

NASBLA ENGINEERING, REPORTING AND ANALYSIS COMMITTEE (ERAC)
All-Day Meeting of the Full Committee, March 3, 2018
Hilton Downtown, Lexington, Kentucky

COVERING KEY DISCUSSION POINTS, STATUS UPDATES, ACTION ITEMS
(Refer to [Meeting Agenda](#), [Interim Report to Board](#), and
audio files at [ERAC Overall Activity on Basecamp](#) for background and more detail)

Attendees (in-person and remote (*), all or portion of meeting): **Committee Leadership:** Chair Glenn Moates, TN; Vice Chair Kris Wahlers, CO*; Board Liaison Dan Heskett, BLA KS. **Committee Staff:** Dr. Deborah Gona. **U.S. Coast Guard Representatives (Boating Safety Division):** Susan Weber, Jeff Ludwig. **NASBLA Program Representative:** Gary Haupt, BAI. **State Members:** George Birdwell, TN; John Girvalakis, MA; Penny Kanable, WI; Eric Lundin, CT; Johanna Naughton, CA*; Danny Proctor, OK; Amy Rigby, CA*; Seth Wagner, FL. **Associate Members:** Alex Cascione, CG-Aux*; Pete Chisholm, Mercury Marine*; David Dickerson, NMMA*; Brian Goodwin, ABYC; Dan Maxim, CG-Aux*; Bruce Rowe, Forever Resorts; Dick Snyder, Mercury Marine (ret); Karen Steely, Aaron Foundation. **Other Partners/Guests:** Members of the NASBLA Paddlesports Committee, chaired by Wade Alonzo (BLA WA), additional U.S. Coast Guard representatives, NASBLA senior staff, and Kelli Toth, AK, Education & Outreach Committee charge leader for Passenger Safety Standard, joined ERAC midday for a discussion on charges and topics of mutual interest.

FROM NASBLA POLICY COMMITTEES' PLENARY SESSION

The five NASBLA policy committees convened in plenary session at the beginning of the day for nearly an hour to hear about matters of interest to the entire association and that will have an impact on committee work this cycle.

- **ACTION: Develop ERAC 2018 cycle final report to incorporate video presentation:** There is a change in the format for presenting the end-of-cycle committee reports at the NASBLA Annual Conference—no “committee briefing”/ workshop day as the first day of the event. Committee reports will be interspersed between relevant topic sessions on the conference agenda and must precede the annual business meeting of the membership. In addition to the typical written report that must be posted to the committee webpages by Aug. 10, 2018, all committees are asked to produce a 15- to 20-minute video-predominant report to the membership (report can be a combination of video and live presentation). As committee work proceeds, ERAC teams should continue thinking about how best to present charge work; a full committee call will be scheduled to discuss presentation ideas and how to produce the video report. Work on segments should be completed by end of July for compilation into presentation during month of August.
- **ACTION: Be mindful of the [2017-2018 Committee Calendar](#) milestones. Next written charge status report to the board due May 18;** should include prospective 2019 charges.
- **ACTION: Review [draft NASBLA Knowledge Management Policy](#), comment to [Kris](#):** Review [draft policy](#) to provide input to NASBLA-wide workgroup on knowledge management. Kris Wahlers is the ERAC representative to the group; see also Lighthouse Forum ERAC_K&CM 2018-1.

MONITORING & EVALUATION

INPUT TO USCG POLICY / REGULATORY PROPOSALS AND ACTIONS (ERAC_M&E 2018-1) – 0:00-6:26
on audio file [180303_001_02_ERAC_Mtg_Charge_Review_Part_1](#)

Give input to U.S. Coast Guard policy and regulatory proposals and actions in areas related to the committee's charter: Monitor, research and provide feedback to Coast Guard policy initiatives and regulatory proposals on accident reporting and other areas related to ERAC's charter, whether published in the Federal Register or issued through other official mechanisms. Inform the states and encourage them to provide feedback. Coordinate NASBLA's organizational responses to such proposals and use [NASBLA's Federal Register webpages](#) and the [NASBLA Lighthouse On the Horizon](#) and discussion forum portals to provide resources and promote open discussion among the states.

-----**STATUS:** Currently, the primary ERAC input to Coast Guard policy is as part of charge USCG/ERAC_IR&A 2018-1, the collaborative project to develop national policy on accident reporting. One Federal Register notice is expected to be issued for public comment on the Boating Accident Report form (CG-3865), which will expire March 2019; however, per Susan Weber, publication has been held up by the USCG Forms Office, with expectation of resolution soon. Other than movement of regulatory changes associated with the Uniform Certificate of Title Act – Vessels (UCOTA-V), no other CG-BSX regulatory proposals are anticipated for publication in the near term.

-----**ACTION:** Continue work on the collaborative policy project re accident reporting. Await publication of the Federal Register notice seeking public comment on CG-3865, alert/advise NASBLA membership, and respond to notice in accord with work and recommendations emerging from the USCG/ERAC accident reporting policy workgroup.

KNOWLEDGE & CONTENT MANAGEMENT

LIGHTHOUSE FORUM (ERAC_K&CM 2018-1) – 6:27 to end of audio file [180303_001_02_ERAC_Mtg_Charge_Review_Part_1](#)

Continue developing the NASBLA Lighthouse Forum: Continue growing the content and components of the [NASBLA Lighthouse](#) and actively promote its use. Ensure ERAC's involvement in NASBLA-wide discussions and execution of the association's knowledge and learning management systems (KMS and LMS). Maintain the Lighthouse webpages, continue integrating ERAC products, and upload and classify library resources in line with protocols developed through the KMS efforts. Implement best practices for driving users to the discussions and resources.

-----**STATUS:** Updates to the webpages at <https://www.nasbla.org/lighthouse/nasbla-lighthouse> continue to be made on an as needed basis. A NASBLA-wide Knowledge Management workgroup, led by Stacey Brown (Education & Outreach Committee), and consisting of reps from all policy committees (Kris Wahlers is ERAC rep), will be working through issues associated with the NASBLA website and components of Connect (libraries, discussion forums, blogs, etc.). Several

committees/related groups have communities within Connect and are working on parallel paths that need to intersect at various points to ensure the most efficient, effective presentation and use of resources. Group has developed a draft Knowledge Management Policy and is seeking comments from the committees; next, will be working on the taxonomy for resources and determining how and where items are best placed/managed.

-----**ACTION:** See [NASBLAKnowledgeManagementPolicyDRAFT03062017 \(2\).docx](#) at ERAC's Overall Activity project area (posted March 3). Review the draft policy and send comments to Kris Wahlers at kris.wahlers@state.co.us (Is anything missing? Or does it look OK? etc.). Kris will take comments on the policy and any other knowledge management issues or Connect-specific matters back to the KM workgroup. [Note: to help inform your comments, take some time to explore Connect, the Lighthouse Community, and the other resources already posted; see, for example, the NASBLA Public Library (on navigation bar on [NASBLA home page](#), go to Connect, drop down to NASBLA Connect, then Browse, then Resource Libraries).]

INVESTIGATION, REPORTING & ANALYSIS (charges presented in order taken up during meeting)

EXPAND PILOT/REFINE COLLECTION & ANALYSIS OF HUMAN FACTORS DATA (ERAC_IR&A 2018-3) – 0:00-27:16 on audio file [180303 002 2 ERAC Mtg Charge Review Part 2](#); reference also audio file: [180303 006 01 ERAC Mtg HF supplemental form review](#) for full committee follow-up discussion

Expand the pilot program, increase number of cases for analysis, and refine best practices for gathering and examining the data: Continue working with Florida and Oregon in applying the [human performance investigation guidance](#) and [supplemental report form](#) (v. 2016), and expand into additional states as feasible. Refine the analyses and the guidance and form as needed and determine whether and how the work could be expanded by seeking grant opportunities. Continue building the [human factors product webpage](#) in the Lighthouse and the resources in the [Lighthouse Library](#). Communicate and coordinate with the [National Boating Safety Advisory Council \(NBSAC\)](#) as it pursues work in this area

-----**STATUS:** Toward the end of the 2017 cycle, charge leader Dan Maxim produced a comprehensive analysis "[HFACS-Lite applied to a sample of Florida accident cases](#)," with suggested next steps for 2018 team consideration. There are two aspects to HFACS-Lite: what are the data elements to record? and how do you then analyze the data you've collected? For both, there are related efforts associated with the Coast Guard and NBSAC that are time-sensitive and will call for deliberate steps by the charge team and ERAC as a whole (see **ACTION**). Also, to expand the active collection of the human factors data, per Seth Wagner, Florida will be attempting to apply the supplemental form to active investigations of fatal accidents (remaining cognizant of the need to balance the additional manpower/workload in the collection).

-----**ACTION:** Provide timely input on appropriate data elements derived from 2016 human performance supplemental form (i.e., which should be considered for mandatory collection nationally, and which are best left as supplemental/ optional) to the work currently underway as part of USCG/ERAC_IR&A 2018-1, the collaborative project to develop national policy on accident

reporting ([see initial recommendations that emerged from ERAC March 3 full-committee afternoon discussion session on topic](#)). In follow-up to a NBSAC recommendation to the Coast Guard (Resolution 2016-96-06), before end of committee cycle, develop a proposal to the USCG for an HFACS-Lite based project to improve methods for studying human factors in recreational boating accidents. In upcoming team discussions, assist Florida in its efforts to apply the human performance supplemental form to active investigations of fatal accidents by targeting priority fields that would best get at the contributors.

[ROLL OUT STATE-LEVEL STATISTICAL REPORT TEMPLATE \(ERA_IR&A 2018-2\) – 27:17-33:58 on audio file 180303_002_2 ERAC Mtg Charge Review Part 2](#)

Roll out and continue refining the state-level statistical report template: In coordination with the U.S. Coast Guard, subject to the resolution of issues associated with the BARD vendor transition, roll out this BARD-based report template for use by the states in creating their own accident statistics reports. Develop instructional materials and maintain them and links to other template resources on the NASBLA Lighthouse [Get Equipped dedicated subpage](#). Participate in related, state-specific template work associated with the NASBLA Boating Safety Dashboard project

-----**STATUS:** Template rollout had been delayed pending stabilization of BARD following vendor transition. However, per Susan Weber, there is movement in the BARD-based project and the developer should have the product revised and operational in under 120 days. Envision another round of testing by state volunteers. [Post-meeting updates: Developer has made additional changes to the template; Susan, Paul Newman (charge leader), Glenn Moates, and Deb Gona, convened via teleconference March 19 to review recommended edits/modifications for the developer to make before pushing out to testers. After those changes are made (likely before end of March), the charge team will reconvene and volunteer testers will be identified.]

-----**ACTION:** **Await developer's completion of additional changes to the template and reconvene charge team to take on next steps. Identify state volunteers to beta test the latest version, with an eye toward making sure the report data pulled for their respective states is accurate and that the formatting is good. Maintain more rigorous documentation on the testing. Determine what additional instructions/guidance should be developed for the person who pulls the report and what additional explanatory information should be inserted to the template for the reader/user of the finished, published report.**

[USCG/ERAC COLLABORATIVE DEVELOPMENT OF NATIONAL POLICY ON ACCIDENT REPORTING \(ERA_IR&A 2018-1\) – 34:04 to end of audio file 180303_002_2 ERAC Mtg Charge Review Part 2](#)

Assist in drafting Coast Guard's national policy for a revised accident reporting structure/system and revamped BARD: Continue work on a consensus-based project intended to make recommendations that will be used to draft the critical components of the Coast Guard's national policy on recreational boating accident reporting. Conduct the work via deliberations of an official project workgroup comprised of a diverse group of state members and Coast Guard staff from the Office of Auxiliary and Boating Safety (10 voting members). Content facilitation is by the Coast Guard,

with ERAC assisting and coordinating the project logistics. The full ERAC committee and NASBLA leadership will review and comment on the workgroup’s recommendations before a draft product rolls out to the NASBLA membership for comment and, upon any further refinement, vote of acceptance. As this is intended to be national policy, the final product will require approval by Coast Guard leadership before implementation.

-----**STATUS:** Policy workgroup has met—and will continue meeting—on a weekly-basis (90-minute calls) through approximately mid-summer. It has already discussed topics of accident reporting structure, reporting thresholds, vessel determinations, and data elements. A subgroup was established to make recommendations to the full workgroup on accident report decision making/scenarios. Attendees at the Spring BLA Workshop (March 2) were [introduced to the project, its components, and planned approval process](#) and advised to be on the watch not only for a survey to gather further information on state policies and practices to inform the current work, but also for additional information that will be provided to prepare the states for an open comment period when the workgroup has a product assembled.

-----**ACTION:** Continue the workgroup’s efforts, keeping as close to the topic list and timeline as possible for completion in this cycle. Full committee should be on the watch for the draft survey of the states (before end of March) to help inform the work and assist as possible in encouraging their states to respond. Full committee also should be prepared to review, comment on, and approve the workgroup product(s) before the recommendations roll on to the USCG and NASBLA leadership and then to all states for review. [All ERAC members have access to the project area and related items posted to Basecamp at <https://nasbla.basecampHQ.com/projects/6173296-erac-uscg-collaborative-ir-a-2018-1-developing-national-policy-on-accident-reporting/log>]

RBS STATISTICS & RESEARCH CHARGES
(presented in order taken up during meeting)

CONTINUE EXPLORING BOATING FATALITY/CASUALTY RATE NUMERATORS (ERAC_S&R 2018-1)—
0:00-13:30 on audio file [180303 002 03 ERAC Mtg Charge Review Part 3](#)

Continue exploring the feasibility of changing the basis for calculating the numerator used in recreational boating fatality and casualty rates: Review the findings of an [initial \(2017\) examination of the gap between the victim’s residence \(state of origin\) and accident location \(the current basis for calculating the numerator\)](#). Determine whether more data needs to be reviewed for years not included in the initial study. By end of first quarter of 2018 cycle, make recommendation to the NASBLA Executive Board as to whether and how the charge should proceed or if the gap analysis suggests other research questions worthy of investigation

-----**STATUS:** With only 2012 exposure data available for use, the charge team could not conduct an extensive project, covering multiple years, to evaluate the pros and cons of changing the calculation of the numerator from one based on where accidents occurred to one based on the operators’ state of residence. At the March 2017 meeting, then, the full committee decided it would be a useful first step to at least see how big a gap there is between accident location and victim’s state of origin. A data set

with five years' worth of fatalities and injuries was pulled, and a set of observations presented as an appendix to the 2017 cycle final committee report ([Preliminary Analysis for Discussion: Exploring a possible recalculation of the numerator used in boating fatality rates-A look at the gap between the victim's state of origin and accident location.](#)) This cycle, the charge team reviewed the analysis and outcomes. At the March 3 meeting, they recommended that while the results are interesting and potentially useful for states in considering their outreach to out-of-state boaters, it would not be a worthwhile use of ERAC or the USCG's constrained resources to pull additional years or variables for further analysis at this time.

-----**ACTION: Delete the watermark "working document – for discussion" on the preliminary analysis/report. Make any other needed edits and post the report as a final product for the current charge. When additional exposure hour data becomes available from the National Recreational Boating Safety Survey in 2019 (to assess *how much* the out-of-state boaters are on the water as opposed to just knowing the percentage of out-of-state boaters that are involved in the accidents), revisit the merits of a charge in this area.**

MONITOR ACTIVITIES ASSOCIATED WITH THE COAST GUARD'S 2018 NRBSS AND OTHER SAFETY/PARTICIPATION SURVEYS CONDUCTED AT NATIONAL AND STATE-LEVEL (ERAC 2018 Monitoring Activity)—13:31 to end of audio file [180303_002_03_ERAC_Mtg_Charge_Review_Part_3](#)

In accord with the MOU between the U.S. Coast Guard and NASBLA (Feb. 2016), and in service to the states' interests, monitor activities with the NRBSS (as possible, in light of significant changes to the 2018 methodology and survey administration) and maintain the [dedicated NRBSS webpage](#) at the Lighthouse to reflect updates. Stay informed about other, similar survey efforts and, as possible, assist any states that request feedback on their survey methodology or collection instruments.

-----**STATUS** (based on information relayed in Coast Guard reports to the NASBLA Executive Board, BLA Workshop, and IBWSS): Current version of the NRBSS will once again consist of two components—one to get at participation (national picture) and another to gather information to calculate exposure hours (down to state-level). Under revised methodology, however, the participation survey (numbers of boaters, socioeconomic, demographic and other related data on who boats and who doesn't) will collect data on a quarterly basis this year, and the exposure survey (number of boating days, hours, people on board and related data) will do so on a monthly basis. Both are being conducted by mail (no telephone surveys this round), with option for web-based response. The participation survey is expected to be conducted every five years, and the exposure hours every two years. Data from the 2018 round is anticipated for release in the July-September 2019 timeframe.

-----**ACTION: Continue to monitor progress as possible. Will await release of data in 2019 before making any charge recommendations.**

ASSIST THE NASBLA PADDLESPORTS COMMITTEE'S CHARGE ON DATA AND TRENDS—refer to notes under JOINT SESSION with PADDLESPORTS (p. 9) and audio file [180303_003_02_ERAC_Mtg_Jt_Session_w_Paddlesports](#)

ENGINEERING & EQUIPMENT

IDENTIFY BEST APPROACHES FOR CAPTURING / RECORDING / ANALYZING ROLE OF VESSEL HULL AND OTHER DESIGN CHARACTERISTICS IN ACCIDENTS (ERAC_E&E 2018-1) – 0:00-16:15 on audio file [180303_002_04_ERAC_Mtg_Charge_Review_Part_4](#)

Identify, test, evaluate approach(es) for capturing and recording vessel hull design characteristics and related detail in accident investigations: Continue beta test with selected states that have agreed to incorporate additional questions to their boating accident investigations and forms. Evaluate initial findings mid-cycle and make refinements as needed. Supplement with analyses of already-investigated cases from select states. Intent is to capture and analyze such data to allow for improved understanding of potential design flaws that may lead to serious injury or death and to better understand the role of the operator and possible operator error vis-à-vis design characteristics

-----**STATUS:** The “additional question” referenced in the charge description is [“Were there any features or design characteristics of this vessel that may have contributed to this accident? Yes No; If Yes, then describe thoroughly in the narrative.”](#) With this approach, intent was to frame the collection of information in a way that would not leave the investigating officer to scrutiny without benefit of extensive testing of the vessel but instead would encourage the officer to look more closely at the totality of the circumstances of and potential contributors to the incident. Further, the intent was not to employ the question as a way of excusing the operator or, alternately, of posting blame to a manufacturer. Massachusetts has instituted the question on their state BAR form for investigating officers; to date, there have not been any applicable accidents and as such, no data to analyze.

-----**ACTION: Give further consideration to the merits and implications of incorporating such a question on the vessel features or design characteristics as part of the accident reporting data elements—specifically the upcoming contributing factors discussions—associated with USCG/ERAC_IR&A 2018-1, the collaborative project to develop national policy on accident reporting.**

MARINE CARBON MONOXIDE INCIDENTS and DETECTION SYSTEMS (ERAC_E&E-2018-2)—charge as originally assigned is discussed from 16:16 to end of audio file [180303_002_04_ERAC_Mtg_Charge_Review_Part_4](#); discussion of necessary revision to model act portion of original charge runs 0:00-13:10 on audio file [180303_004_01_ERAC_Mtg_CO_Detector_Charge_Rev_Blue_Lights_Topic](#)

Original Charge--Develop model act and related resources re marine carbon monoxide detection systems (assigned to ERAC, Nov. 28, 2017): Develop a model act for marine carbon monoxide detection systems on all vessels with enclosed accommodations. Present the act for membership consideration at the 2018 NASBLA Annual Conference. Also develop investigative guidance for recognizing and reporting carbon monoxide incidents (see similar guidance developed for electric shock drownings (ESDs) at <https://www.nasbla.org/lighthouse/esd-resources>).

Revised Charge--Develop resources re marine carbon monoxide incidents and detection systems (revised March 3, 2018): Develop investigative guidance for recognizing and reporting carbon monoxide incidents and compile and present related resources on CO detection. Pattern the work

on products and resources for electric shock drownings (ESDs) (see <https://www.nasbla.org/lighthouse/esd-resources>).

-----**BACKGROUND and CURRENT STATUS:** ABYC Standard A-24 calls for all new boats with enclosed accommodations to have detectors installed in each sleeping compartment and main compartment. In 2016, Minnesota became the first state to enact a requirement that all vessels with enclosed accommodations (as defined by ABYC, an enclosed space with a permanent head, galley and sleeping accommodations), be equipped with CO detectors, with a 2017 effective date (extended to May 1, 2018 because boaters needed time to comply and to ensure access to the necessary UL-certified marine CO detectors). In 2017, the sponsors of Minnesota’s “Sophia’s Law” were recognized with NASBLA’s Garner Leadership Award. Other states began expressing interest in introducing similar legislation, suggesting there would be merit to providing appropriate language and provisions as well as resources that could assist in CO poisoning response and investigation.

Upon assignment, the charge team developed a workplan intended to result in a Model Act on Mandatory Carbon Monoxide (CO) Detectors on All Vessels with Enclosed Accommodations; a resource webpage patterned after the ESD Resources subpage at the NASBLA Lighthouse; a CO Poisoning Response and Investigation Checklist; and Legislative Considerations for the State BLA. Drafts of the first three items were prepared for breakout discussion at the March 3 meeting. Following presentation of the charge topic at the meeting, ERAC and charge team leadership were advised by Coast Guard representatives in attendance that state legislation mandating the detectors puts the states in conflict with federal law (and thus, subject to possible lawsuits). 46 US Code Section 4306 preempts state establishment or enforcement of laws or regulations on associated equipment:

[See <https://www.law.cornell.edu/uscode/text/46/4306>: 46 US Code Section 4306 Federal Preemption: Unless permitted by the [Secretary](#) under [section 4305 of this title](#), a State or political subdivision of a State may not establish, continue in effect, or enforce a law or regulation establishing a recreational vessel or associated equipment performance or other safety standard or imposing a requirement for associated equipment (except insofar as the State or political subdivision may, in the absence of the Secretary’s disapproval, regulate the carrying or use of marine safety articles to meet uniquely hazardous conditions or circumstances within the State) that is not identical to a regulation prescribed under [section 4302 of this title](#). ([Pub. L. 98–89](#), Aug. 26, 1983, [97 Stat. 531](#).)]

-----**ACTION:** Advise the NASBLA Executive Board that ERAC revised the charge and will forego developing a model act regarding mandatory CO detection systems as the development and membership approval of such provisions would put the states in conflict with federal law. Complete the other products – the CO resource webpage and investigation checklist – and provide information to the BLAs about federal preemption of state laws imposing requirements for associated equipment (refer to audio file [180303 005 01 ERAC Mtg CO Detector Breakout](#) for charge team breakout discussion on draft products).

CONTINUE EXAMINING BASIC FLOTATION ISSUES AS THEY APPLY TO CANOES AND KAYAKS AND ASSISTING THE NASBLA PADDLESPORTS COMMITTEE WITH ITS CHARGE ON FLOTATION STANDARDS-- refer to notes under JOINT SESSION with PADDLESPORTS (p. 10) and audio file [180303 003 02 ERAC Mtg Jt Session w Paddlesports](#)

FROM JOINT SESSION WITH PADDLESORTS COMMITTEE ON CROSSOVER CHARGES

ERAC and the Paddlesports Committee convened for a discussion of common charges and activities—i.e., regarding possible next steps in collecting and analyzing paddlesports data and trends, and for an update on efforts to address flotation issues related to canoes and kayaks. The session also included an update on the work by the Education & Outreach Committee toward a Passenger Safety Standard.

PADDLESORTS DATA AND TRENDS—0:00-35:39 on audio file [180303_003_02_ERAC_Mtg_Jt_Session_w_Paddlesports](#)

ERAC Activity: assist the NASBLA Paddlesports Committee’s charge on data and trends: In areas of mutual data and research interests and trends identification, ERAC will partner with the Paddlesports Committee on its related charge (Charge 1 for 2018) and engage in work to develop a comprehensive knowledge base on paddlesports accidents and related statistics.

Discussion Points introduced by Wade Alonzo, BLA WA State, Chair, Paddlesports Committee:

- Last cycle, Paddlesports started to look at accident data, and in the current cycle, thought it would be useful to have ERAC help with the analysis.
- Problem is, there is not a lot of (the most needed) data on paddlesports (e.g., on demographics of involved persons, leading contributing factors, etc., of paddlesports-related incidents), yet a basic tenet of social marketing is “get to know your audience.” You need to understand who you’re talking to in order to influence changes in their behavior.
- Intent of the Paddlesports’ charge was to do a deep dive on BARD statistics around paddlesports’-related fatalities. Are there any “buckets” of demographics that would warrant a deeper look at case studies? The risk of such a charge is doing a lot of work on data and not finding any commonalities that would allow design of appropriate interventions.
- Wade described a model that had emerged from a WA State Paddling Advisory Committee looking more deeply into what was causing accidents. It identified six things that influence the decision to go boating and resulted in four profiles: 1) thrill seekers (“bulletproof”)—highly motivated, risk averse, can’t influence them; 2) experts (e.g., level 2 kayak instructors) – highly experienced, nothing to offer them; 3) experts who should know better—also, not the audience; and 4) novices (those who make reasonable decisions in other parts of their lives) who don’t understand the risk, but could otherwise have made an informed decision about risk.
- Within that fourth group, a “middle” component on the bell curve would likely be most conducive to influence—the willing but not knowledgeable group. But before successful interventions can be designed, we need to better understand them. Would accident data in BARD be helpful to building audience profiles and helping us understand important behaviors? Could we then pursue other types of primary research? [Of note is that ACA has put in for a USCG non-profit grant that would collect (through alternate methods) a variety of demographic and other participation data; USCG awards will not be announced for a few months.]

General discussion:

- There would be some useful data, but we need to remember that for the most part, paddlesports incidents are not likely to be reported unless they involve fatalities. It can be a struggle for states to gain knowledge about what is going on – under current reporting circumstances—even looking

at data already collected on operator experience, education, etc.—the accident statistics may not be detailed enough for or necessarily reflect what’s happening with the participant group you’re trying to influence (for example, even the vessel type information collected is not currently detailed enough—what *kind* of kayak or canoe are we talking about?)

- Perhaps there should be more efforts directed toward people who are getting into paddlesports (e.g., those renting boats), so that they don’t develop the bad habits. That is, get information about them *before* they get into accidents.
- One problem, though, is that often paddlesports’ participants don’t think they’re in a “boat” [see <http://uscgboating.org/multimedia/graphics.php> for not only a “Boat Responsibly,” but also a “Paddle Responsibly” logo]
- What specifically is the kind of information that would be needed to build the profiles? Think outside the box. The USCG/ERAC policy workgroup effort to revise the accident reporting structure and system, including BARD, is underway. Consideration is being given to what data are needed for prevention and educational purposes, while weighing the collection of that detail with what would be excessively burdensome for investigating officers.

ACTION: Have the Paddlesports Committee discuss the information they’d like to collect to build these profiles and bring suggestions for data fields back to ERAC. In follow-up to the joint session, the afternoon of March 3, the Paddlesports Committee had further discussion about such data elements. See [Paddlesports Committee input](#).

PADDLESPTS FLOTATION ISSUES – CANOES AND KAYAKS —35:52-43:40 on audio file [180303 003 02 ERAC Mtg Jt Session w Paddlesports](#)

ERAC Activity: continue examining basic flotation issues as they apply to canoes and kayaks and assisting the NASBLA Paddlesports Committee with its charge on flotation standards (i.e., to work with ABYC on updating H-29).

Discussion Points introduced by Brian Goodwin, ABYC:

- The issue was raised a few years ago (notably, by ERAC member Dick Snyder, retired Mercury Marine)—why are there reports of canoe and kayak accidents involving people leaving—or attempting to leave—their vessels after capsizings or swampings (when they should be able to stay and stay afloat with their vessels)? There have been reports of some of these craft sinking or barely maintaining at the surface.
- ABYC has a standard for canoes and kayaks—H-29, but the last two times the standard was reviewed no input was received. Question is, can there be improvements to the standard?
- More recent liaison work with a subgroup of Paddlesports, ERAC and manufacturers to collect comments on the standard has been positive. It was especially important to get the manufacturers involved in the standards process and on the front end of discussions about what is the appropriate level of flotation. There is now increasing awareness of the standard and of the need to increase flotation.

ACTION: Continue joint efforts between Paddlesports, ERAC, and manufacturers to increase awareness of and improvements to the ABYC standard and flotation in these craft.