



D13INST 16750
24 OCT 2008

THIRTEENTH DISTRICT INSTRUCTION 16750

Subj: STRATEGY FOR REDUCTION OF RECREATIONAL BOATING ACCIDENTS
AND FATALITIES IN THE 13TH COAST GUARD DISTRICT, 2009 TO 2013

Ref: (a) Marine Safety Performance Plan FY 2009 – 2014, May 2008
(b) Thirteenth District Goals and Objectives – FY 2009
(c) Thirteenth District SOP Chapter 3-I

1. PURPOSE. Pursuant to reference (a), this instruction establishes guidance for carrying out the District's Recreational Boating Safety Strategy for FY 2009 to 2013.

2. ACTION. Chief, Prevention Division, and Commanding Officers of all Thirteenth District units shall ensure compliance with this Instruction.

3. DIRECTIVES AFFECTED. None.

4. BACKGROUND.

a. In recent years, recreational boating accidents have accounted for the second largest number of transportation fatalities in the nation, less than automobile accidents but more than those reported for general aviation, rail and bus transportation, commercial marine transportation, commercial aviation, and pipelines. Although recreational boating fatalities are on the decline, the 13th District continues to have one of the highest accident and fatality rates in the nation.

b. It is estimated that accident reporting by recreational boaters is only 15 percent of what is actually occurring on our waterways. Without accurate accounting it is extremely difficult to develop effective strategies. However, because fatalities are accurately reported, we have a strong foundation to address those issues.

DISTRIBUTION – SDL No. 139 (Thirteenth District only)

	a	b	c	d	e	f	g	h	i	j	k	l	m	n	o	p	q	r	s	t	u	v	w	x	y	z
A																										
B			*																							
C				l	l																					
D				l																						
E													l													
F																										
G																										
H																										

NON-STANDARD DISTRIBUTION: *B:c CGD13 Divisions, Branches, and Staff Components

National State Ranking for accidents over a five year average:

Washington:	11
Oregon	28
Idaho	27
Montana	44

National State Ranking for fatalities over a five year average:

Washington:	8
Oregon	16
Idaho	31
Montana	34

- c. Statistics show that accidents and fatalities can be significantly reduced if boaters wear lifejackets and they consume alcohol responsibly. Less than 4.5 percent of adults over the age of 18 wear lifejackets yet, of the annual fatalities, 67% were due to drowning and in 90 percent of those fatalities lifejackets were not worn. Alcohol was a factor in 21 percent of all fatalities and 40% percent of all accidents.
- d. The Coast Guard Office of Boating Safety introduced the Strategic Plan for the National Recreational Boating Safety Program, 2007 to 2011. This plan identifies 10 objectives for the Coast Guard and its national partners to meet the national performance goals to reduce recreational boating accidents and fatalities by the year 2011. Although the majority of these goals were developed to be undertaken at the national level, there is sufficient need to develop a localized plan to highlight those objectives that are locally significant. The National Strategic Plan can be found at:
<http://www.uscgboating.org/articles/boatingview.aspx?id=106>.
- e. Enclosures 1 through 4 are listings of the top ten geographic problem areas within each state where recreational boating accidents occur. These lists should be considered during the planning stages of any operation within those states and should be a priority for recreational boating enforcement or outreach operations.
- f. The Boating Safety Act of 1984 identified those individual state governments who establish programs approved by the Coast Guard as the lead authority for recreational boating safety activities within their states. Having an approved program allows state governments to obtain funding from the Sports Fish Restoration and Boating Trust Fund Boating Account administered by Coast Guard Headquarters. As a condition of program approval, each state must be signatory to a Memorandum of Agreement with the Coast Guard, establishing responsibilities between the two parties. The District RBS Specialist is responsible for maintaining and updating these MOAs in accordance with current Grant Program policy.

- g. The District RBS Specialist is the RBS Program Manager for the district and the direct liaison with state boating program administrators. In addition to national program requirements, the RBS Specialist has an in-depth knowledge of State/Coast Guard relationships and local agreements and should be consulted when dealing with the States on recreational boating issues. During the development of new operations or initiatives the RBS Specialist should be consulted to ensure alignment with national and district goals and to assist in locating additional resources, which may be available from other local or national partner organizations.

5. OBJECTIVES, ACTIVITIES & GOALS.

a. Objective 1: Advanced Boating Education:

- (1) Support the implementation and operation of State boater education programs by promoting those programs during public engagements, speaking opportunities, public events, web pages and public service announcements. This will also heighten the visibility of programs provided by the Coast Guard Auxiliary and U.S. Power Squadron.
- (2) Support State implementation of mandatory boater education.
- (3) Develop budget line items to assist Coast Guard Auxiliary members in providing proctored training courses in remote areas of the district where classes are not normally available.
- (4) Develop and deliver branded messages via a mass media campaign that includes television, radio, public service announcements and posters targeted toward high risk groups and activities. Develop multilingual services for those segments of the community who do not speak English.
- (5) Annually: Develop a campaign and implement in conjunction with the North America Safe Boating Week Campaign.
- (6) **District Goal:** Establish a baseline and increase the number of Auxiliary boating education classes by 5% annually. Work with the U.S. Power Squadron to achieve the same goal

b. Objective 2: Life Jacket Wear

- (1) Identify at risk populations using a variety of sources, including drowning and accident statistics, and adjust education, prevention and enforcement efforts targeting those user groups.

- (2) Promote lifejacket wear during public education opportunities, demonstrations and public affairs events to include boat shows, public displays, speaking engagements, interviews, etc. The display of new technology in inflatable lifejackets is preferred. USCG Auxiliary and US Power Squadron vessel examiners will wear USCG Headquarters supplied inflatable lifejackets during Vessel Safety Checks.
- (3) Educate the public on the proper use of lifejackets by type. This is to include the differences between inherently buoyant and inflatable devices.
- (4) Use real life situations such as SAR case information to highlight lifejacket wear with the local media. Exploit media situations to highlight when lifejacket use was the direct factor in saving a life.
- (5) Challenge boating retailers, marinas and other organizations to sponsor lifejacket loaner programs. Support lifejacket loaner programs or giveaways that promote proper fit and wear.
- (6) In cooperation with other agencies and organizations develop public service announcements targeting at risk groups and/or activities to include multi-lingual messages.
- (7) Strictly enforce lifejacket carriage and wear laws and employ media messages announcing strict enforcement. Work with prosecutors and local law enforcement to impose stiff penalties for lifejacket violations.
- (8) **District Goal:** Using a 5 year moving average, show a reduction in the average number of violations by 10 percent annually. Current 5 year average 110 violations issued.

c. Objective 3: Navigation Rules Compliance

- (1) Strictly enforce navigation rules and use media to announce upcoming operations targeting NAVRULE enforcement. Work with state agencies and local prosecutors to impose stiff penalties for navigation rule violations.
- (2) Identify high risk areas where navigation rules violations are more likely to occur.
- (3) Work with state agencies and other partners to design outreach programs.
- (4) Conduct outreach at local marinas, yacht clubs and other organizations providing information and assistance in compliance with Marine Event Permitting and regulations.

- (5) **District Goal:**
 - a. Using a 5 year moving average, reduce the amount of navigation rule related accidents by 10% annually. Total NAVRUL related accidents for 2007 is 168.
 - b. Establish baseline and increase the number of Auxiliary RBS patrols by 5% annually.
 - c. Establish baseline and increase L/E emphasis patrols with state and local partners by 2% annually.

- d. Objective 4: Boating Under the Influence.
 - (1) Increase the level and frequency of boarding officer training to detect and apprehend those suspected of boating while under the influence of alcohol and drugs.
 - (2) Develop a BUI check point program with state and local officials and conduct emphasis patrols during periods where intoxicated boaters are more likely to be discovered.
 - (3) Encourage the states to increase their law enforcement presence on the water targeting BUI violations.
 - (4) Develop and deliver branded messages via a campaign through mass media that includes television, radio, public service announcements and posters targeted toward high risk groups and activities specific to boating under the influence.
 - (5) **District Goal:** Using a 5 year moving average achieve a 6% annual decrease in the number accidents where the use of alcohol by a boat's occupant was either a direct or indirect cause of the accident. Current 5 year average is 42 accidents

- e. Objective 5: Operator Compliance
 - (1) Target compliance problem areas through increased enforcement, education and public awareness campaigns to include outreach at marinas and boat ramps, and at other events such as regattas, fishing tournaments and other boating related events.
 - (2) Increase or restructure enforcement patrols to raise compliance in geographic areas identified through state accident reporting statistics.
 - (3) Identify the number of incidents of non compliance with safety equipment carriage requirements to determine trends. Using risk based decision making, analyze accident data, compliance reports, and vessel safety check data.

(4) **District Goal:**

- a. Increase the number of Recreational Boating Safety Boarding's to establish an annual recurring goal of Coast Guard contact with a minimum of 1% of the total registered recreational vessel population from the preceding year (CY 2007, 455,206) in Oregon and Washington.
- b. Increase the amount of Auxiliary Vessel Safety Check exams by 10% annually. There were 4251 Vessel Safety Checks completed to date in 2008.
- c. Conduct emphasis patrols during high use periods targeting vessels under 24 feet in length.

6. TASKING.

- a. District units will support the Recreational Boating Safety Mission during the normal course of operations targeting specific emphases of the five district objectives.
- b. Sector and Group Commanders are responsible for operational and administrative control of recreational boating activities in there AOR. This includes Auxiliary forces. Sector/Group Commanders will seek advice and at times direction from the District Prevention Division Chief regarding RBS programs and initiatives. **Sector/Group Commanders will establish a RBS collateral duty position, most likely that person who exercises operational control over Auxiliary operations, to champion RBS activities in each Sector/Group AOR.**
- c. Funding of RBS special projects and operations will be initially approved and funded through D13 (dpi) until the operation is fully developed and deemed to continue or terminated. Funding of ongoing operational RBS activities beyond the development stages will be funded by the Sector/Group through the normal fiscal year budget request process.
- d. Auxiliary forces will be utilized during both underway operations and for ashore outreach and educational opportunities to support the RBS mission requirements. Changes in recreational boating demographics indicate a need for a new direction in program focus. Sector/Groups should make every effort to support shore side Auxiliary public education and outreach efforts not only locally, but in remote areas. Financial assistance can be made available to shore side operations not normally covered by the District DIRAUX by the Sector /Group Commander. Funding for Auxiliary operations outside normal funding accounts should be sought during the annual budget request cycle. The District RBS Specialist and (dpi) Branch Chief are available to assist in negotiating budget changes. Work directly with State and federal partners to better coordinate district wide Auxiliary efforts.
- e. D13 (dpi) will conduct an annual RBS planning meeting at the District CO/OinC workshop as well as during the fall Auxiliary District Conference to establish the following years RBS priorities.

7. MISLE ENTRIES AND DOCUMENTATION

- a. Proper gathering and entry of amplifying information during boarding activities is crucial in the collection of data. Accuracy of MISLE boarding input must be maintained to ensure consistency within the district.
- b. Unit documentation of boating accidents will remain in accordance with Section 3-I-3 of reference(c). Every effort will be made to provide state agencies all necessary amplifying information on recreational boating accidents to assist states in their statutory authority to accurately report these incidents to Coast Guard Headquarters.



J. P. CURRIER

