

Utah Boating Program

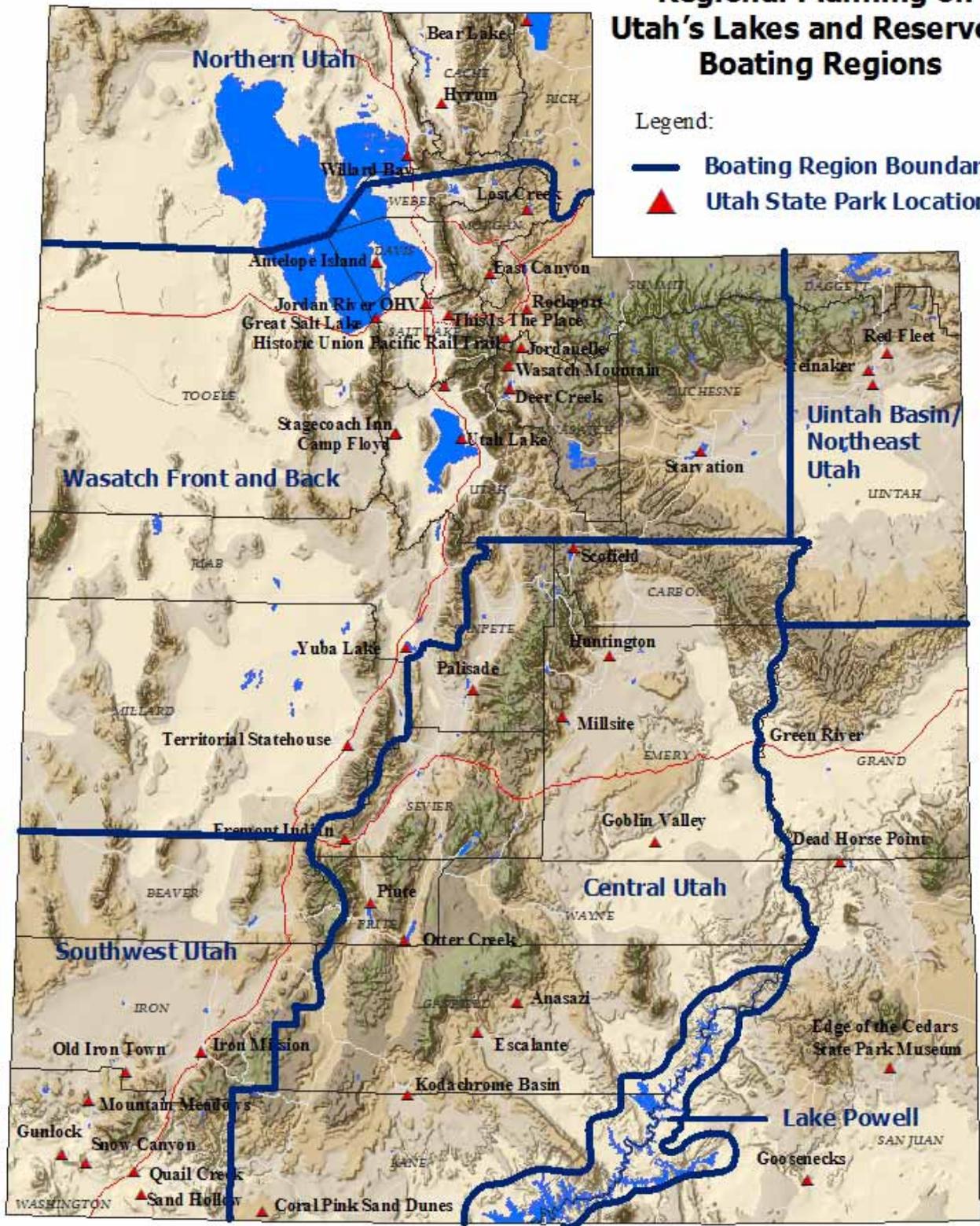
Strategic Plan
2010



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2007 Study of Recreational Water Use Issues and Regional Planning on Utah's Lakes and Reservoirs Boating Regions



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Executive Summary

In 2008, the Division of Utah State Parks and Recreation's (Division) administration, boating and planning sections initiated the development of a new strategic plan for the Division's boating program. This group identified and discussed statewide boating issues and developed a strategy for developing a new plan.

It was decided that to truly understand current boating issues and to plan for the future, it would be necessary to gather information from boaters and boating area managers. The Division contracted with the Utah State University's Institute for Outdoor Recreation and Tourism (IORT) to develop and conduct surveys of boaters and boating area managers, and to provide a report on the survey results. IORT also compared these results to those of past surveys.

A planning team was chartered to examine boating issues and to develop recommendations for a plan. The team consisted of boating program and boating area managers, staff from partnering agencies, education specialists and recreational boaters.

The recommendations contained in this document represent months of work by the team as well as public input. The recommendations are founded upon five primary vision elements that will guide the future management of the program. These elements focus on the following:

- Enhancing recreational boating experiences in Utah through the development and effective promotion

and distribution of safety and education programs, to include a marine dealer and boat livery registration system, commercial river guide and boat captain licensing, and mandatory public boating education for all boat operators.

- Providing a high level of public safety on Utah's waterways through uniform and consistent enforcement of Utah's Boating Laws and Rules, effective use of appropriate vessels and equipment, competent training of the Division's boating enforcement officers, and officer training made available statewide and to all agencies.
- Providing quality boating facilities throughout Utah while considering sound natural resource management practices and visitor needs.
- Being the primary boating authority on all of Utah's waterways through teamwork and communication with Utah's Legislature, and effective partnerships with federal, state, county and local agencies.
- Improving communication with agencies managing boating areas and those involved in providing boating safety.

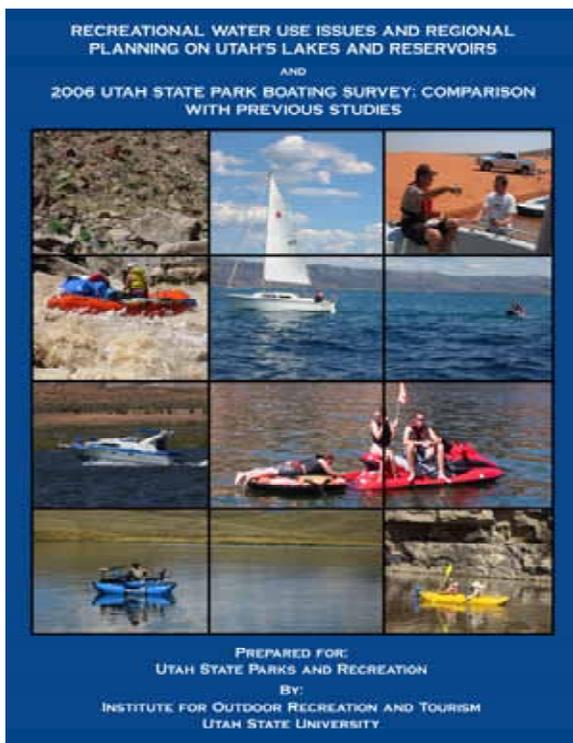
These objectives are geared toward providing safe and enjoyable recreational boating opportunities, while protecting boating area resources. Achievement of these vision elements will require the continued support of users, agency partners, legislative and community leaders, and the Division of Utah State Parks and Recreation.

The planning team issued a number of recommendations in support of the plan's vision elements. Eleven issue areas with

recommendations form the basis of the team's recommendations.

The key issues and recommendations are summarized below (more detailed information is provided in the issues and recommendations section of this plan):

Recommendations from the Study of Recreational Water Use Issues and Regional Planning on Utah's Lakes and Reservoirs report 2007
Completed by Utah State University's Institute for Outdoor Recreation and Tourism



- Complete as many of the study recommendations as practical, taking into consideration other agencies' boating management objectives and resources available, as well as the Division boating parks' resource management plans
 - Statewide boating management issues

- ◇ Identify boating experiences available and desired at each boating area, and manage to preserve desired experiences
 - ◇ Setting use limits should be a last resort, and, if use limits are considered, impact on displaced users should be considered
 - ◇ Protect current unique opportunities for solitude and fishing
 - ◇ Increase management consideration of non-motorized (human-powered) boating activities
 - ◇ Consider managing use through varying fee amounts on certain days, use of web cams to show current conditions, and using management techniques to separate conflicting uses
 - ◇ Continue and expand boater education courses
 - ◇ Enhance boating patrols for education and rule compliance
 - ◇ Conduct regional boating management meetings on a regular basis
 - ◇ Continue to conduct statewide boater surveys every five years to maintain longitudinal information
- Regional Recommendations
 - ◇ Southwest – complete facilities at Sand Hollow, consider indirect zoning of waters between Quail Creek and Sand Hollow reservoirs, and protect relative solitude at Gunlock Reservoir
 - ◇ Northeastern – protect the current diversity of boating opportunities, and consider further cooperation with the

Utah Division of Wildlife Resources (DWR) and U.S. Forest Service (USFS) for boating and fishing enforcement particularly at outlying water bodies

- ◇ Wasatch Front and Back – use indirect and direct management to maintain and provide a diversity of boating opportunities, determine how to increase use at Yuba and Starvation reservoirs while protecting current experiences, and develop a web-based regional information system to inform users on conditions at boat ramps and on the water
- ◇ Northern – Consider expanding facilities at Hyrum and Willard Bay reservoirs if use increases in the region, and protect the opportunities for sailing at Bear Lake
- ◇ Central – protect the diversity of opportunities in the region, collaborate with irrigation companies on projects of mutual interest, and provide clear direction on revenue generators
- ◇ Lake Powell – consider the role and importance of Lake Powell to every region of the state, and continue to keep track of use and any effect on types of experiences offered at Lake Powell (particularly opportunity for solitude)

Boating Program Funding

- Ensure proper and efficient use of boating funds by the Division.
 - Require proper distribution and accounting of boating funds

- Enhance opportunities for boaters by partnering with DWR for the efficient use of motorboat access funds
 - Develop a monitoring program for use to help set priorities for funding
 - Survey for boater satisfaction, needs and use conflicts to identify where funds should be spent
 - Partner with DWR to dispense boating information
 - Define which waterways qualify for funding
 - Educate agency advisory boards about this program
 - Formalize partnership with DWR for specific programs

Agency Cooperation and Partnerships

United States Coast Guard Boating Safety Program

- United States Coast Guard Boating Safety Program
 - Reduce recreational boating casualties (deaths and injuries) by fulfilling the required boating safety objectives in the Division's U.S. Coast Guard recreational boating grant and voluntarily complete other objectives as resources allow
- Improve partnerships and communication with other agencies that manage boating opportunities
 - Meet with the U.S. Bureau of Land Management (BLM), National Park Service (NPS) and USFS on a regular basis
 - Offer boating related information and advice to the Utah Lake and Great Salt Lake planning commissions

- Work with the NPS to modify boat ramps at Lake Powell to accommodate water fluctuations
- Meet with tribal leaders to discuss boating issues on tribal waters and educate them about the boating program
- Make boating officer training available statewide to all agencies.
- Better coordination with the Division of Motor Vehicles (DMV) regarding boat registration
 - Provide training for DMV offices to improve consistency of information dispensed and develop a printed outline of procedures for DMV to improve consistency
- Other partnerships
 - Continue the partnership with the United States Coast Guard Auxiliary
 - Seek partnerships with businesses, organizations, and agencies that could distribute information
- Enhance the role of the Boating Advisory Council
- Increase the council's understanding of the boating program and broaden their role in meeting boating program goals

Legislative Issues

- Legislative support for key boating issues
 - Invite legislators to participate in site visits and accompany boating patrols
 - Gather and analyze information regarding the economic impact of boating at the state and local level to gain legislative and community support
 - Encourage constituents to contact legislators on boating issues

- Emphasize unique roles and responsibilities of the boating program in order to obtain additional funding separate from that generally designated for Utah State Parks and Recreation
- Seek legislative funding for replacement, maintenance and expansion of boat mooring and storage facilities

Public Safety and Education

- Mandatory boater education
 - Provide online (web-based) courses for completion of mandatory personal watercraft course and voluntary adult course
 - Support efforts to establish mandatory education for all motorboat operators
 - Encourage other agencies to make boater education mandatory for their boat operators
 - Encourage other agencies to follow safe boating practices
 - Provide practical training for new Division employees with boating duties
- Boating enforcement
 - Ensure consistency of boating enforcement throughout the state through training, agency cooperation and increased enforcement presence
 - Identify safety rules to be strictly enforced
- Improve dispensing of boating program information
 - Tie Division boating safety efforts to national campaigns
 - Develop a media plan for the program
 - Develop newsletters for more types of customer groups

- Improve boating program webpage and information
- Coordinate developing and information sharing with partners
- Produce an annual boating program report
 - Report on all program activities and responsibilities, including U.S. Coast Guard requirements, accident and compliance statistics, education course information, boating facility improvements, etc.

Human-Powered Boating Activities

- Promote existing and develop additional human-powered boating opportunities
 - Determine user participant needs
 - Encourage more participation through information sharing and partnerships
 - Consider potential funding sources and encourage development of facilities for these activities
- Promote human-powered boating safety
 - Participate in events like paddlefests to promote boater safety
 - Develop a safety checklist for liveries to distribute to customers
 - Include more human-powered safety messages in the boating program's media campaigns
 - Support other agencies in dispensing safety messages

Commercial Boating

- River guide and boat captain testing, licensing and permitting
 - Improve customer service to those seeking these licenses
- Boat livery safety
 - Enhance safety of boat livery customers

- Non-carrying-passengers-for-hire commercial boating operations
 - Explore need for further regulation of these commercial boating operations

Boating Facility Management and Development

- Boating facility improvements
 - Determine which other state park water bodies should receive marina developments
 - Consider additional facilities at marinas such as fueling stations and concessions to expand boating opportunities
 - With user groups and other boating agencies, determine where and what type of boating facilities are needed at Utah boating waters
 - Decide if Division should charge specific activity fees, such as for boat launching, to help fund boating facilities and amenities.
- Long-term rental dock maintenance
 - Investigate sources of funding for long-term rental dock slip maintenance and development

Health and Environmental Concerns

- Stop vessels from discharging sewage into water bodies
 - Provide training to officers regarding environmental standards and types of waste-holding systems
 - Encourage development of more on-water and near-water sanitary stations
 - Provide more restrooms adjacent to boating waters
 - Identify and prioritize needs for these facilities
 - Provide information to minimize impacts

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Mission and Vision

Mission Statement

Team members reaffirmed the boating program's mission statement on the premise of maintaining quality boating experiences on Utah's waterways. The components of facility development, education, enforcement and a coordinated balanced stewardship were considered key elements in achieving the enjoyable, safe, lawful and environmentally acceptable boating experience that is desired among boaters.

Mission Statement:

To sustain and enhance the quality of boating by providing the facilities, education, enforcement and the coordinated and balanced stewardship necessary to ensure enjoyable, safe, lawful and environmentally acceptable boating experiences on Utah's waterways.

Vision Statement

A vision statement is similar to a compass. It charts a destination, guides the committee through the process, and provides a tool to determine if the recommendations follow the charted course and reach the desired destination. Utilizing basic principles in the mission statement, the committee developed a vision statement to guide development of the plan's recommendations and implementation of these recommendations under the guidance of the Division of Utah State Parks and Recreation.

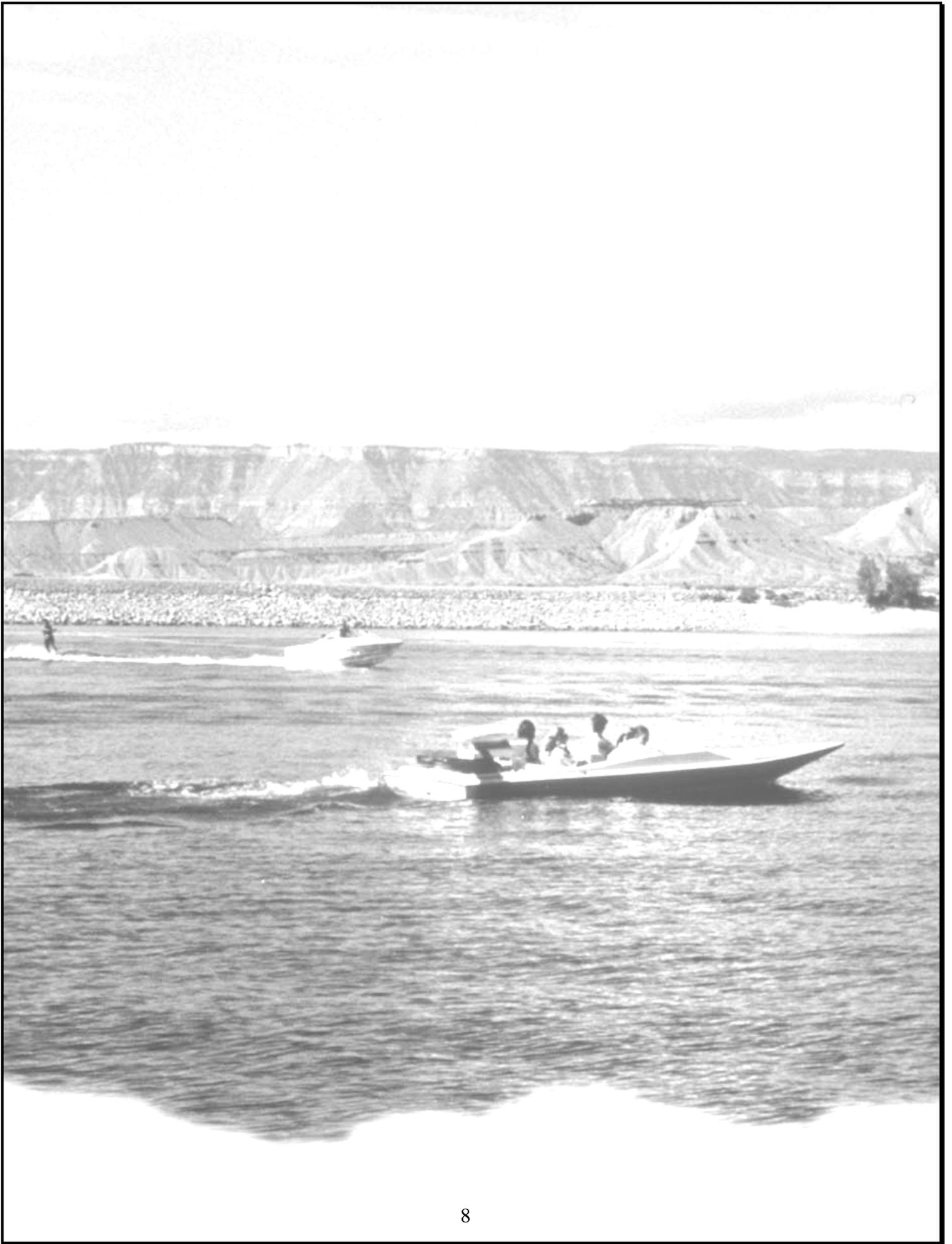
The vision statement provides the foundation for recommendations that balance the needs of boaters today and into the future, along with the need for protection of each site's resources.

One of the most integral factors in achieving the desired aspects of the legislative code and the mission statement as discussed above is interagency collaboration and cooperation. The boating program is committed to improving collaborative efforts throughout the state in order to enhance boating opportunities.

Vision Statement:

The Boating Section will accomplish its mission by:

- ▶ Enhancing recreational boating experiences in Utah through the development and effective promotion and distribution of safety and education programs, to include a marine dealer and boat livery registration system, commercial river guide and boat captain licensing, and mandatory public boating education.
- ▶ Providing a high level of public safety on Utah's waterways through uniform and consistent enforcement of Utah's Boating Laws and Rules, effective use of appropriate vessels and equipment, competent training of the Division's boating enforcement officers, and officer training made available statewide and to all agencies.
- ▶ Providing quality boating facilities throughout Utah while considering sound natural resource management practices and visitor needs.
- ▶ Being the primary boating authority on all of Utah's waterways through teamwork and communication with Utah's Legislature, and effective partnerships with federal, state, county and local agencies.
- Improving communication with agencies managing boating areas and those involved in providing boating safety.



Purpose of the Plan and Planning Process

Purpose of the Plan

The Utah Legislature created the Division of Utah State Parks and Recreation (Division) in 1957 to be the recreational authority for the state. The legislature also directed Utah State Parks to formulate “...a long-range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development, and wise use of areas of scenic beauty, recreational utility, historic, archaeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged ...”

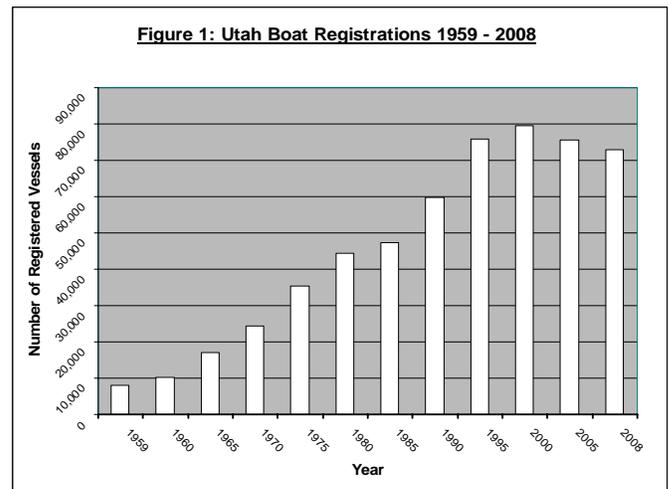
The Utah Legislature also passed the Utah Boating Act on March 12, 1959. This Act established the focus of the state as “promoting safety for persons and property in and connected with the use, operation and equipment of vessels and to promote uniformity of laws and to adopt and pursue an educational program in relation thereto.” The State Park and Recreation Commission (later the Division of Utah State Parks and Recreation) was assigned the responsibility for administration and enforcement of the State Boating Act. The Division’s own strategic plan, Vision 2010, includes recommendations to provide for recreation and resource planning and to increase the recreational estate in Utah.

The last boating program strategic plan was completed in 2000 and is now dated.

This new plan guides Division boating management actions over the next five years. It also meets the management needs of the Division and, in part, the mandate of the state legislature.

This strategic plan will serve as a guide for the Division and its boating program in its role as the boating authority for the state of Utah. Planning for boating throughout the state is essential given the large numbers of boats using finite resources.

In 1959, there were 8,164 motorboats registered in Utah. By 2008, the number of registered boats had climbed to 73,009 – an increase of about 794 percent from the 1959 levels.



This increase followed an upward trend until the mid-1990s. Since that time, boat registrations have leveled out. During that growth period, the usable surface acreage of water for boating did not increase dramatically and is not likely to increase significantly in the near future. This means a large number of boats and boaters are using a limited number of boating areas.

Surveys indicate that the number of human-powered watercraft enthusiasts has been increasing steadily, and little has been done to assess or provide for their needs.

In the previous boating strategic plan, completed in 2000, Division and program managers determined that the issues regarding boating should be reexamined and new recommendations developed if needed. Any changes in demand for traditional boating experiences, and the need for new types of opportunities required examination. Issues such as the requirements of funding sources and partners, deteriorating and insufficient facilities, a need for additional boater education and others indicate that the previous plan needed updating.

With many agencies and entities providing boating opportunities throughout the state, there is a need to have unified direction and collaboration. The role of the boating program as the boating authority in the state creates a responsibility to take a proactive leadership role in addressing current and future issues, and establishing a framework that allows all agencies involved with boating to work collaboratively and more efficiently to provide quality boating experiences.

Team members aggregated 20 major issues into nine distinct categories or issue areas dealing with: public safety and education, boating facilities, management alternatives and boating capacity limits, agency cooperation, legislative issues, the use of human-powered craft, funding, environmental impacts, economic impacts, and

appropriate spending of boating funds. This plan addresses each of these issues by discussing needs, making recommendations, and providing strategies for accomplishing the overall categorical goals. Each of these categorical goals is designed to further the mission of the boating program.

The Planning Process

Planning for a far-reaching and intricate collaborative effort, such as boating in Utah, is required for the efficient use of boating funds, and the continuation and enhancement of boating opportunities. As the state boating authority, the boating program has a stewardship role and responsibility to boaters and other agencies involved with boating in Utah. This responsibility is to take the lead in providing direction, improving partnership efforts, and providing unified enforcement and information dissemination.

To assist the boating program in fulfilling its responsibilities, the Division created a boating strategic planning team, representing various agencies, organizations and user groups. Each individual on the team represented and received input from one or more stakeholder groups throughout the process.

This team and the groups they represented provided diverse viewpoints and input, and allowed for the development of a plan grounded in public input. The team was responsible for developing a vision for boating in Utah and determining critical issues facing boating now and in the future. The vision establishes a framework for determining

critical issues and developing recommendations and strategies for addressing these critical issues. This process included many phases of discussion and revision. All recommendations contained in this plan represent the consensus of the planning team.

Other methods for obtaining public input were also utilized to gain a realistic picture of conflicts, issues, needs and desires of boaters and other interested people or parties throughout the state. The Division through Utah State University's Institute for Outdoor Recreation and Tourism conducted surveys of boaters and boating managers to increase the understanding of their needs and perceptions.

Throughout the process, one of the premier goals was to develop a plan that provided direction for boating on the basis of public input and representation of boater interest. Through achievement of this goal, this plan provides direction for the efficient and successful provision of enjoyable, safe, lawful and environmentally acceptable boating opportunities.

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About the Boating Program

History of the Utah State Parks Boating Program

In 1958, the Federal Boating Act was passed in Congress. This act enabled the United States Coast Guard to develop and administer a uniform numbering system for all of the states and allowed for a single statewide boater registration system. Statewide registration replaced multiple, local registrations.

The Utah Legislature passed the Utah Boating Act on March 12, 1959. This act established the focus of the state as “promoting safety for persons and property in and connected with the use, operation and equipment of vessels and to promote uniformity of laws and to adopt and pursue an educational program in relation thereto.” An appropriation of \$30,000 was made to administer this act. This original act required motorboats to be numbered and registered, life jackets to be worn by each person on a boat, boat liveries to keep records and provide renters with required safety equipment, mufflers on motorboats, and it created a special boating account for depositing fees, fines and donations.

The State Park and Recreation Commission (later the Division of Utah State Parks and Recreation) was named as the organization responsible for administration and enforcement of the State Boating Act. At the same time, a five member Boating Advisory Council was established. The council membership was revised throughout the years to meet the needs of changing user groups. The

Boating Advisory Council passed a regulation establishing a \$5 registration fee and the nation’s first “speed and proximity” requirement for boats in its first meeting.

In July 1959, the Coast Guard approved Utah’s numbering system and the Division took over numbering and registering motorboats in Utah.

Funds for boating, in addition to the registration fee, became available in 1961 through House Bill 62. This bill established a formula (average annual consumption of 100 gallons per boat multiplied by \$.06 per gallon gas tax) for calculating the amount to be transferred from the gas tax fund to the boating account per registered boat.



Bear Lake State Park Boat Ramp 1963

House Bill 4, also passed in 1961, added three members to the Boating Advisory Council and changed the law so that life jackets did not have to be worn at all times (just carried on board the watercraft). It also provided primary authority to deputy state park rangers for enforcing the Utah Boating Act. All peace officers have the authority to stop and

board any vessel, but not to issue citations unless the infraction was made on the water. Later that same year, a regulation was passed by the Boating Advisory Council requiring children age 12 and under to wear a properly fitted life jacket whenever the boat is in operation.

The Litter and Pollution Control Act, originally the Litter and Pollution Control of Waterways and Beaches Act, was passed in 1967. In the same year, House Bill 46 was passed allowing the Tax Commission to determine the average number of gallons of gas consumed by a motorboat annually for use in the formula for the motor fuel tax transfer to the boating account.

The legislature abolished the Boating Advisory Council in 1969 and within the year, the governor reorganized the council by executive order. The groups represented within the council changed with time and with this reorganization.

In 1971, the legislature passed Senate Bill 181 requiring the registration of sailboats. In the same year, passage of House Bill 311 required boats with federal documentation to display Utah registration, made boat owner/operator accident reports confidential, provided authority to the Board of Utah State Parks and Recreation (Board) to make accident reporting consistent with Coast Guard requirements, and adopted provisions of the motor vehicle code relating to "operating under the influence."

The Boating Advisory Council and the Board exempted "small, unconventional motorcraft" (personal watercraft) from

bail buckets, carriage of a paddle, and rules against riding on exterior surfaces in 1977. This action also required life jackets to be worn by all operators and riders on personal watercraft.

In 1983, Senate Bill 66 (Titling of Vessels and Outboard Motors) was passed requiring the provision of a title for vessels and outboard motors manufactured after 1984.

The responsibility for the annual registration of motorboats and sailboats was transferred from the Division of Utah State Parks and Recreation to the Division of Motor Vehicles in 1984.

House Bill 259 was passed in 1986. It updated and made housekeeping changes to the State Boating Act and the Boating Litter and Pollution Control Act. Additional definitions were provided, including wakeless speed, dealer, operator and boat livery.

An exemption from registration requirements was made for sailboards in 1986. The exemption was made by the Boating Advisory Council and the Board. At the same time, a requirement for wearing life jackets while operating sailboards was established.

In 1986, the State Tax Commission increased the amount of gas tax credited to the boating account from an annual consumption rate of 140 gallons to 155 gallons per registered motorboat. This was based on average consumption. At this time the state gas tax was \$.14 per gallon.

Unanimous passage of House Bill 177 provided a comprehensive law prohibiting

the operation of a watercraft while under the influence of alcohol or drugs.

In 1987, the Board's authority for establishing boating rules was limited through legislative action, and the Boating Advisory Council and the Board approved a complete revision of all of the boating rules to coincide with that legislation.



Utah State Park Ranger Boating Patrol

Adoption of the National Association of Safe Boating Law Administrators Model Act for Motorboat Noise occurred in 1991 under the jurisdiction of the Boating Advisory Council and the Board. Sound level meters were purchased and a noise enforcement training program was developed for enforcement personnel.

Senate Bill 210, passed in 1995, established the Personal Watercraft Education Program. This bill required personal watercraft operators ages 12 to 15 to complete the education program in order to operate a personal watercraft without an adult on board. In the same year, House Bill 86 exempted sailboards from life jacket carriage requirements.

A joint meeting between the Boating Advisory Council and the Division of

Wildlife Resources Wildlife Habitat Advisory Council in 1995 prioritized motorboat facility projects to receive federal Wallop/Breaux Motorboat Access funds. State boating funds provide a 25 percent match for these projects.

In 1996, the passage of Senate Bill 131 added 16 and 17-year-olds to those required to participate in personal watercraft education.

Passage of Senate Bill 52 in 1997 made Utah the first state in the nation to require insurance for boats. This bill only addresses personal watercraft and requires a minimum of \$25,000/\$50,000 bodily injury/death and \$15,000 property damage or a \$65,000 combined minimum per accident.

In 1998, Senate Bill 200 made it illegal to give permission to a person between the ages of 12 and 17 years, to operate a personal watercraft without a personal watercraft education certificate. It also made it illegal to operate a personal watercraft between sunset and sunrise.

In December 1998, a Boating Strategic Plan Ad Hoc Committee was chartered to prepare a Strategic Boating Plan. The plan was completed in April 2000.

Boating under the influence (BUI) violations were directly tied to driving under the influence violations by House Bill 4 which passed during the 2002 General Session of the Utah Legislature. The legislature added motorboat to the definition of a vehicle for the purposes of the DUI law. Boaters convicted of BUI are subject to the same penalties and sanctions as drivers convicted of DUI on

the highway. In addition, the new law prohibited a boat operator from possessing an open container.

In 2005, the boating program celebrated the 10th anniversary of the personal watercraft (PWC) education program. Over 30,000 students and parents had been educated through the mandatory course during this period. Accident rates for youth on personal watercraft have remained low since the program's inception.

In 2006 the passage of House Bill 242 required all motorboats with 50 or more horsepower to have liability insurance. Previously only personal watercraft required liability insurance.

In 2007 the Boating Section was in the process of surplussing several old patrol boats when the U.S. Coast Guard Auxiliary presented a plan to utilize these boats to increase their boating safety presence. The Auxiliary had plenty of boat crews, but a shortage of boats. An agreement was signed loaning two boats to the Auxiliary for boating safety purposes. The Division maintains the vessels and the Auxiliary pays for all operating costs.

In 2007, all Division regions began participating in Selective Enforcement Operations Plans. These plans provide for uniform and consistent enforcement of boating laws on a statewide basis. Park personnel commit specific amounts of time to perform on and off park boating patrols in specific locations.

In 2008, after a two-year process of working with outfitting companies, a

comprehensive package of rules updating the state's carrying passengers for hire program were approved by the Board. The updated rules enhanced the captain and guide licensing program and expanded the outfitting company registration to include all companies carrying passengers for hire, where previously only companies operating on rivers were required to register. The new rules also required special provisions for individuals towing boats for hire and required certain vessels carrying passengers for hire to be inspected for seaworthiness and safety equipment. Also in the same package of rules the boat livery rules were updated, requiring companies to register with the Division and display their company name on rented vessels.

Role of the Boating Program

The Utah Legislature specifically assigned the responsibility of administering and enforcing the Utah State Boating Act (Utah Code Annotated, Title 73, Chapter 18) to the Division of Utah State Parks and Recreation. This responsibility is stated as policy in §73-18-1, declaring that:

It is the policy of this state to regulate and promote safety for persons and property in and connected with the use, operation and equipment of vessels and to promote uniformity of laws and to adopt and pursue an educational program in relation thereto.

The boating section is the internal branch of the Division specifically assigned to oversee the responsibility for regulation and promotion of safety on Utah waterways, to ensure uniformity of laws and enforcement, and to develop and administer an educational program.

The new planning team reaffirmed the mission statement that was developed for the previous Boating Strategic plan. It states that the role of the boating program is:

To sustain and enhance the quality of boating by providing the facilities, education, enforcement and the coordinated and balanced stewardship necessary to ensure enjoyable, safe, lawful and environmentally acceptable boating experiences on Utah's waterways.

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Issues and Recommendations

This Plan Addresses the Following Issues:

- **Implement Recommendations from Utah State University's Institute for Outdoor Recreation and Tourism 2007 Report: "Study of Recreational Water Use Issues and Regional Planning on Utah's Lakes and Reservoirs"**
- **Ensure Efficient Allocation of Boating Program Funding**
- **Enhance Agency Cooperation and Partnerships**
- **Garner Better Legislative Support for Boating Issues**
- **Improve Public Safety and Education**
- **Explore Human-Powered Boating Opportunities**
- **Strengthen Commercial Boating Policies**
- **Identify Appropriate Facility Management and Development**
- **Address Health and Environmental Concerns**

A number of issues ranging from boating safety to provision of a variety of different boating experiences and opportunities were identified and addressed in this plan. These issues were identified by a number of sources including public surveys, Division and boating manager interviews, and members of the planning team.

Twenty issues were identified and were organized into nine issue areas for this plan. The preceding table lists the issue areas. The planning team developed recommendations to address each of the issues. Recommendations were arrived at by consensus of opinion. The planning team focused on ensuring that recommendations were consistent with the mission and vision of the boating program. The remainder of this section of the plan outlines each issue area, each issue and associated recommendations.

Throughout the process of determining issues and recommendations, overlap occurred. This document attempts to minimize repetition and overlap, but it should be noted that several themes ran throughout many of the categories. Education is a valuable tool for addressing many issues and should be utilized whenever possible. Agency cooperation is also critical to many issues, and will help to consolidate resources, improve the efficiency of use for both time and resources, create a solid united front for boating throughout the state, unify laws and rules, and disperse uniform and quality information to the public. A need for increased law enforcement presence, and funding to make that presence possible was another common thread throughout several issues. By increasing law enforcement presence, other issues may be resolved and negative components decreased. Legislative support is the final component that affects several issue categories. Many of the specific recommendations cannot be implemented without legislative approval or funding. Therefore, addressing legislative concerns and improving relations with the legislature is critical to the implementation of this plan. The concepts

raised by these common threads should be considered priorities, as they will enable the implementation of many of the recommendations and strategies within each issue category.

Issue Area: Recommendations from the Study of Recreational Water Use Issues and Regional Planning on Utah's Lakes and Reservoirs report 2007 Completed by Utah State University's Institute for Outdoor Recreation and Tourism

Issue Area: Study of Recreational Water Use Issues and Regional Planning

Key Issues:

 Complete as many of the study recommendations as practical, taking into consideration other agencies' boating management objectives and resources, and Division boating parks resource management plans.

- Statewide Recommendations
- Regional Recommendations

Institute for Outdoor Recreation and Tourism (IORT) researchers at Utah State University in cooperation with Division planners and boating program personnel conducted a multi-phase planning process and subsequent report to identify issues on boating waters in the state.

In the report, IORT makes a number of recommendations on both a statewide and regional basis to help solve the identified issues. A map showing boating regions used in the study is found on page i. Information used to identify issues and

make recommendations came from interviews with individual managers of state park boating areas, regional meetings that included other agencies' boating managers, an online survey of boating area managers, and a statewide telephone survey of registered boaters. The complete study can be found by following the links to the planning webpage on the Division website: <http://stateparks.utah.gov/>.

Issue: Complete as many of the study recommendations as practical, taking into consideration other agencies' boating management objectives and resources available, as well as Division boating parks resource management plans

The IORT study suggested using a regional management approach to solve some issues. Utah State Parks manages approximately 25 percent of Utah's boatable lakes and reservoirs. Much interagency coordination and cooperation is needed to implement a regional management approach. The following section lists the statewide and regional management recommendations from the study.

Major issues on Utah water bodies include user conflict, PWC use, crowding, and addressing population growth. Site-specific management strategies will likely have limited success in addressing all of these issues while still providing diverse recreation opportunities. A regional approach to managing Utah water bodies can assist in addressing management issues and problems, including conflict and crowding, while maintaining an array of opportunities. A regional approach can also assist in promoting

more diverse boating opportunities. The following recommendations briefly highlight issues specific to boating regions within the state, as identified with manager input. In general, the Wasatch and Southwestern regions appear to have higher intensity use and subsequent management issues compared to other regions and may need more active management strategies, while the other three regions may need to concentrate on maintaining the diverse options that already exist.

The following recommendations represent a summary of the IORT report's findings. The full report provides the empirical basis and expanded rationale for these recommendations. The management recommendations below reflect primarily those related to a regional management approach to solving issues.

Statewide Management Recommendations:

- **There should be a clear identification of the boating experiences to be offered at each lake and reservoir.**
There are at least three general types of lake experiences – motor boating, fishing and quiet/solitude experiences – and each has specific environmental, social and managerial requirements for satisfaction. Managers know the primary locations, management preferences and sources of conflict that can serve as the foundation for a regional delineation of opportunities and some initial standards and indicators for success.
- **Setting use limits should be the management action of last resort.** Setting a use limit should only occur after other management strategies

including expanded education, increased enforcement, and zoning have not met management goals.

- **Consider the impact of displaced users before setting use limits.** Most users stated they would still boat and stay in the same region if they were not allowed to boat at their water body of first choice. If a use limitation must be set, it is possible that the “problem” will move to the next closest park or water body.
- **Protect current unique opportunities for solitude and fishing.** Use appropriate management actions to preserve solitude and fishing quality at Utah water bodies. In areas where fishing or solitude is available, appropriate actions may include setting up wakeless speed zones, promoting nearby sites for speedboat use, and perhaps even removing facilities that encourage these uses.



Canoeing and Fishing at Mantua Reservoir

- **Increase opportunities for human-powered boaters.** A decline in non-motorized boating activity was identified by a few managers. Other national and state specific data indicate that participation in these activities is increasing. This disparity indicates

that state parks might not be offering enough opportunities for non-motorized boaters. While these opportunities do not necessarily have to be provided at state-managed facilities, continued consideration for their provision is important.

- **Park revenue targets should not be based on use level alone.**

An issue related to managing a site for lower use levels is that revenue may be lower and targets harder to meet. If a water body is targeted for lower use limits, or to provide solitude, financial support for managing that water body effectively and efficiently should still be provided.

- **Differential pricing.**

Differential pricing is one tool that can potentially be used as an incentive to increase or decrease use at various sites. It could also be used to induce certain types of use at selected sites. One example is to provide coupons or discounts to boaters during off-peak times or on lesser-used water bodies if the objective is to disseminate pressure on facilities and staff.

Another example is a discounted pass for those who complete a certified boating course if the objective is to decrease accidents and promote safe boating practices.

- **Continue and expand use of webcams.**

Webcams can provide users with information about conditions at heavily used parks or water bodies; the webcams would focus on the parking lot and conditions at the boat ramps. Many users currently call the park to assess conditions. Providing webcams would allow users to access real-time information while decreasing

the impact on staff. Webcams could be best utilized at parks with parking lots that tend to fill, and at parks that may serve as substitutes (e.g. Sand Hollow and Quail Creek, or Jordanelle and Deer Creek). Webcams could also serve as a promotional mechanism for parks or water bodies identified as being high or intensive use areas.



Boating at Deer Creek State Park

- **Separate conflicting uses using indirect management strategies (where possible).**

Indirect management strategies include education or non-regulatory encouragement, such as developing a boat ramp solely for a specific craft, whereas direct management strategies include area closures and use limits. It is suggested that conflicting uses (e.g., PWC and other groups such as anglers) be segmented using indirect methods, where possible. Managers and boaters both seem averse to segmenting (or separating) uses on a particular water body, but zoning is an important and underutilized conflict management tool. Also, segmenting users between water bodies is still a possibility, but again, only if planning takes place in a regional context. It is not necessary to ban certain activities at parks, but creating facilities that

attract different types of visitors at different lakes or sites is an alternative strategy. For example, a PWC-only ramp could be built at one site while creating a large wakeless area at another for anglers. Removing facilities can serve the same purpose, but this will initially be controversial for visitors who have become accustomed to these facilities; therefore public relations and educational efforts will be an equally important management tool.

- **Continue existing, and expand boater education programs.** Educational programs are very popular for both boaters and managers. Expanding educational programs with an emphasis on estimating speed and proximity, PWC etiquette, and identifying regional opportunity alternatives is suggested. Requiring a boater education course could be considered. The key is to make users aware of the rules regarding common infractions. Managers feel more comfortable citing knowledgeable individuals than those who are not familiar with the infraction. One potential specific educational tool is a map that highlights specialized opportunities at Utah water bodies (e.g., PWC ramp at Jordanelle). Since indirect management actions are desirable, encouraging users to visit appropriate sites is important. Related to this is the need for improving information dissemination, especially through the Internet, for issues like lake use restrictions, lake levels and alternative opportunities.
- **Develop plan for patrolling outlying water bodies.**

Park managers and other staff at the regional meetings mentioned the propensity of users to bring unregistered boats to less frequently patrolled sites. If enforcing registration violations is a priority, it is suggested that increasing patrols at these areas be considered.

Collaborating with other state agencies, Wildlife in particular, who do patrol outlying water bodies, may provide one method of increased patrolling at these water bodies.

- **Consider increased specialization for some staff roles.** The challenge of balancing many tasks could be addressed by increasing specialization in some roles. Applying a regional perspective by sharing specialized staff between parks in close proximity to one another could be useful. Possibilities include: 1) develop a team of law enforcement staff who can travel between different sites and support park-specific staff; 2) consider maintenance support staff who could assist at multiple parks; and 3) develop regional specialist roles for certain redundant administrative and recording tasks, as well as writing agreements and proposals.
- **Additional staffing may be necessary at parks targeted for increased use.** Parks or water bodies targeted for increased use should also see an increase in staff to address related use issues, including frequency of patrols.
- **Consider the role of OHV management when planning for water-based recreation.** OHV management is a major issue for state parks staff. Given the dispersed character of OHV recreation and the

need for infrastructure, inter-jurisdictional trails, and dispersed management, maintenance, and enforcement, the provision of OHV activities and management in a geographic context requires regional coordination, perhaps even more so than water-based recreation. OHV management appears to be especially dependent on inter- and intra-agency cooperation as discussed above, including funding, trail and facilities provision, enforcement and management. Where possible, water-based and OHV recreation planning should be integrated. If planning is not integrated, consideration for OHV management should be made.

- **Develop guidelines for expanding park revenues that may be used for facilities and permanent and/or temporary staff.**
Expand the use of fees for specialized uses and access (e.g. launching fees at high-use parks), and develop guidelines for sharing fees across parks statewide and within the region. Employ a professional grant writer who has collaboration skills that can be used to write memoranda of understanding, collaborative agreements, and grants to increase funding for facilities and staffing.
- **Conduct a managerial regional meeting periodically.**
The regional meeting presents an excellent opportunity for staff to address problems regionally. These meetings could follow the following format:
 - Issue and problem identification
 - Brainstorming management strategies and sharing resources
 - Monitoring and evaluating

provision of recreation expectations
- Management suggestions

- **Consider intercept surveys focusing on different regions each year.**

On-site surveys provide unique information for recreation planning. Conducting on-site surveys focusing on different regions each season would allow for more comprehensive planning. A number of these surveys have been conducted in the past, allowing a comparison with newer data. Data collected from these surveys provide key information about experiential opportunities and management preferences for parks. These preferences can identify conflict sources, missing or unique recreational experiences, and estimate levels of acceptability and educational needs related to alternative management strategies. These surveys can also assess if managerial objectives are being met.

- **Continue longitudinal (long-term) phone survey of registered boaters.**

It is suggested the statewide survey of registered boaters be conducted again in five years. This will provide the Division with longitudinal (long-term) data and allow response changes to be tracked over time. The statewide survey provides insight into the management issues associated with Utah water bodies, with input from both occasional and frequent users.

Regional Management Recommendations:

This section includes management options for consideration in the identified regions.

Southwest Region

The southwest region is exceptionally dry, has few water-based opportunities (although Lake Powell and Lake Mead are relatively close), and is experiencing rapid population growth. Solitude or low-density boating opportunities are limited in this region. Sand Hollow provides a unique opportunity for visitors to experience a number of recreation opportunities in addition to boating. Gunlock, the oldest of the area reservoirs, provides for relative solitude and is not as developed as Quail Creek or Sand Hollow. Quail Creek and Sand Hollow's close proximity to each other may provide an appropriate opportunity to zone potentially conflicting recreational activities between two water bodies.



Sand Hollow State Park Boat Ramp

- **Complete facilities at Sand Hollow considering regional perspective.** Managers in the southwest region suggested completing Sand Hollow as the top priority. It is also suggested facilities be completed (if possible) with regional considerations.
- **Protect relative solitude at Gunlock.**

Gunlock provides a unique regional opportunity for relative solitude. Continue to manage Gunlock for this relative solitude by ceasing facility expansion and by directing boaters to Sand Hollow and Quail Creek.

- **Consider indirect zoning methods between Quail Creek and Sand Hollow.**

Identify conflicting uses at these two water bodies and use indirect management actions to attract the conflicting groups to different sites. For example, facilities for anglers could be provided at Quail Creek (the better fishery), while expanding motorized-use facilities at Sand Hollow.

Northeastern Utah

Northeastern Utah has a relatively small population compared to some of the other regions. However, residents of northeastern Utah have a wide variety of water-based opportunities with relatively fewer managerial concerns than the other regions. Steinaker is close to Vernal (the largest city in the region) and provides opportunities for socializing, PWC use, beach use and more. Red Fleet is more scenic and a little quieter, but still close to Vernal. Flaming Gorge is the main attraction in the region and provides excellent fishing. Although a very large water body, Flaming Gorge has a relatively short season. The range of opportunities in this region is impressive even excluding the smaller, outlying water bodies near the Uinta Mountains or on the Ute reservation. One issue discussed by managers in this region was the difficulty in patrolling some of these outlying water bodies.

- **Protect current diversity of recreation opportunities.**
Steinaker State Park should provide opportunities for social interaction, beach use, and PWC use, among others; providing these opportunities here could prevent displacement to other water bodies in the region. Wakeless speed zones should be maintained at Red Fleet to provide a unique opportunity in close proximity to Vernal. Flaming Gorge will continue to provide excellent fishing and opportunities for solitude. We do not project these opportunities to be lost soon; however, boating conditions at Flaming Gorge should continue to be tracked.
- **Consider further cooperation with the DWR and the USFS with boating and fishing enforcement, particularly at outlying water bodies.**
Consider collaboration with DWR and USFS to enhance enforcement at outlying water bodies. In exchange, state park staff could do patrols related to wildlife regulations.

Wasatch Front / Back

Regional management strategies could be especially effective in this region. There is a wide array of water bodies in this region with a large population of boaters. This region experiences the most closures due to parking lots reaching capacity and managers cite very heavy use on weekends and holidays in the summer. Conflicts at many of these sites were mentioned by managers and confirmed in the registered boater survey.

Focusing certain activities at selected sites may decrease the complexity

associated with managing for a wide array of opportunities at one site, and increase effectiveness of future information and enforcement efforts. In other words, no single management unit in this region needs to focus on providing every opportunity. Instead, facilities specific to desired water-based activity could be provided at some sites. An example of these types of facilities is the PWC-only ramp at Jordanelle.

- **Use indirect and direct management methods in providing a diversity of opportunities.**
Use indirect management actions to attract potentially conflicting user groups to different water bodies. For example, Jordanelle, Rockport and Deer Creek could focus on PWC use, wakeboarding and waterskiing, while maintaining Strawberry, East Canyon and Lost Creek for anglers and even non-motorized craft. Yuba and Starvation reservoirs (see below) could continue to provide motorized access but also with increased opportunities for solitude. The Great Salt Lake will continue to provide one of the few opportunities for large sailboats.

Potential indirect management actions include expanding parking lots and boat ramps at high use areas, and decreasing parking lots at areas targeted for less use. Also, PWC-only ramps could be provided at additional parks while developing additional no wake zones could provide better opportunities for fishing at other water bodies. Direct management actions include dedicating one day a week at various state parks for

wakeless speed to improve fishing opportunities.

- **Management of Yuba and Starvation Reservoirs.**

Yuba and Starvation reservoirs have mandates to increase use and subsequently increase revenue. Certainly, it appears use could increase at both of these sites without dramatically changing the social or environmental conditions. This could potentially alleviate some of the pressure on the water bodies closer to the Wasatch Front population. However, it would be at the expense of the unique opportunities for solitude in this region that these parks provide. It is suggested that the implications of increasing use at these sites be considered and examined carefully. Protecting these opportunities may include allowing additional use at state parks closer to the Salt Lake area.

- **Develop a web-based regional management information system.** The Wasatch Front region is addressing the most complex array of management issues and opportunities. A web-based regional management system could be implemented here (with consideration for other regions later). The web-based system would include links to webcams that highlight parking lot and boat ramp conditions. The web-based system would also clarify which opportunities are provided at each of the various facilities in the region.

Northern Utah

Capacity issues in Northern Utah are facility-based and are not significant on the water. Willard Bay and Hyrum

provide close to home opportunities for boaters who visit these sites both on the weekends and after work. Bear Lake is unique in size and scenery, and provides boaters with an area of relatively low density of on-water users. Hyrum could tolerate additional use, but facilities and staffing would need to be expanded.

- **Consider expanding facilities at Hyrum and Willard Bay reservoirs if use continues to increase in this region.**

Hyrum State Park provides proximate opportunities for residents of Cache Valley, while many residents along the northern Wasatch Front visit Willard Bay. Encouraging increased recreation use at Hyrum could buffer potential increases at Porcupine, Cutler and Newton reservoirs, which do not have as much law enforcement presence.

- **Protect opportunity for sailing at Bear Lake.** Bear Lake is unique in providing an opportunity for sailing in fresh water in Utah; this is not only unique regionally but for the state as a whole. Sailing-only facilities could be considered, including additional slips for sailboats or a sailboat-only ramp.



Sailing on Bear Lake

Central Utah

This region has many boating opportunities, ranging from small water bodies such as Palisade reservoir to large water bodies including Otter Creek and Scofield. Currently, there are fewer management issues here compared to the Wasatch Front and southwestern regions. The challenge for the future will be to maintain the area's unique and wide array of opportunities. One issue identified as important in future planning for this region is the effect of irrigational water use on water body levels.

Protect current variety of water-based recreation opportunities.

Actions should be taken to maintain the wide array of opportunities in this region to continue to meet the needs of a diverse boating population.

- **Collaborate with irrigation companies on projects of mutual interest.**

Consider collaborating with irrigation districts on projects of mutual interest, including dredging reservoirs to increase water storage capacity.

- **Provide clear direction on the use of revenue generators.**

The use of revenue generators, including concessions, can create potential conflict between private and public interests if respective obligations of each are not well defined. Clear guidelines about the use of revenue generators should be established through regional planning involving local communities.

Lake Powell

Lake Powell continues to be one of the most popular water bodies for registered boaters despite its great distance from the population base. It is clearly a unique water body, in not only the state, but also the country. Lake Powell does not fit into any specific region in the state but plays a role in every region, as it is located physically across regions and it draws users from all over the state. (This is also true to a lesser extent for Flaming Gorge and Strawberry reservoirs.) In 1999, about 40 percent of the respondents to a survey had visited Lake Powell; while about 28 percent visited in 2006 (some of this decline is likely due to rising fuel costs).

- **Consider the role of Lake Powell in every region.**

Lake Powell is important to many registered boaters in every region, and management changes at Lake Powell affect users throughout the state (as well as throughout the country). The main constraints to visitation appear to be distance and cost. Therefore, Lake Powell can be viewed as complementary to the lower cost boating opportunities provided in each regions.

- **Continue tracking recreation use.**

Opportunities for solitude do not currently appear to be compromised at Lake Powell; however, it is suggested that conditions continue to be monitored as reservoir levels and other accessibility factors change.

Issue Area: Boating Program Funding

Issue Area: Boating Program Funding

Key Issues:

-  Ensure proper and efficient use of boating funds by Utah State Parks
 - Require proper distribution and accounting of boating funds
-  Enhance opportunities for boaters by partnering with the Utah Division of Wildlife Resources for the efficient utilization of motorboat access funds
 - Define attributes of waterways eligible for these funds and develop criteria for prioritizing projects to ensure consistent and fair consideration of projects
 - Conduct surveys occasionally to determine boater issues and needs to help prioritize projects
 - Provide outreach to partners (federal, state and local) to educate them about this funding source and to solicit projects
 - Better educate Boating Advisory Council and Wildlife Board about these funds and types of projects

Funds used by the boating section to support boating activities in Utah come from a number of sources. These include the U.S. Coast Guard (recreational boating safety grant), boat registration fees, a portion of the state gas tax, the U.S. Fish and Wildlife Service boater

access fund (through DWR), guide and outfitter license and registration fees, and state development monies.

Issue: Ensure proper and efficient use of boating funds by Utah State Parks

The boating section has developed and implemented a plan to fund a portion of the operating costs of each state park with boating-related responsibilities. This funding is somewhat dependent on the amount of time an individual park spends on boating-related activities, but no accounting has been done to match actual boating expenditures in parks with funds allotted. A system needs to be put in place to ensure that boating funds are expended in a manner commensurate with parks' actual boating responsibilities and expenditures.

Recommendations:

- **Require proper distribution and accounting of boating funds.**
 - Conduct a study to determine more accurately what percent of each park's budget is expended in support of boating-related activities. The boating section could then develop a more accurate model to fund boating-related activities for each state park.

Issue: Enhance opportunities for boaters by partnering with the Utah Division of Wildlife Resources for the efficient use of motorboat access funds

The DWR receives motorboat access funds from the U.S. Fish and Wildlife Service. DWR and the Division work together to identify projects for these funds. These funds can be used for navigational aids, dredging, vegetation

management, facility improvements or for other boating-associated facilities on land at sites providing opportunities for motorboaters.

The Division's Boating Advisory Council, through a Memorandum of Understanding between the Division and DWR, prioritizes suggested projects.

Recommendations:

- **Define attributes of waterways eligible for funds and develop criteria for rating and prioritizing projects for motorboat access funds to ensure consistent and fair consideration of projects.**
- **Conduct surveys to identify boater issues and needs and to help prioritize projects.**
- **Provide outreach to partners (federal, state and local) to educate them about this funding source and to solicit projects.**
- **Better educate the Boating Advisory Council and Wildlife Board about these funds and potential projects.**

Issue Area: Agency Cooperation and Partnerships

A need exists to improve interagency cooperation to provide and maintain boating opportunities in a consistent and efficient manner. While the Division's boating program has been established as the boating authority for the state of Utah, other state, federal and local agencies manage boating or boating waters to some degree.

The U.S. Coast Guard is an important partner and funding source for recreational boating safety. The USFS,

Issue Area: Agency Cooperation and Partnerships

Key Issues:

- **United States Coast Guard Recreational Boating Safety Program**
 - Develop recommendations for the boating program to help meet the Coast Guard's recreational boating program safety goals and objectives
- **Increase partnerships and communication with other boating agencies**
 - Meet and coordinate with other agencies providing boating opportunities
- **Improve coordination with the Utah Division of Motor Vehicles (DMV) for boat registration**
 - Train and provide information to DMV employees for more consistency
- **Other partnerships**
 - Continue partnership with the U.S. Coast Guard Auxiliary
- **Define the role of the Boating Advisory Council**
 - Improve the council's understanding of boating issues throughout the state

NPS, BLM and other agencies also provide boating opportunities in Utah. The Division has an agreement with the DMV to administer the registration and licensing of boats. Many specific examples regarding a need for greater interagency cooperation are found throughout the other issue areas in this document.

Issue: United States Coast Guard Recreational Boating Safety Program

The U.S. Coast Guard's National Recreational Boating Safety Program mission is to ensure that the public has a safe, secure and enjoyable recreational boating experience by implementing programs that minimize the loss of life, personal injury and property damage,

while cooperating with environmental and national security efforts.

The Coast Guard developed a strategic plan to guide them and their partners in meeting this mission. A number of objectives and strategies are included for achieving the over-arching goal of the plan, which is to reduce casualties. Many of the elements of the Coast Guard plan assign responsibility to state boating programs.

The Coast Guard, through its Recreational Boating Safety Grant Program, provides funds to support its partnerships with the states to promote safe boating. To receive these funds, Utah boating program managers must complete an annual *Recreational Boating Safety Program Narrative* identifying the Utah boating program's goals and objectives for boating safety-related issues, including those assigned to the state by the Coast Guard strategic plan.

The Division boating program will fulfill these assigned responsibilities and voluntarily address other elements of the Coast Guard plan as funding and staffing allows. The following summarizes the Utah boating program's current and planned responses to meet mandated responsibilities and other boating safety goals and objectives. The entire Coast Guard strategic plan is included as Appendix B at the end of this document.

Recommendations:

- **Performance Goal – Reduce Recreational Boating Casualties (deaths and injuries)**
Sub-Tier Goal 1. Reduce Five-Year Average Annual Deaths

Sub-Tier Goal 2. Reduce Five-Year Average Annual Injuries

- Objectives and strategies to meet the performance goal and sub-tier goals 1 and 2.
 - ◊ Objective 1 – Track number of Safety Education Certificates. The boating program will:
 - ▶ Report the number of students passing the boater education courses.
 - ◊ Objective 2 – Increase awareness of Safe Boating practices. The boating program will:
 - ▶ Adopt, distribute and promote the Coast Guard's branded messages.
 - ▶ Increase the distribution of these messages. Encourage partners such as outfitters, liveries, dealers and user groups to distribute these messages. Provide links from the boating program web page to the partners' sites.
 - ▶ Attempt to reach the non-English speaking segment of the boating public by evaluating needs of this community segment and determining the best means to educate them about safe boating practices.
 - ▶ Continue to support the educational component of law enforcement. Encourage a law enforcement presence at boating waters with an emphasis on educating boaters on safe boating practices.
 - ▶ Promote outreach initiatives by increasing the

- distribution of branded messages, and encouraging partners, such as boat liveries and outfitters to also distribute messages. Provide links to partners' websites.
- ◇ Objective 4 – Life Jacket Wearing. The boating program will:
 - ▶ Ensure that vessel inspectors wear inflatable life jackets. Ensure state park officers wear life jackets while on vessels. Encourage other agencies to have employees wear life jackets when on boats.
 - ▶ Encourage more state parks to participate in life jacket and type-IV throwable floatation device loaner programs. Provide consistent and strict enforcement of life jacket carriage and wear laws. Provide training and officer forums to ensure consistent enforcement of life jacket carry and wear laws throughout the state.
 - ◇ Objective 5 – Operator Compliance with Navigation Rules. The boating program will:
 - ▶ Promote the adoption of a National Association of State Boating Law Administrators (NASBLA)-developed law requiring those convicted of violating a navigation rule or boating under the influence (BUI) to take a boating safety course.
 - ▶ Continue to offer, and encourage citizens to take, boating safety courses.
 - ▶ Work with NASBLA and the Coast Guard to develop an officer training curriculum to improve officer knowledge and consistency of identifying and documenting navigation rule violations. If necessary, promote putting the curriculum in Utah code.
 - ▶ Provide consistent and strict enforcement of navigation rules, and use media to announce strict enforcement. Provide training and officer forums to ensure consistent enforcement of navigation rules throughout the state.
 - ◇ Objective 6 – Boating Under the Influence (BUI). The boating program will:
 - ▶ Promote the adoption of a NASBLA-developed law that requires those convicted of violating a navigation rule or BUI to take a boating safety course.
 - ▶ Train officers to detect BUI violations and deal with them in a strict and consistent manner statewide.
 - ▶ Conduct at least one boating checkpoint per region each year.
 - ▶ Increase on-the-water patrols, and ensure that boating officers have the equipment necessary to detect and enforce BUI and other boating laws and rules violations.

- ▶ Test boat operators during accident investigations to determine if alcohol was a contributing factor.
- ◊ Objective 7 – Manufacturer Compliance with Industry Safety Design Requirements. The boating program will:
 - ▶ Provide information to Coast Guard regarding vessels that may have questionable design, or design problems.
- ◊ Objective 8 – Operator Compliance with Safety Equipment Carriage Requirements. The boating program will:
 - ▶ Identify issues relating to non-compliance with required safety equipment and report these issues to the Coast Guard.
 - ▶ Use enforcement, education, public-awareness campaigns, and loaner programs to improve compliance in the state's problem areas.
 - ▶ Use media, printed materials, and enforcement and educational contacts to increase boaters' knowledge of safety equipment requirements.
 - ▶ Encourage dealers to include required and recommended safety equipment with vessel purchase.
- ◊ Objective 9 – Boating Accident Reporting. The boating program will:
 - ▶ Provide accident-reporting training for Division employees and other

agencies, including enforcement agencies, emergency medical services, and search and rescue personnel.

- ▶ Promote the importance of accident reporting to the public and partners.
- ▶ Add a language barrier field to the boating accident reporting form to identify problems in this area.
- ▶ Encourage accident investigators to fill in the human error field on the report to provide information about the cause of accidents.

Issue: Improve partnerships and communication with other agencies that manage boating opportunities

The BLM, NPS and USFS manage large bodies of water and, to varying degrees, the boating that occurs in those areas. The boating management responsibilities of the Division often overlap those of these other agencies.

Recommendations:

- **Meet with the BLM, NPS and USFS management yearly or biennially to discuss boating-related management concerns, and participate in those agencies' planning efforts for boating areas.**
- **Offer information and advice regarding boating to planning commissions that make recommendations for the management of Utah Lake, Great Salt Lake and other water bodies.**
- **Work with NPS to modify boat ramps at Lake Powell to accommodate water fluctuations.**

- **Meet with tribal leaders to discuss boating issues on tribal waters, and to educate them on types of funding available for boating improvements.**
- **Make boating officer training available statewide, and to all agencies.**



Interagency Boating Enforcement Training at Lake Powell

Issue: Better coordination with the Utah Division of Motor Vehicles (DMV) regarding boat registration

The Division contracts with the DMV to manage the registration of boats in Utah. The DMV has 29 offices throughout the state. There is a problem with inconsistency of information provided to boaters at the different offices.

Recommendations:

- **Provide outreach training to DMV offices to improve consistency of information, and meet with DMV managers on a regular basis to discuss issues.**
- **Develop a printed outline of procedures to give to all DMV offices to improve consistency in the provision of relevant boating information.**

Issue: Other partnerships

The Division has a valuable relationship with the U.S. Coast Guard Auxiliary to provide training and on-the-water assistance. Partnerships with other entities with an interest in boating may be developed.

Recommendations:

- **Continue to foster the partnership with the U.S. Coast Guard Auxiliary.**
- **Seek input from local related businesses, organizations, and agencies that could partner to distribute information.**

Issue: Define the role of the Boating Advisory Council

The Boating Advisory Council consists of seven members that represent a variety of boating interests. Currently there are representatives for the U.S. Coast Guard Auxiliary, personal watercraft enthusiasts, sailing and non-powered craft, marine dealers, wildlife and outdoor recreation associations, river runners, and a youth representative. This group provides input used to guide the Division's boating program. They also review grant applications and decide which boating projects receive support from the boating program's various funding sources.

Recommendations:

- **Improve the Boating Advisory Council's understanding of the boating program and increase their role in meeting boating program goals.**
 - Educate council members about the boating program's responsibilities and boating issues

throughout the state by meeting with constituents and boating professionals and by taking field trips to boating sites.

- Determine which populations of boaters should have a representative on the Boating Advisory Council. As an example, paddle sports and sailing share one representative currently, though they each have very different needs and concerns. Determine if these activities should have separate representation.
- Consider ways to make the youth representative more effective.

Issue Area: Legislative Issues

Issue Area: Legislative Issues

Key Issues:

-  Gain legislative support for boating program and key boating issues
 - Educate legislators about boating issues and positive economic impacts of boating to state and local economies
 - Seek legislative funding for important boating facility maintenance and development

The boating program would benefit from an increased understanding by legislators of existing situations and needs. As a section within the Division, the unique roles and responsibilities of the boating program may be overlooked by legislators. Improving understanding of these roles and responsibilities, and gaining legislative support for critical boating issues would allow the boating program to better serve the boating public. Gaining legislative support and funding is essential to many of the

recommendations made in this document.

Issue: Legislative support for key boating issues

It is recommended that the Division educate members of the Utah legislature about boating issues, the economic impact and benefits of boating, and the Division's role in providing safe boating experiences and opportunities.

Recommendations:

- **Invite legislators to participate in site visits and/or accompany boating patrols.**
- **Gather and analyze information regarding the economic impact of boating at the state and local level to gain legislative support, and to promote the benefits of having a nearby boating park or area to the local communities and businesses.**
- **Encourage constituents to contact legislators on boating issues.**
- **Emphasize unique roles and responsibilities of the boating program in order to obtain additional funding separate from that generally designated for Utah State Parks and Recreation.**
- **Seek legislative funding for replacement, maintenance, and expansion of boat mooring and storage facilities.**

Issue Area: Public Safety and Education

Issue Area: Public Safety and Education

Key Issues:

-  **Mandatory boater education**
 - Provide online education courses
 - Support education requirement for all boaters
-  **Boating enforcement**
 - Improve consistency of enforcement throughout the state through information sharing and officer training
 - Increase presence of officers on the water
-  **Improve dispensing of boating program information**
 - Tie state media campaigns to national efforts to leverage funds
 - Provide information in more ways and to varied populations
-  **Produce an annual boating program report**

The Division has advocated for compulsory boater education to improve safety beyond the existing personal watercraft education requirement for youth.

Issue: Mandatory boater education

The Division has supported legislation that would require an education course for motorboat operators. The Coast Guard supports mandatory education and is seeking authority from Congress to institute a national boater education program. The state currently requires children 12 to 17 years old to complete an education course to operate PWCs. The Division makes an education course mandatory for its employees who operate

boats in their duties, and encourages other agencies to do the same. The boating section is considering additional and more convenient ways to administer the PWC course.



Recommendations:

- **Offer an online course to improve convenience for those seeking to meet the PWC education requirement.**
- **Continue to support efforts to require education for all motorboat operators.**
- **Encourage other agencies to make the boater education course mandatory for their employees who operate boats, and offer to provide the course to them.**
- **Encourage other agencies to adhere to safe boating practices, such as wearing life jackets at all times on boats.**
- **Provide on-the-water training at work places for new hires whose duties include boat operation. Include training for boat operation on rivers as well as flat waters.**

Issue: Boating enforcement

Consistency of boating laws and rules enforcement throughout the state is an

issue. The boating section offers training to boating officers, but more is needed. Uniform training provided to all enforcement officers will help with consistency of enforcement, as would statewide meetings to serve as a forum for this issue. Other specialized training is needed to improve officer skills.

Recommendations:

- **Continue sending some Division boating officers to national training to become certified trainers and have them stress enforcement consistency as they train other officers.**
- **Continue to sponsor an annual boating conference for boating officers and partnering agencies. Ensure that issues such as consistency are topics at this conference.**
- **Identify rules that must be strictly enforced (those dealing with serious safety issues) and work with trainers and supervisors to encourage officers to enforce these rules exactly.**
- **Encourage other agencies to enforce boating safety rules.**
- **Continue to train other agencies' law enforcement personnel on Utah's boating laws and rules, while stressing consistency of enforcement.**
- **Provide training to enforcement personnel on clean vessel rules and laws. For example, send officers to the U.S. Fish and Wildlife Service's boating access conference in 2010 where training on boating rules and clean vessel act enforcement are offered.**

- **Arrange other specialized training such as airboat operation, search and rescue techniques, heavy-weather boat operation, operating boats on rivers, carrying passengers for hire rules, and inspecting passenger vessels.**
- **Increase the presence of boating law enforcement personnel on the water and near ramps.**
 - Continue to encourage regions and parks to utilize the Selective Enforcement Operations Plan program to improve consistency of enforcement and for the commitment to a certain amount of enforcement patrol time.
 - Expand the number of safety patrols to less used areas on waterways throughout the state without removing personnel from high use areas.



Boy Scout Merit Badge Exercise Led by Utah State Park Rangers

Issue: Improve dispensing of boating program information

The boating section is seeking ways to provide more timely information to customers. This includes safety messages, new rules and requirements, current conditions at water bodies and information about the great variety of boating opportunities available throughout the state.

Recommendations:

- **Continue to tie Division boating safety messages to national campaigns to leverage state monies with national funding.**
- **Develop a media plan that identifies means, methods and responsible positions for developing and dispensing information.**
- **Develop newsletters for the different types of program customers. The boating section currently publishes one for dealers, but should expand this idea to specific types of boaters and potential boaters (anglers, PWC, sailors, and others).**
- **Improve the boating section's portion of the Division website. Offer all boating publications online, expand the use of web cams at ramps, and highlight alternative opportunities to spread out use.**
- **Include Boating Advisory Council information (board membership, meeting schedule and agendas, minutes, action items, etc.) on the boating program webpage.**
- **Partner with DWR to develop website and/or an interactive CD/DVD that highlights**

fishing/boating opportunities – much like state park's OHV map CD. This would help match desired experiences with locations, and would disperse use. Each location should include a description of the facilities, water body, and recreation opportunities and experience available.

- **Formalize partnerships for outreach, restoration programs, boating safety, and invasive species. An example is the Division's presence in fishing and hunting proclamations published by DWR (hunters and fishermen are boaters).**
- **Seek opportunities to use existing user databases, such as email lists for trade groups, boating clubs, and user groups to reach boaters.**
- **Coordinate the production of information by all partners to achieve accuracy and uniformity.**
- **Seek input from local related businesses, organizations, and agencies that could partner and distribute information.**

Issue: Produce an annual boating program report

The report should include information on the Division and other agencies' boating activities and opportunities. This report would be distributed to the legislature, partners, and the general public.

Recommendations:

- **The section must report on its activities as part of the Coast Guard grant program. Explore developing this report to meet the**

Coast Guard reporting requirement.

- **Research and review other states' report formats.**
- **The boating section, park managers and the Boating Advisory Council should meet and determine what should be included in the annual report.**
 - Report could include accident and compliance statistics and analysis, number of registered boats, statistics on education courses offered and number of students attending, improvements to boat facilities and opportunities, information from individual water bodies and regions, and other information of interest to the target audiences.
 - Report should be available on the boating program webpage.

Issue Area: Human-Powered Boating Activities

Issue Area: Human-Powered Boating Activities

Key Issues:

- Promote existing experiences and develop additional human-powered boating opportunities
- Promote human-powered boating safety
 - Provide safety information to boaters and liveries through various means

Participation in human-powered boating activities has increased dramatically in recent years. Participation in canoeing and kayaking has increased by 106 percent nationwide since 1983. The National Survey for Recreation and the

Environment indicated that Utah residents spent 2.2 million user days engaged in canoeing, kayaking, rafting and rowing. Most of the Division's funding for boating supports only motor boating. As the numbers indicate, however, many Utahns engage in human-powered boating activities and the Division should strive to meet their needs.

Issue: Enhance human-powered boating opportunities

Surveys show that a large number of Utah residents participate in these activities. As the recreation authority for the state, the Division and boating section should consider how to meet the needs of these recreationists by promoting and providing a variety of desired and safe human-powered boating opportunities. The Division should consider the needs of occasional or novice participants, as well as the more experienced and well-equipped enthusiasts.



*Rafters on the Colorado River
(This photo and rafting photo on cover page courtesy of
Steve Christensen - College of Eastern Utah)*

Recommendations:

- **Promote existing and develop additional human-powered boating opportunities.**

- Collect data to determine numbers of participants in these activities throughout the state.
- Work with enthusiast groups, vendors and others to help determine user needs and desired opportunities, and to find ways to further these activities for users of all levels of experience.
- Publicize existing paddle craft trails (such as those at Lake Powell and Flaming Gorge) and develop additional opportunities of this type.
- Build additional participation in these activities by increasing recreational use of urban rivers, possibly by partnering with vendors, schools, outfitters and other recreation providers. Encourage businesses to offer vehicle and vessel shuttles to put-ins and take-outs.
- Investigate using federal trail funds for paddle sports trails and motorboat funds for facilities that could serve both motorized and non-motorized users.
- Consider potential funding sources for these activities, such as registration fees for non-motorized craft, and taxes on recreational goods. Develop rapport with paddle sport community to see what they would recommend and support.
- Work with transportation entities to ensure that highway and other bridge projects over waterways consider impacts to boating.

Investigate if federal highway funds, such as ISTEA, can be used for transportation related boating improvements.

- Advertise canoe or raft opportunities for less experienced users.
- **Promote human-powered boating safety. A high percentage of boating related fatalities in Utah have been associated with human-powered craft. These activities have a wide range of degree of difficulty and danger, and participants in these activities have varying levels of experience and skill.**
 - Consider co-sponsoring or partnering with promoters of events such as paddlefests to support human-powered boating and to ensure that boating safety education is a part of these events.
 - Develop a checklist of safety equipment and rules for liveries renting human-powered craft and motorized boats. Supply retailers of boating equipment with the checklist and encourage them to distribute it. Include the checklist on the Division website. Consider adding area specific information to the checklist.
 - Include human-powered boating safety messages in the boating program's media campaign.
 - Partner with NASBLA where possible for safety education.
 - Encourage and support land managing agencies in developing and installing informational kiosks that offer safety, etiquette, environmental, agency contact and other area specific information at

popular access points on rivers and other water bodies. In areas where appropriate, make river water level/flow information available (cubic feet per second), so boaters will have an idea of the degree of difficulty for their trip.

Issue Area: Commercial Boating

Issue Area: Commercial Boating

Key Issues:

-  River Guide and Boat Captain Testing, Licensing and Permitting
 - Improve customer service
-  Boat Livery Safety
 - Enhance safety of boat livery customers
-  Non-carrying-passengers-for-hire commercial boating operations
 - Explore the need for vessel safety inspections and further regulation of commercial boat operators beyond those of carrying passengers for hire

The boating section administers the state's carrying passengers for hire requirements on guides, boat captains and commercial entities engaged in these activities. The boating section manages the state's program to register outfitting companies that carry passengers for hire, and tests and licenses commercial river guides and boat captains working for those companies. The boating section also oversees the registration requirements for boat liveries in the state. Boat liveries rent boats and boating equipment to the public. They are required to register with the Division, provide a lease agreement for each vessel rented, display the company name on vessels, supply each boat rented with required safety

equipment (life jackets, etc.), and give renters information on the state's boating rules. There are other businesses with boating as an integral part of their operation, such as commercial fisherman and water salvage companies. These businesses may operate with little oversight of their boating functions.

Issue: River guide and boat captain testing, licensing and permitting

Testing and license issuance for river guides and boat captains is currently available only at the Division's Salt Lake City office, Southeast Region office in Moab, and Steinaker State Park near Vernal. Since the current testing locations are only open limited hours and river guides and captains are located throughout Utah and adjacent states, the Division would like to improve the availability of service offered to these customers.

Recommendations:

- **Improve customer service to those seeking river guide and boat captain licenses**
 - Offer testing at more locations around the state. Approach other entities such as colleges or university extension offices to administer tests.
 - Encourage colleges and universities to offer river guide courses that give attendees a license or certification upon successful completion of the course.

Issue: Boat livery safety

Many customers of boat livery operations have little or no boating experience or knowledge of local boating waters. The planning team developed several

recommendations to address these safety issues.

Recommendations:

- **Enhance safety of boat livery customers.**
 - Develop a checklist of basic requirements and rules, and other information specific to location and activity for liveries to give to renting parties.
 - Test some locations for the effectiveness of information and education provided by liveries.
 - Livery rental agreements should require that renters abide by basic boating regulations and rules.
 - Consider a requirement for renters to have some level of experience or operation instruction from livery before renting watercraft – a short instructional video might be developed for this purpose.

Issue: Non-carrying-passengers-for-hire commercial boating operations

There are a number of other commercial operations that use boats. Some of these may not receive much oversight of their boating activities, particularly regarding safety.

Recommendations:

- **Explore the need for vessel safety inspections and further regulation of commercial boat operators for non-recreational boating operations.**

Issue Area: Boating Facility Management and Development

The Division manages a number of marinas in its parks. Each of these marinas is unique, with individual issues. The funding of long-term rental docks and slips maintenance, replacement and

Issue Area: Boating Facility Management and Development

Key Issues:

- Boating facility improvements
 - Determine where, and what type of facilities, are needed
 - Prioritize needs
 - Consider fees for specific boating activities to fund maintenance and improvements
- Long-term rental dock maintenance
 - Investigate funding sources from rental dock maintenance and development

development is an issue, but there are other needed improvements to boat ramp and marina areas that would benefit all boaters.

Issue: Boating facility improvements

To improve boating opportunities, the Division and its partners should look to meet facility and amenity needs at waters across the state.

Recommendations:

- **Determine which water bodies should receive marina developments.**
- **Consider additional facilities at marinas such as fueling stations and concessions to expand boating opportunities. To help facilitate this, research longer contract terms, limiting liability and other means to encourage private investments in facilities for concession operations.**
- **With help from user groups and other boating agencies, determine where and what type of boating facilities are needed at Utah boating waters, such as boat ramp**

extensions, restrooms and courtesy docks. Prioritize and seek to fund and develop identified facilities.

- **Decide if the Division should charge specific activity fees, such as for boat launching, to help fund boating facilities and amenities.**

Issue: Long-term rental dock maintenance

The Division has six marinas that offer docks with long-term slip rentals. Because these docks are not available for general public use, boating program funds cannot be used to maintain or expand them. This lack of funding for maintenance has led to most of these docks being in poor condition. Slip renters complain about the condition of the docks and associated facilities, and about the fact that their rental fees do not go toward the upkeep of the facilities. The fees are a general funding source for all parks, and are not directed back to pay for dock upkeep. Long-term rental docks are a good revenue source and there are long waiting lists of people wanting to rent these slips. The Division would like to create more long-term rental slips in existing marinas and develop marinas with rental slips in other parks, but funding is an issue. Without boating specific funding, these improvements must compete for funding with all other needs in state government.



Bear Lake State Park Marina

Recommendations:

- **Division leadership, boating section staff and the marina management committee shall investigate sources of funding for long-term rental dock maintenance and development.**
 - Determine what types of marina use would qualify as public access and allow federal and state boating funds to be invested in dock facilities based on lake dimensions, distance between marinas, average number of days on water, and size of boats.
 - Consider additional user fees to fund boating facility maintenance, such as a surcharge for slip renters that is dedicated to dock and associated facilities maintenance, repair and replacement.
 - Investigate U.S. Fish and Wildlife Service boat infrastructure grants to fund facilities for large non-trailerable vessels on some lakes and reservoirs.
 - Review other states' boating programs for public marina management.

Issue Area: Health and Environmental Concerns

Issue Area: Health and Environmental Concerns

Key Issues:

-  Stop vessels from discharging sewage into water bodies

Activities associated with boating can have an effect on public health and the environment.

Issue: Stop vessels from discharging sewage into water bodies

There is evidence that some boats with the capability to pump sewage are emptying holding tanks into water bodies. Boaters also deposit human waste on shorelines.

Recommendations:

- **Provide training to officers about environmental standards and regulations, the various wastewater-holding systems used in boats, and recognizing the illegal discharge of sewage from boats.**
- **Encourage and fund more on-water, waste pump-out facilities.**
- **Investigate adapting land-based RV sanitary stations to allow the emptying of the holding tanks of trailered boats (could possibly use some of the infrastructure of existing sanitary stations). Consider whether new sanitary stations at boating parks should be built to accommodate boats on trailers.**
- **Provide more restrooms adjacent to water bodies.**

- **Identify and prioritize the water bodies where additional facilities are needed.**
- **Provide information about minimum impact strategies on signs and kiosks.**
- **Provide information on environmental impacts and minimum impact strategies through various methods.**

Conclusion

This plan is a blueprint to help implement the planning team's recommendations. As such, it outlines the initial steps to be taken by the Division, the boating section, and partners, to continue to enhance recreational boating in Utah.

The recommendations contained in this plan conform to the team's mission of providing boaters a wide variety of safe and satisfying recreation experiences. The plan's recommendations effectively address the need for consistency in public information and boating law enforcement, improving opportunities and facilities throughout the state, and enhancing communication and coordination between agencies involved in providing boating safety and opportunities. The plan also addresses effective and efficient use of boating related funds.

The plan's success is dependent upon the continued support of partners and other stakeholders. The recommendations contained within this plan were based upon an open and collaborative process. It is imperative that this collaborative spirit continues as the plan is implemented.

It is also imperative that the document be reviewed on a regular basis to ensure its viability, relevance and usefulness. This document has sufficient flexibility to be amended in response to changing resource conditions, visitor needs and expectations and agency priorities. Such amendments may occur under the auspices of the Division. Any such changes will include input from Division boating water managers and enforcement personnel, other agencies providing

boating opportunities and funding, individual boaters and user groups, and other stakeholders with interests relevant to boating in Utah.



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Appendices

Appendix A - Public Comments 51

**Appendix B - U.S. Coast Guard, Strategic Plan of the National
Recreational Boating Safety Program 2007-2011..... 53**

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Appendix A – Public Comments

Comment: Sailing Partnerships

Please consider adding the following recommendation to the section on Issues and Recommendations - Boating Facility Management and Development (p. 42):

In partnership with a nonprofit group or groups with the same objective, promote the creation of a sailing club and facility modeled on Community Boating, Inc. of Boston, MA (<http://www.community-boating.org/>), Hooper Sailing Club of Madison, WI (<http://www.hoopersailing.org/>), and similar organizations which are dedicated to the advancement of sailing, sailing education and competition, and to making the sport accessible to everyone. The role of the Division of Utah State Parks and Recreation could be, for example, to set aside the necessary land, develop a facility, and lease it to this club.

Response:

The Division supports the formation of groups or clubs dedicated to the advancement of sailing. However, as sailing opportunities may be unique to a specific state park or area, it recommends that those interested in such efforts should work with park managers at such parks to establish these organizations.

Comment: Gas Tax Credit

The amount of gas tax credited to the boating account should be revisited by the State Tax Commission, it has been over 14 years now. The average boat length, weight has increased, so has the fuel consumption, as well as the state gas tax.

Response:

The Division has addressed this issue previously and concluded that no changes are warranted. At this time, the Division finds no compelling reason to pursue it further.

Comment: Better Coordination with Utah DMV

[DMV] is a great conduit to convey information directly to boat owners. [The agency can convey information about] new online safety programs, joining an email list for current boating news and announcements.

Response:

The Division believes that this plan adequately addresses this issue (see recommendations listed on p. 34).

Comment: Long-Term Rental Dock Maintenance

Long term slip rentals are available to the public, through a waitlist. This is common in other states for premium services offered. Boating program funds should be used to maintain or expand them as demand requires. A portion of the rental fees should

absolutely be used to maintain the current docks as well as partially fund expansion. The existing general public law should be revised to reflect this caveat.

Response:

The Division believes that this plan adequately addresses this issue (see recommendations listed on pp. 42-43).

U.S. Coast Guard
STRATEGIC PLAN
of the
National Recreational Boating Safety Program
2007-2011

MISSION: To ensure the public has a safe, secure, and enjoyable recreational boating experience by implementing programs that minimize the loss of life, personal injury, and property damage while cooperating with environmental and national security efforts.

Performance Goal- Reduce Casualties

Reduce recreational boating casualties as illustrated in the following table through FY 2011:

CALENDAR YEAR	NUMBER OF INJURIES ¹	NUMBER OF DEATHS ²	TOTAL CASUALTIES ²
2007	3288	671	3959
2008	3150	655	3805
FISCAL YEAR	NUMBER OF INJURIES ²	NUMBER OF DEATHS ²	TOTAL CASUALTIES ²
2009	3585	685	4270
2010	3492	675	4166
2011	3406	659	4065

1: The number of injuries is calculated as an annual number.

2: The numbers are calculated using a 5 year average. This computation method was employed as to be consistent with the USCG Budget in Brief.

Sub-Tier Goal 1. Reduce Five-Year Average Annual Deaths

Reduce the five-year average of recreational boating deaths as illustrated in the following table through FY 2011:

CALENDAR YEAR	NUMBER OF DEATHS ¹
2007	671
2008	655
FISCAL YEAR	NUMBER OF DEATHS ¹
2009	685
2010	675
2011	659

1: The number of deaths is calculated using a 5 year average. This computation method was employed as to be consistent with the USCG Budget in Brief.

Sub-Tier Goal 2. Reduce Five-Year Average Annual Injuries

Reduce recreational boating accident injuries as illustrated in the following table through FY 2011:

CALENDAR YEAR	NUMBER OF INJURIES ¹
2007	3288
2008	3150
FISCAL YEAR	NUMBER OF INJURIES ²
2009	3585
2010	3492
2011	3406

1: The number of injuries in CY 2007 and 2008 are calculated as an annual number.

2: The number of injuries in FY 2009-2011 is calculated using a 5 year average. This computation method was employed as to be consistent with the USCG Budget in Brief.

OBJECTIVES AND STRATEGIES TO MEET THE PERFORMANCE GOAL AND SUB-TIER GOALS 1& 2:

Objective 1. Safety Education Certificates

Create a database to track the number of National Association of State Boating Law Administrators (NASBLA)-approved boating safety education certificates issued annually. This information will be compiled on a State-by-State basis. The United States Coast Guard (USCG) will compile available historical data about NASBLA-approved boating safety education certificates.

Strategy 1.1- Track the Number of Certificates-NASBLA

All boating safety course providers, who issue NASBLA-approved boating safety education certificates, will report the number of certificates issued per fiscal-year to the Boating Law Administrator of that State or Territory.

Implementing Partners: NASBLA, boating safety course providers.

Timeline: Starting FY 2007 and continuing.

Strategy 1.2- Track the Number of Certificates-USCG

States and Territories will report to the U.S. Coast Guard (USCG), on a fiscal-year basis, the total number of NASBLA-approved boating safety education certificates issued, as part of the Performance Report Part II reporting requirements.

Implementing Partners: USCG, States, and Territories.

Timeline: Starting FY 2007 and continuing.

Strategy 1.3- Provide Number of Certificates-Historical Data

States or Territories that have historical data on the number of NASBLA-approved boating safety education certificates issued prior to 2007 will provide the numbers to USCG.

Implementing Partners: NASBLA-approved boating safety education course providers, States and Territories, USCG.

Timeline: FY 2007 (Oct 1): One Time.

Strategy 1.4- Compare Effectiveness of Mandatory vs. Voluntary Education

Conduct surveys to compare the effectiveness of State mandated vs. voluntary boater education programs. Surveys will be distributed (via e-mail) within 12 months of course completion to determine what behaviors the course graduates exhibit. Surveys will be used for both NASBLA course graduates and skills-based course graduates to compare net change of behavior.

Implementing Partners: USCG (lead), USCG Boating Safety Grantee and/or consultant, States, American Canoe Association (ACA), United States Power Squadrons (USPS), United States Coast Guard Auxiliary (USCGAUX), and U.S. Sailing.

Timeline: FY 2007- FY 2008.

Objective 2. Awareness of Safe Boating Practices

Establish a baseline measurement through the National Boating Survey of the boating public's awareness of safe boating practices, and use that data to establish a target for subsequent years.

Strategy 2.1- National Boating Survey

Conduct a National Boating Survey in no less than two-year intervals. Include questions to determine what motivates boaters to boat safely, what boating safety campaigns influence them and by what delivery system, and why individuals completed a boating safety instruction course.

Implementing Partners: USCG (lead) with Boating Safety Grantees.

Timeline:

Fall 2007: Survey Implementation.

2008: Establish the baseline measurement of awareness of safe boating practices and establish targets for subsequent years.

Strategy 2.2- Develop Branded Messages

Develop one branded message for each issue to use for multiple years. These issues include: life jacket wear, alcohol-use, safe personal watercraft (PWC) operation, completing a boating safety course, small boat safety (safe movement of occupants and/or gear), overloading, complying with navigation rules, getting a Vessel Safety Check (VSC), emergency preparedness, etc.

Implementing Partners: USCG (lead), USCGAUX, National Boating Safety Advisory Council (NBSAC), National Safe Boating Council (NSBC), National Water Safety Congress (NWSC), BoatU.S. Foundation, USPS, NASBLA, United States Army Corps of Engineers (USACE), Boat Manufacturers/Industry, U.S. Sailing, other boating safety organizations.

Timeline:

2007: Develop branded messages.

Strategy 2.3- Deliver Branded Messages

Deliver branded messages via a campaign through mass media that includes television, radio, public service announcements, and posters. Contract national spokes-figures to deliver messages that are likely to elicit human emotions and influence behavior. Test the campaign messages and the type of communications media to evaluate the effectiveness of the campaign to increase boating safety awareness on a national scale.

Utilize best marketing practices and research.

Implementing Partners: USCG (lead), USCGAUX, NSBC, NWSC, BoatU.S. Foundation, USPS, NASBLA, USACE, Boat Manufacturers/Industry, U.S. Sailing, boating safety organizations.

Timeline:

2007- 2008: Develop campaign and implement corresponding to the 2008 North America Safe Boating Week Campaign.

Strategy 2.3.1- Social Causal Marketing

Use multiple social/causal marketing projects designed to influence the behavior of target audiences. Resources will include a professional communications firm, under contract to USCG and grant awards from the Sport Fish Restoration and Boating Trust Fund to generate a focus on life jacket wear. USCG will solicit support of key stakeholders, partners, USCG District Offices, the industry, and all other related resources to maximize this effort.

Implementing Partners: USCG.

Timeline: Starting FY 2007.

Strategy 2.4- Reach Non-English Speaking Segment of the Boating Public

Address the need to broaden the campaigns to the non-English speaking segment of the boating public.

Implementing Partners: USCG, USCGAUX, NBSAC, NSBC, NWSC, BoatU.S. Foundation, USPS, NASBLA, USACE, Boat Manufacturers/Industry, U.S. Sailing, other boating safety organizations.

Timeline: FY 2007.

Strategy 2.5- Message from Law Enforcement

Increase the presence of law enforcement officers on the water to act as a deterrent and provide on-the-water messaging to deliver the branded messages.

Implementing Partners: NASBLA.

Timeline:

November 2007: Charge appropriate NASBLA committee to develop guidance.

Spring 2008: Appropriate NASBLA committee to adopt guidance.

Fall 2008: Appropriate NASBLA committee will present guidance to NASBLA.

Strategy 2.6- Promote Recognition Programs

Promote and encourage recognition programs for outreach initiatives that demonstrate safe boating practices.

Implementing Partners: USCG, NBSAC, NASBLA, NWSC, USACE, NSBC, U.S. Sailing, current community stakeholder programs.

Timeline: Starting in FY 2007 and continuing.

Objective 3. Advanced Boating Education

Track the number of individuals who: 1. complete an advanced boating education course and/or, 2. complete an on-the-water skill-based course of instruction. Use that data to establish a baseline measurement and a target for subsequent years.

Strategy 3.1- Track the Number of Advanced Boating Education Certificates through Survey Reporting

Create a database, utilizing the National Boating Survey, to track the number of advanced boating education courses taken.

Implementing Partners: USCG.

Timeline: FY 2007.

Strategy 3.2- Track the Number of Certificates through Voluntary Reporting

Request providers of advanced boating education to submit, voluntarily, the type and number of advanced boating education courses completed to the USCG, on a fiscal-year basis.

Implementing Partners: USCG, course providers.

Timeline: FY 2007.

Strategy 3.3- Coordinate Guidelines for On-the-Water Training

USCG will coordinate the development of official/recognized guidelines or standards for advanced boating education and on-the-water skills-based training. Disseminate these guidelines to marine retailers and other organizations.

Implementing Partners: USCG, USPS, USCGAUX, U.S. Sailing, ACA, NASBLA, Marine Retailers Association of America (MRAA), NMMA, NSBC, Marine Dealer Certification Board.

Timeline: FY 2007.

Strategy 3.4- Conduct On-the-Water Training—Marine Dealer Certification Board

Encourage the Marine Dealer Certification Board to require dealers to encourage customers to take on-the-water training and a boating safety education course.

Implementing Partners: USCG, USPS, USCGAUX, U.S. Sailing, ACA, NASBLA, MRAA, NMMA, Marine Dealer Certification Board.

Timeline: FY 2007.

Objective 4. Life Jacket Wear

Starting in FY 2007, increase the observed adult life jacket wear-rate in open motorboats by 3% from the previous year's observed life jacket wear-rate. The FY 2006 wear-rate was 4.5%. The FY 2007 target is 4.63%.

Strategy 4.1- Observed Life Jacket Wear-Rates

Conduct the National Life Jacket Wear-Rate Observation Study to: 1. measure life jacket wear-rates, 2. analyze study data to determine where the wear-rates are higher than average and why, and 3. expand the national wear rate observation study to include spring and/or fall days, and focus towards geographic areas with high incidence of boating related drownings.

Implementing Partners: Boating Safety Grantees.

Timeline: Annually.

Strategy 4.2- Establish Life Jacket Wear-Rate Tiger Team

Establish a campaign to increase the life jacket wear-rate by establishing a "Wear-Rate Tiger Team" comprised of the implementing partners.

Implementing Partners: NSBC, NASBLA, NMMA, MRAA, USACE, USCGAUX, USPS, BoatU.S. Foundation, ACA, U.S. Sailing, Water Sports Industry Association (WSIA), NWSC, National Boating Federation (NBF), Recreational Boating and Fishing Foundation (RBFF), Bass Anglers Sportsmen Society (BASS), United Safe Boating Institute (USBI), USCG, Personal Flotation Device Manufacturers Association (PFDMA).

Timeline: July 2006 - July 2011.

Strategy 4.2.1- Identify At-Risk Populations

Identify and prioritize the at-risk populations using a variety of sources including drowning data captured by the Boating Accident Report Database (BARD) System.

Implementing Parties: Wear-Rate Tiger Team.

Timeline: July 2006 - July 2011.

Strategy 4.2.2- Identify Decision Influencers

Identify the people, programs, and organizations who influence the decisions made by the at-risk populations.

Implementing Partners: Wear-Rate Tiger Team.

Timeline: July 2006 - July 2011.

Strategy 4.2.3- Encourage Decision Influencers

Encourage the people, programs, and organizations who influence decisions made by the at-risk populations to increase their life jacket wear-rates.

Implementing Partners: Wear-Rate Tiger Team.

Timeline: July 2006 - July 2011.

Strategy 4.3- Vessel Examiners Will Wear Inflatable Life Jackets

The USCGAUX and USPS vessel examiners will wear USCG supplied inflatable life jackets during VSCs.

Implementing Partners: USCG, USCGAUX, USPS.

Timeline: TBD.

Strategy 4.4- Life Jacket Wear During Demonstrations

Encourage the Marine Dealer Certification Board to add the wearing of life jackets by retailers during demos and on-water delivery of boats as a component to the Dealer Certification program.

Implementing Partners: USCG, Dealer network, MRAA, NMMA, Marine Dealer Certification Board.

Timeline: Starting in 2007 and continuing.

Strategy 4.5- Develop Standards, Demonstration Kits, Incentives

1. Develop inflatable life jacket standards for persons under 16 years of age, 2. Develop inflatable life jacket demonstration kits that the public can test without using a cartridge, and 3. Lower the cost of life jackets through incentives, sales promotions, jacket trade-ins, etc.

Implementing Partners: PFDMA, USCG.

Timeline: 2007.

Strategy 4.6- Create Incentives for Free Life Jackets

Create incentives for retailers and boat manufacturers to provide free life jackets with the sale of new and used boats, particularly life jackets boaters are more likely to wear.

Implementing Partners: NMMA, MRAA.

Timeline: 2007.

Strategy 4.7- Evaluate Willingness to Wear

Conduct surveys to evaluate the effectiveness of campaign efforts to understand what triggers an adult's willingness to wear life jackets.

Implementing Partners: USCG, Boating Safety Grantee.

Timeline: FY 2008.

Strategy 4.8- Sponsor Life Jacket Loaner Program

Challenge boat retailers and marinas to sponsor life jacket loaner programs.

Implementing Partners: MRAA, NASBLA, Association of Marina Industries (AMI).

Timeline: 2007.

Strategy 4.9- Strict Enforcement of Life Jacket Carriage and Wear Laws

Encourage States to strictly enforce life jacket carriage and wear laws and employ media messages announcing strict enforcement. Law enforcement will work with prosecutors and the courts to impose stiff penalties for life jacket violations. Encourage Enforcement and Rescue agencies to require their agency personnel to wear life jackets while underway and to complete a NASBLA-approved boating education course before operating any agency vessel.

Implementing Partners: NASBLA, States.

Timeline: Starting in FY 2007 and continuing.

Objective 5. Operator Compliance—Navigation Rules

Reduce deaths due to navigation rules violations from 24% of total deaths in 2005 to 19% of total deaths in 2011, in equal annual decrements. Establish a measurement, using State accident data, by consolidating five categories of navigation rules compliance

(Reckless/Negligent, Excessive Speed, Improper Lookout, Operator Inattention, and Rules of the Road) into a single measure, "Operation of Vessel."

Strategy 5.1- Boating Safety Class

NASBLA will develop a model act that requires a person to attend a boating safety class and provide evidence of successful completion who was: 1. in violation of a navigation rule or 2. BUI. Persuade States to adopt this model act.

Implementing Partner: NASBLA.

Timeline:

November 2006: Charge appropriate NASBLA committee to develop a NASBLA model act.

Spring 2007: NASBLA committee to adopt model act.

Fall 2007: Present model act to NASBLA.

Strategy 5.2- Develop Curriculum for Officer Training

Work with NASBLA to develop an officer training curriculum to improve: 1. officer knowledge, and 2. consistency of identifying/documenting navigation rule violations.

Implementing Partner: NASBLA.

Timeline:

November 2006: Appropriate NASBLA committee will develop course outline and content.

Spring 2007: Appropriate NASBLA committee will design a course and develop proposal for officer training.

Fall 2008: Present curriculum to NASBLA.

Strategy 5.3- Focus Curriculum on Navigation Rules

Focus time and attention to navigation rules in boating safety classes and increase navigation rule awareness through other means of boating public outreach.

Implementing Partner: NASBLA.

Timeline:

November 2006: Appropriate NASBLA committee will enhance course standards for navigation rules content and emphasis.

Spring 2007: Develop course standards.

Fall 2008: Propose changes and programs to NASBLA.

Strategy 5.4- Strict Enforcement of Navigation Rules

Encourage States to strictly enforce navigation rules and use media messages to announce strict enforcement. Law enforcement will work with prosecutors and the courts to impose stiff penalties for navigation rule violations. Encourage States to design outreach programs to media and other LE officials (prosecutors, judges) based on data captured in the Performance Part II Report.

Implementing Partner: NASBLA.

Timeline: Starting in 2007 and continuing.

Strategy 5.5- Include Homeland Security Curriculum

Ensure NASBLA includes vessel security zones and other relevant homeland security issues as a component of the boating safety classes' curriculum. This is intended to reduce law enforcement time on security interdiction.

Implementing Partner: NASBLA.

Timeline:

November 2007: Appropriate NASBLA committee will define course content.

Spring 2008: Appropriate NASBLA committee will develop course content.

Fall 2008: Appropriate NASBLA committee will present recommendations to NASBLA.

Objective 6. Boating Under the Influence

Achieve a 5% annual decrease in the number of casualties by CY 2011 from CY 2010 (using a five-year moving average) where the use of alcohol by a boat's occupants was either a direct or indirect cause of the accident. In 2005, there were 504 such casualties (157 deaths and 347 injuries).

Strategy 6.1- Create Measurement System of Alcohol Use

Create a baseline measurement for tracking trends in alcohol use while boating using the following three data sources: 1. BARD alcohol "caused" accidents, 2. BUI violations from USCG Form 4100 and Performance Report Part II reports from the States, and 3. the National Boating Survey.

Implementing Partners: USCG.

Timeline: FY 2008 and continuing.

Strategy 6.2- Increase Officer Training

Increase the level and frequency of officer training to: 1. include "train the trainer" to detect and apprehend those suspected of boating while under the influence of alcohol or other drugs, and 2. increase the number of BUI checkpoints to collect and report BUI and safety compliance data in the Performance Report Part II .

Implementing Partners: USCG, NASBLA.

Timeline: Ongoing.

Strategy 6.3- Sobriety Test Validation

Complete a validation study for the field sobriety tests suitable for use in marine law enforcement. Distribute the findings to marine law enforcement officers.

Implementing Partners: USCG, NASBLA.

Timeline: Three grant cycles (2007, 2008, & 2009).

Strategy 6.4- Link BUI violations with Driver's Licenses

Encourage NASBLA to work with the National Highway Traffic Safety Administration (NHTSA) and the National Transportation Safety Board (NTSB) to explore the feasibility and effectiveness of legislation that links BUI violations with a person's motor vehicle driver's license. Explore the feasibility and effectiveness of increasing penalties for BUI violators with high blood alcohol concentration (BAC) levels (0.15 or higher).

Implementing Partners: NASBLA.

Timeline: 2007-2008.

Strategy 6.5- Strengthen Law Enforcement Capabilities on the Water

Encourage the States to increase their law enforcement patrols that target BUI violators through the purchase of: 1. mobile command centers with preliminary and evidentiary breath-

testing equipment, and 2. vessels and equipment for officers' use during enforcement details targeting BUI violators.

Implementing Partners: NASBLA, States.

Timeline: 2007.

Strategy 6.6- Alcohol and Drug Testing for Operators

Challenge law enforcement officials to test more operators for alcohol/drug use in accident investigations.

Implementing Partners: USCG, other federal agencies, States.

Timeline: 2007-2008.

Objective 7. Manufacturer Compliance

Decrease the recreational boat manufacturer ratio of discrepancies per inspection by 5% from the previous year's ratio. For FY05, there were 804 inspections resulting in 1192 total discrepancies or $1192/804 = 1.48$ discrepancies per inspection.

Strategy 7.1- Identify Problem Boats/Manufacturers

Target and identify boats and manufacturers whose boats are involved in accidents in which carbon monoxide (CO), flotation, capacity, or fuel systems are factors. USCG factory visit program will verify non-compliance findings. USCG will implement corrective action.

Implementing Partners: USCG, tiger team, boat insurers.

Timeline:

2007: USCG will identify target manufacturers and conduct outreach to boating organizations, boat insurers, and search other public information to assist in finding additional target manufacturers.

Strategy 7.2- Test/Target Recreational Boats with Flotation Issues

Test at least 50 recreational boats annually for compliance with flotation regulations. Target those boats that have a high probability of failure. Inform boat manufacturers that they may voluntarily bring their boats for flotation tests to USCG's facility.

Implementing Partners: USCG, NMMA, boat manufacturers.

Timeline: Ongoing.

Strategy 7.3- Manufacturer Outreach

Challenge the USCG to: 1. attend key industry meetings and boat shows; 2. staff a USCG booth at major trade shows; 3. inform manufacturers and State boating law administrators about common discrepancies from the USCG factory visit program that led to federal recalls; 4. help manufacturers to raise recall response rates; and 5. produce at least one Boating Safety Circular annually.

Implementing Partners: USCG.

Timeline: Ongoing.

Objective 8. Operator Compliance—USCG Required Safety Equipment

Create a system to evaluate operator compliance with equipment carriage requirements from the Marine Information for Safety and Law Enforcement (MISLE) system and the Performance Report Part II form. Establish annual targets for compliance.

Strategy 8.1- Evaluate Incidents of Non-Compliance with Required Safety Equipment

Identify the number of incidents of non-compliance with safety equipment carriage requirements to determine trends. Using risk based decision making, analyze accident data, compliance reports, and vessel safety check data from MISLE and the Performance Report Part II. Provide a report on the results to the States.

Implementing Partners: States, USCG, USCGAUX, USPS.

Timeline: October 2007.

Strategy 8.2- Target Problem Compliance Areas

Target problem compliance areas, as reported in strategy 8.1, through increased enforcement, education, and public awareness campaigns.

Implementing Partners: USCG, NASBLA, States, boating safety organizations.

Timeline: January 2008.

Strategy 8.3- Enforcement Patrols

Increase or restructure enforcement patrols to increase compliance areas identified through the reporting in strategy 8.1.

Implementing Partners: States, USCG.

Timeline: January 2008.

Strategy 8.4- Increase Boaters' Knowledge of Safety Equipment

Increase boaters' knowledge by providing educational materials regarding required and recommended safety equipment carriage. Include a checklist of required equipment in boat-owners' manuals, posters for display at marine stores, and other points-of-sale that specify requirements and penalties for non-compliance.

Implementing Partners: MRAA, Marine manufacturers.

Timeline: October 2007.

Strategy 8.5- Inclusion with Sale

Encourage manufacturers and dealers to include required safety equipment on each boat sold, including life jackets boaters are more likely to wear.

Implementing Partners: NMMA, MRAA.

Timeline: January 2008.

Objective 9. Boating Accident Reporting

Using 2005 boating accident reports, establish a baseline of BARD data accuracy and completeness for every State. By 2011, ensure that no less than 95% of investigator accident reports submitted annually by each reporting authority are complete and accurate.

Strategy 9.1- Clarify Accident Reporting Criteria

Develop clear and concise accident reporting criteria, including definitions, procedures, and guidance. Standardize reporting criteria. Create a category of boating deaths: “associated with boating”. This category would include swimming from vessels underway and commercial white-water accidents.

Implementing Partners: USCG, NASBLA.

Timeline: 2007.

Strategy 9.2- Increase Accident Reporting Reliability

Increase the reliability of boating accident reporting and data analysis through gap analysis. Issue updated formal policy guidance to determine if an accident is reportable.

Implementing Partners: USCG, States, NASBLA.

Timeline: 2007.

Strategy 9.3- Improve Accident Reporting Training

Incorporate lessons learned from gap analysis (see Strategy 9.2) into reporting training, which will increase the frequency and reliability of the accident reports submitted by law enforcement investigators.

Implementing Partners: NASBLA, USCG.

Timeline: October 2007.

Strategy 9.4- Provide Reporting Criteria Training

Provide reporting criteria and procedures training to data entry persons and investigating officers.

Implementing Partners: USCG, NASBLA.

Timeline: 2007.

Strategy 9.5- Pursue MOA with Federal Land Management Agencies

Pursue a Memorandum of Agreement (MOA) with all federal land management agencies to ensure proper and timely reporting of reportable accidents to the appropriate State reporting authority.

Implementing Partners: NASBLA, USCG.

Timeline: 2007.

Strategy 9.6- Add Language Barrier Field to BAR

Add a new BAR data field to the “Contributing Factors” section that captures whether a language barrier contributed to the cause of a boating accident. The new data field can be introduced and data can be gathered following the BARD-Web training provided to the States.

Implementing Partner: USCG, States.

Timeline: 2007.

Strategy 9.7- Study Human Factors in Boating Accidents

Encourage boating accident investigators to populate the human error reporting section of the BARD-Web application. USCG will analyze the data to determine what human factors are involved in accidents and why accidents occur. Use this data to pursue preventive measures.

Implementing Partner: USCG, States.

Timeline: 2007.

Strategy 9.8- Link the BARD and Vessel Identification System (VIS)

Link the BARD system and VIS so that USCG can quickly identify the frequency of vessel characteristics involved in recreational accidents.

Implementing Partners: USCG.

Timeline: 2008.

Strategy 9.9- Study 12+5 Character Hull Identification Number (HIN)

Study potential benefits of the proposed 12+5 character HIN to improve data accuracy.

Implementing Partners: USCG.

Timeline: 2007.

Objective 10- Determine Participation Denominator

Determine a participation denominator of recreational boaters on the water to allow USCG to determine levels of risk for death, injury, or property damage.

Strategy 10.1- Measure Boating Participation Days

To measure boating participation days, use the National Survey of Recreation in Environment (NSRE) as a current baseline for boating participation days established as a denominator of 10 million participation days.

Implementing Partner: USCG.

Timeline: 2007.

Strategy 10.2- Determine Exposure Hours

To determine exposure hours, use the National Boating Survey and explore other sources and instruments.

Implementing Partner: USCG.

Timeline: 2008.

OBJECTIVE AND STRATEGIES TO MEET SUB-TIER GOAL 3:

Sub-tier Goal 3. Measuring Effectiveness

Evaluate the impact of grant programs in achieving the goals of the strategic plan.

Objective 1. Review Annual Reports from Grants

The Strategic Planning Subcommittee of NBSAC will review annual reports from grants recipients to ensure the strategic plan objectives are being met and make recommendations to NBSAC.

Strategy 1.1 Review Performance Report Part II

The Coast Guard will provide NBSAC with the performance measures as reported by the States in the Performance Report Part II for review. NBSAC will make recommendations to USCG for improvements and commendations for successful programs.

Implementing Partners: NBSAC

Timeline: TBD

Strategy 1.2 Review Non-Profit Grants

The Coast Guard will provide NBSAC with final reports submitted by the non-profit grant recipients for review. NBSAC will make recommendations to USCG for improvements to the programs.

Implementing Partners: NBSAC

Timeline: TBD

