



s m a l l c r a f t a d v i s o r y

MAY/JUN 2006 VOL.21 - NO.3

n a t i o n a l a s s o c i a t i o n o f s t a t e b o a t i n g l a w a d m i n i s t r a t o r s

## Ways to Sell Safe Boating

## Boating Community Mourns Loss of Safety Champion

## Celebrities Plug Boating Safety



Produced under a grant, administered by the U.S. Coast Guard, from the Sport Fish Restoration and Boating Trust Fund





Charlie Sledd  
NASBLA President



The official publication of the National Association of  
State Boating Law Administrators

## Following a Legend's Footprints

All of us in the boating safety community were deeply saddened to learn of the passing of Mr. Bill Garner on April 7, 2006. It is an honor and privilege to share with you Mr. Garner's eulogy that was given by Mr. Charley Grimsley, former commissioner of the Alabama Department of Conservation and Natural Resources. In Mr. Grimsley's words "I wish you would consider printing this tribute in your publication. It would serve not only a tribute to one of the greatest boating law administrators who ever lived but as an encouragement to other states and a reminder of why we do what we do."

Mr. Bill Garner left footprints that we all can and should follow – he is absolutely the essence of why we do what we do.

Remarks by Charley Grimsley  
Former Commissioner  
Alabama Department of  
Conservation & Natural Resources

### *The Funeral of Bill Garner* April 10, 2006

On May 5, 1993, Governor Jim Folsom appointed me Commissioner of the Alabama Department of Conservation and Natural Resources. When I came to that position, I knew God had put me there for a reason. I just didn't know what.

Just eighteen days later, on May 23, 1993, I found out the reason. That day was a day of infamy for boating safety not only in Alabama, but in America. And it was the beginning of my deep friendship – indeed my close brotherhood – with Commander Bill Garner.

May 23, 1993, was the day that a beautiful blond-haired, brown-eyed four-year-old girl named Lauren Archer was brutally and needlessly killed in a boating accident on Lake Logan Martin. Her death, and the deaths in August of Katey and Ashley Roberson, ages 5 and 9, of Midfield, changed my life forever. And they changed Bill Garner's life forever, too.

A few days after Lauren Archer was killed, I told my assistant Sharon Gaston that I wished I had a picture of Lauren Archer. I wanted to be

reminded every day that the people who were dying on the water were not statistics – they were people. Though we never asked for her picture, a few weeks later I was in my office and heard Sharon cry out, "O my God." She didn't have to tell me what it was. Immediately the Lord spoke to my heart. Lauren's picture had just come in the mail.

When I looked at the picture of this beautiful little girl in an Alabama cheerleader uniform, I went into the bathroom next to my office, shut the door so my employees wouldn't hear me, and I cried like I've never cried before.

When the tears finally stopped flowing, I called Commander Garner to my office and said, "We've got to try to do something to stop this." I told him to study the situation and make recommendations to me on what we should do. This was on a Friday.

To my surprise, on Monday morning – just three days later – Bill Garner walked into my office with a dusty old file under his arm and said, "I've been waiting my entire career for someone to ask me for this." The bottom line is this: Bill Garner didn't *need* to study the problem, because he had been studying it his whole career. Commander Garner knew what needed to be done. It was something that had never been done anywhere. A boating license was the centerpiece of the solution.

Because of the political improbability of such historic legislation passing, we turned it over to the Lord from day one. There was no "it's going to be *my* plan," but rather, "it was going to be *God's* plan." And we spent a lot of time on our knees asking God to touch people's hearts and get the job done.

My favorite scripture in the entire Bible – and it's a verse I shared with my brother, Bill Garner – is Second Corinthians 12:10:

*Therefore I take pleasure in infirmities, in reproaches, in necessities, in persecutions, in distresses for Christ's sake: for when I am weak, then am I strong.*

As we looked at the mountain that stood before us in passing this bill, we knew we were

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### ABOUT THE COVER

A father illustrates his knowledge of boating safety by ensuring that both he and his daughter wear proper-fitting life jackets while on the water. The father likely learned about the importance of boating safety through the marketing efforts of a local, state or federal organization. By marketing boating safety, various organizations are attempting to change the behavior of boaters to adopt safe habits on the water.

*Photo courtesy National Safe Boating Council*

## Letter to the Editor

### Officials Need to Set Positive Example

Dear Editor:

As a strong proponent of recreational boating safety, I loved the Washington State Parks children's boat pictured on page 16 of the [May/June 2006] SCA. The teaching aid would have been more effective if the hull numbers were displayed in compliance with Washington State Department of Licensing vessel numbering instructions.

As I'm sure many other readers noticed, overlooked was having a hyphen or equivalent space between the three segments of the number.

I'm not singling out this state because I have seen the same numbers violation on at least two patrolling Game and Fish vessels and one State Parks Ranger vessel in my own state. A while back we also observed the [boating law administrator] operating a state vessel with none of the three on board wearing a [personal flotation device] and several wildlife officers doing the same with their vessels. We also witnessed them trying to turn a patrol craft into a submarine by ferrying an ATV across the Arkansas River riding on the bow of the low freeboard vessel.

So it's either do as I say not as I do, or leadership by example. I submit we should be doing the latter because the only way we are going to make a difference is by doing the right thing for boaters to emulate rather than set bad examples.

Stu Soffer  
Anonymous State  
cgauxstu@yahoo.com

*Editor's Note: When contacted about this matter, Washington Boating Law Administrator Jim French commented, "We'd like to thank Mr. Soffer for his observation. We too noticed the numbering error on the display boat and have already corrected it."*

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## Home of Kentucky Derby Hosts Annual Conference

Boating safety professionals from around the North America will converge on Louisville – home of world-famous Churchill Downs and the Kentucky Derby. The National Association of State Boating Law Administrators will hold its 47th annual conference September 23-27, 2006.

With a mix of general sessions, breakouts and plenty of time for networking, the NASBLA conference is the premier event for boating safety in the United States. Hosted in cooperation with the Kentucky Department of Fish & Wildlife, this year's conference will cover a wide spectrum of topics in recreational boating safety, including:

- Injury prevention
- U.S. Coast Guard Strategic Planning & Performance Measures
- Regulating Commercial Vessels
- National Survey on Recreation and the Environment
- Rules of the Road
- Water Trails
- Officer Safety
- Ocean Literacy
- Water Survival for Boating Law Officers
- Boating Under the Influence

### A G E N D A

Friday	New BLA Workshop
Saturday	NASBLA Executive Board Coast Guard/BLA Session National Safe Boating Council (NSBC) Executive Board
Sunday	NASBLA Policy Committee Meetings Opening Ceremonies President's Reception
Monday	NASBLA Business Meeting General Sessions Luncheon Honoring NASBLA Associates
Tuesday	BLA Work Session Rules of the Road Workshop Breakouts On-Water Demonstrations
Wednesday	General Sessions NASBLA Business Meeting Vermont '07 Preview & Awards Banquet

Logistical and registration information can be found on the NASBLA website at [www.nasbla.org](http://www.nasbla.org).



## Saying Goodbye to a Boating Safety Legend

By Kimberly Hermes

It is with great sadness that the boating community has lost William B. Garner. Following a lengthy battle with cancer, Mr. Garner, 73, died April 7, 2006. This honest, forthright, kind and caring man was much more than the former boating law administrator for Alabama. A native of Etowah, Ala., Mr. Garner was a loving and dedicated husband, a devoted father, a first-class friend and mentor, as well as a true champion of recreational boating safety.

Throughout much of his life and career, Mr. Garner was dedicated to improving the recreational boating experience. He was an active and involved member of boating safety for more than 40 years, serving the community in many different capacities and contributing to the growth and development of essential safe boating initiatives. While making these great contributions, he exuded an amazing and never-ending enthusiasm for boating safety.

As Delaware's boating law administrator (BLA), George Stewart, retired executive director of the National Association of State Boating Law Administrators (NASBLA), first began working with Mr. Garner through the nonprofit organization in the early 1970s.

"Early on, he impressed me with his positive thinking, positive direction and positive image," said Stewart. "He always projected an image of community service. Bill's loyalty, dedication to duty, professional standards and pride in doing a good job were recognized by all who came into contact with him."

Mr. Garner began his career in boating safety as an enforcement officer with the Marine Police Division in 1962. He moved up through the ranks and served as director of the division and boating law administrator for the state for 27 years.

"I first met Bill at a NASBLA meeting in the 1970s when he was a major with the Alabama Marine Police, working under the boating law administrator, Tom Shackelford. Over the years, I considered Bill as not only a fellow BLA of long-standing, but a good friend as well," said Kim Elverum, Minnesota BLA.

Throughout his career, Garner had been examining the increasing rate of boating accidents in Alabama. As BLA, he was instrumental in drafting legislation to require the nation's first boat operator's license and increase penalties for operating under the influence of alcohol and drugs. This legislation has resulted in a reduction



Mr. William Garner was an active and involved member of boating safety for over 40 years, serving the industry in many different capacities and contributing to the growth and development of essential safe boating initiatives. His dedication of much of his life and career to law enforcement and marine safety and his devotion toward improving the recreational boating experience made him a legend in the world of boating safety.

*Photo courtesy Alabama Marine Police*

in boating fatalities in Alabama by over 40 percent.

In addition to his involvement and commitment to boating safety initiatives, Mr. Garner was involved with a number of boating safety organizations. While serving as Alabama's BLA, he became a key figure in boating safety within the National Association of State Boating Law Administrators (NASBLA). He served as president of the Southern States Boating Law Administrators Association and president of NASBLA. He was also active in a number of different capacities on various NASBLA committees.

Mr. Garner also served as mentor to an emerging generation of NASBLA leaders.

NASBLA President Charlie Sledd recalls, "When I became Virginia's boating law administrator, Bill Garner was assigned to be my mentor. To have him be one of the folks to cross my life's path was extremely beneficial and meaningful. He's one of those people that make a difference – he gives true meaning to what we do," Sledd added.

"When I first began working full-time in boating," said Ed Carter, Tennessee



In 2004, the Alabama Department of Conservation and Natural Resources dedicated its new maintenance facility to Bill Garner. "We are here to pay tribute to a man who has dedicated his life to boating safety in the state of Alabama and the nation," said Commissioner Barnett Lawley during the dedication ceremony. Shown above (l-r), maintenance facility personnel Jeffery Dickinson, Decarus Barnes, Randy Roten and Kenny Chambliss, along with Conservation Commissioner Barnett Lawley and Bill Garner. *Photo courtesy Alabama Marine Police*

BLA, "Bill told me to give him a call anytime he could help. He probably regretted ever saying that because I called often," Carter added with a smile, "but he always went out of his way to fulfill his promise. I immediately liked Bill when we first met, and over the next 25 years he was much more than a work associate in a neighboring state; he was a very good friend."

Carter added, "We all want to leave our careers hoping that we've made a difference, and Bill easily surpassed that ideal. Bill Garner's passing is also the loss of an encyclopedia of boating safety history. He will be greatly missed."

Besides volunteering time to the boating law administrators associations, Mr. Garner also participated in the U.S. Coast Guard's National Boating Safety Advisory Council and the Marine Engineering Council.

Mr. Garner's dedication to boating safety earned him numerous prestigious awards throughout his career. In 1984, he received NASBLA's Bonner Award, which is given in recognition of the outstanding performance of a government official in



During his career in boating safety and enforcement, Bill Garner received numerous accolades for his dedication and hard work. One such tribute was being inducted into the National Safe Boating Council's Hall of Fame. Shown above, Ed Carter, Tennessee Boating Law Administrator and NSBC Chairman, presents Mr. Garner with a plaque commemorating his induction during the National Association of State Boating Law Administrators annual conference held in September 2005. *Staff photo*

the field of recreational boating safety. Mr. Garner received the 2000 NASBLA Lifetime Achievement Award for the contributions he made to boating safety over his lifetime, then in 2005 he received the NASBLA Distinguished Lifetime

Member Award. Also in 2005, Mr. Garner was inducted into the National Safe Boating Council Boating Safety Hall of Fame, which honors the true champions of boating safety – those who have shown exemplary leadership, performed outstanding lasting service on behalf of the boating safety community, and contributed significantly to the advancement of safe boating across the continent. In addition, the Alabama Marine Police named its new 6,000-square-foot Maintenance Facility in Montgomery in honor of Mr. Garner in 2004.

He is survived by his wife, Sue M. Garner, who is a longtime friend to NASBLA. He is also survived by his son, William Torey (Adriana) Garner and his sisters, Betty Hopper, Birmingham, Ala., and Ruth Gibson Fairhope, Ala. For those who would like to send a card to Mrs. Sue Garner, the address is 7512 Copperfield Dr., Montgomery, AL 36117-3525.

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## Boating Official Recognized by Tennessee State House

Ed Carter, boating law administrator for Tennessee and longtime member of the National Association of State Boating Law Administrators (NASBLA), has been described as a truly dedicated boating safety professional.

His dedication has earned him numerous prestigious awards and honors throughout his career. His most recent recognition comes in the form of a resolution from the Tennessee State House, recognizing his distinguished career and service to the citizens of Tennessee.

The resolution stated that Carter "epitomizes the spirit and commitment that are characteristic of a true Tennessean and this General Assembly finds it appropriate to pause in its deliberations to acknowledge and applaud him for his dedication to the state of Tennessee and its citizens."

During his more than 33 years with the Tennessee Wildlife Resources Agency, Carter has served as law enforcement training supervisor, emergency services

coordinator, chief of boating, and boating law administrator. He also volunteered his time to serve as president of the Southern States Boating Law Administrators. Carter went on to become the only member of NASBLA to serve two consecutive terms as president of the national organization (1995-96 and 1996-97). As chairman of the nonprofit organization's Government Services Committee, he was instrumental in orchestrating the last four reauthorizations of the Wallop-Breaux Aquatic Resources Trust Fund.

After serving as NASBLA president, Carter was appointed to the National Boating Safety Advisory Council (NBSAC) in March 2004. NBSAC provides counsel to the U.S. Coast Guard and the Department of Homeland Security in prescribing federal regulations and regarding other major boating safety matters. In September of the same year, Carter was elected to a two-year term as chairman of the National Safe Boating Council.

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Tennessee Boating Law Administrator Ed Carter was recently honored for his hard work and dedication with a resolution from the Tennessee State House. *Staff photo*

# Boating Officer of the Year Receives Further Recognition

Officer Tim Baumgarten, who was named Boating Officer of the Year for 2005 by the National Association of State Boating Law Administrators, has become a national figure in his groundbreaking efforts to stop water safety violations before they start. His endeavors have caught the attention of another national agency. Baumgarten has been selected as Officer of the Month for April 2006 by the National Law Enforcement Officers Memorial Fund (NLEOMF).

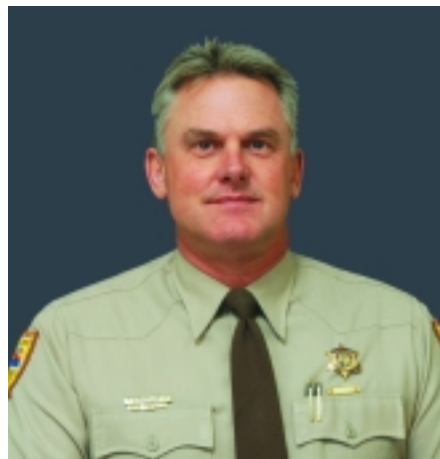
In 1996, the National Law Enforcement Officers Memorial Fund instituted the Officer of the Month Program to recognize law enforcement officers who distinguish themselves through exemplary service and devotion to duty. Consistent with the NLEOMF mission, this program seeks “to generate increased public support for the law enforcement profession by permanently recording and appropriately commemorating the service and sacrifice of law enforcement officers.” Although a single heroic incident may be worthy of consideration, special consideration is given to those nominees who have distinguished themselves and their profession throughout their careers.

Officer Baumgarten, a 24-year veteran with the Arizona Game and Fish Department (AGFD), is assigned to the Kingman Region of the Colorado River. At the height of the watercraft season, this 215-mile stretch of river hosts approximately 1.3 million boaters per month.

In 1993, Officer Baumgarten was detailed to the first Operating Under the Influence (OUI) waterway checkpoint in Arizona’s history. Since then he has participated and/or supervised more than

70 on-the-water sobriety checkpoints, more than any other Arizona watercraft officer. He is credited with more than 100 OUI arrests and has assisted with hundreds more. In 2004 alone Officer Baumgarten supervised eight OUI checkpoints, resulting in 342 citations and 31 OUI arrests.

Throughout his career, Officer Baumgarten has been recruited to draft language for watercraft laws and rules. In 1997 he coordinated with the Nevada



Officer Tim Baumgarten continues to be recognized for his excellent skills in water safety enforcement. He was named the Officer of the Month by the National Law Enforcement Officers Memorial Fund.

*Photo courtesy Arizona Game and Fish Department*

Department of Wildlife and drafted language to establish a “No Wake Zone” along a problematic section of the Colorado River. The results were immediate, dropping the number of watercraft-related accidents to almost zero.

Officer Baumgarten has also established himself as an expert in the areas of boat theft and watercraft accident investigations. He is the lead instructor in

watercraft laws and patrol procedures for his agency’s Watercraft Enforcement and Tactics Survival School. The Arizona Game and Fish Department’s innovative approach to watercraft OUI enforcement has gained national recognition, as has Officer Baumgarten who is frequently invited to lecture and conduct classes in state and regional departments across the country. He serves as a Boating Under the Influence instructor for the National Association of Boating Law Administrators (NASBLA) and helped develop a watercraft law enforcement training program for officers at the Federal Law Enforcement Training Center (FLETC) in Glynco, Georgia.

Officer Baumgarten’s hard work and dedication to the safety of America’s boaters has not gone unnoticed. Bob Posey, a regional supervisor with the Arizona Game and Fish Department stated, “Tim is an outstanding asset to watercraft law enforcement efforts not only in his state but also across the nation. Tim’s tireless devotion of safe boating and detecting and removing the impaired boaters has made Arizona’s waterways a much safer place for all boaters, particularly those along the Colorado River.”

Officer Baumgarten’s record is filled with commendations and awards. Most notably, in 1997 he received an Award of Merit from the National Water Safety Congress for “outstanding accomplishments in prevention of water-related accidents and drowning.” In 2002 he was named the Arizona Game and Fish Officer of the Year by the Fraternal Order of Police, and in 2005 NASBLA named him the National Boating Law Enforcement Officer of the Year.

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## Former BLA Honored at Cleveland Boat Show

Ken Alvey, former boating law administrator for Ohio, was presented with the U.S. Coast Guard’s Meritorious Public Service Award by Rear Admiral and 9th District Commander Robert J. Papp Jr.

The award, which is the third highest Coast Guard civilian award and one that requires Congressional approval, is bestowed upon those individuals

recognized as having made substantial contributions to the Coast Guard which furthered the success of mission accomplishment. Alvey received the honor in recognition of his 33-year career with the Ohio Department of Natural Resources. Alvey joined the ODNR as a state watercraft officer in 1972. He retired

in October 2005 as chief of the Division of Watercraft.

Alvey’s retirement only lasted until mid-January when he accepted the position of executive vice president with Lake Erie Marine Trades Association. He moves into the President’s seat after May 1.

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## Coast Guard, Coast Guard Auxiliary Receive Honor from Association for Rescue at Sea

On April 11, 2006, at Coast Guard Headquarters in Washington, D.C., the Association for Rescue at Sea (AFRAS)

awarded its Gold Medal to the Commandant of the United States Coast Guard and its Silver Medal to the National Commodore of the United States Coast Guard Auxiliary.

AFRAS medals are typically awarded to an enlisted member of the United States Coast Guard or a Coast Guard Auxiliarist for an act of extraordinary bravery during a rescue at sea.

For the extreme competency and outstanding heroics of such a large portion of both the Coast Guard and the Coast Guard Auxiliary that took place before, during

and after Hurricanes Katrina and Rita in 2005, AFRAS elected to make a special presentation of these prestigious medals to the whole of both organizations. A vast majority of these men and women performed these actions while knowing that their own homes and families had also been devastated by Rita and Katrina.

Along with the medals, AFRAS donated \$5,000 to both the United States Coast Guard Mutual Assistance and Operation Life Ring. The Mutual Assistance fund aids enlisted men and women who have experienced a personal loss, and Operation Life Ring assists U.S. Coast Guard Auxiliary, Coast Guard personnel, and their families who have been affected by the hurricanes.

The Association for Rescue at Sea is a non-profit foundation with charitable status, which supports services concerned with saving lives at sea.

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Admiral Thomas Collins (at left), Commandant of the U.S. Coast Guard, and Commodore Gene Seibert, National Commodore of the USCG Auxiliary, each received an AFRAS medal on behalf of the efforts of their respective organizations in the aftermath of the hurricanes that devastated the Gulf Region in 2005. Photo courtesy AFRAS

## Three Baltimore Cops Named Investigators of the Year

Officer Barry Sweitzer, Detective Ricky Whitmire and Detective Chris Millirons, all of the Baltimore County Police Department, were recently recognized as “Investigators of the Year” by the International Association of Marine Investigators (IAMI). The award is sponsored by BoatU.S. The trio put two individuals behind bars who had stolen dozens of recreational boat outdrives worth over \$100,000.

The investigation began when Officer Sweitzer, concerned about the theft of boat outdrives, began visiting marinas, getting to know dockhands and local watermen. He passed out flyers describing the theft of outdrives – the expensive, lower propulsion units that are commonly found on the stern of many motor-powered vessels.

As thefts occurred, Officer Sweitzer learned the name of a suspect who was believed to be fencing outdrives. With this information, the department assigned Dets. Whitmire and Millirons to the case.

Surveillance was set up and a Global Positioning System (GPS) tracking device was installed on the suspect’s vehicle. Within 24 hours the vehicle was tracked to

a marina where it spent a mere 18 minutes before heading to a marine salvage business that buys and sells used parts. Shortly thereafter, it was discovered that four outdrives had been stolen from the marina.

A gathering of regional police agencies decided that all of the vessels which had been targets of thefts would be dusted for fingerprints and other evidence gathered. BoatU.S. Marine Insurance and Mercruiser, the outdrive manufacturer, were both enlisted to identify previous thefts. “Data dots” – tiny bits of film the size of a grain of sand that contain identification data – were applied to hundreds of potential theft targets in order to identify the outdrive if it was stolen.

After many hours of surveillance, a second suspect was identified, the owner of the marine salvage business. This suspect was selling reconditioned outdrives online. Additional proof was still needed.

Finally, the suspect was followed to a storage yard which held several boats. During broad daylight, the suspect removed an outdrive in an incredible five minutes and quickly departed to another business where he sold the outdrive. An

undercover detective was then sent to “purchase” the evidence.

Three search warrants were issued shortly thereafter, including the first suspect’s residence, his vehicle, and the second suspect’s business. In addition to tools and marina pass keys, 36 stolen outdrives were recovered.

The first suspect pled guilty and received a five-year sentence and agreed to pay restitution; the second suspect received 15 years at his first trial and awaits a second in an adjacent county.

Karlton Kilby, immediate past president of IAMI, said, “This case shows that initiative and teamwork produces results. Baltimore area boaters can rest a little easier now that these two felons are off the streets.”

IAMI is devoted solely to training law enforcement officers and civilian marine investigators in both the mechanics and the art of marine theft investigation. To date, more than 10,000 law enforcement and insurance industry personnel have been trained.

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# Targeted Marketing Approach for Boating Safety

By Brian Rehwinkel

Florida is regularly one of the top five states for number of registered boats. Unfortunately, it is also one of the leading states in the number of boat-related accidents, injuries and fatalities. In an effort to reduce these incidents and increase safety on the state's waterways, in 2004 the Florida Fish and Wildlife Conservation (FWC) Commission developed a boating safety awareness campaign. The agency launched this campaign in the spring of 2005 in southwest Florida.

With more than a million registered, Florida's boating community is a BIG target. Spread those one million registered boaters from Pensacola to Key West and

audience, and test its effectiveness. Our new direction was "target and test."

Just knowing we needed to narrow our focus was not enough; we had to decide who we were going to try to reach. If we wanted to ultimately find a way to reduce the accident rates, it would be a good idea to get our message to those boaters who were involved in accidents.

To find the answer to the question, we went to the boating accident report files. It took a thorough examination of several years of accident data to discover that boat operators most likely to be involved in accidents in Florida were primarily males between 25 and 64. While it was not a great surprise, it did give us an identifiable

group for our message.

This was critical because we had to tailor and refine the message for the age group and figure out how we're going to get into the hearts and minds of this group.

Now that we knew the answer to "who" we were talking to, we could identify the "top 10" counties for b o a t i n g

accidents and take one or two counties at a time. We had finally reduced our pieces of pie to manageable bites.

A "pilot" project was essential for our next step. We needed to test our message and methods in an area that would allow us to reach a large number of boaters, at a relatively low cost. We chose Lee County (Fort Myers) in Southwest Florida. It is a very large boating community (almost 50,000 registered vessels), it offers relatively low media costs and it is not too close to another major population center.

(This would allow us to test the effectiveness of our awareness campaign in a fairly isolated area.)

Testing the success of our message was always a crucial part of our plan. We developed a pre-project and a post-project survey to measure the safety message awareness of Lee County boaters before and after we distributed our message in the area. This tool served us very well, and helped validate our success and failure in the campaign.

Once we knew the where, when and who for the project, our challenges became even greater. While we knew we had to reach boat owners between ages 35 and 65, in specific counties with specific boats types and sizes, we also had to identify, create and refine a message for those boaters. As with all other parts of this project, the message needed to be tailored to the audience. There was no doubt – this was going to be difficult.

We returned to our boating accident statistics to see what types of accidents were occurring and why they were occurring. In our top 10 accident counties, as many as 65 percent of the accidents were collisions with other vessels or fixed objects. A large percentage of these accidents were caused by operator attentiveness. In many cases, these vessels were hitting something because the operator just wasn't paying attention.

The decision was made to put focus on reminding operators to pay attention while boating. We knew this would be a difficult message to get across, but we were determined to stick to that message.

In order to round out the messaging, we also focused on life jacket wear and alcohol and boating. Our basic messages reminded boaters to "Always know what is going on around your boat," Develop a life jacket habit," and "Alcohol and boating really don't mix, so save it for later."

These messages were modified to fit particular formats (television, radio, print), but these were the basic messages used for our pilot project in Southwest Florida.



During a focused marketing campaign designed to raise awareness of boating safety, a Florida Fish & Wildlife Conservation officer talks with recreational boaters in the Fort Meyers area. To emphasize the safety items he's discussing, the officer also hands the boater a card printed with safety messages. Photo courtesy Florida Fish & Wildlife Conservation Commission

the challenge of reaching those boaters with a safety message becomes even more daunting.

Even with the resources we have within the FWC's Division of Law Enforcement, we realized we had to find a way to turn this lion-sized pie into manageable pieces of pie. Rather than take a "shotgun" approach – and hope the message reaches our target audience – we decided to develop an audience-specific message, deliver that message to that



The age group we needed to reach is notoriously difficult to get safety messages to, so how we reached out to our audience was just as important as what we were saying.

Traditional donated public service announcement spots are a valuable vehicle to reach an audience. However, because the TV and radio spots don't always reach the prime-time audience, we felt it was important to "pay-to-play". We wanted to be assured of reaching the right audience at the time of our choosing.

A professional media buyer was hired to identify – based on the demographics – the time, frequency and method of delivery for the radio and television spots (30-second television and 60-second radio).

Mass media, such as television and radio, were not the only ways in which we

reached out to the boaters. We also employed direct contact – via FWC and local law enforcement officers – to deliver our safety messages. The U.S. Coast Guard Auxiliary and United States Power Squadrons helped deliver the messages as well.

It is important to point out we did not set a short-term target of reducing accidents. Rather, we had a short-term goal of increasing awareness, with a long-term goal of reducing the accident rate. That distinction is critical in a fast-growing state because the number of accidents could continue to climb, even as the accident rate declined.

This entire process has been a learning process. At no time were we able to simply plug in ready-made components. Pretty much everything we did was made from scratch. This "target

and test" approach has taught us a great deal. We discovered that we are always learning as we go. Although we have created a model for our targeted safety awareness program, we continue to uncover new information. We do know we need to target and test our message...and continue learning.

*Brian Rehwinkel hired on as a management analyst with the Florida Fish & Wildlife Conservation Commission a little over a year ago. In this position, he serves as coordinator of marketing boating safety programs for the Commission's Division of Law Enforcement, Boating & Waterways Section.*

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## ...From the Helm continued from page 1

weak, but that God was strong. So we turned it over to Him. When we get little, God gets big.

And God responded in a miraculous way. The parents of Lauren Archer, Randy and Susan Archer, stepped forward. The parents of Katey and Ashley Roberson, Robby and April Roberson, stepped forward. Ray Scott and the Bass Anglers Sportsman Society stepped forward, even though much of the boating industry opposed the legislation. Mike Bolton, Outdoor Editor for *The Birmingham News*, stepped forward with front page coverage of our crusade. The employees of the Department of Conservation stepped forward by the droves, putting not only their time but their hearts into the program. I was just a cheerleader who helped the families tell their powerful story, and a prayer warrior who beseeched God daily to make it happen.

And on the last day of the 1994 legislative session, on my 39th birthday, April 25, 1994, the Alabama legislature stepped forward by passing the strongest boating safety legislation ever passed anywhere. Thank God. Bill Garner's dusty old file wasn't dusty anymore.

Other states have followed Alabama's lead – Connecticut, Oregon, Maryland, New Jersey and others. The Coast Guard is even drafting federal legislation to mandate boating safety education on a

national scale. Thank God. Bill Garner's dusty old file isn't dusty anymore.

In this world today, few people leave a legacy that helps people long after they are gone. But a hundred years from now, not Bill Garner's legacy, but God's legacy through Bill Garner – will be saving even more lives on the world's waterways than it is today.

In the Army, they have a saying: Foxhole friends are buddies for life. Fighting shoulder to shoulder alongside Bill Garner made us buddies for life. And because we share a faith in Jesus Christ, Bill Garner and I are going to be buddies for eternity.

The last time I spoke with Bill was just before Christmas last year. We had the kind of heart-to-heart talk that we would have had if both of us had known we were going to die the next day. It was wonderful. I told Bill that though he had cancer, life was so unpredictable that I might die before him. I told him, "Bill, I want to make you a deal. If I beat you to Heaven, I want you to know that I'll be waiting for you at the gate." Bill chuckled and said, "If I beat you to Heaven, I'll be waiting for you at the gate, too." I said, "So it's a deal?" Bill said, "It's a deal, Boss Man." Though many years my senior, Bill always called me Boss Man. And because his soft voice and quiet manner reminded me of Bill Anderson, the country singer, I called Bill Garner "Whispering Bill."

In our heart-to-heart talk before Christmas, I told Bill something else. I said, "You know, Bill, when we get to Heaven, those three little angels named Lauren, Katey and Ashley are going to know us, and we are going to know them." He said with calm assurance, "I know."

So today I can say with certainty that Whispering Bill Garner isn't whispering anymore. He's holding hands and skipping down the streets of Heaven with three little angels named Lauren, Katey and Ashley. And they are shouting, not whispering, but shouting praises to our Lord, Jesus Christ. Our loss is Heaven's gain. And to this precious family I say to you with the greatest assurance – Bill Garner is in Heaven. And to all of you I say that if you have accepted Christ as Lord and Savior, you will see him again. I look forward to that blessed day.

Commander Bill Garner, on behalf of the people of Alabama, I salute you for your service to your people. And from my heart, my dear brother in Christ, I salute you for your service to the Lord. I love you, and I'll see you at the gate.

May God pour out his spirit upon all of us during this time. And may God bless you and keep you always in the hollow of His hand.

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# Ohio's Boating Safety Marketing Initiative Takes Shape

*By Rob Lucas, Ohio Department of Natural Resources, Division of Watercraft*

In September 2004, the Ohio Department of Natural Resources (ODNR) Division of Watercraft embarked on a new path to promote boating safety. Rather than relying totally on state money to fund boating safety promotions, the organization partnered with The Orchard Group, a full-scale marketing and sales consulting group, to develop sponsorships to promote boating safety.

ODNR's Division of Watercraft chose The Orchard Group from the marketing agencies that bid on the project because "they totally understood what we were trying to accomplish," said Emily King, ODNR's manager of public information and education. "They knew they would have to get sponsors because the state is unable to provide enough financial support for this type of endeavor." The agency also liked the way The Orchard Group can bring in teams of professionals to focus on any aspect of the program.

Working together, the ODNR and The Orchard Group have created a viable marketing initiative to reduce deaths and injuries on the state's waterways. The marketing firm has committed to find \$1 million in annual corporate sponsorships for three years to pay for the state's boating safety awareness program.

## Thinking Outside the Box

Surveys conducted prior to launching the initiative showed that only 20 percent of Ohio boaters have ever taken a boater education course, and only 32 percent rarely, if ever, wear life jackets, reported the ODNR Division of Watercraft. Taking this into consideration, the primary objectives for the project are to increase life jacket wear by Ohioans and to increase the number of Ohioans taking a boating course, ultimately decreasing accidents and fatalities and improving the Ohio boating experience. As a result of boaters being safer, the hope is to also increase the number of boaters in Ohio.

The project began with identifying potential sponsors. This was accomplished

by reviewing a wide range of state, regional and national research about boating safety and education, as well as surveys on boater behavior. Armed with this research, a test-case list of Ohio-based businesses was contacted to begin vetting sponsorship interest and identify communications for building a sponsorship base. Most of those contacted described a business environment where boat sales in Ohio have been declining for the past few years. Business owners expressed a need for a concerted, industry-wide effort to increase interest and involvement in recreational boating, especially by reaching out to new boaters.

Through the collected sponsorship money, The Orchard Group provides various services, including development, research, advertising and media relations plans. The marketing firm provides

continuous account service and consultation to ensure prompt completion of projects. It also ensures budget control, prompt billing and quality control to keep the marketing plan cost effective without having to add personnel to the Division to accomplish these objectives.

## The Orchard Group Products

While the program is still new, various products are in the works, including a consumer website, a Boating Ambassador Program, as well as innovative public relations/advertising commodities.

The website, currently under development, will combine the ODNR Division of Watercraft's respected information and resources with unique content for boaters. The website will also incorporate the related marketing and branding messages of industry partners.



Through an innovative marketing program, the Ohio Department of Natural Resources, working with a marketing and sales consulting group, employs several techniques to promote boating safety. One popular marketing technique is to hold life jacket fashion shows. During these events, agency employees introduce boaters and anglers to the wide variety and styles of life jackets that are available. *Photos courtesy Ohio Department of Natural Resources*

As part of the marketing initiative, The Orchard Group is inviting and accepting private sector sponsorships through the Boating Ambassador Program, which provides the retail marine industry with improved opportunities to reach potential boating customers. The ambassador program was designed to eliminate the barriers of entry into boating recreation for new and lapsed boaters. The program connects boaters and prospective boaters with participating dealers, marinas and outfitters that provide rentals, operator training, education and gear for the novice or learning boater.

Sponsors can improve their exposure by supporting a variety of marketing program activities and initiatives that help ensure growth in the recruitment and retention of recreational boaters as well as safe boating practices. The ODNr is developing a public relations and advertising campaign including print, interactive, direct mail, public service announcements and other initiatives, such as the Life Jacket Fashion Show, Boutique and Walk-About which personally introduces boaters and anglers to the wide variety and styles of available life jackets. For boat shows and festivals, Boating

Operation Simulation is being developed. This is designed to uncover operator training needs and direct boaters to dealers/marinas that provide operator training and NASBLA-approved boating courses.

"It's a win-win situation for anyone who becomes actively involved in financially supporting and participating in the marketing initiative," said Margot Suszek, Orchard Group project manager for the ODNr Division of Watercraft marketing program.

Sponsorships are being sought by The Orchard Group from boat dealers, dealer organizations, boating industry manufacturers, insurance companies and others who share an interest in Ohio's recreational boating industry.

### Smooth Sailing for New Program

The new sponsorship campaign is already enjoying success. The Personal Flotation Device Manufacturers Association has donated a variety of life jackets for use in boat shows and special events such as the Alum Creek Boating and Fishing Festival's Fashion Show. In addition, Division of Watercraft

volunteers strutted down the runway sporting the latest in life jacket design and fashion.

In 2005, State Farm Insurance became the first corporate sponsor. Representatives from the insurance company operated a booth at the North American In-Water Boat Show at Cedar Point Marina in Sandusky and at the 2006 Columbus Sports, Vacation and Travel Show, where they distributed boating safety information and Type IV throwable cushions while promoting the ODNr's boating education courses that provide discounts on boat insurance.

In 2007, the Division looks forward to the development of new corporate sponsorships, including support from Nationwide Insurance and a continued partnership with State Farm. Potential sponsors can contact the program through the website [www.OnTheWater-OH.org](http://www.OnTheWater-OH.org) or via The Orchard Group world headquarters at 614.487.2002.

*Rob Lucas serves as the Public Information, Volunteer, & Marketing Administrator for the Ohio Department of Natural Resources, Division of Watercraft.*

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## Maine Succeeds with Aggressive Boating Law Enforcement Campaign

Last summer the Maine Warden Service successfully conducted an aggressive boating law enforcement campaign designed to reduce the number of boating complaints, accidents and fatalities. The state agency oversees the enforcement of laws and rules pertaining to watercraft as well as the safety of all boaters on the inland waterways of the state.

In announcing the campaign last year, Colonel Thomas Santaguida, chief of the Maine Warden Service, said, "... in an attempt to counter the growing boating problems and related complaints, we have developed an enhanced enforcement plan for the summer for this region. Our game wardens will be assigned from all over Maine throughout the summer at key times to specifically look for boating violators and if appropriate, summons or arrest them."

Maine's boating season begins in July, with the July Fourth holiday weekend bringing a high volume of recreational boating traffic to Maine's waters.

Over the past few years, the Sebago-Long Lake Region has been the source of repeat and growing complaints regarding unsafe boating, violations of boating laws pertaining to safe operation, drunk boating and noise limit violations for watercraft engines.

"In all, we had 87 additional warden patrols for the region during these times," said Santaguida. The Warden Service

supplemented regular patrol shifts with game wardens from other parts of the state that experience less boating activity.

The enforcement program included the use of conventional watercraft, personal watercraft and the use of aircraft to monitor and patrol Maine's inland waterways. During the course of the summer, the enhanced patrols continued during peak boating times – weekends, hot weather periods and evenings.

In implementing the program, hopes were that the enhanced efforts during the boating season would serve their purpose and result in a higher degree of compliance with state boating laws, reduce noise related violations by boats, and create a safer and more peaceful lake environment in the region, said Santaguida.

The program appears to have accomplished just that. During the six-week period during which officers conducted the "saturation patrols" on Long Lake/Sebago Lake, they checked approximately 4,000 boats and detected nearly 500 recreational boating violations.

"Last year's campaign was very successful and very popular with the local communities," said Santaguida. "In fact, the local community was so supportive that they are providing us with a cost-free boating law enforcement sub-station in the Long Lake-Sebago Lake region to work out of during this summer's enforcement program."



# Boating Safety Advocates Try SELLING SAFETY

By Kimberly Hermes

The ongoing challenge for boating safety officials is how to get boaters to enjoy their on-water activities more safely. With safer boaters, boating would be safer as well because the number of accidents, injuries and deaths on the water would logically be reduced.

However, how exactly to cause boaters to be safer is complicated, with numerous facets to take into consideration. Boating law administrators, legislators, boating safety specialists, nonprofit organizations, and a plethora of other officials continually wrestle with issues such as whether to require boaters of all ages to wear life jackets, make boater education a requirement for all operators, lower the legal blood alcohol concentration level, implement speed limits, and so on.

While these battles are debated behind closed doors as well as in public forums, boating safety advocates have discovered an inventive strategy for improving safety on our nation's waterways – *marketing* boating safety. The basis for this approach is simply to sell safety to the public much as a vendor retails a tangible product.

While social marketing has been attracting a boatload of attention lately, it's actually not a new concept. Social marketing has been around since the early 1970s.

Marketing experts Philip Kotler and Eduardo L. Roberto were among the first to discuss social marketing, which they referred to as “social change campaigns.” In their book *Social Marketing*, first published in 1971, they introduced the subject by writing, “A social change campaign is an organized effort conducted by one group (the change agent) which attempts to persuade others (the target adopters) to accept, modify, or abandon certain ideas, attitudes, practices or behavior.”

Various organizations around the world have successfully implemented social marketing to convince people to

stop smoking, practice safe sex, exercise more, incorporate enough fruits and vegetables into their diets, and wear their seat belts.

How can social marketing benefit the boating community? Using social marketing to “sell” boating safety, boating professionals could persuade recreational boaters to exercise safe boating practices.

make a long-term behavioral change in target populations. The underlying drive behind inducing these behavior changes is to improve the welfare of the target audience. As Doug McKenzie-Mohr with St. Thomas University explained, when members of a community adopt safe habits, the community becomes a safer one.



Marketing boating safety takes various forms, from airing public service announcements and distributing safety information at boat shows, to talking with boaters at marinas to inviting reporters to ride along on patrols. In the photograph above, Game Warden Victor Gamboa, from the Nevada Department of Wildlife, discusses boating statistics with a reporter from Univision, the largest Spanish-language television network in the United States. The interview took place during a boating safety event held on Lake Mead. Photo by Ed Huntsman/Arizona Game and Fish Department

This would ultimately improve safety on the waterways and reduce the occurrence of boating-related accidents and fatalities.

Generally speaking, social marketing aims to influence people's ideas and behavior. This is in contrast to commercial marketing, which concentrates on influencing a buyer to purchase a specific product. Social marketers – dealing with goals such as encouraging people to wear their seat belts or to reduce cigarette smoking among teenagers – attempt to

This approach can easily be applied to the world of recreational boating. Statistics compiled by the U.S. Coast Guard show that most boating accidents are attributed to operator error. Factors such as operator inattention, carelessness/reckless operation, operator inexperience, and excessive speed are the leading contributing causes of all reported accidents. However, if members of the boating community would adopt safe habits, such as completing a boating safety course, keeping a proper lookout,

and wearing a life jacket, the nation's waterways would become much safer.

How exactly does one sell a behavioral change? The central idea is to market the benefits that would result from a change in behavior – specifically the benefits that would be worthwhile to the actual boaters. First, consumer research is used to determine what these benefits would be. The next step is to segment the population and develop a strategy based on commercial marketing concepts to reach the targeted audience. Then the program is implemented to disseminate the messages, and partnerships are built to expand your reach. The final step is to evaluate the program's effectiveness and refine as needed.

*Editor's Note: The phases of a social marketing campaign are described in more detail in this issue's "Coast Guard Comments" on page 22.*

Many state agencies that are tasked with boating safety enforcement and education duties, as well as private and nonprofit boating safety organizations, have successfully used social marketing to reach recreational boaters.

An outstanding example of a social marketing campaign aimed at recreational boaters is the Sportsman's Forum established by the BoatU.S. Foundation for Boating Safety and Clean Water.

In the 1990s the U.S. Coast Guard noticed a disturbing trend among sportsmen. While anglers and hunters made up less than 10 percent of boaters, these sportsmen accounted for more than one-quarter of all boating fatalities during a five-year period. In 1999 the Coast Guard awarded the BoatU.S. Foundation a grant to devise a strategy for preventing boating-related drowning fatalities among anglers and hunters.

During the research stage, BoatU.S. examined the boating fatality records from 1995 through 1999 and surveyed the public to determine high-risk trends. The target audience was identified as sportsmen who use boats in pursuit of their sport. The behavior that contributed to the most deaths was "not wearing a life jacket."

Further research revealed that many sportsmen do not consider themselves boaters. As such, they tend not to read boating magazines, belong to boating groups, shop at boat dealerships/stores,



By using commercial marketing techniques, boating safety advocates hope to persuade recreational boaters to adopt safe boating practices. This would improve safety overall on our nation's waterways. Photo courtesy National Safe Boating Council

and – in many instances – don't have boats that need to be registered. This worked to make it difficult to reach these boaters with safety messages. Leaders with the BoatU.S. Foundation determined the best strategy was to build a coalition to help reach sportsmen. They created the Sportsman's Forum by recruiting knowledgeable sportsmen from well-known sporting groups that are well-suited to bringing boating safety messages to hunters and anglers who boat.

Using information gathered through various forms of research, the Forum began developing messages and determining the most effective means of delivery. The main objective was to persuade sportsmen of the importance of wearing life jackets. The next step was to launch the boating safety campaign. The first product distributed was a poster highlighting boating safety information. The poster was mass produced and placed at launch ramps. Next, the Forum utilized mass media and sent numerous boating safety advertisements to prominent sporting magazines and television shows. To extend the outreach, the Forum designed brochures, ads and promotional items to be used at larger sporting shows.

BoatU.S. is in the final stages of the campaign. Preliminary results show that the poster was well received. Print ads have been placed in magazines including *Game & Fish*, *Fishing & Hunting News*, *North American Hunter*, *North American*

*Fisherman* and *BASSMASTER*. Placing ads in these magazines has brought safety messages to millions of hunters and anglers who may not have otherwise been aware of the importance of boating safely while pursuing their sport. The Forum also advertised on major sporting TV shows such as *North American Fisherman*, *North American Outdoors* and *North American Hunter*.

BoatU.S. has contracted Responsive Management, a nationally recognized public opinion and attitude survey research firm specializing in natural resource and outdoor recreation issues. While results have not yet been finalized, it's speculated that boating-related accidents and fatalities among sportsmen have significantly decreased over the past five years.

The Sportsman's Forum is just one example of social marketing at work in the boating world. This innovative strategy is being used with great success around the world to persuade consumers to change their behavior both for their own good and for the good of the community.

*Editor's Note: The Florida Fish and Wildlife Conservation Commission and the Ohio Department of Natural Resources have recently implemented social marketing campaigns to help improve safety among recreational boaters in their respective states. For more information, see the articles on pp. 7-10.*



## Celebrated Navy SEAL, TV Star to Promote Life Jacket Wear, Safe Boating Habits

Navy SEAL, decorated war veteran, and reality television star Rudy Boesch will serve as spokesperson for the 2006 North American Safe Boating Campaign, a public awareness initiative that promotes life jacket wear among recreational boaters.

Mr. Boesch will help launch the campaign during National Safe Boating Week (NSBW), May 20-26. This year, NSBW will serve as the kick-off for a nationwide promotion designed to solicit testimonials from recreational boaters about how the life jacket has helped them be "survivors" on the water. Winning entries will be included in the National Safe Boating Council's (NSBC) annual publication, *Saved by the Jacket*.

"The NSBC is thrilled that Rudy has joined our campaign this year," said Virgil Chambers, executive director of the National Safe Boating Council. "With Rudy on board, the Safe Boating Campaign will take on a new dimension of excitement and an unprecedented level of visibility."

Promotional efforts featuring Mr. Boesch include television public service announcements and a multi-city radio tour. Timed just before the hectic Memorial Day weekend and the traditional start of the summer boating

season, NSBW highlights the fact that life jackets prevent tragedy – a fact supported by the latest U.S. Coast Guard statistics indicating that 90 percent of boaters who drowned in 2004 were not wearing them.

The North American Safe Boating Campaign began in 1957 as a targeted grassroots outreach effort and has blossomed throughout the years into a large scale, international campaign. Through partnerships with other organizations and the production and distribution of a variety of safe boating resources and information, the Safe Boating Campaign aims to reach the approximately 77 million

recreational boaters who take to the waterways each year.

In partnership with the U.S. Coast Guard's "You're in Command. Boat Responsibly!" initiative, the Safe Boating Campaign reflects a concentrated effort to encourage life jacket wear, sober recreational boating, proper vessel maintenance, and recreational boater education.

For more about the National Safe Boating Council or the North American Safe Boating Campaign, visit [www.safeboatingcouncil.org](http://www.safeboatingcouncil.org).



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## Online Lobbying Help Available for Recreational Boaters

*New Grassroots Lobbying "Tool Kit" at BoatUS.com*

Is a boat ramp closure being considered in your neighborhood? Is your municipal marina going to be sold? Does your town or county need public support to fund a new boating project?

Boat owners have a big stake in what goes on in the community where they live and boat. Local ordinances passed in meetings that are poorly publicized or unattended by recreational boaters can have a major impact on boating. BoatU.S., the nation's largest organization of recreational boaters, believes boaters need to get involved to protect their lifestyle.

"While national associations can have a tremendous impact on Congress, local politicians want to hear from their constituents on local issues," said Michael Sciulla, senior vice president of BoatU.S. government and public affairs.

To give boaters the tools to fight these local battles, the BoatU.S. Government Affairs team has developed the online "Grassroots Lobbying Tool Kit" at [www.BoatUS.com/gov/toolkit](http://www.BoatUS.com/gov/toolkit).

The toolkit won't solve every issue, but it will give boaters insight on how government works and what they can do to affect change. The site includes information on local lobbying tactics, civics 101, writing to elected officials, forming coalitions and getting publicity.

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## Florida Boating Deaths Reach 10-year High

Eighty people died in 69 boating accidents in Florida during 2005, the state's highest number of boating deaths in a decade, according to the recently released 2005 Boating Accident Statistical Report from the Florida Fish and Wildlife Conservation Commission.

Thirty of the deaths were caused by people falling or going overboard, the single leading cause of fatalities and a 53 percent increase from 2004.

"We are very concerned about the upward trend in boating fatalities," said Richard Moore, the state's boating law administrator. "Especially given the fact the vast majority of these are easily preventable. The simple act of wearing a life jacket is your best insurance on the water. Our statistics show that it's mostly swimmers who are drowning when they unexpectedly end up in the water."

None of those who drowned had been wearing life jackets.

Statewide, 60 percent of all boating accidents occurred in 10 counties: usually the state's most populous. From first to 10th, they are Monroe, Palm Beach, Miami-Dade, Broward, Pinellas, Lee, Volusia, Collier, Duval and Bay counties.

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# Acclaimed Actress to Serve as Honorary Chairperson of National Fishing and Boating Week

The nonprofit Recreational Boating and Fishing Foundation (RBFF) announced that actress and accomplished angler Jane Seymour will serve as honorary chairperson of the sixth annual National Fishing and Boating Week, June 3-11, 2006. Seymour will help RBFF promote the many benefits of fishing and boating, and encourage more American families to get out on the water this summer.

"I am very excited to help RBFF because I really believe that fishing is an excellent way for families to spend time together. I know it's had a positive effect on my family, and I would not trade anything for the time I spend with my husband and children fishing and boating," said Seymour. "I'm looking forward to sharing our experiences and encouraging others to take their families and friends out on the water."

During National Fishing and Boating Week, communities across the country will host an estimated 2,000 events, each designed to give families the opportunity to enjoy these great pastimes. This national week of celebration was created to address declining rates of participation in recreational boating and fishing that have occurred over the past decade.

Perhaps best known for her starring role on "Dr. Quinn, Medicine Woman," Seymour also performed in the miniseries "East of Eden" and played as Maria Callas in "Onassis: The Richest Man in the World." She currently stars in the WB sitcom "Modern Men."

"Jane Seymour is certainly well known for her many TV and movie roles, but few people know of her love of fishing," said RBFF President Bruce Matthews. "RBFF is honored that she has agreed to be the first woman to serve as chair of National Fishing and Boating Week. She can help us show Americans how fishing can help them relax, unwind and connect to the natural world with their families."

According to a survey by the Kaiser Family Foundation, kids spend an average of 44 hours a week with TV, computers and video games. For parents looking to give their kids an alternative activity the entire family can enjoy, RBFF suggests a

day of fishing and boating. RBFF research shows that fishing can help connect kids with nature and improve family communication.

Not only is fishing good for families, but participation is critical to maintaining healthy and productive aquatic environments. The money generated from fishing licenses and special taxes on fishing equipment and motorboat fuel funds approximately 83 percent of state fisheries' management budgets. These funds ensure

activities such as fishing and boating can help foster a healthy family life.

Seymour's interest in fishing began with her marriage to director/producer James Keach. An avid angler, Keach encouraged Seymour to learn to fish so the two would be able to enjoy fishing together. Since that time, fishing has been a favorite activity for Seymour, Keach and their twin boys, John and Kristopher. The family has fished all over the world and



Actress Jane Seymour, wearing an inflatable personal flotation device, pilots a boat on a lake in New York. She is this year's honorary chairperson of National Fishing and Boating Week (June 3-11). Seymour, perhaps best known for her starring role on "Dr. Quinn, Medicine Woman," is an avid angler and boater.

*Photo courtesy Recreational Boating and Fishing Foundation*

that fishery resources are well-managed, accessible and conserved for future generations to enjoy.

As honorary chairperson, Seymour will conduct interviews with national media outlets to share her fishing experiences and discuss how outdoor

always looks forward to the next time they can be on the water together.

For more information about National Fishing and Boating Week and a schedule of fishing and boating events across the U.S., visit [takemefishing.org](http://takemefishing.org).

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# USCG to Take Action Against Propeller Injuries

The National Boating Safety Advisory Council (NBSAC) has issued a set of resolutions directing the U.S. Coast Guard to analyze and address propeller strike prevention efforts underway in the recreational boating industry.

NBSAC adopted five resolutions at an April 4 meeting directing the USCG's Office of Boating Safety to begin a series of initiatives to address propeller injuries and fatalities in recreational boating:

- Pre-rental education – NBSAC recommended that the Coast Guard develop a pre-rental education package for all rental motorboat operations to be distributed to the public for the 2007 boating season. NBSAC also recognized that the U.S. Coast Guard is currently seeking legislative authority that would justify mandatory livery (boat rental) education.
- Engine cut-off switch requirement – NBSAC recommended that the Coast Guard begin a rulemaking process that would require manufacturers of new recreational motorboats (size/type determination to be supported by the Boating Accident Reporting Database analysis) to install an engine cut-off device that prevents continued operation in the event of the operator being displaced from the helm. This effort would complement a similar effort by the National Association of State Boating Law Administrators in its Engine Cut-Off Switches Model Act approved on Sept. 21, 2005.
- Required use of engine cut-off switch link – NBSAC recommended that the U.S. Coast Guard begin a rulemaking process that would require a boat operator to wear the engine cut-off switch link, if the boat is so equipped, while the engine is running. This requirement would not apply while the operator is assisting with the docking or departure of the vessel, while exiting or entering the vessel, or while the vessel is engaged in law enforcement or emergency rescue activity. This requirement would apply to waters subject to the jurisdiction of the United States but not to sole state waters.
- Operator requirements concerning in-water activities – NBSAC recommended that the Coast Guard begin a rulemaking process that would require the operator of a motorboat to shut off the engine if a swimmer is in close proximity to or holding onto the boarding platform, boarding deck, boarding step or boarding ladder of the boat. This would not apply while the vessel is engaged in law enforcement or emergency rescue activity. It would only apply to waters subject to the jurisdiction of the United States.
- Risk-based and cost-effect decision making – NBSAC also recommended that the Coast Guard continue to pursue its previous resolutions recommending propeller injury prevention measures with a risk-based decision making approach.

“These are common sense measures, and we will be working with the Coast Guard to get the word out to our manufacturers and boaters about these NBSAC initiatives,” said Monita Fontaine, NMMA vice president of Government Relations.

NBSAC also encouraged the Coast Guard to initiate a research project to test propeller guard technology for safety, drivability and efficacy. Propeller injuries resulted in 31 fatalities and were involved with 186 accidents in 2004. They are ranked ninth in reported boating accidents. By comparison, falls overboard resulted in 271 fatalities and capsizing resulted in 203 fatalities.

“All of these measures show that both the recreational boating industry and the Coast Guard care deeply about the safety of the boating public,” said Thom Dammrich, NMMA president. “NMMA has worked to educate the public on the proper and safe operation of motorboats, and we continue these efforts to make boating the No. 1 past time for American families.”

The National Boating Safety Advisory Council was established by the Federal Boat Safety Act of 1971 and consists of 21 members drawn equally from state officials responsible for boating safety programs; representatives of the boating industry; and representatives of national recreational boating organizations and the general public. The law requires the Coast Guard to consult with the council in prescribing federal regulations, and regarding major boating safety matters.

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## Wisconsin Requires Boaters to Pass Safety Course

Wisconsin recently enacted a law to bolster boating safety in the state.

Governor Jim Doyle signed Assembly Bill 248, which will require anyone who was born after January 1, 1989 and is over the age of 16 to have a boating safety certificate from the Wisconsin Department of Natural Resources (DNR) to operate a boat or personal watercraft.

The state has certified boating safety classes for years, even though the courses never were mandatory for anyone 16 and older.

“Requiring boaters’ safety certification will improve public safety on our waterways,” Governor Doyle said.

“We require education to drive a car to ensure everyone knows the rules of the road. This bill will do the same for our lakes and rivers, and I am pleased to sign it into law.”

Children aged 10 to 15 can currently operate a boat only if they are with a parent or other responsible adult. Children aged 12 to 15 can operate a boat without adult supervision if they have passed a state-sanctioned boat safety class.

The bill does not change those provisions.

“We think this law will have a powerful and positive impact on boating

in Wisconsin,” said Peter Peregrine of Appleton, a volunteer with the U.S. Coast Guard Auxiliary. “This is happening all over the country. There are a number of other states with similar laws.”

Wisconsin already mandates training for 16-year-old drivers of snowmobiles and all-terrain vehicles.

Governor Doyle thanked Representatives J.A. Hines and Spencer Black, as well as Senators Luther Olsen and Mark Miller for their work on the bill.

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## Washington Bans Teak Surfing

"Teak surfing," a potentially deadly sport in which swimmers cling to the back of a speeding boat has been banned in the state of Washington.

Gov. Chris Gregoire signed the bill March 20, 2006, after she and the sponsor, Sen. Pam Roach, met privately with the parents of two young women who died in separate accidents on Pierce County's Lake Tapps. Both suffered from carbon monoxide asphyxiation and drowned.

Roach (R-Auburn) said the measure will save lives.

The practice "is so dangerous because of the extremely high levels of carbon monoxide from the boat exhaust," Roach said. "A swimmer can die from breathing in boat exhaust and drowning. Asphyxiation can occur in as little as 60 seconds."

The new law, based on a model act developed by the National Association of State Boating Law Administrators, says the

boat owner can be fined a maximum of \$100 for allowing someone to teak-surf, dive, bodysurf or hold onto the swim deck on the back of the boat.

Exceptions are allowed for someone briefly occupying the swim platform, deck, or swim ladder to help the boat depart or dock, or while entering or exiting the boat. The law doesn't apply when the boat is being used for law enforcement or emergency rescue.

The state Parks and Recreation Commission is directed to include information about carbon monoxide poisoning as part of boater safety education classes and brochures.

All new and used boats in Washington must display a sticker on the boat's interior that warns about the dangers of carbon monoxide poisoning.

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## Boating TV Network Launches New Show

Boating Television Network (www.btnonline.tv), a boating lifestyle television network and website, has launched "Disabled Sailing," a new show focusing on sailors who, despite physical

Alison provides viewers with information on sailing programs for the disabled and then takes the audience to St. Petersburg, Fla., and one of the U.S. Disabled Sailing Team's events.

"Sailing is an excellent sport for everyone and unlike marathons and other competitions where disabled individuals compete with other disabled people, this is not the case in sailing competitions," said Joe Moniz, president and executive producer of Boating Television Network. "'Disabled Sailing' will show that once a boat is outfitted to accommodate a particular need, then previous physical boundaries can be overcome."

The Boating Television Network and website features Headlines, a section devoted to news and legislation relative to the boating industry; BTN Media, a source for boating features; and a Video on Demand section where viewers can enjoy special segments of the popular online show "Boating Today."

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## Access Problem Worsens in N.C.

Public boat ramp access is in short supply in North Carolina these days, especially along the coast, the *Daily News* in Jacksonville, N.C. reported April 17.

The number of registered powerboats in North Carolina has increased on a statewide basis by 4 percent since 2001, but the number of boats registered in the 20 coastal counties has jumped 13 percent, Gordon Myers, the division chief of the state's Engineering Services with the Wildlife Resources Commission.

"There is, without a doubt, a need for more access in eastern North Carolina," Myers said.

North Carolina is spending 6 percent more money on the access program – revenues from vessel registration fees are a major source of funding – but other forces are making it hard to stay the course, the *Daily News* reported.

Actual ramp usage in coastal areas might have increased even more than the numbers show. Many owners of boats used at the coast are registered in inland counties or brought in from out-of-state, Myers said.

And the cost to build a boat ramp has gone up, Ric Wright, coastal regional supervisor for Wildlife's Engineering Services Division, told the newspaper. Aside from environmental considerations, which often run up construction costs, people are using bigger boats than they did 30 years ago.

"Back then, the average boat was a 16-foot, 30-horsepower," Wright said. "Now we've got boats trying to launch as long as 34 foot."

However, probably the most significant force rocking boating access issues now is development. Rising property values not only add to the expense of building a public ramp but also diminish private water access.

Properties that have for years served as community boating access areas are being sold to new owners who put up no trespassing signs; marinas that have traditionally served the public are increasingly catering to exclusive clientele.

"We're actually adding facilities every year, but there's a net loss of boating access facilities," Myers said.

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obstacles, are now enjoying the sport with the use of properly outfitted boats.

The premier episode of "Disabled Sailing," which will be aired on a number of networks worldwide and can also be seen by accessing the Boating Television Network website, features a perspective on disabled sailors from Betsy Alison, a coach of the U.S. Disabled Sailing Team and a five-time Rolex Yachtsman winner.



# Unusual Water Releases Cause Boat to Capsize

An unusual water release from Wolf Creek Dam in south-central Kentucky contributed to the capsizing of a boat being operated by an experienced angler.

Kentucky Department of Fish and Wildlife Resources Conservation Officer Tony Wright said a Russell County father and son plunged into the 40- to 45-degree water around 7 a.m. on March 9, 2006, after their boat capsized near Wolf Creek Dam.

The anglers remained in the water for approximately 45 minutes before being rescued. The men were taken to a hospital, where they were treated for hypothermia and released.

"If they hadn't worn their life preservers, they would be dead," Wright said.

The men were fishing on the side of the dam that normally remains relatively calm while water is flowing through the structure to generate power. A concrete wingwall separates that side of the dam from the heavy current produced by the generator side of the dam.

However, because of an ongoing construction project at the nearby Wolf Creek National Fish Hatchery, sluice gates underneath the dam are being opened whenever the electrical generation halts. These gates, which are rarely opened, kick a 30-foot tall column of water into the area of the tailwater that normally is not subject to heavy current. The gates must be opened to provide water for the hatchery.

Wright said the anglers' boat capsized when the sluice gates opened. The anglers

were twice warned about the potential danger and told to leave the area prior to the gates being opened by a contractor working nearby and officials with the U.S. Army Corps of Engineers. "I think because they were on the other side of the concrete wingwall, where the water is normally calm, they thought they would be all right," Wright said.

Water swamped the anglers' 14-foot johnboat and it overturned. A back eddy created by the current swept the father and son to calmer water on the other side of the dam. There, Corps employees were able to lower ring buoys on ropes to keep them in place until the water could be turned off and a rescue boat dispatched, Wright said.

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## Insufficient Stability Caused Water Taxi to Capsize

In a report adopted March 6, 2006, the National Transportation Safety Board (NTSB) determined that insufficient intact stability and overloading caused the small passenger pontoon-style vessel, *Lady D*, to capsize when it encountered strong winds and waves in Baltimore's Northwest Harbor.

The accident occurred on March 6, 2004, as the small passenger vessel *Lady D*, a pontoon water taxi carrying 23 passengers and two crewmembers, was en route from Fort McHenry to Fells Point, Md. Five passengers were killed and four suffered serious injuries.

"This tragic accident happened as a result of a number of safety issues that fell through the cracks," stated NTSB Acting Chairman Mark V. Rosenker, "Our recommendations will go a long way toward fixing those cracks and help ensure this type of accident does not happen again."

The lack of intact stability resulted from a mistake with the U.S. Coast Guard Certificate of Inspection. The certificate was based on an inappropriate stability test done on a different pontoon vessel to which the *Lady D* was erroneously granted sister status. This allowed the *Lady D* to be overloaded. The Board also noted that the Coast Guard's regulatory stability test standards used an out-of-date average

passenger weight standard that contributed to the overloading condition.

As a result, the Board recommended that the Coast Guard revise their regulations to require that passenger capacity for domestic passenger vessels be calculated based on a statistically representative average passenger weight that is periodically updated. The Board further recommended that the Coast Guard identify a method for verifying safe loading on a small passenger vessel, such as a mark on the hull, and require that vessel owners implement that method.

The report also concluded that existing Coast Guard intact stability standards do not adequately account for the dynamic loading from wind and waves on a pontoon vessel operating on an unrestricted protected route. The Board recommended that the Coast Guard revise stability criteria for pontoon type small passenger vessels to minimize the potential for capsizing in wind and waves.

The Board's investigation further determined that the National Weather Service (NWS) failed to identify the developing storm conditions in a timely manner; therefore, the weather information available to Seaport Taxi did not accurately reflect the impending storm conditions. Additionally, Seaport Taxi's weather policy did not ensure maximum

safety of operations during threatening conditions.

Since the time of the accident, the NWS conducted a study of their operational procedures and determined that forecasters needed a more aggressive and efficient approach in analyzing evolving weather conditions. The NWS has developed training exercises that will be disseminated to all regions and specifically to offices with marine forecast responsibilities. The Board concluded that actions taken by the NWS are sufficient to address the weather forecasting problems that occurred in this accident.

Although Seaport Taxi no longer operates water taxi vessels in Baltimore Harbor, after the accident and before ceasing operations, the company did revise its weather operating policy to establish specific wind and sea restrictions on their vessels. In addition the Board recommended that the Coast Guard establish limiting environmental conditions, such as weather, in which pontoon vessels may operate.

The Board's report including a complete listing of conclusions and recommendations is available on the Marine Publications page of the Board's website, [www.nts.gov](http://www.nts.gov).

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# New Study to Help Encourage More Female Boaters

BoatU.S., the nation's leading advocate for recreational boaters, wants to know more about how women got started in recreational boating. To do this, the boat owners' association has posted a 15-question survey at [www.BoatUS.com/women](http://www.BoatUS.com/women). The survey asks women about their boat training and educational experience. BoatU.S. hopes to share the information in an effort to encourage more women to take up boating.

"There are many reasons why women don't actively boat," said Elaine Dickinson, who heads up the BoatU.S. Women in Boating outreach effort. She cites careers, raising families, lack of on-the-water experience, lack of confidence in skills and lack of mentors as some of the major reasons more women don't participate in the sport.



Dickinson says previous surveys also have identified education and training as a major issue deterring women's participation and enjoyment of boating.

"With this new survey, we'd like to find out more about how women learn and acquire skills – what works best and why – when it comes to any watersports such as power boating, sailing, canoeing and kayaking.

"If we look at those who have successfully used formal or informal training or other kinds of boater education perhaps we can replicate their path to recreational boating for others," she added.

The association hopes the results help boating educators better tailor their

teaching techniques to today's more diverse potential boaters.

BoatU.S. – Boat Owners Association of The United States – is the nation's leading advocate for recreational boaters, providing its 640,000 members with a wide array of consumer services including a group-rate marine insurance program that insures nearly a quarter million boats; the largest fleet of more than 500 towing assistance vessels; discounts on fuel, slips, and repairs at over 825 Cooperating Marinas; boat financing; and a subscription to BoatU.S. Magazine, the most widely read boating publication in the United States. For membership information, visit [www.BoatUS.com](http://www.BoatUS.com) or call 800.395.2628.



## RBFF Adds New Promotional Program

The Recreational Boating and Fishing Foundation has launched a new program called Anglers' Legacy to help grow fishing and boating participation. The program is already getting an enthusiastic thumbs-up from fishing and boating's top companies, RBFF said in a recent release.

The program will complement the national Take Me Fishing mission and is all about motivating avid anglers to "take someone fishing."

"The Anglers' Legacy message is an easy one: Someone once took the time to introduce you and me to fishing, and now it's time for us to return the favor," RBFF President Bruce Matthews said. "Research shows an extremely high retention rate, over 90 percent, when avid anglers introduce someone to the sport. That's because avid anglers have the personal knowledge, equipment and desire to deliver a quality experience. By inviting someone with whom they feel comfortable spending a day on the water, they are basically pre-qualifying who they are taking in the first place."

The RBFF-administered national Take Me Fishing advertising campaign will stay on strategy to target lapsed and occasional anglers, a sizeable audience at approximately 24 million, reminding them of the fun of fishing and boating.

The new Anglers' Legacy element will focus on reaching and motivating the country's most avid anglers, estimated at 7.5 million, to invite former or non-participants to join them for a day on the water.

RBFF conducted a series of online surveys of avid anglers about their interest and willingness in contributing to the future of fishing by sharing their passion with someone they know. Over 90 percent of the survey respondents said they believe mentoring others in fishing is a good thing to do and that they would be willing to do so if asked. Nearly 78 percent said they own boats, and 82 percent of them said they would welcome first-timers aboard.

The strategy of bridging the gap between the lapsed and avid target audiences has the fishing and boating community buzzing, according to RBFF.

From the earliest concept of Anglers' Legacy, manufacturers were deemed critical to the program's success because of their leverage on everything from advertising to pro staffs to tournament sponsorships.

Every Anglers' Legacy presentation made to a manufacturer is concluded with the same two specific requests: permission to include their company names and signatures on the Anglers' Legacy

Declaration of Unity, and access to their pro staffs and various sponsorships for the purpose of message training.

The Declaration of Unity is a frame-quality document that is customized by magazine title and sent to numerous influential fishing and boating publications. The Declaration is a formal request to run the Anglers' Legacy print campaign as pro bono public service announcements for the good of all industry.

The PSAs are available in six creative executions. Each features a montage of nostalgic fishing photos appropriate to the type of fishing and has the headline, "Picture a life without fishing." The public service message is the same on each: "Give back what you've been given and take someone fishing."

"The ultimate goal of the Anglers' Legacy effort is to reach every avid angler in the United States who consumes any kind of fishing/boating media with the 'take someone fishing' message," said Kirk Gillis, RBFF director of marketing and public relations. "We'll be driving them to the program's website, [anglerslegacy.org](http://anglerslegacy.org), which serves as the primary communication arm for Anglers' Legacy participants."



# NMMA Receives Award for Best Commercial

The National Marine Manufacturers Association (NMMA) was recently awarded the Silver Hugo Award for its television commercial titled “Captain,” which promoted NMMA boat shows and ran in several markets across the country, including San Diego, Atlanta, Atlantic City, New York and New Orleans.

Cinema Chicago, which annually presents the Chicago International Film Festival, announced winners of the 2006 Hugo Awards for Television Excellence on March 23. Given yearly, the awards recognize the best television advertising spots. Winning entries are evaluated by a panel of judges and by the public. More than 12,000 votes were cast for the finalists, and NMMA’s “Captain” came in second overall in the audience-choice portion. In addition, “Captain” received the Silver Hugo Award for the Entertainment Category, the highest honor possible, as voted on by the selected judges’ panel.

“We are investing heavily in our show marketing, including new ads, enhanced online efforts, improved media buys and expanded public relations,” says NMMA President Thom Dammrich. “The ‘Captain’ ad wasn’t a typical boat show ad, and our exhibitors—and more importantly our consumers—noticed. The Silver Hugo Award confirms our direction is an appropriate one and rewards the risks we are taking to get our message out and increase show attendance. For the three shows where the ‘Captain’ ad was used this winter season (excluding New Orleans due to special conditions in that market), attendance was up 15 percent this year over the previous and almost 6 percent over our five-year average.”

The concept for the spot was developed by The Ungar Group/Chicago, which also produced the commercial. Based upon the idea “It’s good to be the one with the boat,” The Ungar Group devised a unique and humorous concept:

an old, portly man in a Speedo bathing suit and captain’s hat surrounded on the beach by many attractive, bikini-clad women. The spot was created to break through the clutter and get people’s attention focused on the boat shows.

“When we discovered how much owning a boat does for a person’s self esteem and how much more attractive it makes them to others, we knew we had to find a way to convey that message in a humorous and truthful manner,” says Tom Ungar, creative director of The Ungar Group.

“Captain” initially aired in September 2005 to promote NMMA’s 30th Norwalk International In-Water Boat Show in Norwalk, Conn. The spot will be used again to promote some of the 2006 fall NMMA boat shows.

For more information, contact Carl Blackwell, NMMA vice president of Marketing and Communications, at 312.946.6277 or cblackwell@nmma.org.

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## Take a *SmartStart* to Communicate Safe Paddling

The American Canoe Association (ACA) now offers state boating organizations a customized version of the *SmartStart for Safe Paddling* brochure. Through a grant from the U.S. Coast Guard, the ACA established its *SmartStart to Paddling* presentation kit and companion brochure. As an extension of these products, states can implement their own brochure consistent with this branding.

State organizations can now provide their logo and contact website address to be integrated into the generic brochure’s format. ACA will use the submitted elements to edit the brochure’s front panel and produce a high-resolution print-ready PDF file that states can use to print their own version of this highly popular brochure. On the front panel, the ACA logo would be replaced with the state’s logo and the ACA website address would be replaced with the state’s preferred web address. For purposes of consistency, revisions to the brochure’s format will be confined to these changes.

Whether the organization chooses to offer the PDF file for online viewing on

their website, on-demand printing, or in bulk quantities of printed brochures is up to the organization. ACA’s goal is to provide a customized brochure a state agency can call its own. While the ACA generic version of the brochure will continue to be available, the offering of this service to the states is targeted to increase outreach.

To take advantage of this offer, the following guidelines are provided:

- Submission should include the organization’s logo and preferred contact website address.
- Color logos must be provided as digital files at 300 dpi (dots per inch) at a size of at least 3 inches. File formats can be tiff or jpg files. PDF files meeting size and resolution requirements will be accepted if password-protect is disabled.
- Submissions are completed and posted in the order they are received. Requested deadlines will be prioritized accordingly.

- Normal turnaround from receipt of submission to posting is two weeks.
- E-mail submissions (under 3MB) can be submitted to [wreach@epix.net](mailto:wreach@epix.net) to the attention of “Linda Walke.” Subject lines should read “SmartStart state submission for (state).”
- Submissions over 3MB can be submitted on CD and mailed to: Attn. Linda Walke, Within Reach, P.O. Box 6217, Harrisburg, PA 17112.
- Please state planned use of the brochure. This helps us structure the PDF file for online resolution or print resolution.

The ACA invites you to *SmartStart* and take advantage of this offer.

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# Study Estimates Personal Watercraft Bans in National Parks to Cost Billions

An economic impact study estimates the total cost to the U.S. economy of personal watercraft (PWC) bans in national parks has reached an alarming \$2.7 billion over the past nine years, reported the Personal Watercraft Industry Association (PWIA). This figure includes both the total direct costs to the PWC industry of the bans and the costs incurred by all the suppliers and industries that depend on boaters.

The study was conducted by economist Laura Baughman of The Trade Partnership, an economic research firm based in Washington, D.C. According to Baughman's study, personal watercraft bans, and negative publicity associated with the bans, caused sales to plummet since 1995, which in turn has adversely impacted U.S. producers and distributors of PWCs, their suppliers, retailers and other businesses that service PWCs and their users. The direct cost to the PWC industry totals \$1.3 billion over the last nine years, but this number paints only part of the picture. A comprehensive picture of the total economic hit to the U.S. economy must include not only all those industries

involved in production but also those related to utilization of the vessel.

"Personal watercraft bans have cost the U.S. economy approximately \$2.7 billion over the past nine years. This economic loss is widespread due to the many sectors of the U.S. economy that

In addition to those costs already incurred by the U.S. economy, the study estimates that if the bans are not lifted, future cost to the U.S. economy will continue at a pace of more than \$567 million a year. The parks that remain closed are Big Thicket National Reserve (TX), Cape Lookout National Seashore (NC), Curecanti National Recreation Area (CO), Gateway National Recreation Area (NY/NJ), Gulf Islands National Seashore (FL/MS), and Padre Island National Seashore (TX).

This ongoing economic cost will stifle employment as well. The study reports the employment cost of the bans and the negative publicity around them averages about 3,300 direct and indirect jobs lost across the United States.

"Personal watercraft bans are restraining economic activity on several levels. The lifting of these bans would generate billions of dollars for the U.S. economy and thousands of jobs for Americans," said Baughman.

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Approximately 1.5 million personal watercraft (PWCs) were registered in the United States in 2005. Technology enhancements implemented during the past decade have made these watercraft much cleaner and quieter. All PWCs sold today comply with all applicable state and federal sound and emissions standards.

*Photo courtesy Kawasaki Motors Corp., U.S.A.*

support the production of PWCs and the tourism industry that supplies boaters," said Baughman.

## N.H. Speed Limit Proposal Defeated

The New Hampshire Senate killed a bill in March that would have set speed limits on all of the state's lakes and rivers.

The Senate voted 15-9 to defeat HB 162, which would have imposed speed limits of 45 mph during the day and 25 mph at night.

The bill was originally a proposal to limit speed on Lake Winnepesaukee, but after studying the issue through last summer and fall, a House committee expanded the limits to all bodies of water, including tidal waters. The House passed the bill 193-139 in February.

Opponents of the bill said the state does not enforce current laws that require boats to travel at reasonable limits, and

they doubted whether enforcement would improve if the bill passed. They argued that congestion is more of a problem than speed.

Those who wanted the limits said boat makers are marketing boats in the Lakes Region that can reach up to 90 mph. They said the public is becoming increasing afraid to take to the lakes on weekends, when traffic is highest. A poll published by the New Hampshire Lakes Association last month found that 84 percent of those surveyed thought speed limits would make state waters safer, and 63 percent favored the 45/25 mph speed limits, according to the story.

Dick Smith of Hancock, N.H., with the New Hampshire B.A.S.S. Federation, which worked against the bill, said the limits would discourage visitors who own high performance boats from coming to the state. That would hurt businesses around the lakes, he said.

"It would be crazy to invest 40,000 or \$50,000 in a boat and not be able to use it," Smith said.

Senate Majority Leader Robert Clegg said after the vote, "I would classify this as 'feel good' legislation that had no chance of ever being enforced nor adhered to."

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Commodore Warren E. McAdams  
National Directorate Commodore for Recreational Boating Safety, U.S. Coast Guard Auxiliary

## Marketing Tools

Many people equate marketing with advertising, and advertising means spending big money, right? Based on the advertising shown on television, that would be a logical assumption. However, other essential elements come into play.

Before a sale can be made there has to be a product that people want. We may be talking about public education classes, vessel safety checks or wearing life jackets; but, if we do not have a product that the boating public wants, no amount of advertising will sell it.

Next, the product must be in a place where the potential customer is likely to be exposed to it. Or, you may need to entice the customer to come to a place that the product will be available. Price, at some level, often is an issue. Overpricing a product can create some obvious problems. On the other side there is often a tendency to undervalue a product and set a price so low that the return on efforts is too low. Promotion of a product is very important and advertising, in many forms, is a part of that equation.

In fact, when it comes to marketing boating safety we spend a lot of time figuring out how to promote various products or concepts such as those advanced by the U.S. Coast Guard's "You're In Command" campaign: get a free vessel safety check, take a boating safety course, wear your life jacket and never boat under the influence. Other hot topics such as carbon monoxide threats, propeller strike avoidance and use of engine cut-off lanyards need to be promoted as well.

In public education we have a number of good products. However, in most cases, the customer has to come to us to receive the products. We use a variety of tools to draw in these customers. The BoatU.S. Foundation lists boating safety course schedules submitted to them, many state boating agencies list courses online, and boating safety organizations have online course finders. Local efforts such as

boat show booths, low-cost newspaper ads and word-of-mouth can help fill classrooms. And, in many locales, mandatory education requirements provide motivation to the boaters. In public education, we have good products, a variety of ways to spread the word and, although some would disagree, I have not seen price to be a significant issue. The primary focus in education is somehow getting the boater to sign up for and attend a boating safety course.

In the Vessel Safety Check (VSC) arena, I believe we have a slightly different marketing challenge. Sure, we need to sell the program plus advertise times and places for examinations. But, in general, if we go where the boaters are we get plenty of takers. The problem is that too many boats that we check are the same year after year, and we are not reaching new people with the VSC program. Why is that? We do repeat business each year and some examiners focus on marinas and big boats. Now, I am not suggesting that we suspend repeat business or marinas because the word-of-mouth from those customers and display of the VSC decal helps to sell the program. However, keeping an eye on accident data, we have launched an internal marketing effort to encourage vessel examiners to spend additional time at launch ramps where smaller open motorboats are in abundance. The message here is that we sometimes need to have marketing efforts aimed at ourselves as well as the external customers.

Perhaps the most frustrating challenge is what to do about wear rates for life jackets.

In boating safety circles we have strong advocates for mandatory personal flotation device (PFD) wear and equally strong sentiment against mandatory wear. And, for this high-profile topic, the advertising used in boating publications is creating plenty of controversy. While some boat manufacturers do feature PFD wear



A U.S. Coast Guard Auxiliary crewman lends support to a U.S. Coast Guard Boarding Team during a safety inspection at Channel Islands Harbor in Oxnard, Calif. In addition to checking a boat for required safety equipment, these interactions can also be used to impart knowledge to the boating public. Photo courtesy U.S. Coast Guard Auxiliary

in their ads, many do not. Also, many think that mandatory wear is a disincentive that will hurt boat sales.

If we revisit our marketing tools, perhaps we have a combination of problems to address. While some think that there is an adequate variety of PFD options to select from, many others disagree and refuse to wear them full-time. Here is a case where we may not have developed the optimum product and someone will get rich when they invent a PFD as small as a deck of cards.

Also, where we have a conflict of opinions on how to present PFD wear, the various camps have an opportunity to join forces and develop some acceptable solutions. I do not have a prediction on the likelihood of broader mandatory PFD wear, but in any case we need to continue work on several fronts. Education is still a key and PFD wear should be a part of any discussion on boating safety and boating skills. In addition, we still need to make progress on product improvements. Finally, we need to reach some creative middle ground on advertising that will advance PFD wear rates.

Overall, boating safety is a target-rich environment for all types of marketing techniques and methods for spreading various messages. Collectively, we do a good job, but there is always room for innovation and improvement!





Jeff Hoedt  
Chief, Office of Boating Safety

## The Value of Marketing Safety

Many strategies exist for enhancing boating safety, such as boat design standards, public education, regulation, law enforcement and marketing. When implemented effectively, each of these strategies is essential to the success of our efforts.

The key to marketing boating safety successfully is to design and implement an initiative that will focus on a defined problem, identify the target audience, reach that audience at the proper time, make them aware of the problem and how to resolve it, and change their attitude in a way that will alter their behavior.

An effective example is seat belt use. With a national seat belt wear rate of 80 percent in 2004, the National Highway

Transportation Safety Administration (NHTSA) and their partners identified the problem (those who do not wear seat belts); identified and assessed alternatives to resolve the problem (including marketing); identified, implemented and evaluated an effective marketing approach; and continue to see annual increases in the national seat belt wear rate (82 percent in 2005), thus saving lives.

How do we copy this example? Read below, learn more about effective marketing, and help us work together to achieve a truly safer and more enjoyable boating experience.

### Marketing Boating Safety: A Strategy for Success

*By John Malatak, Chief, Program Operations Division, Office of Boating Safety, U.S. Coast Guard*

Statistics continue to illustrate an important principle in the boating safety discussion: The *behaviors* boaters adopt while on the water are proportional to their perceived exposure to risks on the water. Indeed, as modern boats and equipment reflect the highest safety standards, many recreational boaters forget that safety is a matter of personal attitude and behavior.

Why do boaters continue to ignore precautions that could save their lives? The reasons are many – and most are simple. Feeling invincible, distaste for rules, and a lack of safe habits rank high on the list. Some sportsmen don't consider themselves recreational boaters – an attitude that places them at high risk for a potential boating accident. Others think of the water as a second home – an environment that poses no perceived danger.

Such mentalities present immense challenges for boating safety advocates. Ultimately, the question is: how do we conquer those attitudes to impact behaviors that *could* increase boating safety?

There are no definitive answers. However, one strategy – dubbed “social marketing” – facilitates a comprehensive approach designed to shape attitudes toward a particular issue. When this is accomplished, the result is changed behavior.

Social marketing initiatives involve more than a mixture of individual elements such as public service announcements, advertisements and press releases. Successful marketing campaigns begin with disciplined research and planning, progress with strategy and implementation, and end with assessment and evaluation.

A successful boating safety initiative involves five core marketing elements:

**Research and Planning** are foundational to any successful effort. The goal for any boating safety initiative is to reduce the number of accidents resulting from unsafe behavior. To achieve this end, many elements must be determined. Who is most at risk? Where are these individuals located? How will you reach them? What messages should you deliver to them?

Research including surveys, focus groups, interviews, etc. can provide valuable information to steer your marketing campaign in the right direction.

While a boating safety initiative aims to promote a “concept,” conceptualizing your program as a “product” offering to a “consumer” provides valuable insight into developing a **Strategy** for your campaign:

- **Product** – What your program offers, such as boating safety tips, special classes, a newsletter, or community outreach.
- **Cost** – How much it will take to sustain a campaign.
- **Price** – What the audience must do to access your offering. How can you make the “price” for your campaign’s “products” more accessible and affordable?
- **Location** – How your campaign will be introduced – online, in-person, on-location or a mixture?
- **Promotion** – How to spark and sustain demand for your boating safety message.

**Implementing** your campaign means to “activate” all elements to disseminate the intended messaging to your target audiences. Some proven methods include:

- Designating representatives who can effectively deliver your message.
- Placing your safety campaign’s material in the hands of like-minded organizations.
- Securing placements in the media through media relations efforts.
- Developing special events and promotions that highlight your initiative.

**Coalition Building** involves creating “working” relationships within the community throughout the course of your initiative. Fostering positive partnerships extends the reach of your campaign and helps ensure success.

**Assessment** of your program is key to improving it. Organize measurement efforts to assess the awareness level of the messages released throughout the campaign, review any outcomes achieved, and consider the campaign’s overall process. Target ways the initiative can be more effective or efficient in the future.

Although implementing a successful marketing campaign requires significant planning and involvement, the return on investment can be invaluable. By creating an institutional structure to impact individual boating attitudes, you will play a key role in paving the way for change.

So, do some research, gather a team, and see what you can do to market safe boating. Your marketing initiative can shape the core behaviors and attitudes people form and share about recreational boating for years to come. In the end, you’re not just disseminating information – you are helping save lives.





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## 2006-2007 RECREATIONAL BOATING SAFETY CALENDAR

### JUNE

**3 - 11**

National Fishing and Boating Week  
BLA Workshop  
Lexington, Kentucky  
703.519.0013 or [www.takemefishing.org](http://www.takemefishing.org)

**7 - 9**

NASBLA  
BLA Workshop  
Lexington, Kentucky  
859.225.9487 or [info@nasbla.org](mailto:info@nasbla.org)

**17 - 21**

National Sheriffs' Association  
Annual Conference  
Orlando, Florida  
703.836.7827 or [www.sheriffs.org](http://www.sheriffs.org)

**19 - 21**

NASBLA  
Boating Under the Influence  
Detection and Enforcement Training  
Vassalboro, Maine  
859.225.9487 or [chris@nasbla.org](mailto:chris@nasbla.org)

### AUGUST

**12**

National Marina Day  
Association of Marina Industries  
202.737.9776 or [www.MarinaAssociation.org](http://www.MarinaAssociation.org)

**15 - 20**

United States Power Squadrons  
Fall Governing Board Meeting  
New York, New York  
888.367.8777 or [www.usps.org](http://www.usps.org)

**31 - September 2**

U.S. Coast Guard Auxiliary  
National Conference  
Dallas, Texas  
253.631.1674 or  
<http://nws.cgaux.org/index.html>

### SEPTEMBER

**17 - 22**

Association of Fish and Wildlife Agencies  
Annual Meeting  
Aspen, Colorado  
202.624.7890 or [www.iafwa.org](http://www.iafwa.org)

**21 - 27**

NASBLA  
Annual Conference  
Louisville, Kentucky  
859.225.9487 or [info@nasbla.org](mailto:info@nasbla.org)

**23 - 27**

States Organization for Boating Access  
Annual Conference  
Tampa, Florida  
401.247.2224 or [www.sobaus.org](http://www.sobaus.org)

**24**

National Safe Boating Council  
General Membership Meeting  
Louisville, Kentucky  
703.361.4294 or [www.safeboatingcouncil.org](http://www.safeboatingcouncil.org)

### OCTOBER

**21 - 22**

National Boating Federation  
Fall Meeting  
510.523.2098 or [www.n-b-f.org](http://www.n-b-f.org)

### NOVEMBER

**1 - 3**

National Marine Manufacturers Association  
International BoatBuilders' Exhibition  
& Conference (IBEX)  
Miami, Florida  
207.359.4651 or [www.ibexshow.com](http://www.ibexshow.com)

### FEBRUARY 2007

**20 - 25**

United States Power Squadrons  
Annual Meeting  
Jacksonville, Florida  
888.367.8777 or [www.usps.org](http://www.usps.org)

### MARCH 2007

**4 - 8**

International Boating and Water Safety Summit  
San Antonio, Texas  
501.844.2197 or 703.361.4294

### SEPTEMBER 2007

**4 - 9**

United States Power Squadrons  
Governing Board Meeting  
Norfolk, Virginia  
888.367.8777 or [www.usps.org](http://www.usps.org)

**5 - 11**

NASBLA  
Annual Conference  
Burlington, Vermont  
859.225.9487 or [info@nasbla.org](mailto:info@nasbla.org)

**16 - 21**

Association of Fish and Wildlife Agencies  
Annual Meeting  
Louisville, Kentucky  
202.624.7890 or [www.iafwa.org](http://www.iafwa.org)



**September 22-27, 2006**

**Louisville, Kentucky**

**Hyatt Regency Louisville**