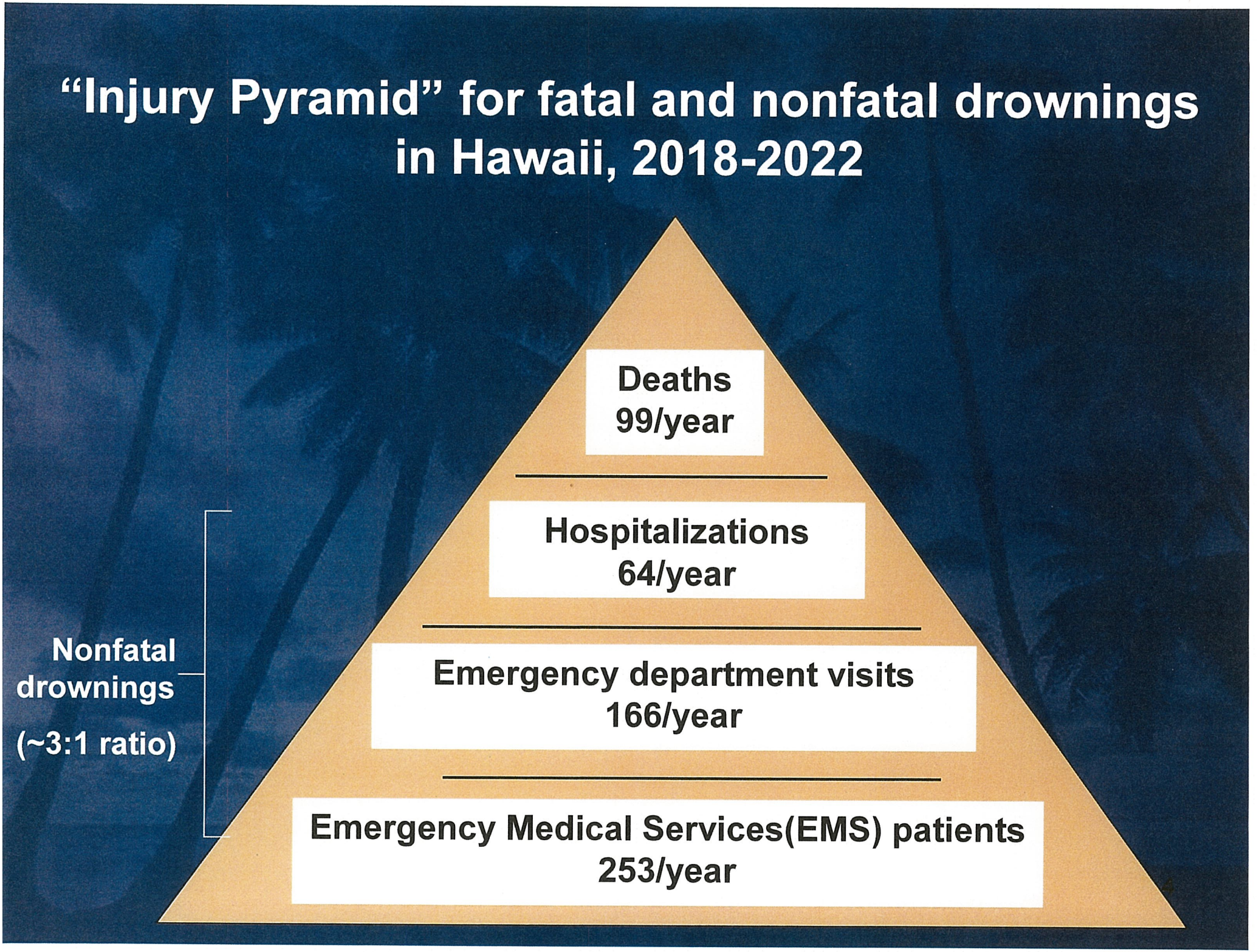
- **Part 1: Child drownings**
  - *Swimming pool environments*
  - *Very young victims*
- **Part 2: Drownings in ocean**
    - *High risk among non-residents (tourists)*
      - Challenge of visitor education
    - *Importance of ocean safety lifeguard capacity*
      - Higher mortality rates on Neighbor Islands?
- **Part 3: Public rescue tubes (in lieu of Bridget Kaumeheiwa Velasco, Maui District Health Office)**
    - *Kauai success story*
      - Implementation in other counties

Average annual drowning* fatality rate (/1,000,000), by state, 2017-2021

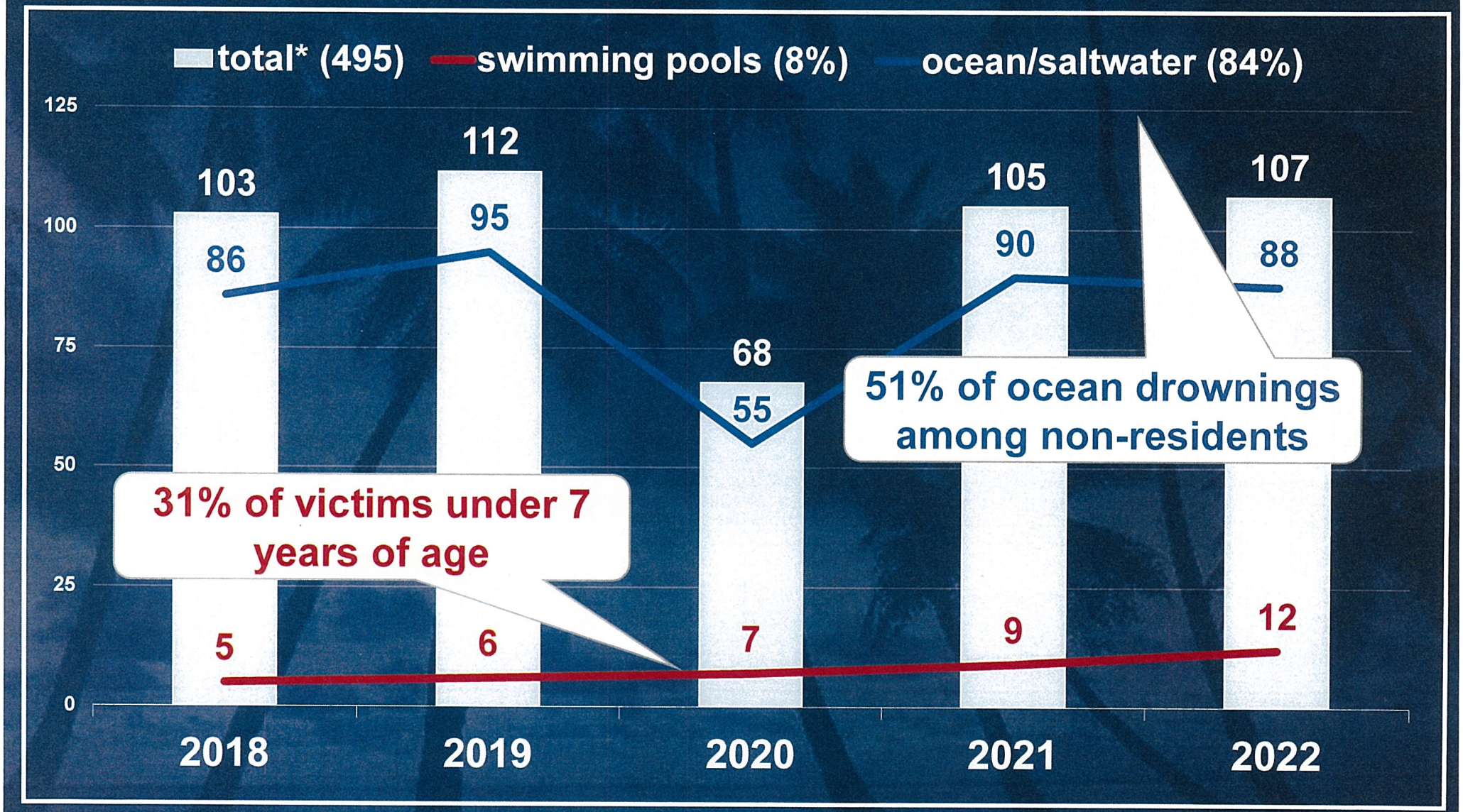
(*Includes drownings in all environments among residents of that state)



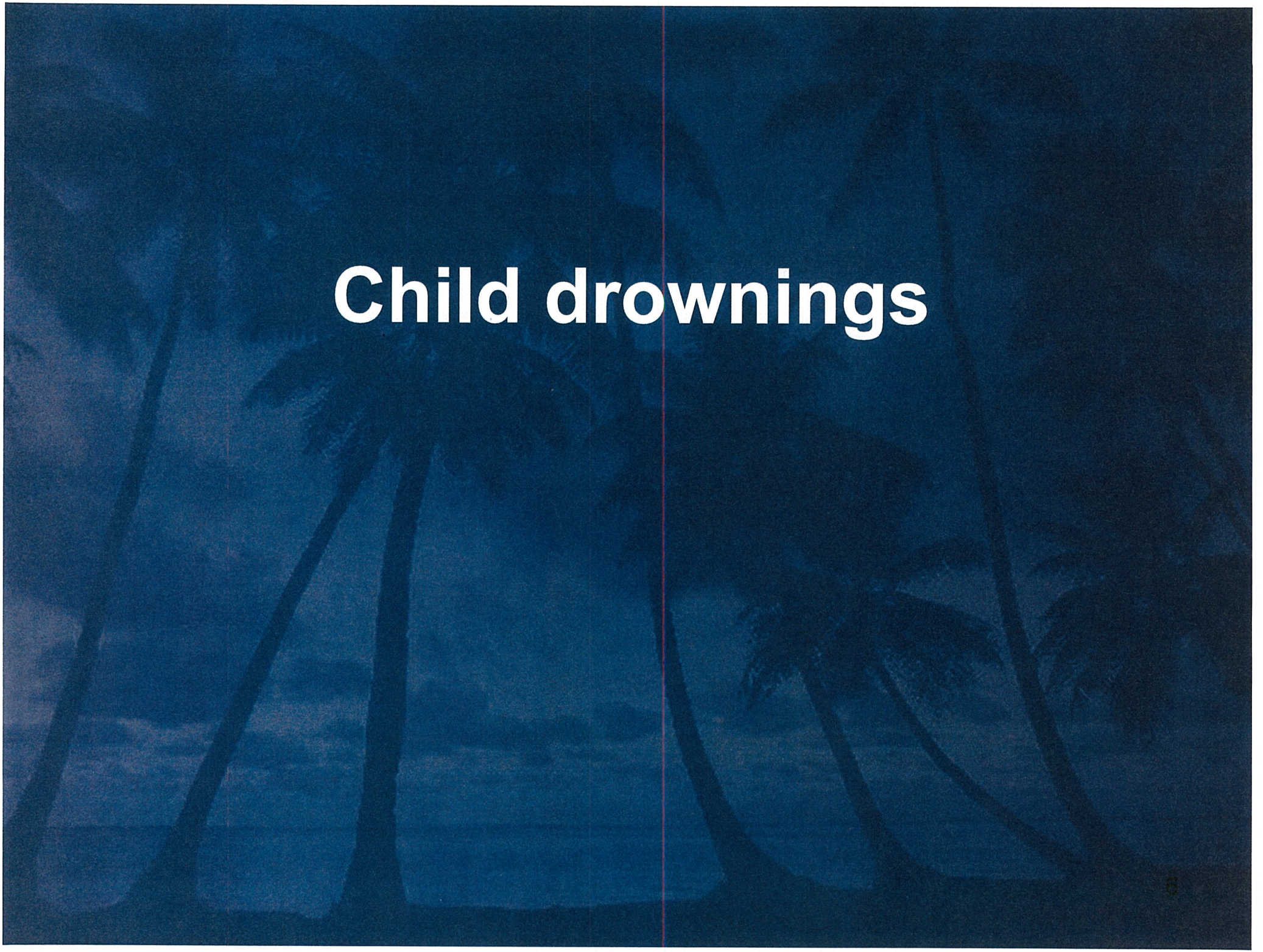
"Injury Pyramid" for fatal and nonfatal drownings in Hawaii, 2018-2022



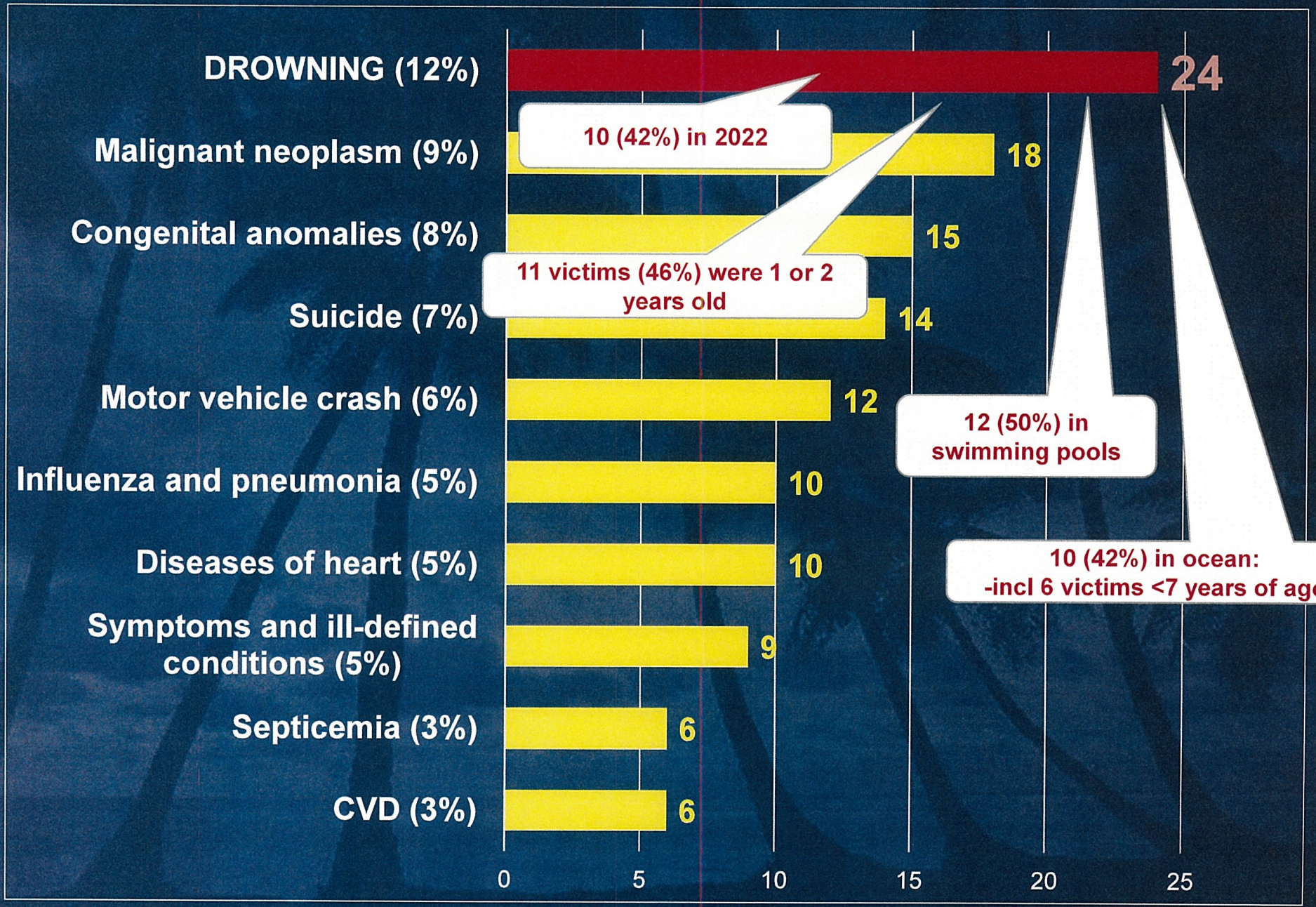
Fatal drownings in Hawaii, by environment, 2018-2022



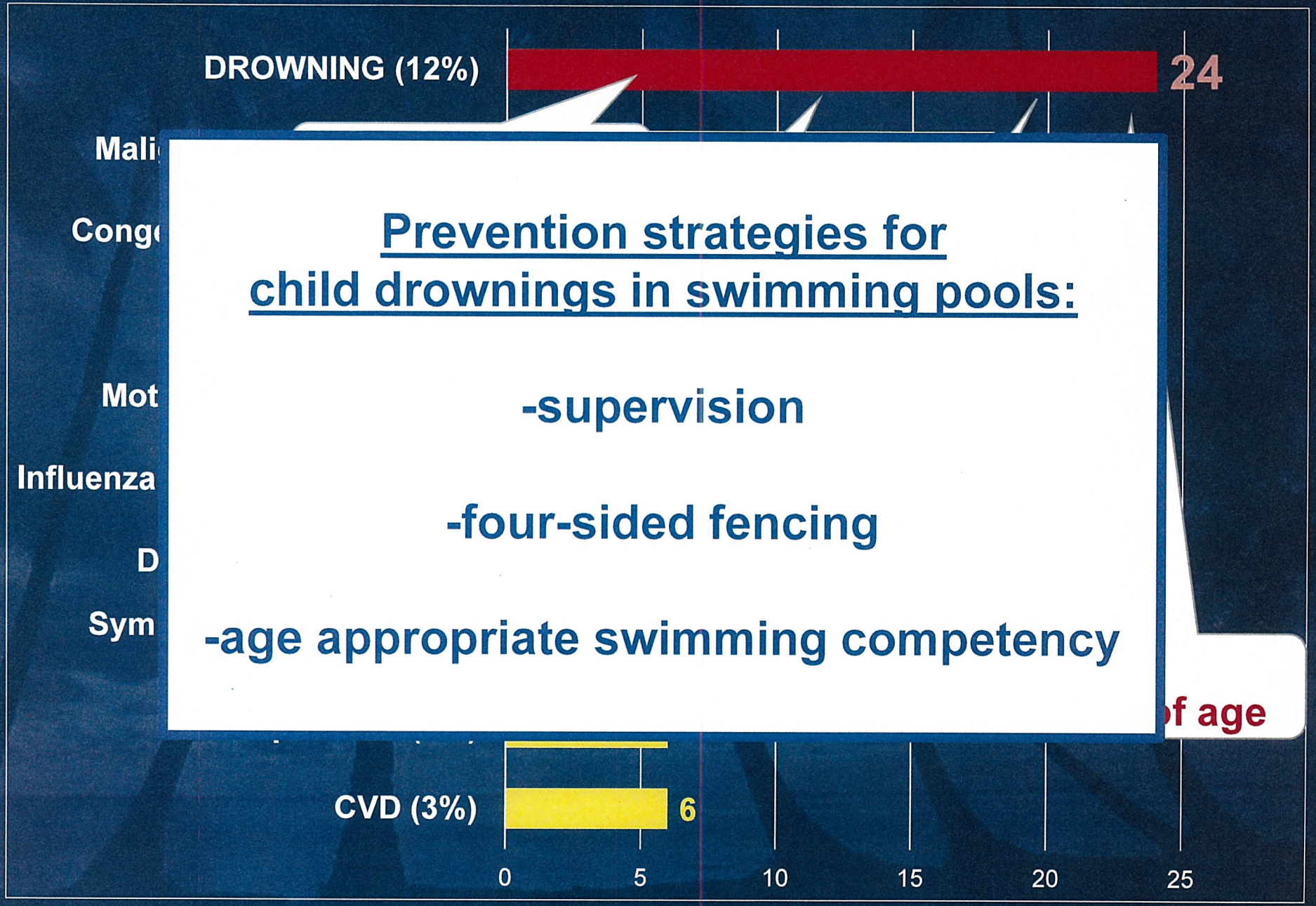
*Includes fatal drownings in freshwater (19), bathtubs (16), and other environments (7)

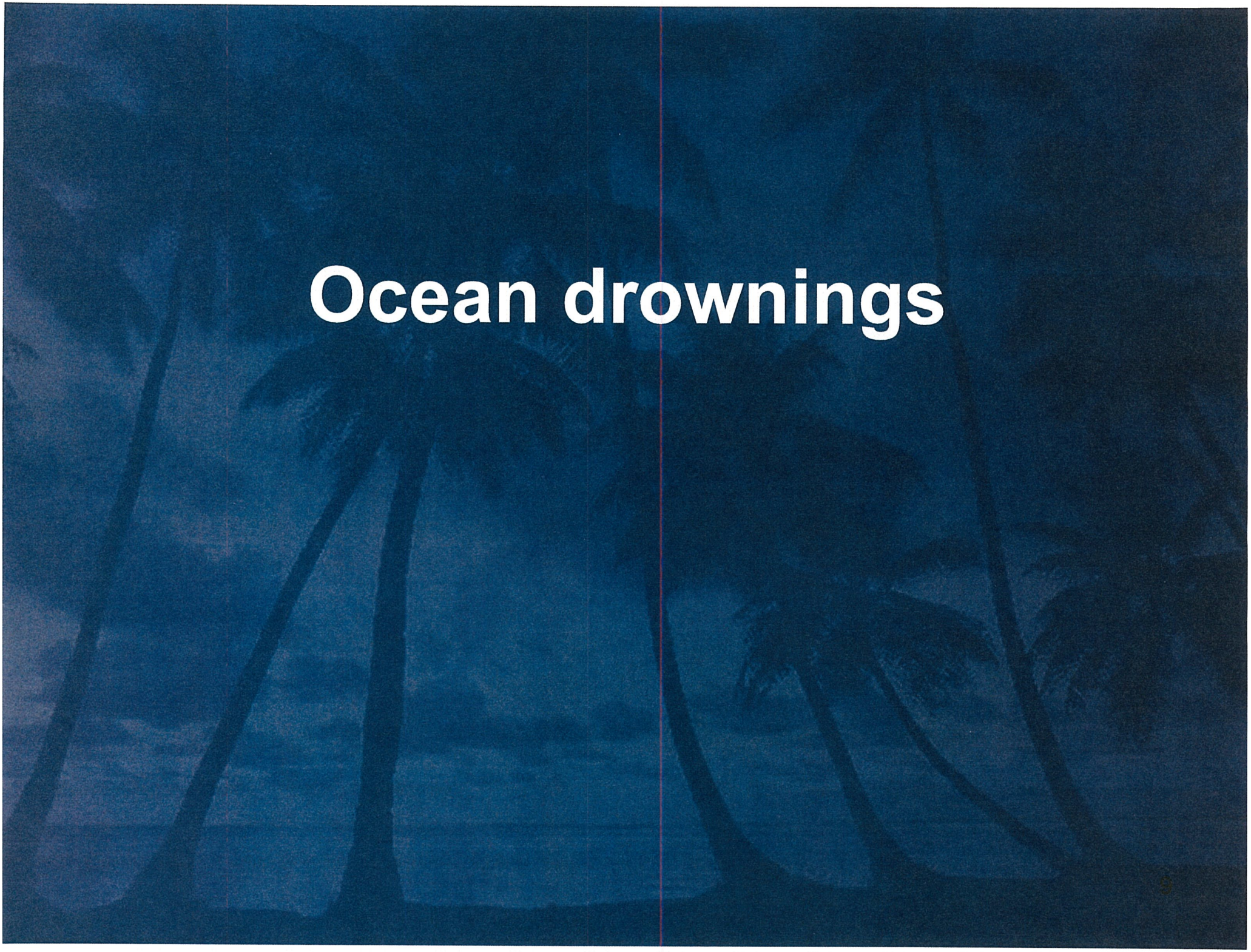

Child drownings

Leading causes of death among 1 to 15 year-olds in Hawaii, 2018-2022

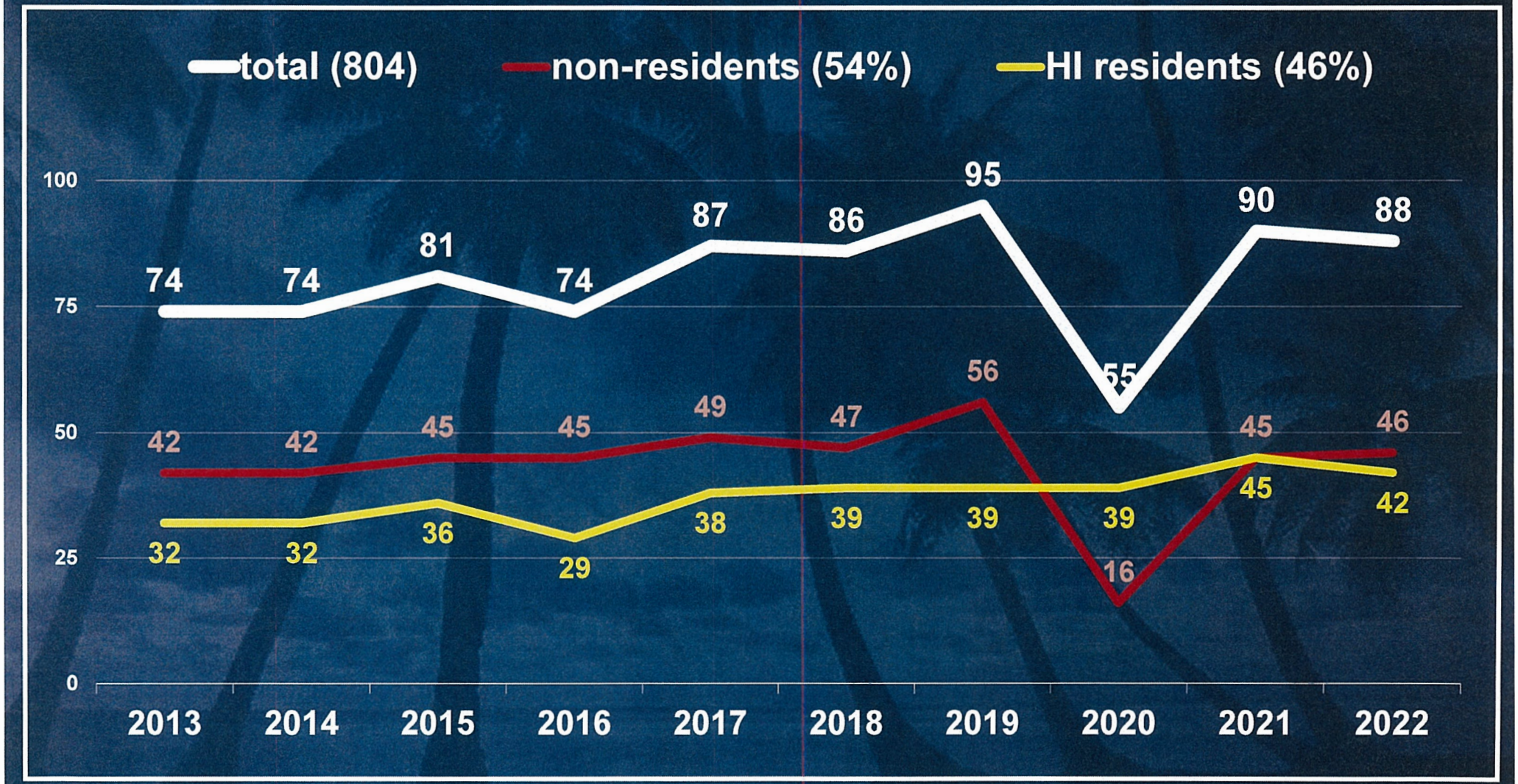


Leading causes of death among 1 to 15 year-olds in Hawaii, 2018-2022

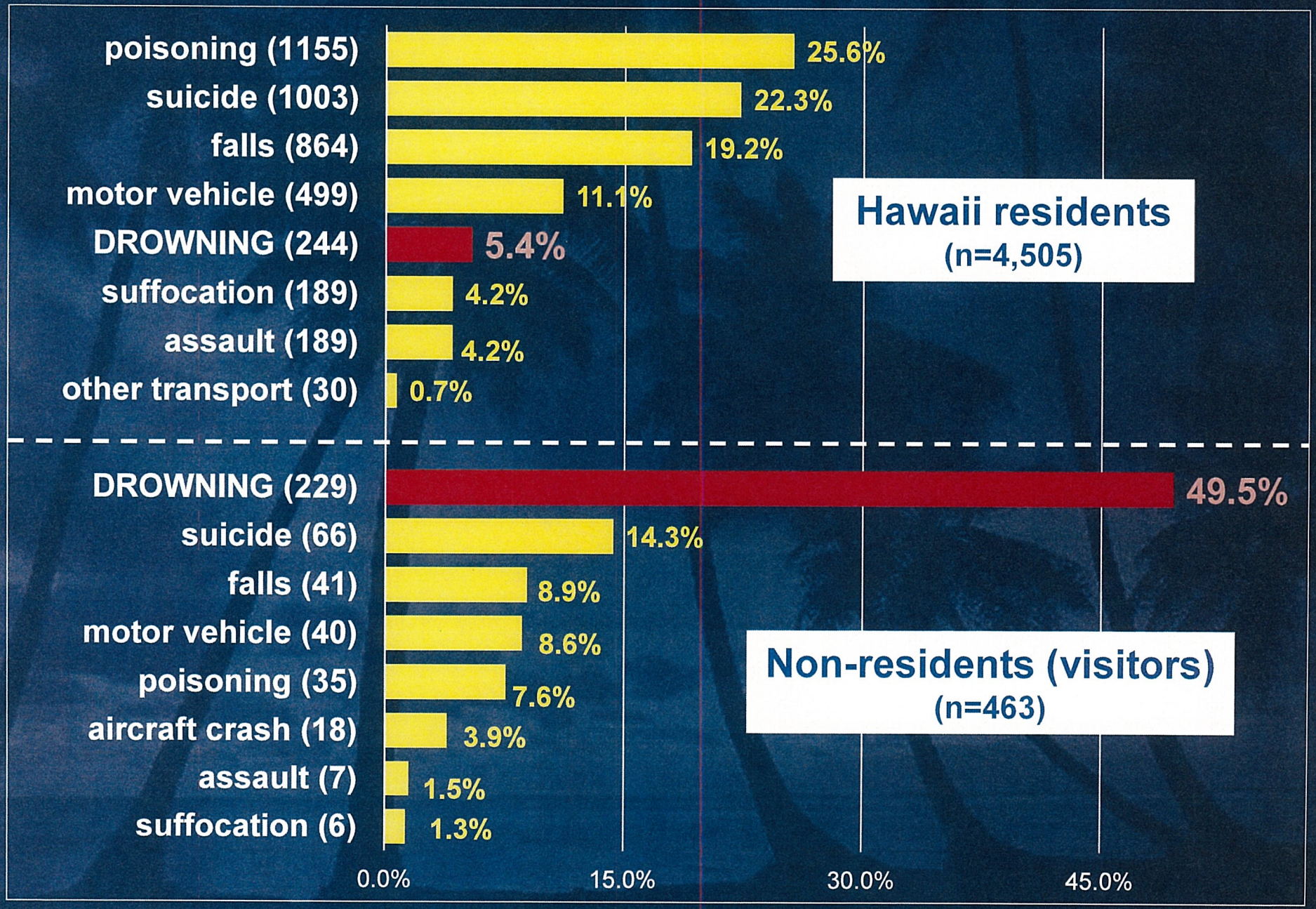



Ocean drownings

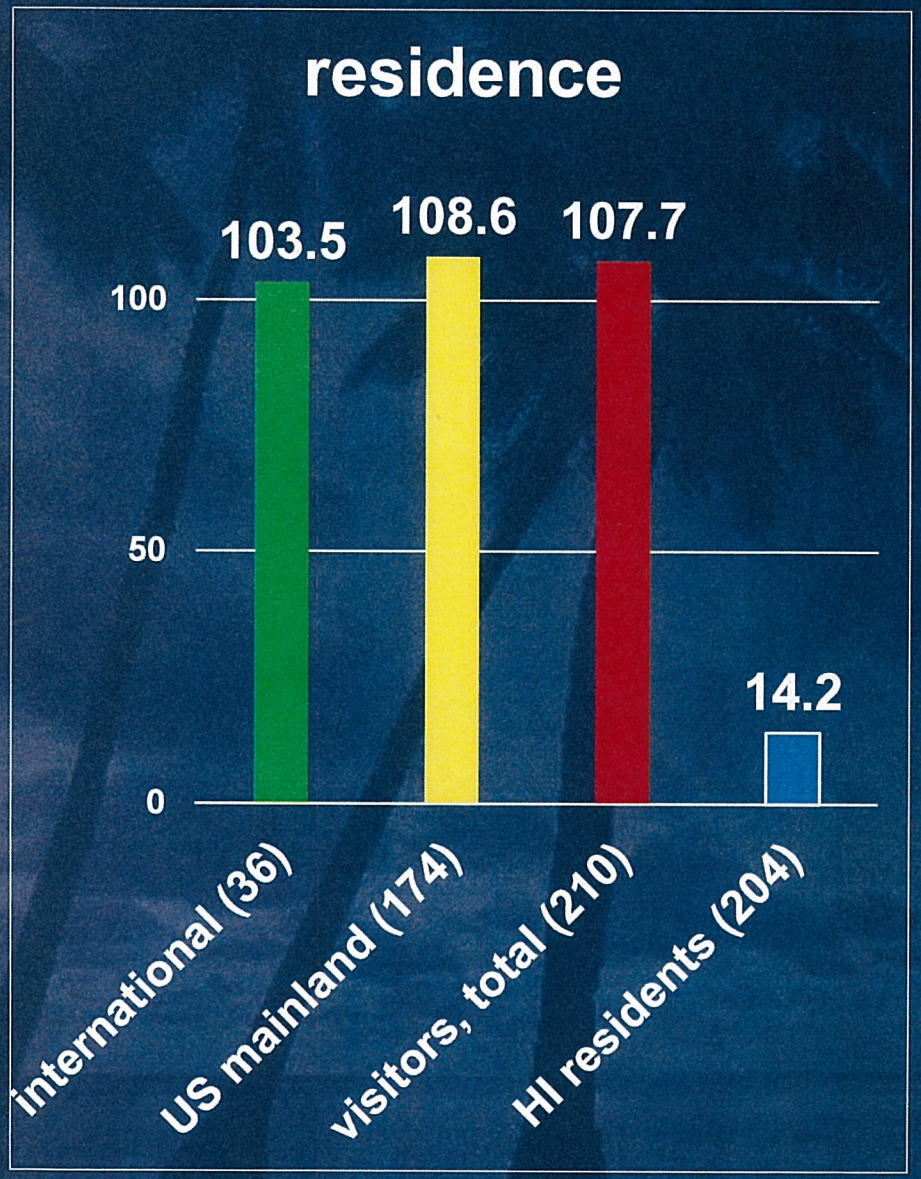
Fatal ocean drownings in Hawaii, by victim residence status 2013-2022

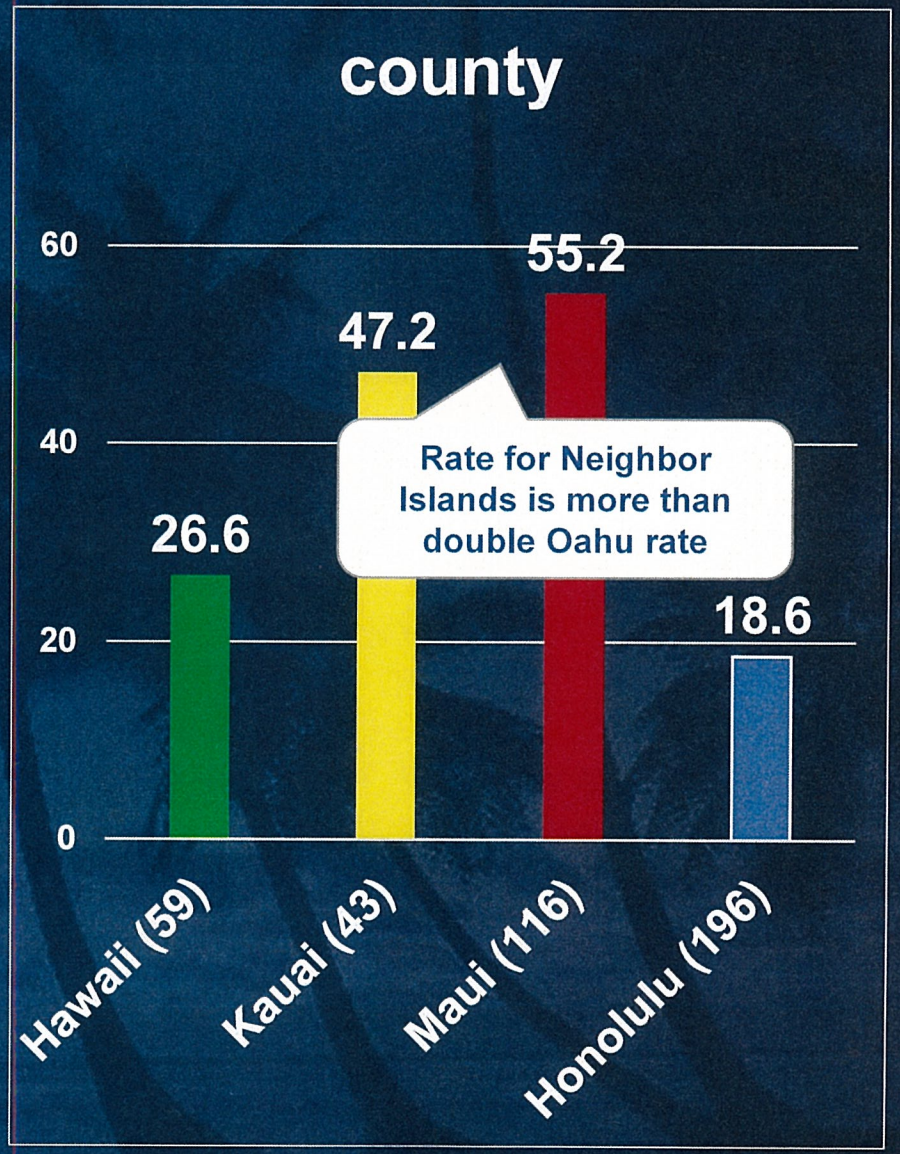


Leading causes of fatal injuries in Hawaii, by residence of victims, 2018-2022



Five-year ocean drowning fatality rates (/100,000) in Hawaii, by residence of victim (left), and county (right), 2018-2022





Five-year ocean drowning fatality rates (/100,000) in Hawaii, by residence of victim (left), and county (right), 2018-2022



Prevention strategies:

-visitor education:
awareness of both **external** (surf, currents) and **internal** (ability, "know your limits") factors

-key message: "go to lifeguarded beaches"
partner with visitor industry (HTA)
to promote visitor education

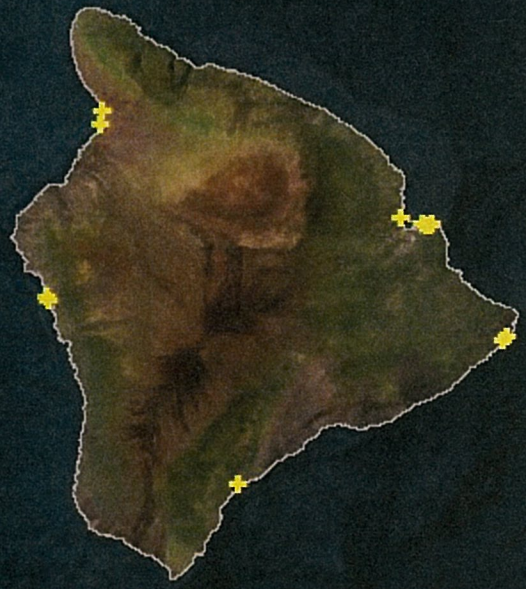
-advocate for expansion of
ocean lifeguarding capacity

Approximate locations of ocean lifeguard towers in Hawaii









CITY AND COUNTY OF HONOLULU

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OFFICE OF THE MAYOR

Ke Ke'ena o ka Meia

FIRST NEW LIFEGUARD TOWER IN 11 YEARS OPENS AT KAHE POINT BEACH PARK

August 4, 2023



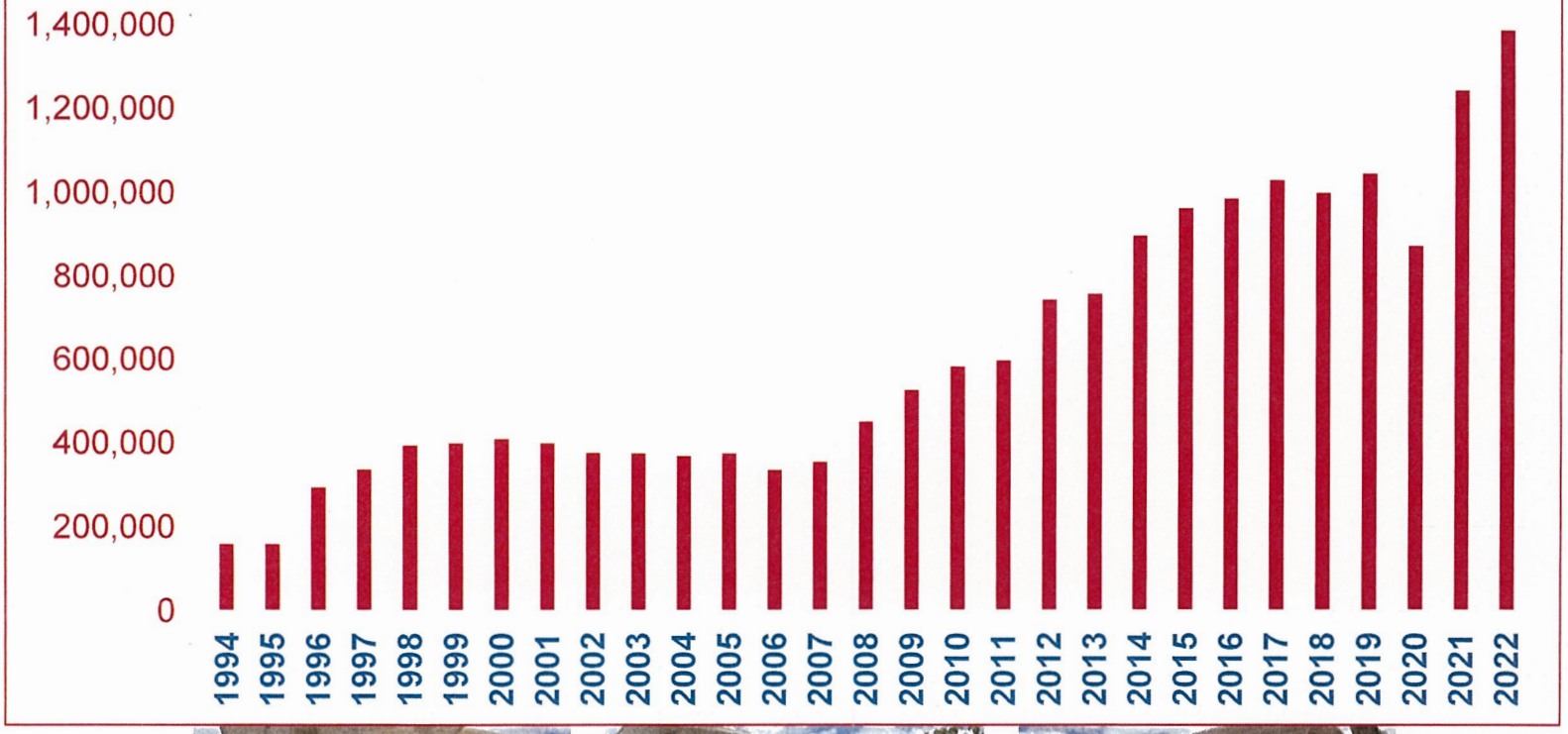
Approximate locations of ocean lifeguard towers in Hawaii



CITY AND COUNTY OF HONOLULU

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Annual number of "preventive actions" By C&C Honolulu ocean safety lifeguards, 1994-2022

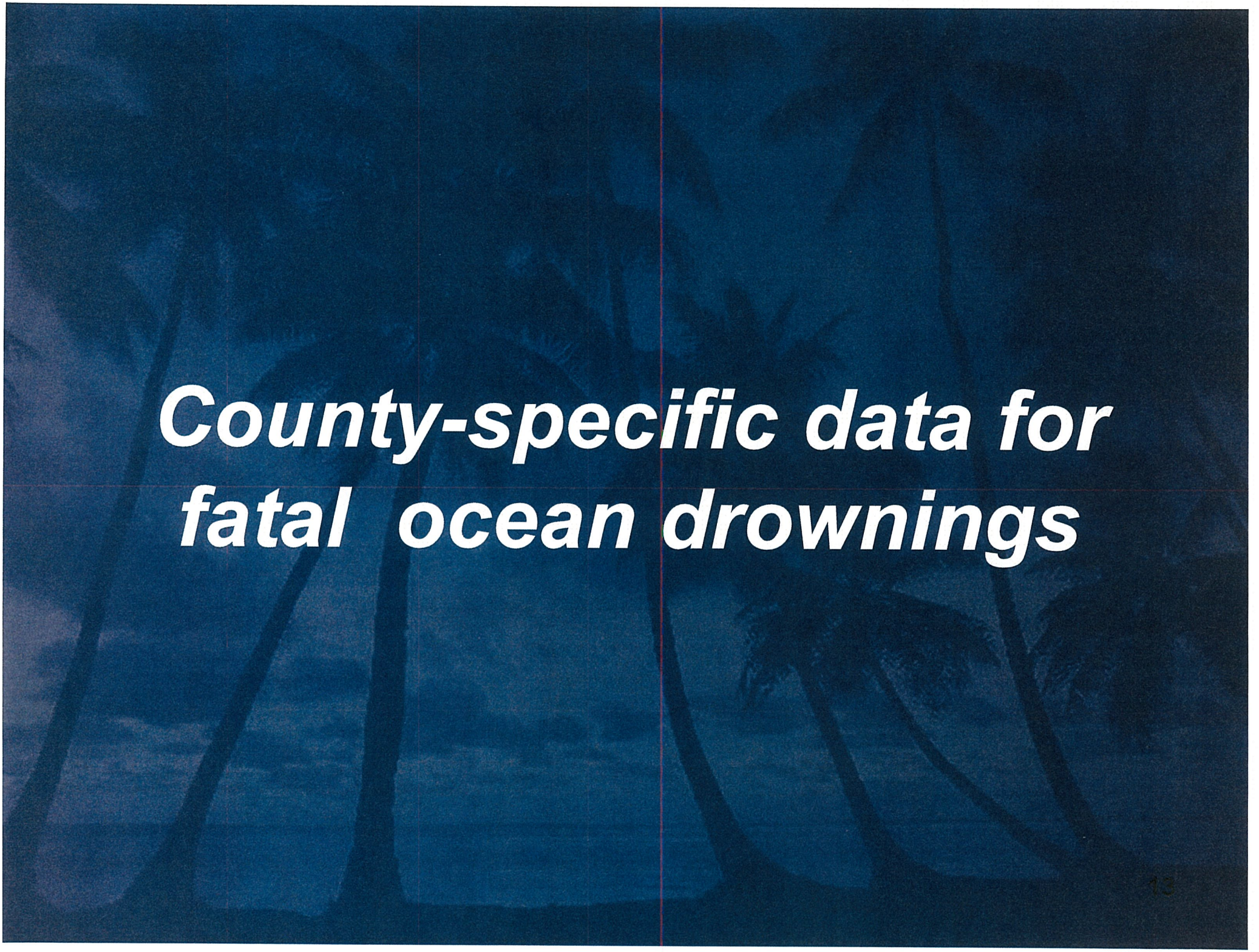










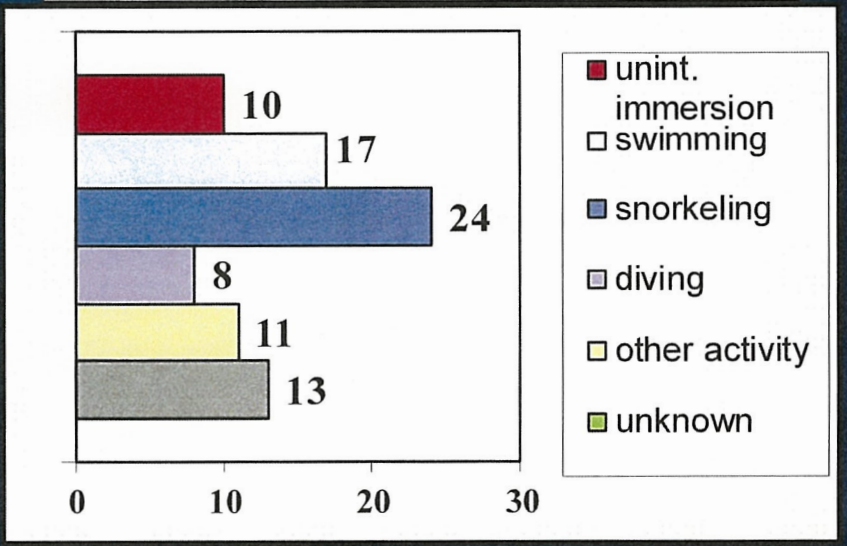

County-specific data for
fatal ocean drownings

Ocean drownings on Kauai, 2013-2022

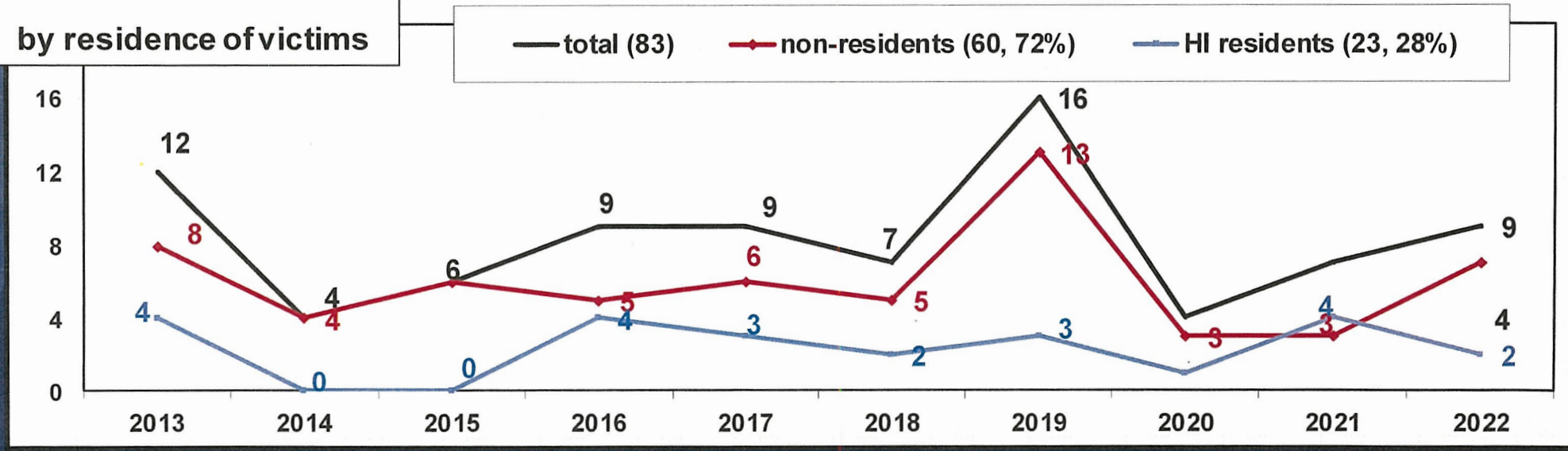
• Summary

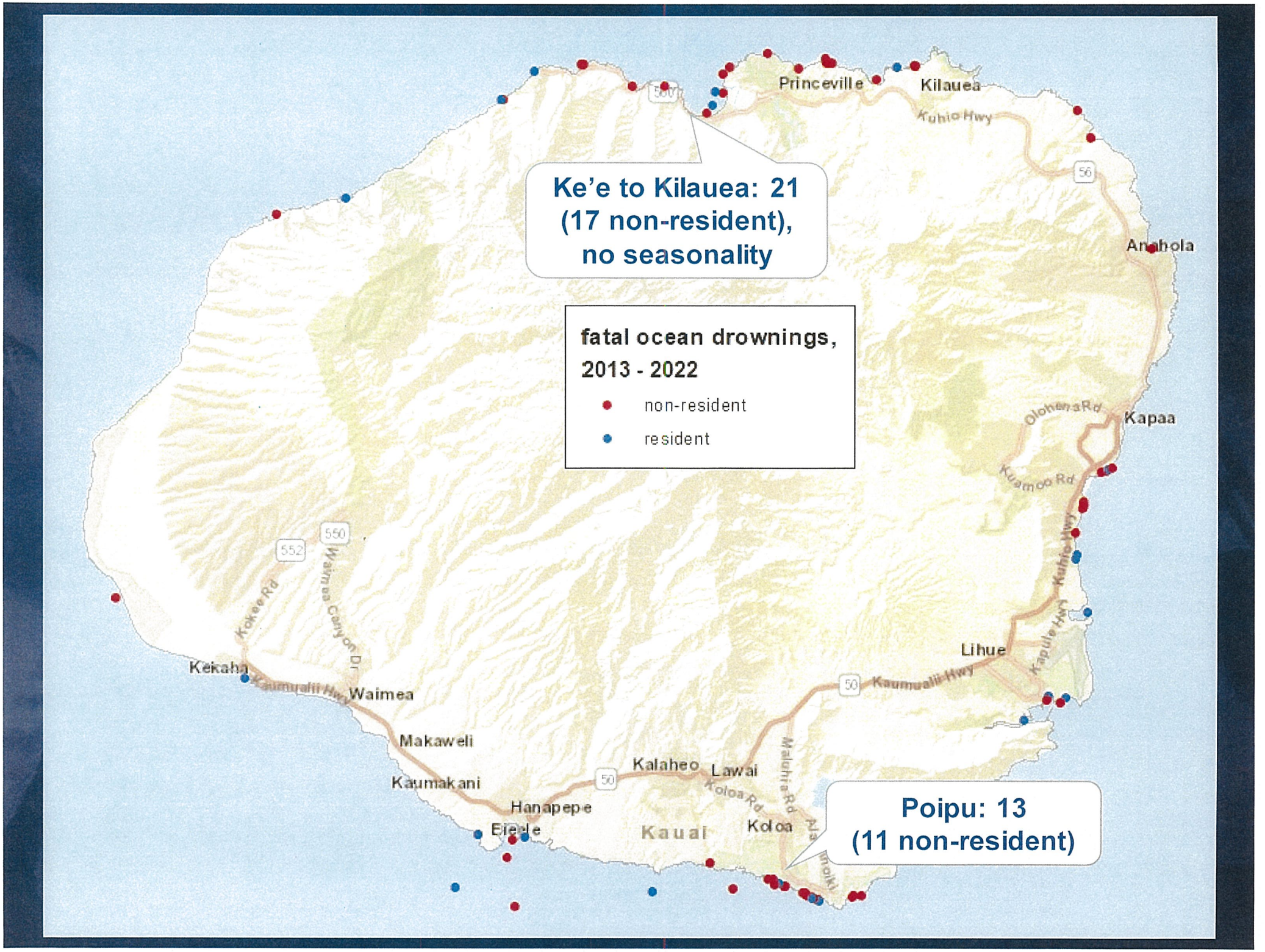
- *83 total, 4 to 16 per year*
- *No clear trend*
- *Mostly (72%) non-residents*
- *Activity: Snorkeling (29%) and swimming (20%)*

Number of drownings, by activity



Annual trends, by residence of victims

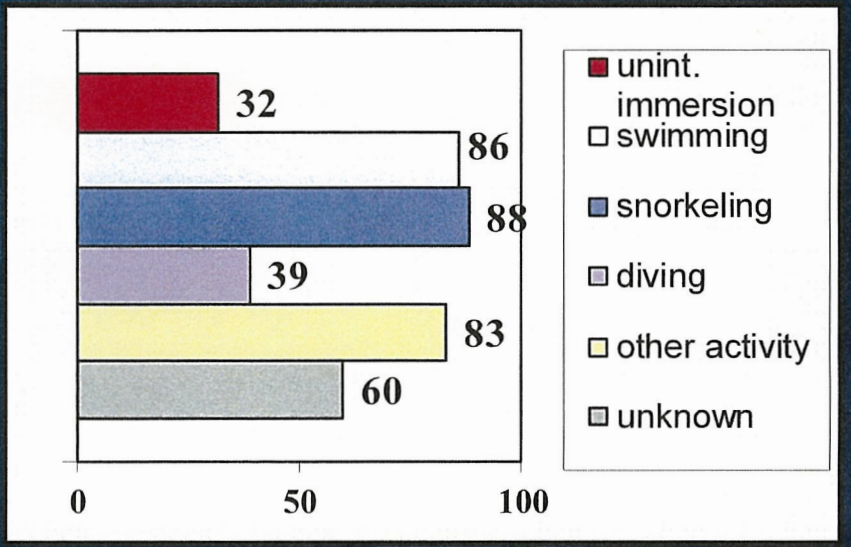



Ke'e to Kilauea: 21
(17 non-resident),
no seasonality
fatal ocean drownings,
2013 - 2022
non-resident
resident
Poipu: 13
(11 non-resident)
Princeville
Kilauea
Kuhio Hwy
Anahola
Kapaa
Olohena Rd
Kuamoo Rd
Kuhio Hwy
Lihue
Kapule Hwy
Kaumualii Hwy
Waimea
Kekaha
Kokee Rd
Waimea Canyon Dr
Makaweli
Kaumakani
Hanapepe
Eleele
Kalaheo
Lawai
Koloa Rd
Koloa
Malahia Rd
Kauai
550
552
50
56

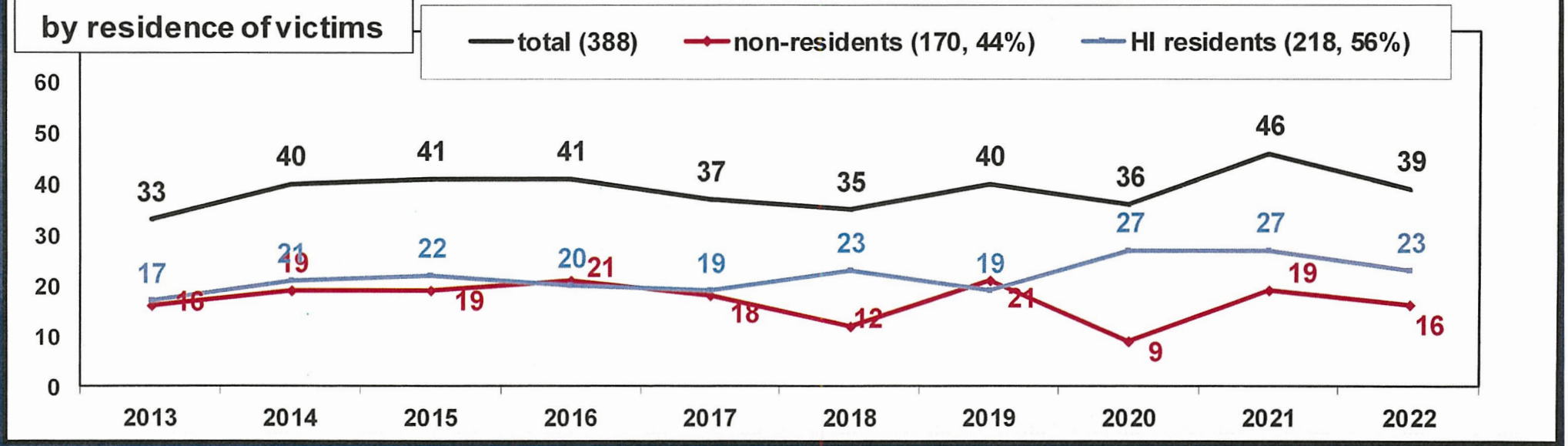
Ocean drownings on Oahu, 2013-2022

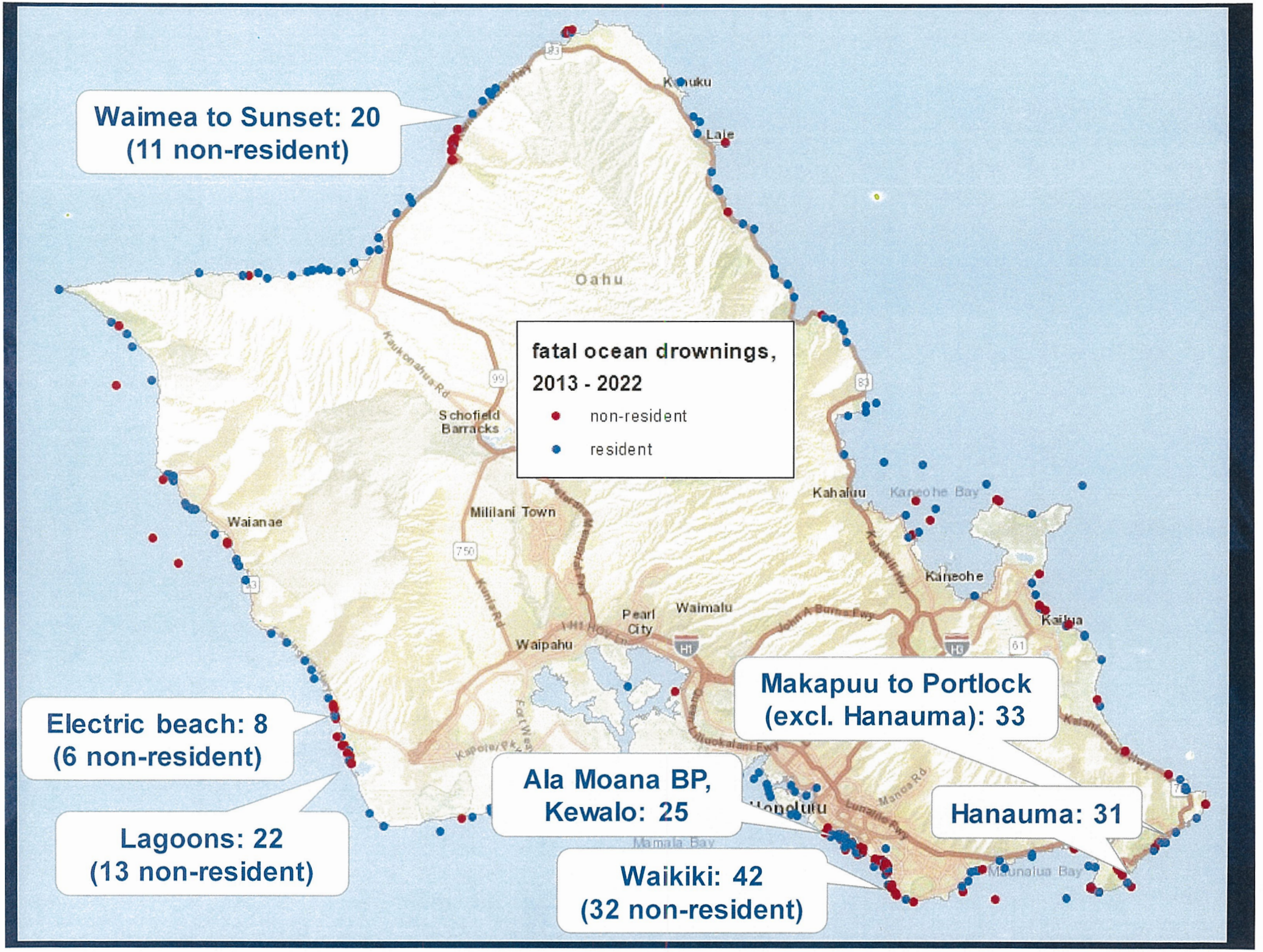
- **Summary**
- *388 total, 33 to 46 per year*
- *No trend*
- *Slightly more residents (56%)*
-
- *Activity: snorkeling (23%) & swimming (22%)*

Number of drownings, by activity



Annual trends, by residence of victims



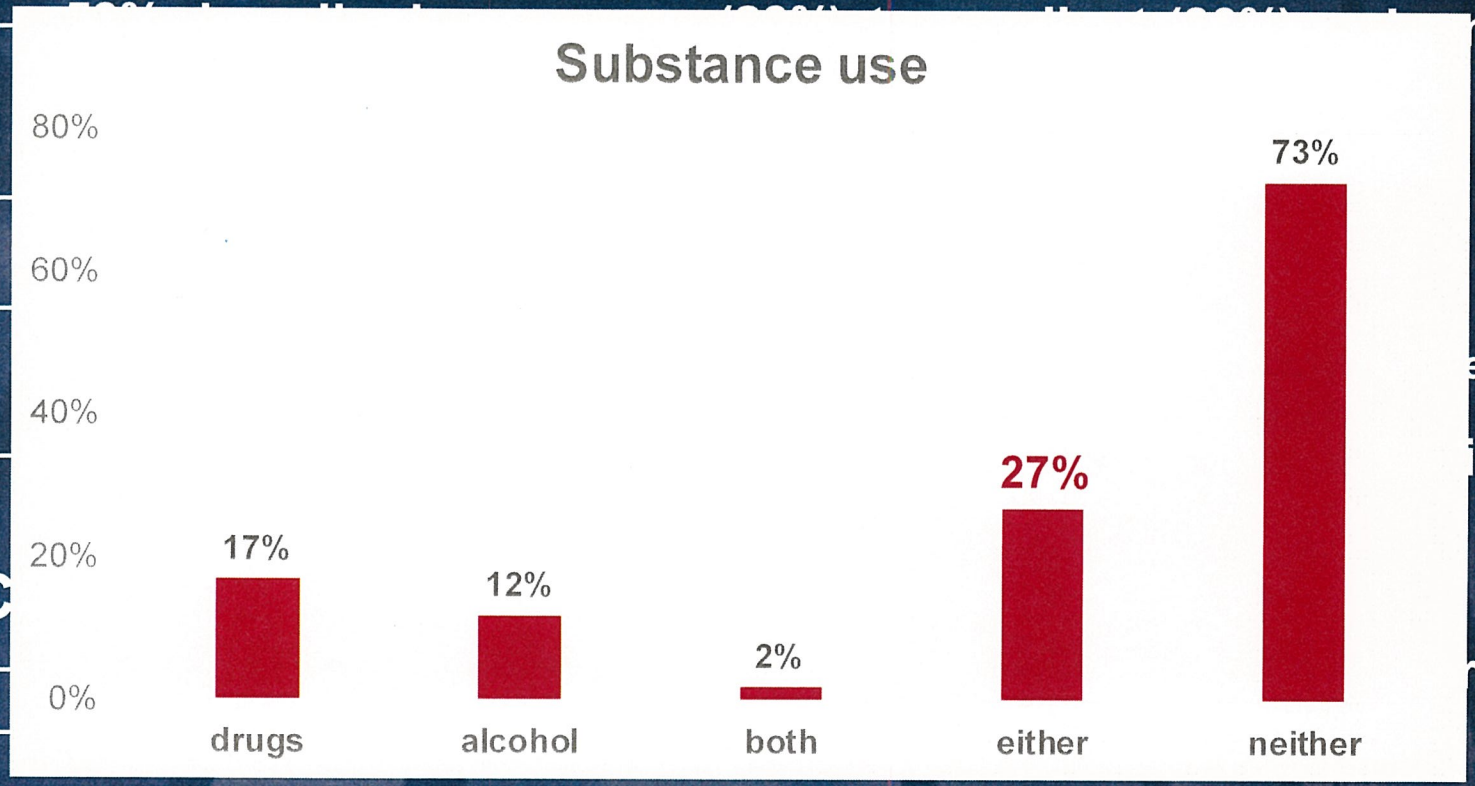

Waimea to Sunset: 20
(11 non-resident)
Electric beach: 8
(6 non-resident)
Lagoons: 22
(13 non-resident)
Ala Moana BP,
Kewalo: 25
Waikiki: 42
(32 non-resident)
Hanauma: 31
Makapuu to Portlock
(excl. Hanauma): 33
fatal ocean drownings,
2013 - 2022
non-resident
resident
Oahu
Kahuku
Laie
Schofield
Barracks
Mililani Town
Waianae
Waipahu
Pearl
City
Waimalu
Kahaluu
Kaneohe Bay
Kaneohe
Kailua
Honolulu
Mamala Bay
Maunalua Bay

Honolulu County Medical Examiner autopsy data on drownings, 2018-2023 (n=239)

- **Swimming ability**
  - 53% described as average (23%) to excellent (30%) swimmers
    - *27% and 33%, resp. for ocean victims*
    - *49% and 22%, resp. for snorkelers*
  - 8% non-swimmers, 11% limited or poor swimmers
    - 50% of pool victims were non-swimmers or limited
  - Unknown status for 28%
    - Better data for 2021-2022: 23% non-swimmers or limited, 26% average, 34% excellent, 17% unknown
  - No clear differences between resident and non-resident victims
- **Contributing causes: 36% (85 victims)**
  - 25% cardiovascular disease (33% for 65+ year-olds), 5% traumatic inj
  - 5% alcohol, 5% illicit drugs (4% meth), and 8% for either
- **Toxicology results**
  - Alcohol (88% tested): 12% positive, 7% BAC≥.08
  - Drugs (82% tested): 17% positive for illicits (incl. opiates):
    - 10% methamphetamine, 7% cannabinoids, 3% opioids,

Honolulu County Medical Examiner autopsy data on drownings, 2018-2023 (n=239)

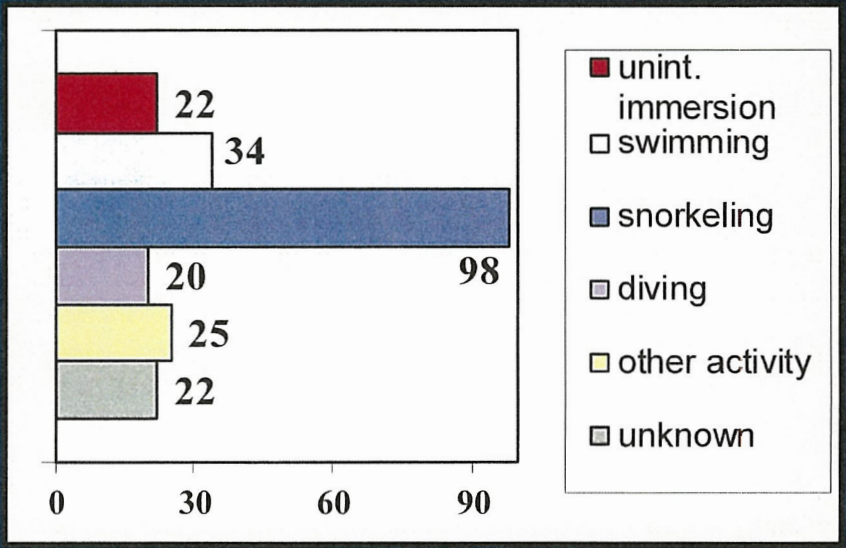
- **Swimming ability**
  - [illegible]hers
  - [illegible]e, 34% excellent,
  - [illegible]ictims
- **C**
  - [illegible]raumatic inj
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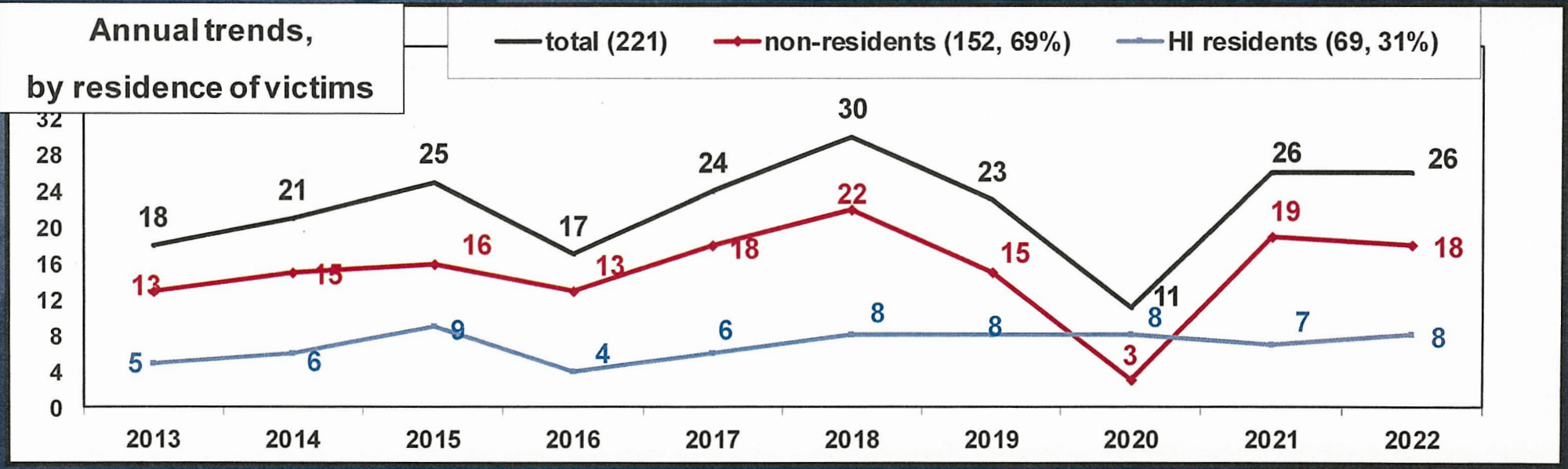
Ocean drownings on Maui County, 2013-2022

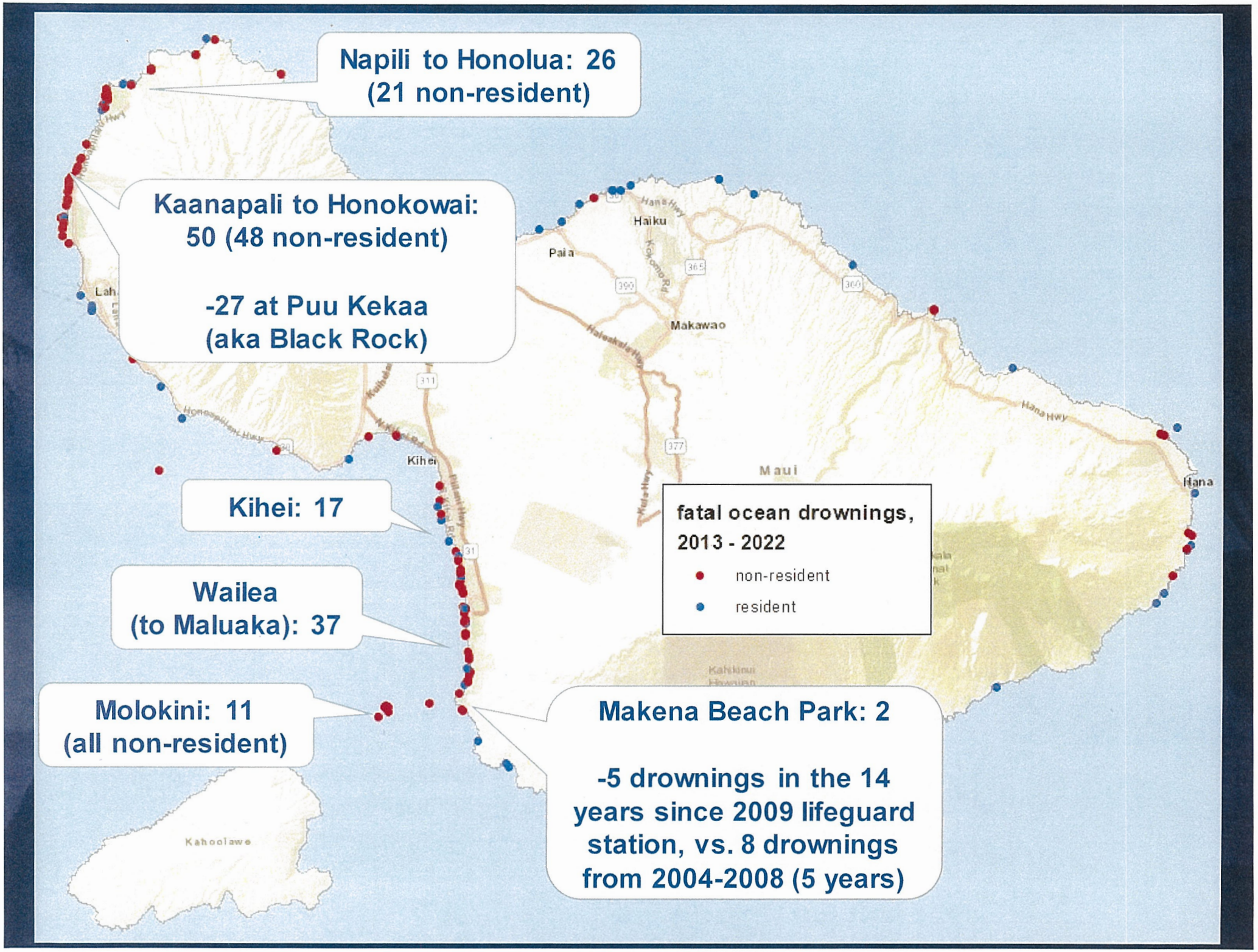
- **Summary**
- *221 total, 11 to 30 per year*
  - *(212 on Maui, 5 Molokai, 4 on Lanai)*
- *No trend*
- *Mostly (69%) non-residents*
- *Activity: Snorkeling (44%) and swimming (15%)*

Number of drownings, by activity



Annual trends, by residence of victims



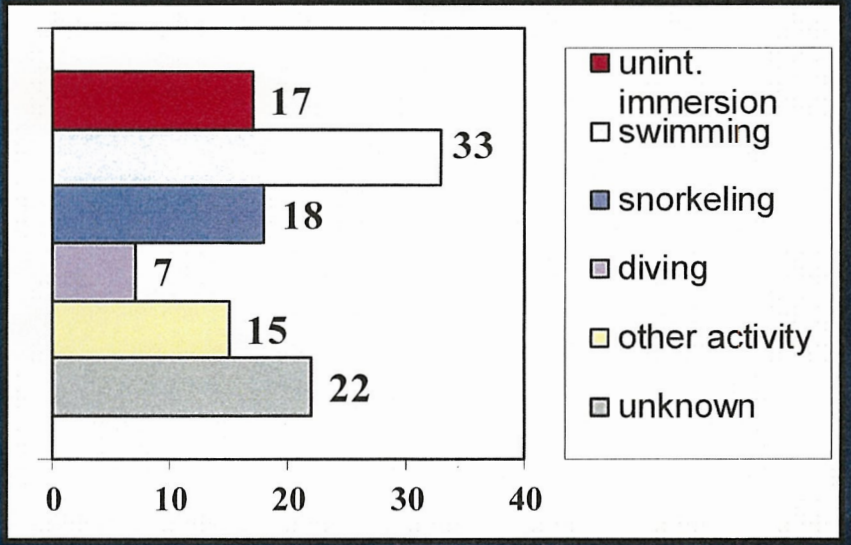

Napili to Honolua: 26
(21 non-resident)
Kaanapali to Honokowai:
50 (48 non-resident)
-27 at Puu Kekaa
(aka Black Rock)
Kihei: 17
Wailea
(to Maluaka): 37
Molokini: 11
(all non-resident)
Makena Beach Park: 2
-5 drownings in the 14 years since 2009 lifeguard station, vs. 8 drownings from 2004-2008 (5 years)
fatal ocean drownings,
2013 - 2022
non-resident
resident
Haiku
Paia
Makawao
Kihei
Maui
Hana
Kahoolawe

Ocean drownings on Hawaii County, 2013-2022

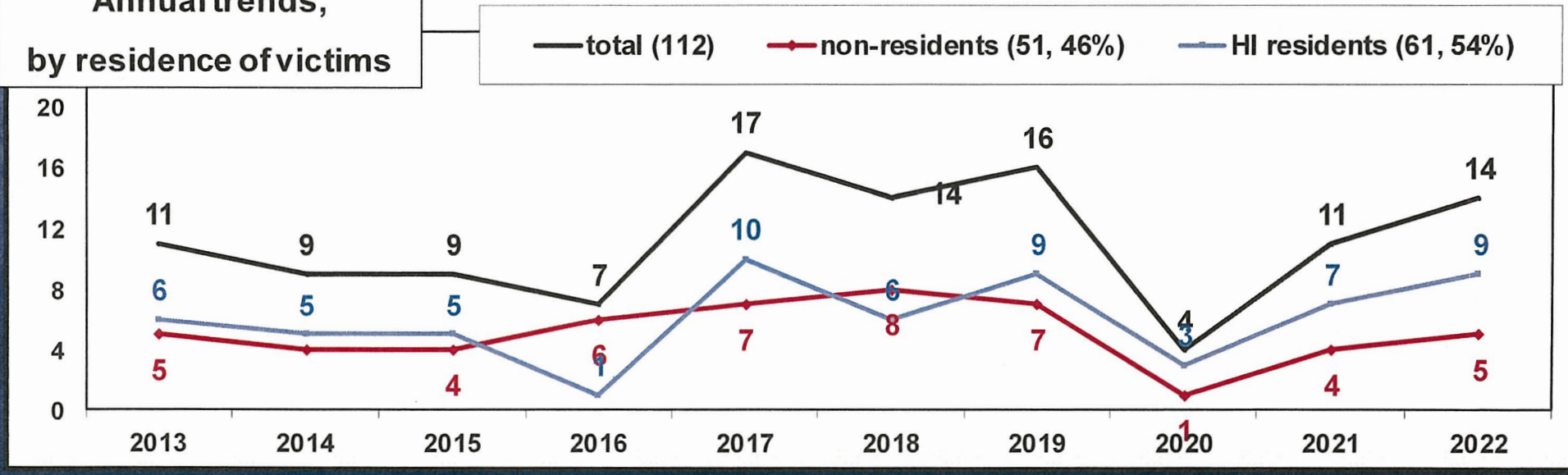
• Summary

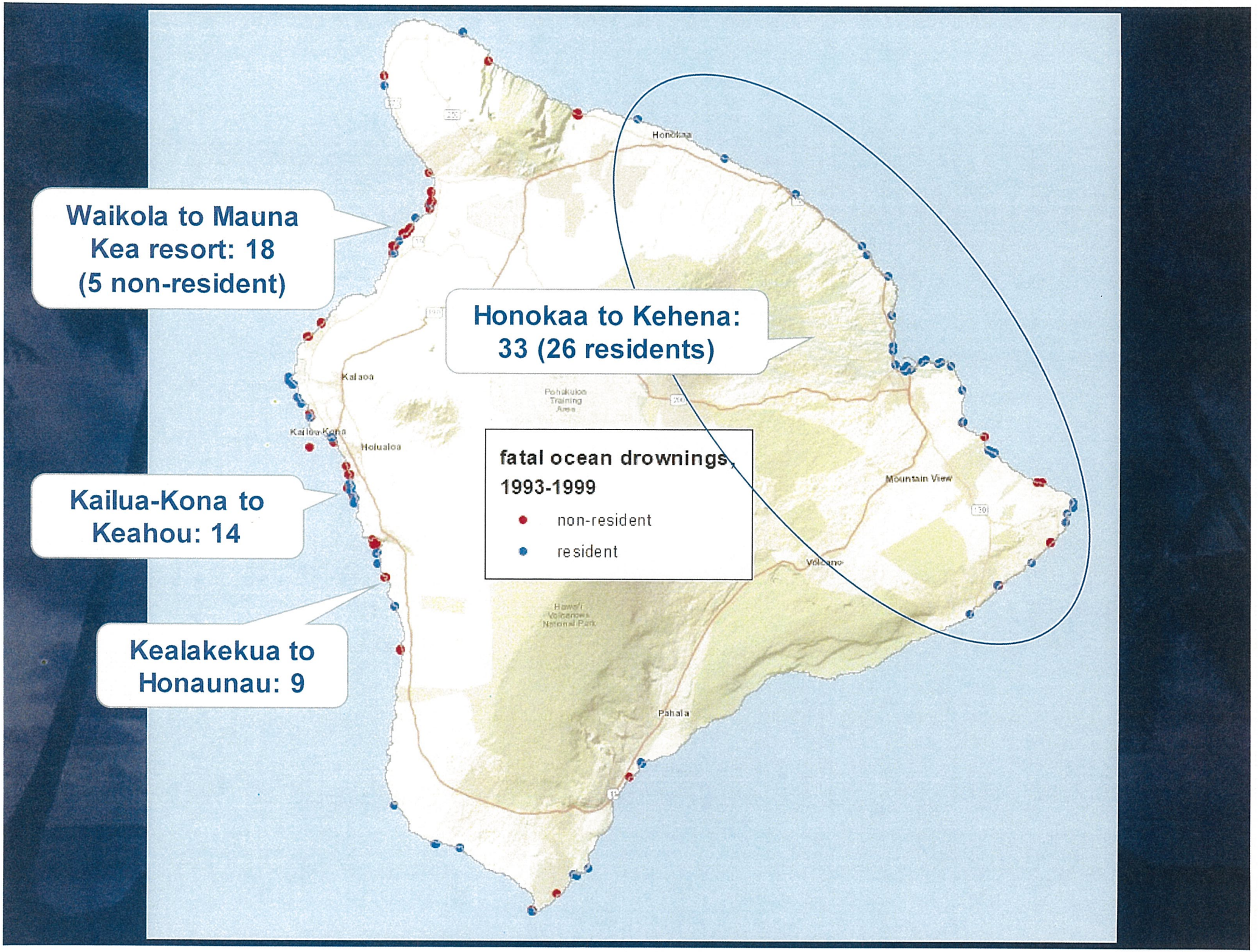
- *112 total, 4 to 17 per year*
- *No clear trend*
- *Slightly more residents (54%)*
- *Activity: swimming (29%), snorkeling (16%), unintent. (15%)*

Number of drownings, by activity



Annual trends, by residence of victims



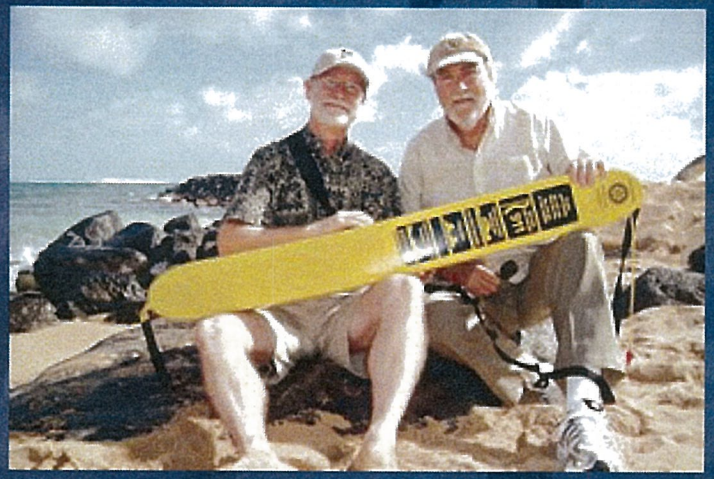

Waikola to Mauna Kea resort: 18 (5 non-resident)
Honokaa to Kehena: 33 (26 residents)
Kailua-Kona to Keahou: 14
Kealakekua to Honaunau: 9
fatal ocean drownings, 1993-1999
non-resident
resident
Honokaa
Kalaoa
Pohakuloa Training Area
Kailua-Kona
Holualoa
Mountain View
Volcano
Hawai'i Volcanoes National Park
Pahala

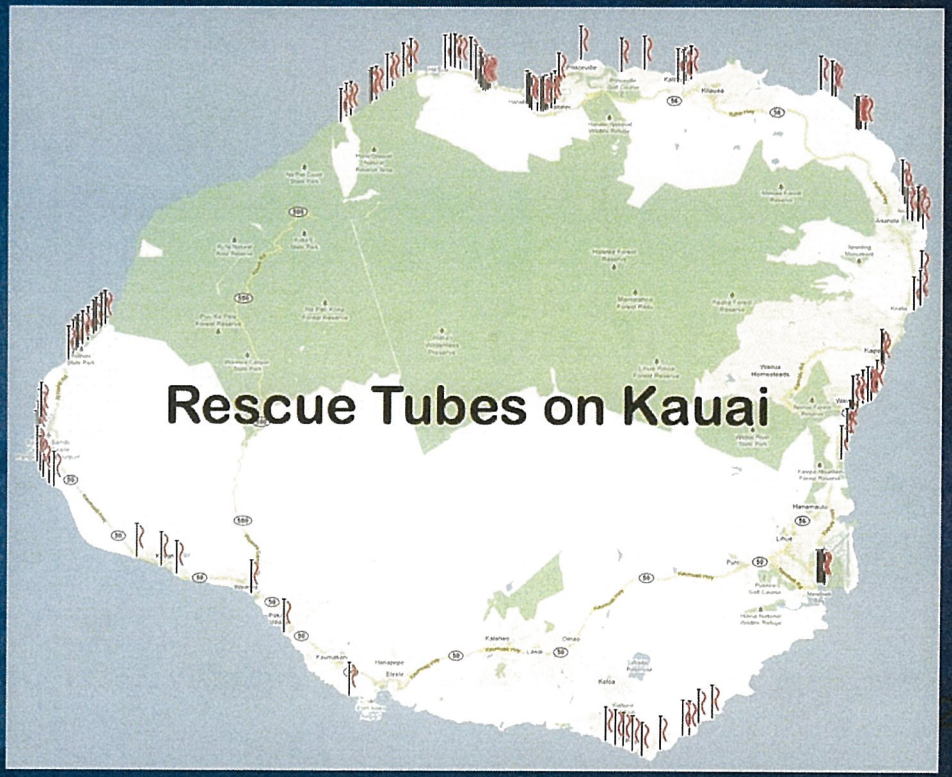
Rescue tubes

Ack. Bridget Kaumeheiwa Velasco,
Maui District Health Office



- **Rescue Tubes**
  - **Started on Kauai, in 2009**
    - **Funded and maintained by Rotary**
    - **240+ tubes in place in Kauai→ 200+ recorded saves**
  - **Also being deployed in other counties**





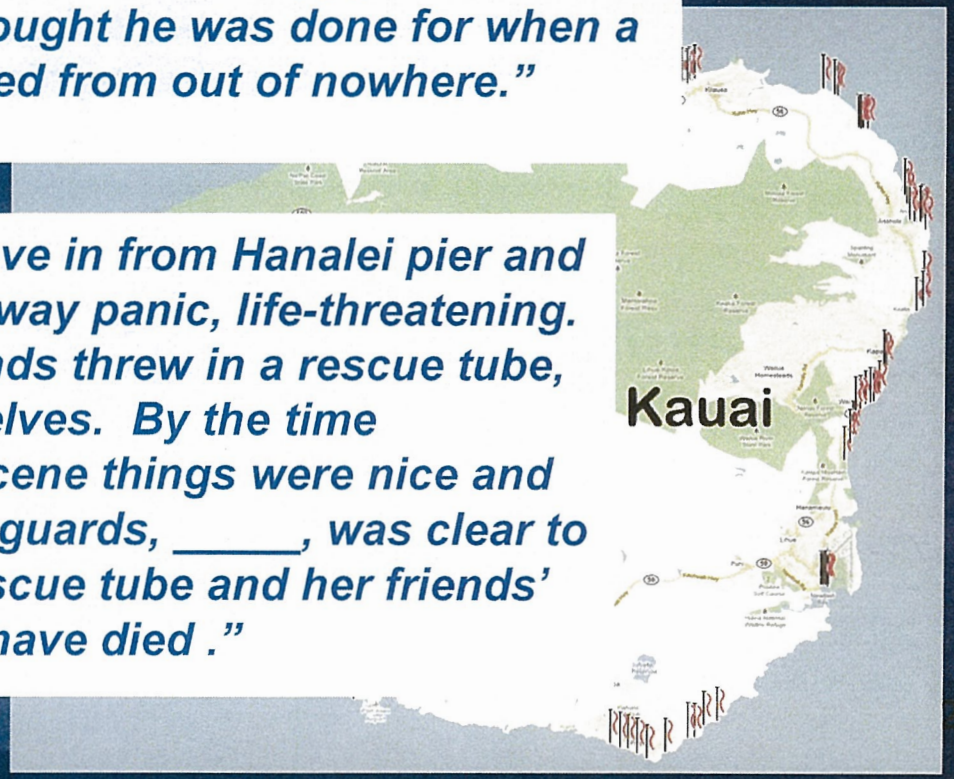


- **Rescue Tubes**
  - Started on Kauai, in 2009
    - Funded and maintained by Rotary
    - 240+ tubes in place in Kauai→ 200+ recorded saves
  - Also being deployed in other counties

- *"…38 year old … saved at Moloa'a Bay by an unidentified woman. I got to meet him in the ER, he had a smile from ear to ear, happy to be on planet earth. He thought he was done for when a rescue tube appeared from out of nowhere."*

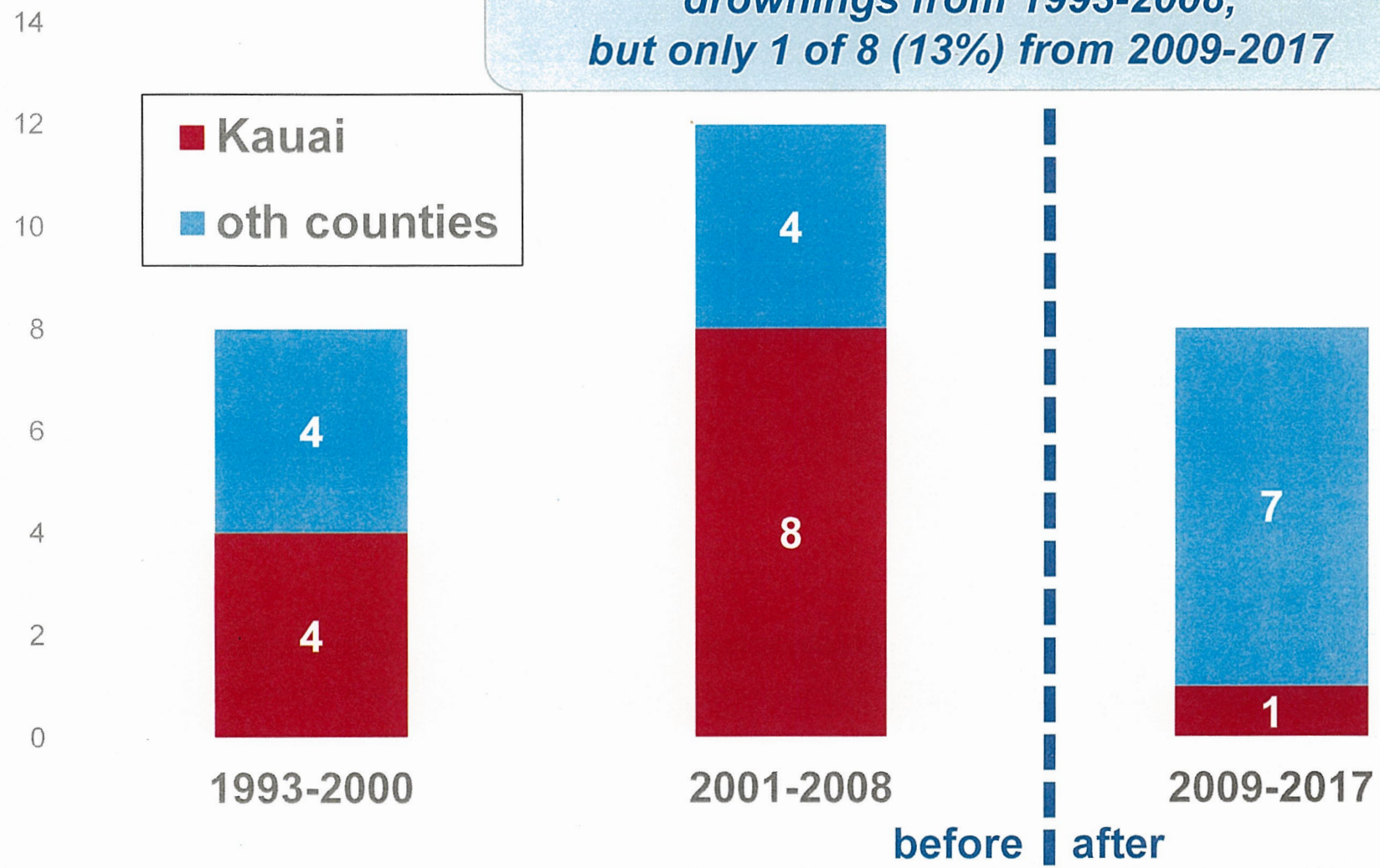


- *"…asthmatic … girl dove in from Hanalei pier and was immediately in airway panic, life-threatening. Two astute young friends threw in a rescue tube, then jumped in themselves. By the time lifeguards got to the scene things were nice and stable. One of the Lifeguards, _____, was clear to me that without the rescue tube and her friends' fast action she would have died ."*



Rescuer drownings in Hawaii, by time period and location, 1993-2017

Kauai had 60% (12) of the 20 rescuer drownings from 1993-2008, but only 1 of 8 (13%) from 2009-2017



Summary

- **Leading cause of injury-related mortality**
  - *Particularly for children and non-residents (visitors)*

- **Prevention strategies**
  - *Child drownings in swimming pools*
    - Education: importance of supervision
    - Environment: Physical barriers/4-sided fencing
  - *Ocean drownings*
    - Education: communicate risks (external and internal) to visitors
    - Education: direct to lifeguarded beaches
      - *Partnerships with HTA?*
    - Increased lifeguard capacity, particularly for Neighbor Islands