

September 30, 2012

Wayne Stacey  
U. S. Coast Guard (CG-54222)  
Office of Auxiliary & Boating Safety  
2100 Second Street SW Stop 7581  
Washington, DC 20593

**RE: NASBLA Final Grant Report –Advancing the Efficacy of the National Boating Education Standards–Grant No. 1202.02**

Dear Mr. Stacey,

Below you will find the final grant project report for the NASBLA - Coast Guard Grant Agreement 1202.02. This report represents a Fast Track project which covers the period February 2012 through September 2012.

*I. Narrative Performance Report*

With support of this Fast Track Grant, the National Boating Education Standards Panel, authorized by the National Association of State Boating Law Administrators in late 2010, met in conjunction with the International Boating and Water Safety Summit to complete critical foundation work needed for implementation of a new, consensus-based process to refine the National Boating Education Standards. The meeting, held on March 8-9, 2012 in San Diego, California, was the first in-person meeting of the Panel.

The focus of the Panel's work was to expedite the review of the current Standards based on the findings of the newly released Strategic Plan of the National Recreational Boating Safety Program 2012-2016, and other new research, data, and educational methods for reducing risk and casualties. During this two-day work session, Panel members:

- 1) Reviewed the Strategic Plan of the National Recreational Boating Safety Program;
- 2) Received training in consensus-based decision making and discussed procedures to develop consent-based standards based on the proven process of the American National Standards Institute (ANSI);
- 3) Reviewed and discussed decision criteria for assessing proposals and approval of Standards;
- 4) Discussed steps needed to subject the procedures and criteria to test runs; and

- 5) Discussed future steps needed to prepare for a 'call for proposed revisions' to the most currently approved version of the Standards.

The grant provided funding assistance for NASBLA in two areas:

Task 1: Travel assistance to conduct a two-day work session, March 8-9, 2012, for members and support staff of the National Boating Education Standards Panel.

The work session convened upon the conclusion of the International Boating and Water Safety Summit in San Diego, CA, providing for a reduction of expenditure of time and travel of Panel members already in attendance. Grant support was used to provide Panel and staff travel (as needed), per diem, and lodging.

Fifteen of fifteen Panel members attended the meeting along with two NASBLA staff.

Task 2: Training for Panel members in consensus-based decision making per the requirements outlined in American National Standards Institute (ANSI) Essential Requirements and the Panel Rules.

The work session included a review of the current ANSI approved website known as EZ-PTC. This website, developed by the American Boat and Yacht Council (ABYC), has successfully passed several past audits conducted by ANSI. An overview of the EZ-PTC site was provided by ABYC President John Adey. Mr. Adey's presentation included a discussion of ANSI essential requirements including record keeping, public notice, process, and other elements for compliance to ANSI Essential Requirements. This foundation training is vital for Panel members to fully understand how to launch and support a national consensus-based voluntary standard-setting process.

In addition to this training, additional work was advanced by the Panel during this two day meeting. A full report of the Panel's work during the March 8-9, 2012 meeting is captured in the meeting minutes filed with this final report (*File name: National Boating Education Standards Panel\_March\_8-9\_2012 Approved by Panel\_April\_10\_2012.pdf*).

## *II. Obstacles/Impediments*

There were no significant obstacles or impediments to report at this time.



*III. Financial Status Report*

Financial report, Form 425, has been submitted under separate cover.

If you have any questions, or if I can provide additional information, please do not hesitate to contact me at 859.225.9487.

Sincerely,

A handwritten signature in black ink that reads "John M. Johnson". The signature is fluid and cursive, with the first and last names being more prominent.

John M. Johnson  
Chief Executive Officer  
National Association of State Boating Law Administrators

Attachment: *National Boating Education Standards Panel\_March\_8-9\_2012 Approved by Panel\_April\_10\_2012.pdf*



**National Boating Education Standards Panel  
Minutes – March 8 - 9, 2012  
San Diego, California**

The National Boating Education Standards Panel (hereafter referred to as the “panel”) convened a two-day in-person meeting at the Hyatt Regency Mission Bay Spa and Marina, San Diego, California on Thursday, March 8, and Friday, March 9, 2012.

The session was recorded, and the full audio recording of the two day meeting was posted on NASBLA’s Basecamp at <https://nasbla.basecamphq.com/projects/7441127-education-standards-panel-2012-members-section/log> on March 19, 2012. The recordings are divided into four files, labeled as *ESP March 8 – AM*; *ESP March 8 – PM*; *ESP March 9 – AM*; and *ESP March 9 – PM*. These files will be retained on Basecamp at least until the panel reviews, corrects as necessary, and approves these written minutes.

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**Meeting Attendance:**

**Panel members present:** Jeff Johnson (presiding); Joseph Connolly, Chris Edmonston; Mike Gladhart, Joe Gatfield; Robin Freeman; Ed Huntsman; Cindy Kalkomey; MariAnn Koloszar; Terry Leitz; Lynn Lynch; John Malatak, Kerry Moher; Bob Sweet; Betsy Woods. **NASBLA staff present:** Ron Sarver; Pamela Dillon.

**Guests:** March 8 – John Johnson, Mike Fields, Jeff Hoedt, Mark Rizzo, John Annino, John Adey.

**Guests:** March 9 – John Annino, Marty Law, Virgil Chambers, Brian Dorval.

**Meeting Agenda** (for full agenda, see pages 7-9 of these minutes)

**March 8, 2012 – (AM) Welcome and Agenda Overview**

ESP Chair Mr. Jeff Johnson convened the meeting, expressing thanks for all in attendance.

Johnson then introduced NASBLA CEO John Johnson. Mr. Johnson welcomed the Panel members and thanked the US Coast Guard for the fast track grant in support of this in-person meeting. John also referenced the significance of the panel’s efforts, recalling NASBLA’s prior work in moving the former education guidelines to education standards in the 1990’s.

Jeff Johnson then introduced NASBLA President Mike Fields. Mr. Fields also expressed his thanks to the panel and to the USCG for the grant support. He further stated his opinion that the panel’s work will be a ‘game changer’ in the U.S. and perhaps boating safety at the world level.

Jeff Johnson introduced Jeff Hoedt, Chief of the USCG Office of Auxiliary and Boating Safety. Mr. Hoedt informed the panel of activity in Australia which has education, PFD use, and skill-level license requirements in several of its seven states. Mr. Hoedt stated that the fast track grant approval was based on the non-competitive nature of panel’s work and it matches one of two criteria: 1) the potential that the work will reduce accidents dramatically over the next two years, or 2) the timeliness is so important that the work needs to happen now. Mr. Hoedt expressed his observation that the current work of the panel is advancing significantly stating that timeliness was a factor, prompting the USCG to support the panel’s work now. He acknowledged the additional, full grant request still pending, and expressed thanks and optimism for the future work of the panel.

Mr. Johnson introduced USCG Captain Mark Rizzo, who echoed Mr. Hoedt's remarks and wished the panel a high level of success.

### **Roll Call/ Panel Member Opening Comments**

In lieu of roll call, Johnson invited each panel member to make an opening comment. These were made in the following order; Connolly, Freeman, Sweet, Koloszar, Woods, Moher, Huntsman, Johnson, Gladhart, Lynch, Gatfield, Kalkomey, Edmonston, Leitz. NASBLA Staff and guests in attendance also provided opening comments- STAFF: John Johnson, Pam Dillon, and Ron Sarver; GUESTS: John Annino.

With fourteen (14) of fifteen (15) panel members present, the quorum requirement was met [**Note: quorum is one-half of the members**]. See above for the roster of panel members present and absent. (Note: Panel member John Malatak was absent during the opening session due to his required participation in the on-water standards team meeting. He joined the panel at 1:00 pm on March 8, placing attendance at 15 of 15 members. All 15 panel members participated from this time on until adjournment on March 9, 2012.)

### **Review and Approval of the February 13, 2012, Meeting Minutes**

Johnson moved to consideration of the minutes from the panel's February 13, 2012 meeting. The written minutes had been posted on and announced to the panel via Basecamp on Feb. 23, 2012; and the initial meeting recording was posted to Basecamp on Feb. 13, 2012. Johnson then called for a motion to approve the minutes. Panel member Joe Gatfield moved to approve, seconded by panel member Ed Huntsman. Johnson asked panel members if they had changes to, or comments regarding, the minutes as posted. No changes being indicated, he then called for approval as posted. The Feb. 13, 2012 meeting minutes were approved by the panel members present without objection.

Johnson also acknowledged correction of the attendance roster for the previously approved January 17, 2012 meeting minutes. The corrected minutes were posted to Basecamp on Feb. 16, 2012. There were no objections voiced from the panel members for this correction.

Johnson next moved to the agenda asking for flexibility in the meeting timeframes and the content. Dillon covered housekeeping information regarding filing of reimbursement forms offering assistance as needed. Johnson then reviewed and discussed how the agenda was compiled. It includes a historic review of the national education standards impact to the national recreational boating program, training on an existing ANSI process, meeting times for panel workgroups, and details regarding a joint reception that evening with the on-water standards team.

After a break, Johnson granted Dillon the floor to present a PowerPoint presentation entitled "*National Boating Education Standards Overview*," to include a short history of the program, the national linkages between the standards and current laws, relevant data, and a look at how the panel's process fits into *2012-2016 Strategic Plan for the National Recreational Boating Safety Program*. After reviewing printed material provided in the meeting notebook, Dillon introduced the newly created logo for the National Boating Education Standards Panel which was enthusiastically accepted by the group. (Note: This logo, presented on the cover page of these minutes, will be used in all future panel documents). Dillon then presented the program overview. (Note: A PDF copy of her PowerPoint presentation, entitled [2012 ESP – San Diego Program Overview.pdf](#) was posted to Basecamp on March 19, 2012). Additional discussion included the NASBLA approval process, national-content/state-content/testing/online standards; Paddlesports standards; increases in non-motorized activity and accident statistics; and development of a robust safety culture.

After a short break, Johnson asked for workgroup reports.

### **Policy and Planning**

Joe Gatfield, workgroup chair, provided the Policy and Planning Workgroup report, recapping its charges and previous work. He presented a written recommendation (attached as Appendix A with rationale) in response to the group's second charge: *Recommend any revisions to the panel's scope of work.* Discussion ensued by the panel regarding the recommendation. During the discussion, Jeff Johnson announced the Executive Board's response to previous pertinent questions (attached as Appendix B and previously posted to Basecamp on March 6, 2012).

After considerable discussion and indication that the full panel was in agreement, Johnson asked for a motion of support.

**Action Item # 2012.3.1 - It was moved by Bob Sweet and seconded by Joe Gatfield to adopt the following statement defining the Education Standards Panel's Scope of Work:**

#### ***National Boating Education Standards Panel Scope of Work***

- 1. The NASBLA Education Standards Panel is established to perform the primary function of review, and as required, updating the current NASBLA National Boating Education Standards in an open and structured manner to meet the needs of the recreational boating community.***
- 2. Concurrent with this review and update process, the Education Standards Panel will establish and develop practices of operation that will allow NASBLA to be recognized as the standards development organization for North America.***
- 3. By establishing an ANSI accredited process, the Education Standards Panel will then position NASBLA to establish and address further standards of training regarding topics and training regimens that become applicable to the recreational boating community as established by legislation, treaty or practical requirements to advance the safe operation of boats in the associations waters of influence.***

***Motion passed; unanimous support.***

Johnson thanked the panel and the workgroup, indicating that the Executive Board will be asked to accept this. Should they accept the Scope statement, it will be used to further define and clarify the Panel Rules.

### **Rules and Process Workgroup**

On behalf of her workgroup, Chair Lynn Lynch referenced the desire to meet with the workgroup later today. She indicated the next steps to review the Standards revision process as described in the Rules, with intent to review, clarify, and revise these as appropriate and referenced the information previously posted to Basecamp by Dr. Deb Gona.

Johnson thanked the Rules and Process Workgroup for its work, acknowledging the previous work to revise Panel Rules.

He then asked for the Resources and Efficacy Workgroup report.

### **Resources and Efficacy Workgroup**

Workgroup Chair Betsy Woods reported previous work of the workgroup resulting in the current collection uploaded to the Education Standards Panel Resource Library. She drew attention to a document in the meeting notebook entitled: [Risk-Based Analysis and Update of the National Boating Education Standards, Final](#)

[Grant Report Submitted April 23, 2010](#) and related Appendices, particularly [Appendix A](#) of this document. The Resource and Efficacy Workgroup will be discussing use of these documents as baseline data in consideration of their ongoing charge to “gauge the efficacy of the Standards.”

Johnson thanked the workgroup, indicating the efficacy component will be interesting to pursue.

Johnson then asked for additional comments. Pam Dillon shared a PowerPoint overview describing the current dynamics between the on-water standards team and the panel. She had previously shared this presentation, along with on-water standards facilitator Brian Dorval, on March 6, 2012 in a general session of International Boating and Water Safety Summit. (Note: A PDF copy of this presentation, entitled [On-Water and ESP presentation to 2012 IBWSS](#), was posted to Basecamp on March 19, 2012).

The panel adjourned for lunch at 11:30 AM and reconvened at 1:00 PM.

### **March 8, 2012 (PM)**

The panel reconvened and guest speaker, Mr. John Adey, was introduced. Mr. Adey serves as the Interim President for the American Boat and Yacht Council (ABYC) which establishes boat building standards through an ANSI process. Mr. Adey's presentation was entitled: *Development of a Consensus-Based Standard Setting Process – A 'Real World' View of American Boat and Yacht Council's Standards Development Process (ANSI approved)*. He discussed a number of topics, including: ABYC's process to gain consensus; ANSI process audits; ABYC's EZ-PTC website including its capability to capture public comment and document official votes and response. Much discussion ensued during this presentation. Several potential panel topics surfaced including: need for a common glossary across all standards; future enforcement of standards; methods to draft documents by subcommittee; ABYC's use of its minutes as official notice to commenters; timeframes required by development and revision of standards; needs for and methods of communication about the process status; and records retention.

Chair Johnson thanked Mr. Adey. The panel continued to discuss a wide-range of options for next steps to move its work forward. Johnson then directed panel members to meet in their respective workgroups for further deliberation. The workgroups met in three separate rooms until adjournment for the day at 5:00 PM. Prior to moving into working groups, they agreed to meet as a whole the next morning, March 9<sup>th</sup>, at 8:00 AM. They were also reminded of the joint reception with the on-water standards team beginning at 6:00 PM that evening, to be held at the Hyatt Mission Bay Hotel.

The panel separated into workgroups at approximately 4:00 PM.

### **March 9, 2012 (AM)**

Panel Chair Jeff Johnson reconvened the panel at 8:00 AM.

Johnson asked each workgroup if they needed additional time prior to the full panel meeting. It was determined that the continuing conversation could best move forward by discussing the topic with the entire panel membership.

**Rules and Process Workgroup** – Chair Lynn Lynch reported that the workgroup is somewhat stalled pending additional guidance or action determinations from the panel. Workgroup member John Malatak asked if the panel's desire is to establish a standard of care, stating a desire to rewrite the current standards into a performance standard. It was acknowledged that a national performance standard (standard of care) has not yet been established for the recreational boater.

**Policy and Planning Workgroup** - Chair Joe Gatfield referenced completion of the panel's scope from the previous day's work. He then talked about the workgroup's third charge, stating the ANSI process (as referenced in the scope statement) is recommended. He then referenced the workgroup's first charge to identify and explore issues relating to standards accreditation and make recommendations to the panel, stressing a need to simplify any process to move forward.

Connolly introduced the topic of instructor certification, indicating that this credential could be a point of future discussion that may have a parallel importance to the standard but which might be accredited through a separate process.

**Resources and Efficacy Workgroup** – Chair Betsy Woods reported that the workgroup reviewed the previously referenced Risk Document and considered items with current test weights of 'zero.' The workgroup is waiting the approved process determination, and will then move forward with their input for recommended revisions to the standard based on these risk documents.

Johnson then acknowledged the need to further modify the pre-distributed meeting agenda, stating his intention to continue to work with the panel as a whole (in lieu of breakout sessions). He shared a conversation he had with John Adey, clarifying the option to forward portions of a single standard to the public for revision in lieu of the full standard.

Johnson reminded the panel that all 10 current standards remain on our plate, even though some view standards 8, 9, and 10 differently from content standards 1-7. In the course of panel discussion, he presented the following questions, allowing considerable discussion on each topic. The following consensus determinations and actions were addressed by the panel:

***Should current 2012 Standards 1-7 be referred to as 'one Standard' or 'seven Standards'?***

***CONSENSUS ANSWER – Single Standard***

***ACTION ITEM# 2012.3.2- Recommend to the Executive Board that the panel create a single standard for course content that corresponds to the current 2012 Standards 1-7 for course content. Bob Sweet, Move; Connolly, second (Passed – unanimous).***

***Should we revise Paddlesports Standards in combination with the Education Standard?***

***CONSENSUS ANSWER - No***

After a short break, Johnson provided an opportunity for guest, Mr. Brian Dorval to provide an update on the progress of the on-water standards team. This team met on March 7-8 at the Hyatt Regency in San Diego. Mr. Dorval serves as the team facilitator.

After Mr. Dorval's brief remarks, Johnson continued discussion with the full panel, taking up the following question: *Should the 'call for revisions' begin with current (2012 Standards as is) or with a new rewrite to make it look like an ANSI standard?*

It was determined that a template could help lead the discussion. Johnson requested staff prepare a template and adjourned the panel for lunch at 11:30 AM.

The panel reconvened at 12:30 PM and reviewed a draft template created to illustrate a potential ANSI-style reformatting. The reformat included brief scope and purpose statements gleaned from the narrative of the current standards. This draft reformatted document is attached as Appendix C. The intent of the reformat is

to retain the exact wording of the current (standards 1-7) narrative (*Note: Current standard 5 is presented for reference only and is subject to future revision*).

Based on a review of the template and a robust discussion, the following action item was presented:

***ACTION ITEM# 2012.3.3- Move to reformat the 2012 document (current standards 1-7) to a numbered system; moving the rationales to an appendix. Prepare to send the final reformatted document out for public comment in agreement with Panel Rules and procedures. Joseph Connolly, move; Bob Sweet, second (Passed – unanimous).***

#### Next Steps

Johnson noted that following the Board's approval of our proposals, the Rules will need to be revised to accommodate the new scope document and the separation of education standards (now 1-7) from the administrative or course approval requirements (Standards 8, 9, and 10).

Johnson assigned the reformat of the current standards document to the Resources and Efficacy Workgroup. Workgroup chair Woods promptly assigned sections 1 through 7 to various team members for completion and posting prior to the April 10<sup>th</sup> meeting.

Johnson charged the Rules and Process Workgroup to produce its next draft of the 'call for proposed revisions process,' including forms and format.

Johnson also announced the potential for additional revision of current workgroup charges based on the new scope statement and other action items completed during this meeting. He also reiterated that the panel's proposals be forwarded to the Executive Board for their earliest consideration in order to facilitate timely completion of our work.

#### Meeting Dates

Johnson reminded the panel of the April 10, 2012 meeting date previously announced. The panel also identified May 1st and June 18th as future meeting dates. These calls will be scheduled for 2:00 p.m. EDT / 1:00 p.m. CDT / 12:00 a.m. MDT / 11:00 a.m. PDT / 10:00 a.m. AKDT.

The future in-person meeting was also discussed, pending approval of USCG grant support, with potential to hold a fall meeting in Mobile, Alabama in conjunction with the NASBLA national conference September 8-12, 2012.

Having completed the meeting agenda, Johnson asked members for final comments. It was determined that a new file category be created on Basecamp to simplify searches for the updated information posted as a result of this meeting. (*Note: A new file is available on Basecamp entitled: 2012 Standards Revision (Post San Diego).*)

Hearing no further business, Johnson thanked the members for their contributions and called for a motion to adjourn. It was moved by Terry Leitz and seconded by Bob Sweet. Motion carried. The meeting adjourned at approximately 2:30 PM PDT.



## **2012 National Boating Education Standards Panel**

Meeting Agenda - San Diego, CA  
Hyatt Regency Mission Bay Spa and Marina

### **Thursday, March 8, 2012**

8:00 am – 12:00 pm **Full Panel** – meeting room Palm I

#### **Welcome & Introductions (30 min)**

Jeff Johnson, Chair

- NASBLA Executive Director John Johnson
- NASBLA President Mike Fields
- USCG Chief Jeffrey Hoedt, Office of Auxiliary and Boating Safety
- Committee Members/ Opening Comments
- NASBLA Staff
- Guests/ Observers

#### **Roll Call**

Pam Dillon

#### **Approval of Minutes from February 13, 2012**

Johnson

(Posted to Basecamp Feb. 23, 2012)

#### **Acceptance of Minutes from January 17, 2012 as Corrected**

(Addition of Mike Gladhart to attendance list)

#### **Agenda Overview (20 min)**

Johnson

- Observer Ground Rules
  - Housekeeping
  - Travel Reimbursement forms
  - Announcements, etc.

Ron Sarver

Dillon

#### **Background Presentations:**

##### **National Boating Education Standards Overview (25 min)**

Dillon

An overview of the history and status of the standards including current linkages between the standards and current laws, existing federal RBS grant and reporting requirements, and the national RBS strategic plan, and how the work of the Panel fits in.

**Overview of Workgroup Charges/Current Status:** Provide an 'Executive Summary of current status of workgroup charges/ Announce next steps to be addressed during this meeting.

- **Policy and Planning (30 min)** Chair Joe Gatfield
  1. Identify and explore issues relating to national boating education standards accreditation and make recommendations to the panel.
  2. Recommend any revisions to the panel's scope of work.
  3. Explore other accreditation options.
  
- **Rules and Process (30 min)** Chair Lynn Lynch
  1. Perform in-depth evaluation of the current panel rules and compare with the rules of other ANSI accredited programs. Look for opportunities to clarify, improve, and streamline the rules while maintaining conformity with ANSI essential requirements. Draft amendments to the rules as warranted.
  2. Draft decision criteria for assessing proposals and approval of the standards.
  3. Subject panel approved procedures and assessing criteria to test run(s) as feasible.
  4. Track the progress of the first review process to ensure rules are being followed, and to identify and report on any issues.
  
- **Resources and Efficacy (30 min.)** Chair Betsy Woods
  1. Gather and review recreational boating accident and participation data and relevant scientific resources and research studies, and develop and manage a library of these panel resources.
  2. Explore and recommend ways to gauge the efficacy of the standards.
  3. Identify and provide necessary training and instruction to the panel.

11:30 am – 1:00 pm                      Lunch on your own

1:00 pm – 3:00 pm Panel Training:

**Development of a Consensus-Based Standard Setting Process - A 'Real World' View of American Boat and Yacht Council's Standards Development Process (ANSI approved)**

John Adey, ABYC Interim President

- Topics include:
  - What is a Consensus-Based Standard?
    - What do they look like?
    - How ABYC reaches consensus.
  - How ABYC captures and processes comments.
    - What happens if consensus is NOT achieved?
  - Review of ABYC Panel Tools - EZ PTC
    - How well do things work?
    - How long does a standard setting process take?
  - Q&A with Panel Members

3:00 pm - 3:15 pm                      Coffee/ Refreshment Break

3:15 pm – 5:00 pm                      **Workgroups meet concurrently**

Policy and Planning	Palm I
Rules and Process	Bay II Room 1920
Resources and Efficacy	Bay II Room 1916

6:00 pm – 7:30 pm **Reception with On-Water Standards Group**  
**Friday, March 9, 2012**

8:00 am – 9:15 am **Workgroups meet concurrently**

Policy and Planning

Palm I

Rules and Process

Bay II Room 1920

Resources and Efficacy

Bay II Room 1916

9:30 am – 12 noon **Full Panel reconvenes**

Palm I meeting room

**Call to Order** (30 min)

Panel Chair Johnson

- Roll Call
- Housekeeping

Dillon

Dillon, Sarver

**Policy and Planning Report** (45 - 60 min)

Chair Joe Gatfield

Coffee/ Refreshment Break

**Rules and Process** (45 - 60 min)

Chair Lynn Lynch

12:00 noon - 1:30 pm Lunch on your own

1:30 pm Panel Reconvenes

**Resources and Efficacy** (45 - 60 min)

Chair Betsy Woods

Coffee/ Refreshment Break

**Action Items**

Johnson

**Open forum and general discussion**

All

**Next Steps**

All

**Future Meeting Dates**

All

5:00 pm **Adjourn**

## Appendix A

### National Boating Education Standards Panel Policy & Planning Workgroup

Moved, seconded and approved that the following be presented to the Education Standards Panel as the Scope of Work for the ESP:

1. The NASBLA Education Standards Panel is established to perform the primary function of review, and as required, updating the current NASBLA National Boating Education Standards in an open and structured manner to meet the needs of the recreational boating community.
2. Concurrent with this review and update process, the Education Standards Panel will establish and develop practices of operation that will allow NASBLA to be recognized as the standards development organization for North America.
3. By establishing an ANSI accredited process, the Education Standards Panel will then position NASBLA to establish and address further standards of training regarding topics and training regimens that become applicable to the recreational boating community as established by legislation, treaty or practical requirements to advance the safe operation of boats in the associations waters of influence.

#### Rationale:

The above is presented to the entire panel based on the following information and findings:

#### Meeting Minutes:

The Policy and Planning Group has met four times since we were charged as a workgroup.

The minutes of the following two meetings in particular should be referred to as part of this document; December 16, 2011 posted on February 6, 2012 (these are the most relevant) and January 11, 2012 posted on February 7, 2012.

#### Supporting Information:

**ESP Rules:** As part of our original objectives we, as a panel, were to identify and implement.....any other national education standards...

**NASBLA Executive Board's Direction regarding "Scope":** The Board would like ESP to continue to move forward on the current classroom/internet standards. At the same time, the board would like ESP to study and develop recommendations to go beyond the existing standards and address the full spectrum of recreational boating standards.

**NASBLA Education Standards and on Water Instruction Grant:** The parties agreed that, ultimately, any approach to identifying and integrating national standards that has an impact on the safety and enjoyment of recreational boat operators should involve a combination of On-Water experienced-based instruction and classroom/internet knowledge and theory-based teaching. (Reference "process" in 3 above)

**Minutes, P&P Workgroup, December 5, 2011:** Prior to the statement immediately above, the P&P workgroup on December 5 had decided that there was a need to look beyond the basic classroom/internet course. There was discussion of developing standards for functional areas in recreational boating: Inland, On-bay, Near Coastal, Coastal and open Oceans.

**Minutes, P&P Workgroup, December 16, 2011:** It was stated that we must continue to address the current body of education standards and improve, update and revise these standards....

**Minutes, P&P Workgroup, January 11, 2012:** It was stated that it was thought that NASBLA was not currently meeting the standards needs of the recreational boating community, rather, it was meeting the standards needs of the states.

## Appendix B

The NASBLA Executive Board, meeting in full session in Lexington, KY on February 27-28, 2012, provide the following responses to questions of the Education Standards Panel as captured in the February 13, 2012 ESP draft meeting minutes:

### Miscellaneous

(Panel Chair Jeff) Johnson presented two items he proposed for Executive Board determination:

1) In the Panel Rules, the preamble states that the standards addressed “safe, legal, and enjoyable boating” while in later narrative in the Panel Rules it references that future standards will be based on “threats” to “boating safety.” He has asked the Executive Board to clarify the intent of future standards development to understand if it is more narrowly limited to only “threats to boating safety” or the fuller historic review of all three aspects of “safe, legal, and enjoyable boating.”

**ANSWER: After an in depth discussion spanning the full range of implications, the Executive Board confirmed their intent to have the Standards focused on risk assessments. Legal and other content can be added by each state, but the Standards are to focus on safety issues.**

2) Under 4.7 ANSI Essential Requirements, all ANSI developed standards are held to one of three defined maintenance options: periodic maintenance (the entire document is reviewed); continuous maintenance (only portions which are identified during the open comment period are reviewed); or stabilized maintenance (which meet eligibility criteria including ‘mature practice’ not health/safety related, has been reaffirmed at least once, is over 10 years old, etc.). Was there a model that the Board had in mind for the first ‘call for revisions’? If there is no Board preference, do they wish the panel to make a recommendation?

**ANSWER: Regarding the call for initial revisions, the Panel should consider only those portions which are identified during the open comment period. In the NEXT round of revisions, the entire document is to be considered (periodic maintenance).**

## Appendix C

Scope – These standards were intended to convey to organizations and individuals the minimum body of knowledge that must be included in a short, 6-8 hour, boating education classroom course.

Purpose – These standards apply to courses for operators of recreational motorized boats and sailboats. These standards identify the core topics that must be covered in boating safety courses for general motorized boating and personal watercraft (PWC) courses.

### 5.0 SAFE BOAT OPERATION

#### Standard 5.1 - Operator Responsibilities

5.1.1 The course will describe a boat operator's ultimate responsibility for

- 5.1.1.1 operator proficiency,
- 5.1.1.2 situational awareness,
- 5.1.1.3 safety of boaters aboard
- 5.1.1.4 and anyone coming into contact with the boat,
- 5.1.1.5 and all activity aboard the boat.

5.1.2 This responsibility extends to other water users and includes but is not limited to:

- 5.1.2.1 controlling boat speed;
- 5.1.2.2 obeying no wake/limited wake restrictions;
- 5.1.2.3 refraining from careless, reckless, or negligent operations on the water;
- 5.1.2.4 controlling boat noise;
- 5.1.2.5 abiding by other general boater courtesy;
- 5.1.2.6 and observing and operating in accordance with homeland security measures.

5.1.3 Homeland security measures include:

- 5.1.3.1 keeping a safe prescribed distance from military and commercial ships;
- 5.1.3.2 avoiding commercial port operations areas;
- 5.1.3.3 observing all security zones;
- 5.1.3.4 and observing and reporting suspicious activities to proper authorities.

5.1.4 The course should indicate that it is but the beginning of the boater's education and that other courses are available.

#### Standard 5.2 - Influence of Drugs and Alcohol on Boat Operation

5.2.1 The course will describe the effects of drinking alcohol or using drugs while boating,

5.2.2 and the boating laws pertinent to operating a boat while under the influence.

#### Standard 5.3 - Navigation Rules

5.3.1 This course will describe

- 5.3.1.1 basic safe boating operation
- 5.3.1.2 and good seamanship for recreational boaters.

5.3.2 It is designed to assist the recreational boater when encountering typical navigation rules of the road situations.

5.3.3 Although you are responsible to be knowledgeable of the Navigation Rules in their entirety, this course will focus on only the following Inland Rules\*:

- 5.3.3.1 \*In those states that Inland Rules do not apply, the equivalent International, Western Rivers or Great Lakes rule(s) may be substituted by the Course Provider.
- 5.3.3.2 Standard 5.3.1 - Rule of responsibility – Rules 2(a) and 2(b)
- 5.3.3.3 Standard 5.3.2 - Proper lookout – Rule 5
- 5.3.3.4 Standard 5.3.3 - Safe speed – Rule 6(a)
- 5.3.3.5 Standard 5.3.4 - Collision avoidance rules Rules 7(a), 7(d), 7(d)(i), 7(d)(ii); Rule 8; Rules 13(a), 13(b); Rule 16; Rule 17; Rule 18 Inland Rules 14(a), 14(b), 14(c), Rule 15(a)
- 5.3.3.6 Standard 5.3.5 - Restricted visibility - Rules 19(a) through (e)
- 5.3.3.7 Standard 5.3.6 - Disclaimer
- 5.3.4 “The navigation rules contained in this course summarize basic navigation rules for which a boat operator is responsible on inland waterways.
- 5.3.5 Additional and more in-depth rules apply regarding various types of waterways, such as International Waters and Western Rivers, and operation in relation to commercial vessels and other watercraft.
- 5.3.6 It is the responsibility of a boat operator to know and follow all the navigation rules. In those states that Inland Rules do not apply, the equivalent International, Western Rivers or Great Lakes rule(s) may be substituted by the Course Provider.
- 5.3.7 “For a complete listing of the navigation rules, refer to the document “Navigation Rules” published by the U.S. Coast Guard (COMDTINST 16672.2 Series) and available through the U.S. Government printing office or on the web at [Thttp://www.uscg.mil/vtm/navrules/navrules.pdf](http://www.uscg.mil/vtm/navrules/navrules.pdf).
- 5.3.8 For State specific navigation requirements, refer to the state laws where you intend to boat.”

#### Standard 5.4 - Aids to Navigation

- 5.4.1 The course will describe
  - 5.4.1.1 the Federal U.S. Aids to Navigation (USATONS)
  - 5.4.1.2 and the Uniform State Waterway Marking System (USWMS).
- 5.4.3 The course must provide information about regulatory/informational markers (identified by orange bands on the top and bottom of each buoy) used to advise of situations,
  - 5.4.3.1 dangers, or
  - 5.4.3.2 directions indicating shoals,
  - 5.4.3.3 swim areas,
  - 5.4.3.4 speed zones, etc.

#### Standard 5.5 - Docking and Mooring

- 5.5.1 The course will describe common practices for docking and
  - 5.5.1.1 mooring a boat relative to boat size,
  - 5.5.1.2 type of boat,
  - 5.5.1.3 location,
  - 5.5.1.4 weather,
  - 5.5.1.5 and current.

#### Standard 5.6 - Anchoring

- 5.6.1 The course will describe the importance of

- 5.6.1.1 carrying an anchor,
- 5.6.1.2 the selection of anchors,
- 5.6.1.3 related ground tackle,
- 5.6.1.4 and their use for different types of boats in various boating conditions.

5.6.5 The course must describe

- 5.6.5.1 procedures for anchoring,
- 5.6.5.2 use of anchors as safety devices in emergency situations,
- 5.6.5.3 and the hazards of stern anchoring.

Standard 5.7 – Carbon Monoxide

5.7.1 The course will describe

- 5.7.1.1 the dangers,
- 5.7.1.2 symptoms,
- 5.7.1.3 and avoidance practices associated with carbon monoxide (CO) poisoning in recreational boating.

Standard 5.8 – Propeller Intervention & Awareness

5.8.1 The course will describe

- 5.8.1.1 the dangers,
- 5.8.1.2 unsafe activities,
- 5.8.1.3 safety equipment, and
- 5.8.1.4 avoidance practices to mitigate or prevent propeller strikes in recreational boating.

Rationale Statements

Rationale for part 5.1 – Boaters need to respect the rights of other people who live, recreate, or work on the water. On average, three-quarters of all reported boating accidents and half of all fatalities involve operator controllable factors. The most common types of such factors include careless or reckless operation, operator inattention, operator inexperience, excessive speed, loading and movement of passengers and gear, and failure to maintain a proper lookout. It is critical that all boaters be aware of and comply with current Department of Homeland Security measures and any other relevant regulations.

Rationale for part 5.2 – Alcohol use plays a major part in the number of boating accidents, and especially, fatalities. It is illegal to operate a boat while under the influence of alcohol or drugs. Moreover, alcohol is a stressor and significantly increases the effects of other conditions related to being out on the water (sun, wind, fatigue, etc.) These conditions significantly compound the effects of alcohol and drugs. Passengers who are drinking should be especially encouraged to wear life jackets.

Rationale for part 5.3 - Recreational boaters must operate according to established navigation rules such as those mentioned above. Yet, each year, U.S. Coast Guard boating accident statistics show that there are numerous violations of the navigation rules by recreational boaters. The most common violations are caused by excessive speed, not maintaining a proper lookout, or not following other established navigation rules.

Rationale for part 5.4 - Citations are regularly issued due to failure to obey regulatory markers. In order to navigate safely from place to place on the water, boat operators must depend on signs just as we do on land. Aids to navigation are the road signs of the water. There are two systems of marking the waterways in the United States – U.S. Aids to Navigation (USATONS) and the Uniform State Waterway Marking System

(USWMS). USATONS is a system prescribing regulatory markers and aids to navigation that mark navigable waters of the United States. USWMS is a system that prescribes regulatory markers and aids to navigation for navigable state waters. The USWMS may also mark the non-navigable internal waters of a state.

Rationale for part 5.5– Significant boat/property damage, accidents and injuries result from docking and mooring of boats in marinas and boat ramp areas, particularly in adverse weather conditions. Docking techniques, including the use of lines and fenders, vary depending on wind, current, location, degree of boat traffic in the harbor, type of boat, size of boat and skills/abilities of the boater and crew.

Rationale for part 5.6 – Anchoring skills and decisions of where to anchor, as well as where not to anchor (e.g. busy channel), can make the difference between a successful and unsuccessful boating experience. Significant property and environmental damage can occur when improperly anchored boats slip anchor and drift into reefs, boats, marinas, or run aground. Knowing how to anchor is one way to reduce or avoid other causes of accidents.

Rationale for part 5.7 – Carbon monoxide is an odorless, colorless, tasteless gas that can be toxic in even small quantities. It is produced by engines, generators, grills and other equipment commonly used by boaters. Every year people who recreate on and around boats are overcome by the effects of carbon monoxide. Recreational boaters need to be aware of carbon monoxide poisoning prevention practices such as regular professional boat inspections; the installation and maintenance of marine rated carbon monoxide detectors in living spaces; trusting the detector when the alarm is sounding; the hazards of “teak surfing”; exhaust leaks from CO sources, such as engines, generators, grills and propane appliances; specific boat design features of concern; and the danger of swimming near the stern of the watercraft while generators, engines or other carbon monoxide producing equipment is in operation.

Rationale for part 5.8 –The U.S. Coast Guard recreational boating statistics on fatalities and injuries support the need for a comprehensive education standard, as propeller incidents represent annually 4 percent of all fatalities, with a growing number of injuries. Since the danger is not readily visible to boating participants, the boat operator and passengers may not recognize or consider the consequences of accidental or inadvertent contact with propellers. Motorboat propellers can inflict severe, devastating injuries that result in death, loss of extremities, severe permanent deformity, disfigurement, and/or disability. Common propeller strike scenarios are man-overboard and/or the “circle of death” from runaway vessels due to the unexpected loss of the operator. Every year people who recreate on and around boats are struck by the propeller of their boat or another boat. Even propellers in neutral or at rest can cause serious injuries.