

AN ABSTRACT OF THE PROJECT OF

Jeanine Stier for the degree of Master of Science in Marine Resource Management presented on June 5, 2002. Title: Conflict and Resource Management: A Case Study with the Oregon State Marine Board and Oregon's Nonmotorized Boating Community

Abstract approved: _____
Dr. Bruce De Young

The continued growth of the world's population beyond six billion places increasing pressure on natural resources and thus a growing demand for effective management of both resources and the recreational users of these resources. This situation is particularly relevant to the management of Oregon's rivers and growing numbers of nonmotorized boaters. Today there are approximately 300,000 nonmotorized boats floating Oregon's rivers that are not registered. Despite paying no user fees, these boaters benefit from the services paid for by the motorized boating community.

The Oregon State Marine Board (OSMB) launched a study during the summer of 2001 to examine the registration and titling practices for nonmotorized boats nationwide. The purpose of this study was to gather information relevant to implementing a management program for the nonmotorized boaters of Oregon. The study itself and its implications are a source of great conflict with Oregon's nonmotorized boating community. These boaters argue that they should not be subjected to fees and regulations imposed by the Marine Board.

The results of OSMB's study suggest that there are many potential options that could be used to resolve this conflict between the Marine Board and the nonmotorized boaters. However, irreconcilable differences in the underlying value systems of these two groups will likely prohibit successful compromise. In addition, both parties are unwilling to collaborate or even communicate directly on this issue. Thus, this debate is likely to persist into the future.

© Copyright by Jeanine Stier
June 5, 2002
All rights reserved

**Conflict and Resource Management:
A Case Study with the Oregon State Marine Board
and
Oregon's Nonmotorized Boating Community**

by

Jeanine Stier

Internship Project Report Submitted To

Marine Resource Management Program
College of Oceanic and Atmospheric Sciences
Oregon State University
Corvallis, Oregon 97331

June 5, 2002

*in partial fulfillment of
the requirements for the
degree of*

Master of Science
(Non-thesis)

Resources and funding for this project were provided by

The Oregon State Marine Board

ACKNOWLEDGEMENTS

I would like to gratefully acknowledge the support of the many people who helped contribute to the completion of this project as well as my Master's of Science degree. First, I would like to thank my graduate committee members, Dr. Bruce DeYoung, Dr. Jim McAlexander and Dr. Gregg Walker. Bruce has been an extraordinary mentor, as he has provided me with the support, the guidance, the wisdom and the encouragement that I needed to excel in this Masters program. In addition, Bruce has shared innumerable insights and perspectives on the many professional paths that will be open to me in the future. Dr. McAlexander helped to guide me through a rigorous Business minor, and his sense of humor kept me smiling all the way. Finally, Gregg Walker taught me about the world of conflict resolution and opened my eyes to new concepts and ideas. His support to me through this project was invaluable and to him I am very grateful.

I would also like to thank Wayne Shuyler at the Oregon State Marine Board for giving me the opportunity to participate in an internship and to see what the inner workings of a government agency are all about. Wayne was a pleasure to work for and really made me feel a welcomed part of the Marine Board community.

Finally, I would like to thank my family, my friends, my kitty and my sweetheart for their love, their support, their patience and advice. I would not have been able to make this journey without them.

TABLE OF CONTENTS

I. Introduction.....	1
II. Conflict Assessment.....	2
Introduction	2
Conflict History and Context.....	4
Conflict Parties.....	6
Issues.....	9
Role of Values.....	13
Power.....	14
Current feelings/ Attitudes toward resolving the conflict.....	16
Alternative Management Strategies.....	18
What does a collaborative situation look like?.....	21
Conclusion.....	22
III. Internship at the Oregon State Marine Board.....	22
IV. Integration and Discussion.....	25
V. Marine Resource Management: The Big Picture.....	27
VI. Sources Cited.....	30
VII. Appendices	
Appendix A.....	33
Appendix B.....	34

I. INTRODUCTION

Marine resource management encompasses both the management of natural resources and the people who use them. The relationships between resources and users are multifaceted. Environmental, economic, and social concerns all play a role in determining the appropriate management regime. Most often, management that benefits one component will not necessarily benefit another. This is the case in the management of nonmotorized boats on Oregon's waterways.

Oregon's waterways consist of thousands of miles of floatable rivers. These rivers are used by a wide variety of nonmotorized boaters, including kayakers, rafters, canoeists and driftboaters, just to name a few. These user groups consist of both commercial boaters (e.g. river guides and rental services), and noncommercial, recreational boaters. Each year, as the number of nonmotorized and motorized boaters grows, managing both the users and the resources they use becomes an increasingly important issue.

Recently, the management of nonmotorized boaters has resurfaced, as the Oregon State Marine Board, OSMB, again considers the registration of nonmotorized boats. As part of this process, I was hired as an intern for OSMB to explore the ways in which other states manage their nonmotorized boats through registration programs. I also determined why states that do not register recreational vessels have chosen this tactic. My findings not only highlight how nonmotorized boats are managed across our nation, but also examine the reoccurring conflict between state government agencies and the nonmotorized boating community in Oregon.

In partial fulfillment of the degree required for the Marine Resource Management program, my professional paper addresses the issue of conflict resolution management as related to recreational boating. I will present: (1) background information related to conflict management, (2) information generated during my

Oregon State Marine Board internship, and (3) an integrated look at applying theory to practice.

II. CONFLICT ASSESSMENT

Preface: As part of my internship at the Oregon State Marine Board, I examined the relationship between Oregon's nonmotorized boaters and the Marine Board to determine what climate, existed for the introduction of a nonmotorized registration program in Oregon. I contacted nonmotorized boaters via email and asked them specifically how they felt about the Marine Board and what issues were important to them with regards to the registration of nonmotorized boats. I received thirteen email responses. Much of the information that is present in this conflict assessment comes from these emails. Additional information is from conversations with Marine Board staff during my internship, and from a personal experience with an enraged nonmotorized boater. Because I worked closely with the Marine Board, this assessment is slightly biased towards the implementation of a nonmotorized registration program.

Introduction

Summary

The complex nature of public policy requires the consideration of many variables in the assessment of conflict. Public policy conflicts often consist of complex multiple party scenarios, many substantive and symbolic issues, and deeply held values. Such complexities play an important role in the conflict between the Oregon State Marine Board and the nonmotorized boaters of Oregon.

Conflict, for the purpose of this assessment, is defined as the belief that the parties' current aspirations cannot be achieved simultaneously (Pruitt and Rubin, 1986). This definition assumes that the two primary parties involved, the Marine Board and the nonmotorized boaters, are interdependent. However, even the issue of

interdependence is one of conflict in this complex situation. From the vantage point of the OSMB, the two parties are interdependent. However, from the vantage point of the nonmotorized boaters, the two groups are absolutely independent from one another. My analysis reveals that the two groups are interdependent, and are so on many levels.

OSMB is the key agency in charge of boating operations throughout Oregon, and believes that nonmotorized boaters benefit from services that they do not contribute to financially. The Marine Board believes that initiating a registration program and fee structure for nonmotorized boats would help to resolve this problem. The nonmotorized boaters reject this notion, arguing that they are self-sufficient and do not use any of the services provided by the State, and therefore should not have to pay fees. In addition, the nonmotorized boating community feels that if forced to register their boats, their freedom as citizens of Oregon would be compromised.

In this particular discussion, the term nonmotorized boater is used to define a group of politically active kayakers, rafters, canoeists, and driftboaters, who have historically opposed the idea of nonmotorized boat registration. The opinions expressed in this paper are from this politically active segment of nonmotorized boaters, with the understanding that individual nonmotorized boaters may have different opinions.

The Assessment

The assessment framework used in this conflict analysis is a combination of the Wilmot-Hocker assessment guide, Wehr's conflict mapping guide, a portion of Carpenter-Kennedy's conflict assessment framework, and several additional components that I included to this framework. The Wilmot-Hocker guide provides a framework in which to discuss power, an issue that is critical to understanding and deciphering this conflict. The strength of Wehr's guide is its description of the

primary, secondary and tertiary parties in the conflict, a tool that is important in conceptualizing the inner workings of the conflict. Carpenter-Kennedy's framework allows for a discussion of attitudes toward resolving the conflict and attitudes towards each other. Such an assessment is critical to deciding whether the situation has potential for improvement. This approach also addresses values, an essential component of natural resource conflicts such as this one. Each framework contributes a different strength to the assessment, as did the freedom to create additional categories by which to analyze this conflict situation.

Conflict History and Context

The Oregon State Marine Board is a committee of five individuals appointed by the Governor of Oregon. Once appointed, the Senate must confirm the Governor's decision. A Board member's term limit is four years with the potential for reappointment. The Federal Boating Safety Act passed in 1958 calls for the registration of motorboats. This Act won the attention of the Oregon Federation of Boaters, who saw this as an opportunity to initiate the formation of an agency that would represent Oregon's motorized boating community. As a result, legislation was passed in 1959 to authorize the formation of a State Marine Board to manage boater-related issues along Oregon's waterways.

The Marine Board, and the agency that oversees the Board, are funded primarily through registration fees, federal grants, and the money generated by the implementation of the 1985 Fuel Tax Bill. Because the motorized boating community has historically funded the Board through the collection of these fees, they are the constituent group that the Board has traditionally represented. Additionally, many of the services that the Board provides target motorized boaters, as they are the group contributing financially to their development.

The Marine Board has a lot of flexibility in the tactics that it uses to manage recreational boating operations throughout Oregon. It has the power to generate new boating laws and water-related regulations. However, its power is limited with regards to the initiation of new fees. The Marine Board must have the approval from the State legislature when introducing a new fee, including a new registration fee. During this legislative phase, the citizens of Oregon have an opportunity to voice their opinions. Through letter writing and protests, citizens are very effective in either helping or hurting the promotion of a bill through legislation. This has certainly been the case for Oregon's nonmotorized boating community; as they have been successful at "killing" several bills that would have initiated a nonmotorized boat registration program.

Since 1975 there have been eight legislative attempts to register nonmotorized boats. Five of those attempts were made by OSMB alone. Two attempts (1979 and 1987) involved OSMB in coalition with the Northwest Steelheaders Association, a driftboat (nonmotorized) club. As will be addressed shortly, the driftboaters have a history of switching their allegiance between the Board and the rest of the nonmotorized community. The last attempt to register nonmotorized boats was initiated by the Oregon Parks Association. The Parks Association ultimately backed down from its role as the leading agency to sponsor the Bill, at which point the Oregon Sheriffs Association stepped into the position. Presumably, the State Marine Board had played a role in convincing these other agencies to promote nonmotorized boat registration in Oregon.

Each time the Marine Board, or their allies, attempted to get legislation passed that would require nonmotorized boats to be registered, many nonmotorized boaters protested. Politically active nonmotorized boaters are diligent in their attempts to stay current with regards to what plans, if any, the Marine Board is developing in the management of nonmotorized boats.

To date, communication between the Board and the nonmotorized boaters has been indirect. The Marine Board has created bills to register nonmotorized boats and has found legislators to sponsor them. It is important to note that during this process thus far the nonmotorized boating community was never consulted. Consequently, as the bills were introduced, the nonmotorized boaters protested them so vigorously that the popularity of the bill among state representatives was very short-lived.

Conflict Parties (see Appendix A)

Primary Parties:

The Oregon State Marine Board and the nonmotorized boaters of Oregon are the primary parties involved in conflict. The Marine Board believes that nonmotorized boaters benefit directly and indirectly from investments made by the Marine Board with funds paid by registered boaters and fuel taxes. Many nonmotorized boaters believe that they are not using the services provided by the Marine Board because their sport- whether it is kayaking, canoeing, or rafting- requires little assistance, is low impact, and is centered upon the fundamentals of self-sufficiency and freedom.

Driftboaters have historically supported the efforts of the Marine Board. This group of nonmotorized boaters openly admits to using many of the services provided by the Marine Board, such as the boat launches, restrooms and parking facilities, and thus has publicly announced their support for the registration of their vessels. The driftboat community is more open to the potential benefits they would receive as boaters if they helped to contribute financially to the services. However, in recent years, due to political and other unspoken reasons, the driftboaters have once again sided with the rest of the nonmotorized boaters in opposing nonmotorized boat registration.

Secondary Parties:

There are several secondary parties that have an indirect stake in the outcome of the conflict. Four groups including Oregon motorboaters, Oregon law enforcement officers, and the State Parks and National Forests, have a potential to benefit from the registration of nonmotorized boats in Oregon. Nonmotorized boaters from other states are a secondary party that seeks to benefit, should their Oregon counterparts be successful at stopping the proposed registration.

The motorboat users have openly expressed their frustration at bearing all of the financial responsibilities for boating services in Oregon. In general, the motorboat community feels that the nonmotorized boaters should be held financially responsible for the services and facilities they are now using free of charge. In addition, many of the laws that prohibit motorized boaters in certain areas are initiated because of the complaints from nonmotorized boaters. Examples of such regulations include no wake zones and sound ordinances on personal watercraft. For these reasons, motorized boaters feel that nonmotorized boaters should have to contribute.

Law enforcement officers also could benefit from the registration of nonmotorized boats. With legislation to collect fees, this new source of money would certainly trickle down to law enforcement agencies to assist them in providing additional services to the nonmotorized community. More money for law enforcement would manifest itself in the form of new patrol boats, new patrol cars, and most likely the addition of more marine deputies to patrol Oregon's waterways.

Finally, the State Parks and National Forests would benefit from the registration of nonmotorized boats. With all of the permits currently issued by each of these agencies (e.g. multiple parking passes, area specific permits, etc.), the registration of nonmotorized boats might allow for some inter-agency collaboration in

consolidating some of the fees already in place. This would improve the logistics associated with selling the nonmotorized boat user permits and would in theory make the process simpler for the user groups they are affecting.

On the other side of the conflict, nonmotorized boaters from surrounding states including Washington and Idaho may benefit should the Oregon nonmotorized boaters succeed in maintaining their ground. In other states throughout the country where nonmotorized boats are registered, such as the Great Lake states, the registration process typically began in one state and spread through the others shortly thereafter. Consequently, if Oregon were to achieve its goals in initiating a registration program for nonmotorized boats, Idaho and Washington would most likely follow.

In theory, each of the secondary parties involved in this conflict has enough to gain from nonmotorized registration to encourage them to become primary parties. However, from all of the unsuccessful attempts at registration in the past from various agencies and coalitions of agencies, it is unlikely that any of these secondary parties will step up their position in this conflict situation.

Interested third parties:

Oregon State legislators definitely have an interest in the successful resolution of the conflict between the Marine Board and the nonmotorized boating community. As the Marine Board and the State legislators are both government entities, their ability to reach agreement with little effort would certainly be in both of their interests. However, the voting citizens of Oregon influence legislators. The nonmotorized boaters may include more than 300,000 individuals (OSMB, Managing River Recreation, Dec. 1998), and as a group could play a significant

role in the re-election potential of State legislators. In this respect the legislators would certainly be in favor of a resolution to the registration issue.

Issues

Oregon State Marine Board

The goal of OSMB is to meet the needs of all Oregon boaters and to make waterways safe for all boating activities. The efforts of the Board have been successful in meeting the needs of the registered boaters and less successful with the nonmotorized boaters. The reasons for this generally center around money; the needs of the motorized boaters are met first because they are contributing financially to the cause.

The main issues for the Marine Board are related to the concept that nonmotorized boaters are benefiting from services and facilities that motorized boaters are currently supporting. These issues are predominantly fact-based and potentially interest-based as well. Fact-based issues include facilities needs assessments and safety reports. Interest based issues are related to the Boards' value system and possibly their desire for increased power. The money that motorized boaters are contributing goes toward facility construction and repair, education, search and recovery, and law enforcement. In a document entitled the Six-Year Statewide Boating Facilities Plan, published by OSMB, 53% of the locations sited as needing facilities improvements were either mixed (nonmotorized plus motorized use) or nonmotorized exclusively. The total estimated cost to improve these sites is \$11.2 million and \$13.3 million respectively. Without involving the nonmotorized boating community in sharing the expenses for these improvements, it will be impossible for the Marine Board to justify these expenses to their motorized constituents.

In addition to monetary issues, the number of nonmotorized boating fatalities over the years has increased at an alarming rate, relative to motorized boaters. Eight of twelve boating fatalities in Oregon, through September 2001, involved nonmotorized boats (OSMB, Nonmotorized Boat Registration Project, in progress). This statistic leads the Marine Board to believe that the nonmotorized boaters are not being given the boater safety education that they need. The registration of nonmotorized boats could fund the necessary education.

The Marine Board believes strongly in the notion of user-pays user-benefits. This idea is symbolic of the value system that governs the Marine Board. Their duty is to serve the public. As Oregon's population grows, there are increasing numbers of boaters using the same finite water resources. The Board must manage these resources as well as the multiple parties who use them. The problems that are currently facing the Marine Board managers and other natural resource managers are related to the financial cutbacks that are imposed by the federal government. As there is an ever increasing demand on Oregon's recreational water resources, there is inadequate funding to support this growth. Thus, the Marine Board and other natural resource management agencies are looking elsewhere for money. Unfortunately, the user-pay user-benefit policy that many government agencies have adopted, is not looked upon favorably by many of the users of these resources.

While the interests of the Marine Board to this point seem altruistic, this may not be entirely the case. The nonmotorized boaters believe that the Marine Board is only looking to strengthen itself with money and with increased governmental power through the adoption of nonmotorized boat registration. Money is undeniably something that the Marine Board could benefit from, and thus is certainly an important interest to acknowledge. In a recent Marine Board report, it was projected that the registration of nonmotorized boats would generate a gross sum between \$1,260,054 and \$8,489,860 biannually, depending on how many

people complied with the regulation and how much the Marine Board decided to charge. In addition to the money that the Marine Board would generate through the collection of registration fees from nonmotorized boaters, they would also be eligible for more money through federal grants. Federal Grants are issued to states based on the number of registered boats. Through the registration of nonmotorized boats, the Marine Board would also be the government body in charge of managing these boats. With potentially more than 300,000 nonmotorized boats on Oregon's waterways, this would increase the power of the Marine Board to govern.

Nonmotorized boaters:

The nonmotorized boating community's opposition to boat registration centers around core value-based issues such as freedom, trust and power, as well as some more easily negotiable issues such as the mechanics of a nonmotorized registration program.

The nonmotorized community believes that they do not need or use any of the services provided by the Marine Board. They deny that they use any of the access sites, boat ramps, or bathroom facilities provided by the Marine Board. In addition, they believe that the marine and river environments would be improved without these environmentally obtrusive facilities. In regards to education, the nonmotorized boaters believe that they do an adequate job of educating themselves through their respective clubs and do not need the government to play a role in this process. Finally, with respect to the Marine Board's user-pay user-benefits principle, the nonmotorized boater sees this issue through a completely different set of eyes. To the nonmotorized boater there is a 'God-given' freedom to access and paddle the river as they please. In addition, nonmotorized boaters believe in the notion of a polluter-pays principle. Because the nonmotorized boater believes that his/her sport has little or no impact on the environment, there is no need for the OSMB to regulate their activity. In contrast, according to nonmotorized boaters,

motorized boaters are gas guzzling, oil dumping, noise polluting boaters, who should have to pay for the negative impact they have on the environment. For the nonmotorized boaters, the difference between a negative impact and no impact justifies the belief in a polluter pays principle.

Additionally, Oregon non-motorized boaters have a strong distrust for the Marine Board. They recognize that historically the Marine Board has represented the interests of the motorboat community and believe the Board has never done anything to support them. Nonmotorized boaters have also voiced concerns that if they did contribute their dollars to register their boats that they would not trust where their dollars would go. These boaters believe that the Board does not represent them, and by paying registration fees this would help to financially strengthen their opposition. From their vantage point, the Marine Board is the agency that supports the expansion of Personal Watercrafts and motorboats into the pristine environments where nonmotorized boaters spend their time.

The registration process itself is also an issue for nonmotorized boaters. They believe that the traditional three-inch stickers that are used on registered motorized boats would negatively affect the appearance of their crafts. In addition, many nonmotorized boaters believe that no glue exists that would allow for any sticker to adhere to the surface of their boat. Another issue pertains to people who own multiple boats. Many nonmotorized boaters own several and are concerned that it would be cost prohibitive to register all of them. The final point of contention the nonmotorized boaters have is double taxation. Nonmotorized boaters believe that their tax dollars should pay for the services they need while on Oregon's waterways and that by being charged an additional registration fee, they would be victims of double taxation.

Table 1. Highlights of the nonmotorized boaters' and Marine Boards' issues with respect to nonmotorized boat registration.

Core Issue for nonmotorized boaters	Underlying implications for nonmotorized Boaters	Underlying implications for OSMB
Don't use services	Sport is self-sufficient	Services are used and this use is documented
Educate themselves through their organizations	No need for government intervention	Education is inadequate; fatality rates support this
Freedom	Access is a freedom; too much government involvement	Freedom has a cost
Trust	Lack of trust for OSMB	Lack of trust for nonmotorized boaters- viewed as extremists
Don't pollute therefore shouldn't have to pay	Environmentally friendly sport	User-pay, user benefits
No representation on the Board	Fairness of the process	Contributing financially to the system leads to more representation
Registration process concerns	Problems with registration sticker	Compromise can be reached
Double taxation	Can't see any benefits that would result	Benefits unlimited

Role of Values

Values play a large role in this conflict situation. For the nonmotorized boaters, value-based issues form the basis for their negative feelings towards the Marine Board. Nonmotorized boaters categorize themselves as environmentalists. They are drawn to kayak or canoe for the following reasons: "Paddling is distinct from motorized boating in that it is a very low-impact, non-consumptive use of our public waterways. We do not expel oil into the water, create nuisance levels of noise, nor present a high-speed hazard to other users of the water (Elston, M. Oct 30, 2001)." Given this environmental notion of self, and the perception that the Marine Board is an agency with only the needs of the polluting motorized community in mind, it is not surprising that there is conflict between the two parties.

Freedom and individualism are also important values associated with nonmotorized boaters. In one kayakers' words, "When looking for the conflict between Oregon's

nonmotorized boaters and the state government, you will find it rooted solidly in the ongoing conflict between individualism and socialism. The reason Oregon government has not been able to bring its sweeping arm of inept control over the kayaking community is that there are still many of us who are rugged individualists (Rogers, T. Oct. 30, 2001)." This statement was reiterated in different words through many of the emails that were collected from the nonmotorized boating community. This group of people is adamant about retaining their individual freedoms and reject regulations imposed by government. The notion of boat registration poses a great risk to these values. The sports themselves are symbolic of the individualism that is so greatly valued, and in many ways these sports are some of the last activities free from government control.

Values, in the traditional sense, play a less dominant role from the Marine Board's perspective in the conflict situation. For the Board, fairness, safety, and service, are the underlying values that govern their behavior. As a government agency, one of their values lies in creating an equal opportunity for all of Oregon's boaters. In one respect they see needs that are not being met for the nonmotorized boating community and see that a registration fee would allow them to meet these needs for service and safety. The Board may also be representing its motorized boating constituents and is trying to relieve them of the burden of paying for all of Oregon's boating operations.

Power

Power currencies, as presented by Wilmot-Hocker, are effective investigative tools in the conflict between OSMB and the nonmotorized boaters of Oregon. Resource control, interpersonal linkages, and communication skills each play a role in identifying sources of power for each of the parties in conflict.

The Marine Board has power in their control over the facilities they manage and in the grants they award to different law enforcement agencies throughout the State. As a State agency they are also in a position of government power. The Board's power with respect to interpersonal linkages is in the relationships they maintain with the secondary parties to the conflict. If the Board were successful in motivating the motorized boaters- a large group of Oregon citizens- to act in favor of nonmotorized registration, this would greatly increase the power of the Board to get a bill through the legislature. The formation of a coalition between the Board, the law enforcement agencies, and the State Parks and National Forests would increase their governmental power but would do nothing to increase their power with citizens groups. As citizens have power in the form of re-election potential for State officials, motivating the motorized boaters would be a more effective power gaining tactic for the Board to explore. The communication power that the Board currently has is relatively weak. They communicate their desires directly to the legislature and have done little to educate or motivate their constituent groups to advocate nonmotorized registration. Increasing communication abilities with the public and with agency allies would increase the Board's power.

The Board gets its power primarily from two different sources. The first is through the support of Oregon's legislature and the second is from the citizens of Oregon. Because the legislature is elected by the public, it is logical that by gaining public support, the Board could increase its power and see the registration of nonmotorized boats become a reality. Ideally this would involve the support of nonmotorized boaters themselves. Organizing the motorized constituents in support of the bill would also be an effective means of swaying the legislators.

To date, the Board has been unwilling to communicate with the nonmotorized boaters. They typically have taken the road of least resistance and not shown any willingness to initiate relationship building efforts with nonmotorized boaters. The

same can be said for the position the nonmotorized boaters have taken. They are even more vocal about being closed and have expressed happiness with their independence from the Board.

The power that the nonmotorized boaters have is much different in form than that of the Marine Board's, though similar in strength. The nonmotorized boaters are very vocal about their concerns in their club newsletters and to their State representatives. Their power is thus in the form of communication skills and somewhat due to interpersonal linkages. This group of boaters also maintains power by not registering their boats. While some may argue that contributing to the system would afford a group greater power and representation, not contributing also has a sense of power associated with it. By not contributing, the group is seemingly not forced to behave in a certain way as prescribed by the government. In this way, they retain their power in the currency of freedom.

Current feelings about each other/ Attitudes toward resolving conflict:

The feelings that the Marine Board and the nonmotorized boaters have towards one another are not very encouraging with respect to the potential for collaboration in this conflict situation. A recent Board meeting incident between the two parties helps to frame the current nature of their relationship.

On October 17, 2001 the Marine Board met in Klamath Falls at a regularly scheduled meeting. The meetings are open to the public, although the public typically only attends when an issue will be voted upon at that particular meeting. There are no facilitators present during Marine Board meetings. At this particular meeting, I presented my findings from my internship project concerning nonmotorized boat registration programs in other states. The report highlighted details of the nonmotorized boat registration programs applied in other states and

presented several options that Oregon may or may not choose to consider in a program of their own.

Upon completion of the talk, a man in the back of the room, a representative from the Northwest Rafters Association, began interrogating me with a whirlwind of questions regarding the details of the study. Quickly, members of the Board stepped in and announced that there was no further time for questions and that perhaps I would entertain some questions outside the conference room. I agreed and proceeded to go outside with the Northwest Rafters representative. Only moments later, a member of the Board rushed out to ensure that I was not being harassed by the rafter. Communication between the Board member and the rafter degenerated to a grade-school level when the Board member introduced himself and the rafter refused to share his name. Some other words were exchanged and the feeling between the Board member and the rafter was so intense that it would not have been surprising if the conflict had escalated to a physical confrontation. Feeling a bit awkward in this high anxiety situation, I agreed to email the rafter the answers to his questions, and the heated discussion came to an end.

The unwillingness of the Board to allow the rafter to ask his questions freely at the meeting is a good indicator of how the two groups communicate with one another—i.e. they don't. The Marine Board has never held a meeting to discuss nonmotorized issues with the nonmotorized boaters. The nonmotorized boaters, in turn, react with absolute unwillingness to negotiate anything with the Marine Board because they simply do not trust them. The lack of trust stems from the fact that the nonmotorized boaters do not feel represented in the interests of the Board. The two groups operate entirely independently from one another. This contributes to an overall lack of trust, lack of understanding, and a lack of communication between the groups.

Although the attitudes that each of the groups have related to resolving the conflict have never been expressed verbally, I feel that I have obtained adequate data through an analysis of their beliefs to infer what these attitudes might be. The Marine Board is willing to negotiate some of the details with respect to how the registration program would run, but they are convinced that in some way the nonmotorized boaters need to contribute to the system. The nonmotorized boaters, in contrast, seem entirely unwilling to negotiate anything. For them, the predominant issue is that registering a nonmotorized boat is an infringement upon their freedom as citizens. Hence, they are unwilling to look forward and to negotiate how a registration program might work in the future.

Alternative Management Strategies

The Marine Board is in the process of trying to find a means of generating the revenue to support the services and facilities they currently provide, and to expand the services for the continually growing boating community of Oregon. While registering nonmotorized boats is the Board's favored means of gaining this extra revenue, they are considering other possibilities as well.

One of the alternative options is a parking fee that would be paid at launch sites throughout the state. Registered boaters would be exempt from paying this fee. As a result, the nonmotorized boaters would pay fees, but would not receive any benefits other than being able to park their car in a Marine Board managed lot. A registration program, in contrast, offers many potential benefits to the nonmotorized boaters because the money would help to create a program for nonmotorized boaters. It should also be noted that the registration fee proposed by the Board for nonmotorized boats would be less than the fees associated with motorized boat registration. This is one way of differentiating between the user groups and recognizing the different levels of impact and needs required by these different groups. Other options that the Marine Board is considering would, like

the parking fee, require nonmotorized boaters to pay a fee without receiving any benefits in return. Pushing a fee such as a parking fee through legislation would be relatively painless as it would be presented as a fee aimed at all boaters, not just the nonmotorized community.

While the values of freedom and individualism that the nonmotorized boaters have fought to preserve are important, these boaters must also consider that their resource is continuously getting more and more crowded with users of all different types. With this in mind it would be in their best interest to take a role in the management of their resource so that they could establish rules and practices that would serve them into the future. For this to happen, however, the conflict between the nonmotorized boaters and the Marine Board must be addressed.

The majority of the work that will need to be done to repair the relationship between the Board and the boaters revolves around person factors, such as trust, acceptance, integrity and respect (Walker, G. Class Notes). The present situation is so dysfunctional that relationship building will need to take place prior to the discussion of how the specific registration-type issues will be resolved. The Board will need to be up-front with the issue of trust, as this is one of the main sources of conflict with the nonmotorized boating community. Both groups need to commit to key process factors such as rational negotiation, committing to learning and understanding, and valuing the disagreement (Walker, G. Class Notes). Improving a situation centered around different value systems requires a commitment from both parties, as such a process is likely to be lengthy and painful at times. Only when work has been done to improve the quality of the fundamental relationship will it be possible to have meaningful collaboration on finding solutions to the concerns of the two groups.

The Marine Board, because of their position as a public agency and because they are the group that is initiating the conflict by introducing the idea of nonmotorized boat registration, ought to be the first to try and communicate with the nonmotorized boaters. Perhaps an informal meeting between the two groups could be arranged to allow for the relationship building to begin. It may be necessary to have a mediator at this meeting, simply to allow the groups to communicate constructively rather than engaging in a screaming match. The nonmotorized boaters have had years to build up resentment and perceptions of the Marine Board, and it therefore seems likely that a mediator would be necessary.

In subsequent meetings, the relationship building should transition into a discussion of how to manage resources such that the needs of both the nonmotorized boaters and the Marine Board are addressed. Many potential outcomes are possible through this communication and potentially collaborative situation. First, if the nonmotorized boaters are unwilling to negotiate because of their strong belief in freedom to access the rivers without fees, then collaboration will most likely not be an option. The potential for conflict resolution in an environment where there is an impasse on such a fundamental issue is essentially zero. However, if the nonmotorized boaters are willing to discuss issues and values that are negotiable or have the potential to play a role in a collaborative process, then many positive outcomes are possible. What would result in this situation is not necessarily a reallocation of power, but recognition of each other's sources of power followed by an opportunity to increase the power of the entire group. As Wilmot and Hocker suggest, power is a relational concept and when two parties in conflict begin to explore the possibilities of collaboration, the result is an increase in total power and a strengthened relationship.

What does a collaborative situation look like?

The collaborative scenarios that could potentially result from this situation are numerous. For the Marine Board to feel that they have gained from the situation, some sort of registration program will be necessary. Registration will enable the Board to collect money from this large group of nonmotorized boaters and thus pay for the services that are already being used and create new ones for the growing demands of boaters on Oregon's waterways. Achieving a gain from the perspective of the nonmotorized boater will look a lot different. Registration alone is a loss from the viewpoint of many nonmotorized boaters as it is an infringement on their freedoms. However, if they were to register and to give up this freedom, they might find new freedoms associated with the new representation they would have on the Board. This new representation would most likely be the addition of perhaps one to two Board members who would serve as representatives for the nonmotorized community. This would increase the power for the nonmotorized community as it would give them a voice in the Board's decision making process.

In addition to increased power on the Board, nonmotorized boaters would have a role in the development of their registration program. Monies could be allocated to specific nonmotorized funds. Logistic details, such as what type of registration decal would be required, would also be negotiable. They would be able to use state money to establish a wide-ranged education program for themselves to help prevent further accidents from taking lives. Ultimately a registration program would grant the nonmotorized boaters a lot of freedom to manage themselves.

While creating a vision of what a collaborative situation would look like is fairly straightforward, the problem lies within the concept of collaborative potential. Do these parties want to collaborate? In my experience at the Marine Board, I would argue that the answer to this question at the present time is "No". The main reason

for this is that the Board and the nonmotorized boaters do not acknowledge their interdependence, and thus have no incentive to collaborate with each other.

Conclusion

The job that the Marine Board faces in managing Oregon's boating community and resources becomes increasingly complicated with each passing year. As a staff member of the Board succinctly put it, Oregon's rivers, lakes, and other water bodies are a finite resource. Each year the number of boaters, including nonmotorized and motorized, increases and thus these resources experience additional crowding. The Marine Board will have to manage all of the relationships among the different user groups of Oregon's marine resources, as well as the resources themselves. This is particularly difficult when, for example, a canoeist and a personal watercraft user are forced to share a given body of water. Canoeists want calm water, a natural setting and a quiet experience. Conversely, personal watercraft owners want water on which to speed. These two user groups clearly have opposing interests. Presently the personal watercraft users are registered boaters and thus their needs are represented through the Marine Board. It seems only logical that if the nonmotorized boating community wants to have any say in how the waterways in Oregon are managed for all the different types of users, they will need to engage in some negotiations with the Marine Board.

III. INTERNSHIP AT THE OREGON STATE MARINE BOARD

As part of my graduation requirement for my Master's degree in Marine Resource Management, I participated in an internship with the Oregon State Marine Board. The Marine Board hired me to conduct a study looking into the registration and titling programs for nonmotorized boats, nationwide. The product that I generated as part of this internship can be found in **Appendix B** and includes full descriptions of the motivations for the study, the methods, the results and the recommendations

for possible programs to address how Oregon might approach the management of their nonmotorized boats.

While the report that I generated for my internship includes an abundance of information concerning the management of nonmotorized boats nationwide, it lacks any information about my experience as an intern with the Marine Board.

The opportunity to do an internship with the Marine Board satisfied two primary objectives for me. First, it provided an opportunity to apply some of the concepts and skills that I had learned in my coursework to a real world management situation. The second objective that was fulfilled was the opportunity to see how a government agency really works. As someone training to be a resource manager, the prospect of working for the government is very real. As such, I wanted a chance to see if working for the government was something worth pursuing after graduation.

My first impressions of OSMB were very positive. The staff members were very friendly and very interested in the project that I had been hired to do. I was immediately given keys to the building, security codes, my own desk space equipped with a computer and a phone, and was given a full office tour with personal introductions. My supervisor made sure to introduce me to all the different heads of the departments so that I felt comfortable going to each of them with questions concerning my report. To say the least, I felt very welcomed into the Marine Board community.

The first unfriendly feelings that I experienced came about in my interactions with the agency leader. To begin this discussion it is important that I clarify that my negativity toward the agency leader is not directed at his character; it is rather an issue concerning his level of enthusiasm, optimism, and openness to change that

framed my opinions. The agency leader was the only individual that I interacted with at the Marine Board who seemed totally uninterested in my project and extremely unsupportive of any new ideas that I had to share with him concerning the registration of nonmotorized boats. His attitude reflected his previous failures at attempts to move nonmotorized registration bills through the state legislature and an unwillingness to try it again. His ideas focused on generating the needed revenue from this group of boaters via indirect methods such as parking fees, rather than dealing with the issue of relationship building with the nonmotorized boaters head on.

My concern with these suggestions is that they are short-term solutions. Undoubtedly the issue of nonmotorized registration will resurface again and if back-door approaches are used to find solutions today, then progress for the future will be impeded. Why not take action now? Why was the agency leader so unwilling to listen to new ideas, or to consider alternative paths to a solution? From an enthusiastic student's perspective, this apathy is hard to comprehend, although it is certain that there are some underlying issues that I perhaps do not fully have a grasp on. His behavior may stem from fears of change, fears of tainting his image this late in his career, or perhaps he simply is tired of hearing about nonmotorized registration and would rather get the needed revenue in other ways.

The main lesson that I learned with respect to working in a government agency this past summer is that change is incredibly difficult. It is hard to change people's behavior, especially if it involves a bit of discomfort and a walk on unfamiliar territory. It seems that the longer someone is in a position of power, like the leader of the Marine Board, the more difficult it is to stay enthusiastic and open to change. People become jaded in their jobs and lose sight of all of the many possibilities for solutions to a given situation. I am not discounting the importance of someone's

experience or knowledge of a system, rather I am arguing that it is every person's responsibility to be open to change and to new ideas, especially in the dynamic field of resource management.

IV. INTEGRATION AND DISCUSSION

Within the context of the conflict assessment and the Marine Board report presented in this paper, several fundamental marine resource management issues were discussed. Today in marine resource management, as well as in other fields, there are 'hot topics' associated with the discipline. Hot topics relevant to this project include the concept of integration, sustainability, and user-pays user-benefits.

Integrated management is defined as a continuous and dynamic process by which decisions are made for sustainable use, development and protection of a resource (Cicin-Sain and Knecht, 1998). This process acknowledges the interrelationships that exist among users and the environments they affect, and is designed to overcome the fragmentation inherent in the sectoral management approach. Fragmentation is an important issue in the management of boats and boaters in Oregon, as there are many agencies assigned with recreational water management responsibilities, each requiring different passes, rules and regulations. Users are bombarded with many different stickers and passes to place on their boats and their vehicles simply to comply with all of the different requirements of the individual agencies. An integrative approach to this situation would involve the cooperation of each of the governing agencies coming together to devise a plan that would address each of their managerial needs under one integrated umbrella. In addition, the plan would then need to be revisited and modified in response to changes in the resources and their users. This would result in less confusion and frustration on the

part of the users and would allow for a broader, long-term approach to boating and river use management.

Integrative management may also play a role on an inter-state level. Rivers and their associated natural resources are not limited to state boundaries, and neither are their users. Management practices ought to address these cross border interactions. In the example of the states around the Great Lakes, Minnesota initiated a nonmotorized boat registration program and the other surrounding states were soon to follow. While this is not an example of integration in its purest form, it does demonstrate interstate cooperation and support of one another's management policies. In addition, users benefit from the services they receive and the ease with which they can move from state to state with their nonmotorized vessels.

Principles of sustainability are also subtly addressed within the context of this project. Sustainability, by definition, is the process of making decisions that take into account the needs of future generations as well as those of present generations (Cincin-Sain and Knecht, 1998). Such a principle was illustrated in the Marine Board's hesitancy to work on relationship building with the nonmotorized boating community, and instead to generate needed revenues through such options as parking fees and other non-controversial fees. The conflict assessment as well as the OSMB report illustrate that there is little desire for either the Board or the nonmotorized boating community to sit down with one another and to begin an open line of communication. The Board, as the managing agency, should be thinking long term in their present efforts, as it is inevitable that the conflict with the nonmotorized community will resurface once again.

As our population grows and as we are increasingly forced to share our recreational resources with other user groups, further conflict is inevitable. Decisions that are made today will set the precedent for tomorrow's interactions. For this reason it is

important that our resource managers use sustainable means of managing resources, understanding that if issues are left unresolved today, that they are likely to be revisited somewhere in the not too distant future.

Growing numbers of resource users and crowding will lead to other problems for the user groups as well. In the case of the nonmotorized boaters, without being active paying members of the river management sector, their voices are likely left unheard. Fee programs, such as the one implemented in the Oregon Parks and Recreation department, are starting to pop up everywhere. Management agencies are looking to user groups to make up for the losses in their budget to manage public resources. This change is painful for many user-groups, such as the nonmotorized boating community, who feel that they are losing a freedom. Currently, there is an imbalance in the management philosophies between the users and the managers; the managers gravitate toward the user-pays user-benefits principle while the users cling to the notion of the polluter-pays principle. Communication and education are critical in order to foster a better understanding between the groups involved and to allow for progress to occur. There are truths to be found on both sides of the argument and it is the responsibility of the parties involved to come to some level of understanding of the issues at hand.

V. MARINE RESOURCE MANAGEMENT: THE BIG PICTURE

The experiences that I had in participating in the internship with the Oregon State Marine Board and in generating the conflict assessment taught me a lot about the world of Marine Resource Management. The main lessons that I learned had to do with human behavior and the obstacles that are involved in relationship building.

One prime example of this type of obstacle was evident in the relationship between the Marine Board and the nonmotorized boaters. As an enthusiastic graduate student who believes that the world is my oyster, I had a hard time understanding why the two groups couldn't sit down at a table and talk through the issues with one another. How was it possible that one group could make decisions about the welfare of the other without ever sitting down, face to face, to talk about the issues? Upon further investigation it became obvious that the egos of the parties involved seemingly played a bigger role than the conflict itself. A history of bad feelings between parties and a desire to maintain power was ultimately at the core of why neither group would talk to one another.

I also learned that the path of least resistance is usually the one that is taken. Upon completion of my internship with the Marine Board, the Board decided not to pursue any nonmotorized registration at this particular time. The report is now being circulated to other agencies in hopes of stirring up some interest for another agency, other than OSMB, to take the lead. Ultimately, the issue will likely have to wait until a public conflict, or focusing event, places the issue of nonmotorized boat registration in the forefront of people's minds. At this time the lead agency will, in theory, have the public support needed to pass a registration program through legislation.

Reflections on the MRM Program

Overall, my experience in the Marine Resource Management (MRM) program at Oregon State University was positive. I really enjoyed the freedom associated with the interdisciplinary nature of the program and felt that the coursework that I took reflected this freedom. It was a great experience for me to be able to share some resource management perspectives with a classroom full of business students with seemingly opposing experiences. In short, being given the opportunity to associate

with a myriad of different people and interests helped to give me a very enriched educational experience.

With regards to the MRM program itself, I have several recommendations for improvements. First, I believe that the program should adopt a more global approach, versus concentrating its efforts on the Pacific Northwest. One of the primary principles of resource management is the notion that all systems whether environmental, social, or economic, are interrelated and connected. Thus to truly understand the fundamentals of MRM, many different perspectives and topics need to be heard and considered.

Second, a quarterly MRM seminar in each of the concentration areas ought to be offered. As someone interested in recreation and tourism, I would have liked to have had an opportunity to read tourism related papers and to discuss them with my MRM colleagues. In addition, I would have liked to partake in discussions about fisheries, coastal hazards, and other management topics. In short, some exposure to all disciplines in a seminar type setting would have been useful to expose each of us to different ideas and topics, as well as to allow us to stay fresh with the “Hot Topics” in the MRM field.

Finally, I would have to recommend that the option in Marine Recreation and Tourism be dropped from the program entirely. I felt that the coursework and the expertise from MRM faculty was limited in this discipline, compared to the others, and this made it extremely hard for me to fulfill my individual goals through this program. While I was diligent in trying to make my program worthwhile, those students coming into the program with similar interests and not as clear of a path may be left unsatisfied.

VI. SOURCES CITED

Boesen, Anthony. "Oregon non-motorized boaters." Email to the Author. October 29, 2001.

Bradley, James V.L (ed.). "Politics and Paddling in Oregon." *Cascade Canoe Club of Salem Newsletter*, August 2001.

Cascade Canoe Club of Salem. April 10, 2001. "HB-3483- A Threat to All Paddlers." <<http://groups.yahoo.com/group/nwindtalk/files/cascadepaddleletter.pdf>>. July 2001.

Cincin-Sain, Biliانا and Robert W. Knecht, 1998. *Integrated Coastal and Ocean Management*. Washington D.C.: Island Press.

Crawford, Anthony E. "Re: [okcc] Digest Number 272." Email to the Author. October 30, 2001.

Dingler, Lynn. "Registration of non-motorized boats." Email to the Author. October 31, 2001.

Elston, Mike. "Non-motorized boater registration." Email to the Author. October 30, 2001.

Felle, Ray. "One point of view on registration." Email to the Author. October 30, 2001.

Henskan, D.J. "Non-Motorized Boat Registration." Email to the Author. October 31, 2001.

Jolley, Mike. Email to the Author. October 30, 2001.

Knapp, Rufus. "Thank you, no. Marine Board and non-motorized craft." Email to the Author. October 30, 2001.

Malone, Marlene. "Re: [okcc] FW: Oregon Non-Motorized Boaters." Email to the Author. October 30, 2001.

Oregon State Marine Board, *Managing River Recreation: A Statewide Assessment of Needs for Boating Access, Facilities, Enforcement and Education*. December 1998.

Oregon State Marine Board. *Nonmotorized Boat Registration Project*. In Progress.

Oregon State Marine Board. *Six-Year Statewide Boating Facilities Plan 1999-2005*. December 1998.

Pruitt, D.G. and Rubin, J.Z. 1986. *Social Conflict*. New York: Random House.

Rogers, Laurel. "Re: Registration of non-motor boats." Email to the Author. October 30, 2001.

Rogers, Tony. "Re: Oregon Non-Motorized boaters." Email to the Author. October 30, 2001.

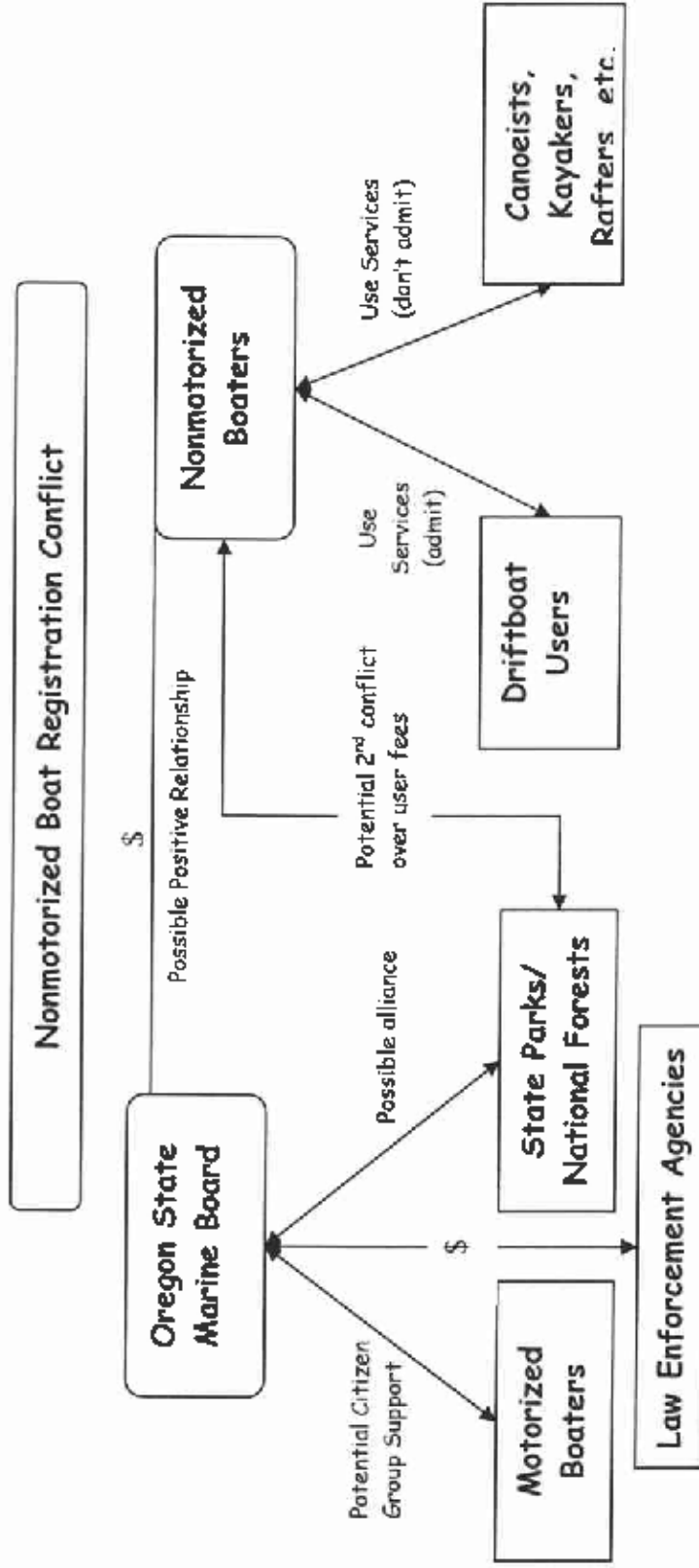
Shroyer, David. "Non-motorized boat fees." Email to the Author. October 30, 2001.

Spears, Bill. "Fees for nonmotorized craft." Email to the Author. October 31, 2001.

Walker, G. Class Notes. Conflict Theory and Resolution. Fall 2001.

Wilmot, W.W. and Hocker, J.L. 2001. *Interpersonal Conflict*. New York: McGraw-Hill.

Appendix A. Conflict Assessment Real Picture Map



There is also an ongoing user conflict between the nonmotorized and the motorized boaters

Appendix B.

Nonmotorized Boat Registration

An Assessment of Programs in Other States



Conducted by

Jeanine Stier
Graduate Student Intern
College of Oceanic and Atmospheric Sciences
Oregon State University
Oregon State Marine Board
November 2001

Contents

	<u>Page</u>
Introduction	37
Board Direction	37
Boat Registration in Oregon	37
Why Register Nonmotorized Boats?	38
Arguments Against Nonmotorized Boat Registration	40
Estimated Population of Nonmotorized Boats in Oregon	42
Brief History of Nonmotorized Boat Registration in Oregon	43
Key Study Findings	46
Study Methods	48
Surveying States that Currently Register Nonmotorized Boats.....	48
Surveying States that Currently Do Not Register Nonmotorized Boats.....	50
General Information Gathering.....	51
Study Results	51
States that currently register nonmotorized boats.....	51
Survey Results.....	52
Lessons Learned from Other States.....	69
States that do not currently register nonmotorized boats.....	74
Summary.....	76
Oregon's Challenge	78
Access, Facilities, and Maintenance	80
Law Enforcement	85
Search and Rescue.....	87
Education and Safety	88
Determining Needs	89
Program Models	90
Option A: Mandatory Registration Model.....	90
Option B: Voluntary Registration - Fee Demo Model.....	92
Option C: Voluntary Registration - Boater Pass Model.....	94
Guiding Principles	97
Conclusion	98

Appendices

Appendix B1.

Questionnaire Sent to States that Register Nonmotorized Boats, p 102

Appendix B2. Page 109

Questionnaire Sent to States that Do Not Register Nonmotorized Boats, p109

Appendix B3.

States that Register Nonmotorized Boats and States that Don't, p 111

Appendix B4.

Summary of State Nonmotorized Registration Programs, p 112

Appendix B5.

Responses from States that Do Not Register Nonmotorized Boats, p 115

Introduction

Board Direction

At their March 22, 2001 meeting, the Oregon State Marine Board directed agency staff to search for a graduate student willing to undertake a nationwide study of state registration and titling practices related to nonmotorized (NM) boats. The Board expressed interest in knowing how many states currently register or title these types of craft and pertinent information about their programs and experiences.

In June 2001 Jeanine Stier, a graduate student in Marine Resource Management at Oregon State University, was hired to conduct the study. Ms. Stier initiated the study in June and completed her work the end of September. Information was obtained from all fifty states. Preliminary results were presented by Ms. Stier at the October 17, 2001 Board meeting in Klamath Falls. This paper contains the findings of the study.

Boat Registration in Oregon

Currently, Oregon law requires any boat that is used with a motor and all sailboats twelve feet and longer to be titled and registered. Registered boats must display valid registration numbers and a current decal on the hull of the craft. Titles cost \$7.00 and are a one-time fee, unless the boat undergoes a change in ownership. Registration fees start at \$15.00 and go up depending on the length and horsepower of the boat. Boat registrations are valid for two years. At present, there are approximately 190,000 boats titled and registered in the state. Nonmotorized boats and sailboats less than twelve feet in length are not required to be registered or titled. Revenues from title and registration fees are used by the Marine Board to provide grants for maintaining and improving launch sites and support facilities

statewide, contracts for law enforcement and safety services, and for education and safety programs and materials. Fully eighty percent of all funds received by the Marine Board are returned to boaters in the form of boating facilities and services.

Why Register Nonmotorized Boats?

Fundamentally, the Oregon State Marine Board believes that all boaters who use Oregon's lakes and rivers should help pay for public boating facilities and safety services in Oregon.

Since its creation in 1959, the Marine Board has invested millions of dollars in revenues from fees paid by owners of registered boats to acquire land, build launch ramps, construct restrooms and parking lots, and to provide routine maintenance and emergency repairs at hundreds of boating access sites statewide. An extensive system of high quality boat launches and support facilities currently exists throughout the state, a direct result of over 1,000 grants awarded by the Marine Board for improvements at access sites operated by counties, state parks, port districts, and federal agencies in every corner of the state.

Yet, each year there are needed improvements that cannot be accomplished because funding is simply insufficient. The Marine Board's current Six-Year Boating Facilities Plan identifies \$11.2million in needed boating improvements at sites where both motorized and nonmotorized boats are used and \$13.3 million to improve access sites where only nonmotorized boats are used. Existing revenues paid by registered boat owners cannot begin to fund all of the improvements needed, especially at nonmotorized sites, which may not receive grants under current Board policy.

In addition, the Marine Board contracts with county sheriffs and the Oregon State Police to provide boating law enforcement and safety services on the waters of the state. During the boating season, over 120 marine officers patrol waterways, provide boater assistance, enforce safety regulations, perform accident investigations, and conduct search, rescue and recovery missions throughout Oregon. Officers are trained and certified by the Marine Board and their salaries, equipment and supplies, are paid for with funds received from owners of registered boats. Still, many rivers and lakes are not regularly patrolled and marine officers are spread thinly across other waters of the state. A 1998 survey of law enforcement needs conducted by the Marine Board, suggests that at least \$3.3 million more a year needs to be invested to improve law enforcement and safety efforts, particularly on rivers and lakes where only nonmotorized boats are used and, thus, the Marine Board cannot fund patrol efforts.

Owners of nonmotorized boats benefit both directly and indirectly from investments made by the Marine Board with funds paid by registered boaters through registration fees and fuel taxes. When rafters launch at Hog Creek ramp on the Rogue River or take out at Foster Bar, they are utilizing facilities made possible with grants from the Marine Board. The young couple who park their vehicle at Knight Park on the Salmon River and paddle in their sea kayaks to the ocean are using an access site improved with Marine Board funds. The elderly angler in a row boat or the kids in a canoe, who capsize and need rescue assistance from marine officers or search and rescue teams, are benefiting from services paid for by owners of registered boats.

Many paddling clubs and groups claim that their members do not need and do not use boating facilities. But it seems incredulous to suggest that these boaters do not need a legal place to park their car, never need to use a bathroom, and don't use trash cans to dispose of their waste. The Marine Board's partners who manage

access sites verify that people with non-registered boats currently park and use facilities at launch sites throughout Oregon – sites that are made possible in large part by the fees and taxes contributed by owners of registered boats. It seems reasonable that these boaters should also help to shoulder some of the cost of providing and maintaining boating access sites.

Likewise, OSP troopers, county marine deputies, and other local search and rescue organizations can document hundreds of instances over the years when they have had to rescue or recover victims of nonmotorized boating accidents and mishaps. In fact, eight of twelve fatalities in Oregon in 2001, through September, involved nonmotorized boats. This statistic suggests that nonmotorized boaters should not only help to pay for existing safety services but that there is a need for intensive safety education specifically targeted to reach them.

A nonmotorized boat registration program assures that all users of boating facilities and safety services help to underwrite the cost of these amenities and would also enable the Marine Board to develop and improve access and safety education measures specifically and directly to meet the needs of owners of nonmotorized boats.

Arguments Against Nonmotorized Boat Registration

Opposition to requiring registration of nonmotorized boats is widespread among nonmotorized boating clubs and organizations. These groups typically present several arguments against registration. First, they feel that imposing a fee to use or to access state waterways is an illegal infringement upon their rights as Oregon citizens. They cite the Oregon Admissions Act which states in Section 2 that “. . .all navigable waters of said state, shall be common highways and forever free, as well

as to the inhabitants of said state as to all other citizens of the United States without any tax, duty, impost, or toll therefor.”

Nonmotorized boating clubs also claim that their members do not use the facilities that are provided by the Marine Board and as such should not have to pay. They are self-contained and self-sufficient and able to hand launch their craft over a riverbank without the benefit of a ramp or other facilities, according to this viewpoint.

A similar argument is made that nonmotorized boating is a no-impact activity and, as such, these boaters should not be included in any type of fee program. This point of view suggests that only those users who are impacting the resource should be required to contribute financially for the maintenance of that resource. This argument is often presented in the form of an analogy that compares nonmotorized boats to bicycles; both are benign activities according to this logic. Just as bicycles do not have to be registered, neither should nonmotorized boats, so the argument goes.

Another argument against the registration of nonmotorized boats relates to the aesthetics and practicality of the numbering system that is required on registered boats. State law requires registered boats to display a six-digit alphanumeric code that is unique to the boat. Registration numbers must be affixed to both sides of the hull in addition to current-year decals. The displayed numbers and letters must be at least three-inches tall, block style and contrasting in color. The decal color varies year to year. Many canoeists, rafters, and kayakers feel that the number would detract from the beauty of their vessels and that the standard numbers are unable to adhere to the surface of their boats.

Estimated Population of Nonmotorized Boats in Oregon

The 1998 Managing River Recreation study conducted by the Board, estimates the number of nonmotorized boats in Oregon at between 381,835 and 663,269.

According to the study only 60% of these boats were used on an Oregon river or stream. Taking non-use into account, a conservative estimate of the number of boats eligible for a required registration program is 319,802.

The population of nonmotorized boats is, by all accounts, growing and is projected to increase between 1.5% and 3.5% a year. As more canoes, kayaks, drift boats, and rafts use Oregon's waterways the need for sufficient enforcement, access, parking, and other facilities and services will increase. Without additional revenues, the Marine Board cannot address these needs and no other agency has a boating mandate. Registering nonmotorized boats appears to be a logical source of revenues to consider.

Using the estimated number of nonmotorized boats and applying registration fees comparable to those imposed on nonmotorized boats in other states, revenues of between \$1.2 million and \$8.5 million could be generated for the state of Oregon by requiring nonmotorized boats to be registered (see Table 1).

Table 1

Potential Revenues from Biennial Nonmotorized Registration Fees

	<u>Low Estimate</u>	<u>Med. Estimate</u>	<u>High Estimate</u>
Biennial Registration (\$6.00)	\$1,260,054	\$1,918,882	\$2,546,952
Biennial Registration (\$10.00)	\$2,100,090	\$3,198,020	\$4,244,920
Biennial Registration (\$20.00)	\$4,200,180	\$6,396,040	\$8,489,860

Brief History of Nonmotorized Boat Registration in Oregon

Since 1975, there have been roughly eight attempts in Oregon to initiate some form of nonmotorized boat registration. Proposals have come from a variety of sources, including user groups and legislator initiatives. These proposals have met with varying levels of success. Some draft concepts have not been introduced, while others have been introduced and assigned to committee only to die for lack of a hearing. One bill made it all the way to the House floor but was rejected there.

Some highlights of the legislative history on nonmotorized boat registration are as provided in the following outline:

- 1975 HB 3253 was proposed to register all boats. An annual fee of \$3 for boats less than 12', \$6 for 12-16', and \$8 for 16-20' was included. The bill failed to move.
- 1976 The Marine Board submitted legislative proposal to register all boats to the governor's office. The Board's request was denied by Governor Straub.
- 1978 The Marine Board proposed a legislative concept to register nonmotorized boats. The Northwest Steelheaders supported the measure.
- 1981 The Legislature Approved HB 3181 creating Deschutes River boater pass system. Debate about nonmotorized boat fees re-surfaced in Legislature. Representative Jane Cease, Chairwomen of House Transportation Committee agreed to consider the issue during interim study.
- 1982 House Interim Committee on Transportation convened 17-member Advisory Committee on Nonmotorized Watercraft User Fees. Nonmotorized users failed to accept any form of vessel registration or fees, and no compromise was found. The Committee introduced three bills in 1983 Session: one to register all boats over 10' by OSMB, two others would have created a "transferable recreation pass for scenic waterways" and a "nonmotorized operator pass/tag system" with the two latter proposals to be administered by State

- Parks. The Association Of Oregon Counties supported this nonmotorized registration proposal.
- 1983 None of the three interim bills advanced beyond committee hearings in the Legislature.
- 1985 No proposals were initiated so no legislative action was taken on nonmotorized boat registration. The Legislature, however, did approve the Marine Fuel Tax.
- 1987 Representative Whitty introduced HB 2769. The bill required registration of all boats over 10'. The Association of NW Steelheaders and OSMB pushed bill through Transportation committee and to House floor. The Bill Failed 23-37.
- 1989 HB 3214 was introduced with 39 House and Senate co-sponsors. The bill would require registration for all boats over 10'. The bill failed to move out of committee.
- 1997 Navigability legislation included draft amendments to require nonmotorized boats to be registered to help pay for river access, management and enforcement. The bill failed to move out of committee. An Interim Joint Legislative committee was established to bring together disparate groups to resolve issues related to navigability.
- 1998 Joint Legislative Interim Committee on Navigability met and was presented with various options to address concerns of landowners and recreation interests, including a proposal to raise revenues from nonmotorized river users to pay for river management programs. The Committee took no action.
- 1999 The Legislature took no action on the navigability issue, but outside discussions regarding navigability and river management continued to raise the possibility of boater fees as a way to finance programs to better manage recreation use on rivers.
- 2000 The Oregon Parks Association considered proposing nonmotorized boat registration but decided not to introduce a bill. The Oregon State Sheriffs Association supported introduction of a bill and obtained sponsorship.

2001 Representative Hobson introduced HB 3483 for the Oregon State Sheriffs Association. The NW Steelheaders declined to support the bill and nonmotorized clubs and interests lobbied against it. A committee hearing was not held and the bill died.

While there have been many different attempts to require registration of nonmotorized boats in Oregon, few have received legislative backing due mostly to organized opposition mounted by nonmotorized boating groups. Even with user group support there will always be fiscally conservative legislators who will be skeptical of adopting new fees and taxes to support what may be seen as a “new” government program.

Other states appear to have had similar experiences with requiring nonmotorized boat registration. Nationwide, there are nine states that require nonmotorized boats registration; three actively encourage nonmotorized boats to voluntarily register and a handful of states are looking to initiate legislation to require nonmotorized boats' registration. National paddling groups such as the American Canoe Association have actively opposed registration programs proposed in a number of states.

Oregon is not alone in experiencing significant growth in nonmotorized boating activities and increased needs for boating access and safety programs, while at the same time facing financial constraints. Budgets of state natural resource agencies across the country are being cut, leaving limited funds to help with the upkeep and maintenance of boating facilities and services. Federal funds are limited too as Congress struggles with competing national needs for available revenues.

More and more, state governments and federal agencies are being forced to tap recreational users for direct financial support for their recreation and resource-based programs and services. For example, user fees that are essentially parking fees are now being charged in many State Parks and at staging areas for trails

within many National Forests. While users often oppose having to pay fees to access public parks and forests, their acceptance is greater when there is a clear connection between the fees they pay and improvements made at the sites they use.

This type of “user pay-user benefit” model is already well established in the Marine Board’s programs. Given current economic circumstances, this may be an opportune time re-explore nonmotorized registration. A concept involving a modest biennial registration fee to be dedicated to meeting nonmotorized boaters needs, might defuse some of the opposing arguments made by clubs. Ultimately, it remains to be seen whether any approach would be politically feasible.

Key Study Findings

Information was received from all other states and the District of Columbia. The main findings of the study are presented below.

- Twelve states currently have some type of nonmotorized boat registration program; three of these states have an active voluntary registration program.
- Half of the states that require nonmotorized registration also require nonmotorized boats to be titled.
- Two-thirds of responses from states that register nonmotorized boats indicate that the revenues generated from nonmotorized registration/titling fees are not dedicated to nonmotorized boating programs and services.
- Nonmotorized registration fees range from an annualized fee of \$2.00 to \$10.00.
- Nonmotorized titling fees range from \$2.00 to \$18.50.

- The population of registered nonmotorized boats in the twelve states that have a nonmotorized boat registration programs range from 2,500 in Washington D.C. to 170,000 in Minnesota.
- Less than 15% of the states surveyed that do not register nonmotorized boats had any type of estimate of the numbers of nonmotorized boats in their state.
- Three-fourths of states that register nonmotorized boats require boats to be numbered and have a validation tag. The remaining three states are only required to have a serialized validation sticker.
- 90% of states that do not currently register nonmotorized boats would require legislation to initiate the registration of nonmotorized boats, while less than half of these states would require a law.
- 45% of the boating agencies in states that do not register nonmotorized boats that completed the survey are in support of nonmotorized boat registration, while only 24% are in favor of nonmotorized titling.
- Over 65% of the states surveyed that do not register nonmotorized boats provide safety services to nonmotorized boaters, including safety patrols, safety equipment and search and rescue.
- Over 70% of the states surveyed that do not register nonmotorized boats do not offer education specifically targeted to nonmotorized boaters including nonmotorized publications, informational signs, courses, instructor training and school programs.

Study Methods

During the summer of 2001, the Oregon State Marine Board initiated a national assessment of the practices, policies, and experiences of other states in registering, licensing and managing nonmotorized boats such as small sailboats, canoes, kayaks, rafts, and similar vessels. Jeanine Stier, a Master's Degree candidate in Marine Resource Management at Oregon State University, carried out the assessment with guidance from Board staff. Agency staff and the intern determined that a survey of states would be the most effective method of obtaining the desired information. After interviewing key program staff within the agency, questionnaires were designed and used as the main means of collecting the desired information from other states.

Separate questionnaires were targeted towards two primary audiences:

1. States that DO currently register nonmotorized boats.
2. States that DO NOT currently register nonmotorized boats.

In addition, telephone contacts were made, as needed, to follow up or clarify responses from states. General information about nonmotorized boating in Oregon and the rest of the country was also gathered and was useful in completing this study.

Surveying States that Currently Register Nonmotorized Boats

First, a list of twelve states (Appendix C) that currently register NM boats was generated. The National Association of State Boating Law Administrators (NASBLA) publication, Reference Guide to State Boating Laws, indicates that 24 states register nonmotorized vessels. However, upon closer review it became clear

that several of these states limit their definition of nonmotorized boats to sailboats. For instance, Oregon is listed in the Reference Guide as a state that currently requires the registration of nonmotorized boats.

To help verify what types of vessels other states require to be registered, an online search of state web pages was conducted. Though not always complete, websites served as an effective way to quickly obtain general information about other states' programs. This search indicated that twelve states require several types of nonmotorized boats to be registered. Since this study was intended to focus specifically on nonmotorized boats such as rafts, canoes and kayaks, states that register sailboats but not these other craft were not considered one of the states that require nonmotorized boat registration.

Initially, each of the twelve states was contacted by e-mail to inform them that a questionnaire would follow, introduce the purpose of the study, and briefly describe the type of information that would be requested. The state boating law administrator (BLA) in each of the twelve states served as the first point of contact. Each BLA was asked to participate in the survey or pass along the questionnaire to key staff or agency contact that could supply the information needed.

Information from the twelve identified states was collected using a questionnaire and telephone interviews with key personnel in state boating agencies. Survey questions centered on state laws, practices, policies, and the experiences of states in registering, licensing or managing nonmotorized boats. A detailed, seven-page survey was used and included queries about nonmotorized facilities, law enforcement, registration, and education programs (Appendix B1).

Questionnaires were distributed by e-mail to each of the twelve states on the list. Several electronic formats of the questionnaire were attached to the e-mail along

with instructions for completing each. Interactive questionnaires in Microsoft Word and Excel that could be completed on-screen and returned as e-mail attachments were provided along with a PDF file that could be printed, filled out by hand and returned by regular mail. In addition, paper copies of the questionnaire were provided to states as needed.

States were contacted by phone to track questionnaires, clarify responses, and to urge completion of the questionnaire. Note that for the purposes of this study the District of Columbia, which requires all boats to be registered, is considered a state.

Surveying States that Currently Do Not Register Nonmotorized Boats

The approach for gathering information from this group of states was fundamentally the same as for the other group of states. A list of 38 states (Appendix B3) was included in this survey. An Internet search for relevant registration information was conducted. A separate and abbreviated (two-page) survey was generated for these states.

The survey of states that currently do not register nonmotorized boats primarily addressed issues pertaining to whether or not the idea of registering nonmotorized boats had ever been considered and what types of services these states currently provide to nonmotorized boaters without receiving any revenues from them (Appendix B2). Follow-up phone interviews with Boating Law Administrators were conducted on a small subset of these states, upon review of their responses in the survey.

General Information Gathering

- In addition to collecting specific information about nonmotorized boat registration in other states, the following general support information was gathered.
- Information about search and rescue activities in Oregon was requested through phone interviews for each of the 36 counties in Oregon.
- An analysis of OSMB accident record database was conducted to quantify nonmotorized accidents from the 1980's to today.
- A general estimate of membership in nonmotorized boat clubs and the general growth in nonmotorized boating in the state was gathered via email for eight of the major clubs in the state.
- A list of nonmotorized boat types and sizes was generated.
- Finally, information about fee programs of the Oregon State Parks and National Forest system was evaluated.

Study Results

States That Currently Register Nonmotorized Boats.

Of the twelve states (including Washington D. C.) that were issued the survey specifically designed for states that currently register nonmotorized boats, ten responded by completing the survey. Oklahoma and Indiana were contacted via telephone, and pertinent details of their registration plan were collected through interviews.

The amount of information provided by each state in the surveys varied. In addition many states left some questions blank.

Survey Results

Responses received from states are included below in the order in which questions appeared in the questionnaire. [Note: For simplicity, throughout the following results and in the report in full, Washington D.C. is considered (termed) a state.]

I. General non-motorized boat registration questions

1. Specifically, what types of non-motorized boats does your state register?

State	Registration
Alaska	All NM boats 10 feet or greater in length
District of Columbia	All NM boats required to be registered, including sailboards
Illinois	All Boats
Indiana	Voluntary registration for all non-motorized boats
Iowa	Canoes, Kayaks greater than 13 feet in length
Michigan	All sailboats, all privately owned rowboats over 16 feet in length, all commercial or rental rowboats, all commercial and rental canoes and kayaks and all commercial and rental vessels propelled by any means
Minnesota	All N/M watercraft 9 feet and greater, including rowboats, canoes, kayaks, sailboats, sailboards, paddleboats, rowing shells or sculls, and inflatable craft
Ohio	Canoes, Kayaks, Rowboats, Inflatables and Pedal Boats; any vessel with a hull identification number
Oklahoma	All boats. A boat is by definition anything that is used for transportation on the water. This definition excludes 'toys'.
Pennsylvania	Registration is not required but is recommended; there is a launch permit for NM boats to use the provided launch ramps
South Dakota	NM boats >12ft
Wisconsin	Voluntary registration for N/M canoes- must register sailboats greater than 12 ft in length

2. Are non-motorized boats required to be titled in your state?

State	Titling
Alaska	No
District of Columbia	Yes. All boats, \$2.00 titling fee
Illinois	Yes. All boats, \$7.00 titling fee.
Indiana	No. Only boats who's value when new is greater than \$3000
Iowa	Boats (including kayaks) greater than 17 ft, \$10.00 except canoes and inflatables of all types
Michigan	Yes
Minnesota	All boats \$15.00 plus a \$3.50 filing fee.
Ohio	No
Oklahoma	Yes. All boats \$2.25
Pennsylvania	No
South Dakota	\$5.00 for NM boats greater than 12 feet in length
Wisconsin	No

3. Are there other non-motorized boats that are exempt from registration?

State	Exemptions
Alaska	NM boats less than 10 feet in length
District of Columbia	Boats used exclusively for rescue purposes
Illinois	Except for canoes on farm ponds
Indiana	N/A
Iowa	Inflatable vessels 7 feet or less in length, conventional design canoes and kayak type vessels 13 feet or less in length
Michigan	Privately owned non-motorized canoe, kayak, or rowboat of length 16 feet or less.
Minnesota	N/M watercraft 9 feet in length or less; duck boats in duck hunting season and rice boats during the wild rice season.
Ohio	Vessels not required to have a Hull Identification Number (e.g. sailboards)
Oklahoma	Toys- those vessels not used for transportation
Pennsylvania	N/A
South Dakota	NM boats < 12 ft exempt- still must pay a \$1 fee that is retained by the county
Wisconsin	N/A

4. Are there size limits to the non-motorized boats your state registers/titles?

State	Size limits to non-motorized boat registration
Alaska	All NM boats 10 feet or greater in length
District of Columbia	No
Illinois	No
Indiana	N/A
Iowa	Canoes, Kayaks greater than 13 feet in length
Michigan	All sailboats, all privately owned rowboats over 16 feet in length, all commercial or rental rowboats, all commercial and rental canoes and kayaks and all commercial and rental vessels propelled by any means
Minnesota	All N/M watercraft 9 feet and greater, including rowboats, canoes, kayaks, sailboats, sailboards, paddleboats, rowing shells or sculls, and inflatable craft
Ohio	No
Oklahoma	No
Pennsylvania	No
South Dakota	NM boats >12ft
Wisconsin	Voluntary registration for N/M canoes- must register sailboats greater than 12 ft

5. *What year did your state first begin registering non-motorized boats?*
a. *What year did your state first begin titling non-motorized boats?*

State	Year of Registration	Year of Titling
Alaska	2001	Do not title
District of Columbia	1972	No Answer
Illinois	1960's or 70's	1988
Indiana	Do not title	Do not title
Iowa	1971(?)	1988
Michigan	1967	1990
Minnesota	1972	1991
Ohio	1960	Do not title
Oklahoma	1960's or 70's	1960's or 70's
Pennsylvania	1992 voluntary registration	1998 voluntary titling
South Dakota	1993	No Answer
Wisconsin	1960 for sailboats, 1983 voluntary registration	Do not title

6. *Were registration/titling requirements for non-motorized boats authorized all at once or in phases?*

There were eleven responses to this question. Indiana was the only state that did not respond. Five states (AK, DC, IL, IA, and MN) claimed authorization for non-motorized registration/titling requirements occurred all at once. Six states (MI, OH, PA, SD, WI and OK) claimed this process occurred in phases.

7. How was the authority to register/title non-motorized boats granted?

There were six responses to this question (AK, IL, IA, MI, MN and WI), all of which indicated that legislation granted the authority to register/title non-motorized boats.

II. Revenues, Expenditures and Budgets

1. Of the total amount of registration fees collected, what percentage comes from non-motorized registration fees?

There were five responses out of twelve to this question.

State	% Fees from non-motorized registration
Michigan	1%
Wisconsin	1%
Ohio	4%
Idaho	5.9%
Pennsylvania	Less than 10%

2. Of the total amount of titling fees collected, what percentage comes from non-motorized titling fees?

Of the states that title non-motorized boats most generate less than 1% from non-motorized boaters.

3. Are revenues from non-motorized boat registration and/or titling fees dedicated to non-motorized boating programs and services?

One state, Wisconsin, responded that it did dedicate funds; Seven claimed they did not (OH, PA, AK, DC, IA, IN, MI and MN) and South Dakota, Oklahoma and Illinois did not respond.

4. Besides registration and titling fees, are there any other sources of funding for non-motorized boating services?

Most states had no alternate source of funding, though some paid for non-motorized services through general operating budgets.

III. Registration Program Mechanics

1. How frequently are non-motorized boat registrations required to be renewed in your state?

3-Year Registration Period	2-Year Registration Period	1-Year Registration Period
Alaska	Iowa	Washington DC
Illinois	Pennsylvania	Indiana
Michigan		Oklahoma
Minnesota		
Ohio		
Wisconsin		
South Dakota gives a one-year or a three-year option to NM boaters		

2. Is this renewal frequency different than for motorized boats?

All of these states, with the exception of South Dakota that gives non-motorized an option of registering boats every one or three years, register non-motorized boats on the same schedule as for motorized boats.

3. What are the fees for registration of non-motorized boats? (length, type, etc.)

State	Annualized non-motorized registration fee
Illinois	\$2.00
Iowa	\$3.00
Michigan	\$3.00
Wisconsin	\$3.25
Alaska	\$3.33
Minnesota	\$4.33 (including the mill foil fee)
Indiana	\$5.00 (under 13 ft.)
Oklahoma	\$5.00 (roughly- see details in section I)
Ohio	\$5.00
Pennsylvania	\$5.00
South Dakota	\$10.00
Washington DC	\$10.00

4. What are the fees, if any, for titling non-motorized boats?

Five states reported that they title non-motorized boats.

Washington DC	\$2.00
Oklahoma	\$2.25
South Dakota	\$5.00; boats greater than 12 feet in length
Illinois	\$7.00
Iowa	\$10.00; boats greater than 17ft in length except canoes and kayaks
Minnesota	\$15.00 plus \$3.50 filing fee

5. How many non-motorized boats, if any, are registered statewide?

Alaska's number is an estimate of the number of boats they expect to be registered once their program is a bit more mature. Indiana has the capability of running a report that may indicate how many non-motorized boats are registered in the state, but the report costs \$5.00 to order.

State	Number of registered NM boats
Washington DC	2500
Wisconsin	3073 vol. registered
Oklahoma	Roughly 3500
South Dakota	4245
Pennsylvania	34,350 vol. registered
Iowa	37,236
Ohio	40-50,000

Michigan	54,745
Illinois	60,000
Alaska	Estimated 100,000
Minnesota	170,000

6. Are registered non-motorized boats required to display numbers?

Washington DC, Illinois, Michigan, Ohio, Pennsylvania, Oklahoma, South Dakota, Indiana and Wisconsin currently require numbers on registered non-motorized boats. Alaska, Iowa, and Minnesota do not require numbering.

While South Dakota does require numbering by law, in practice they are not enforced. However, it is required that not motorized vessels have the appropriate validation sticker.

Ohio just passed a Bill where a validation decal will replace the need for the standard OH numbering system on non-motorized boats.

a. How are the numbers required to be displayed?

All states that require numbering on non-motorized boats have the same numbering rules as they do for motorized boats.

b. What are the required size, material and color for the numbers?

All states that require numbering have the same rules as they do for motorized boats: three-inch numbers, etc.

c. Where on the boat are the numbers required to be displayed?

All states that require numbering have the same rules as they do for motorized boats.

7. Are registered non-motorized boats required to display any other items such as a decal or tag?

For the states that do not require numbering there is a serialized validation decal that is required to be presented on the boat. For those states that do require numbering a validation decal is also required.

IV. Facilities

1. Please indicate which facilities your state currently provides to non-motorized boaters:

All responses indicated that in general the facilities that are provided are for all boaters, not specifically for non-motorized boaters. With this in mind, while most states responded that they provided boat ramps, restrooms and parking areas, several claimed they provided some services especially for non-motorized boaters. South Dakota and Minnesota reported to offer canoe access sites/trails; Ohio provides non-motorized education, law enforcement/search and rescue, brochures and materials, rescue training, and skill courses.

Oklahoma reported that the State Parks are in charge of all of their boating facilities, hence the law enforcement division, where the Boating Law Administrator is situated, is not involved with these types of issues.

2. Are revenues from non-motorized boat registration/title fees used for any of the following purposes to support non-motorized boaters?

Minnesota, Ohio, Pennsylvania and Wisconsin all reported to put revenues generated from non-motorized registration and titling into acquiring land, developing access sites and in the operation and maintenance of facilities. Seven states did not respond to this question while Washington D.C. responded with, "Not a penny."

3. Does your state have specific designs or standards for non-motorized boating access sites and facilities?

Wisconsin and Minnesota answered yes to having specific designs or standards for non-motorized facilities.

4. What percent of the total amount of money spent on facilities, is spent on facilities for non-motorized boating?

Ohio responded that this percentage was low and varied each year while Wisconsin claimed that 5% of their total facilities expenditures were spent on non-motorized boating.

Seven states did not reply to this question.

Alaska, Michigan and Washington DC responded that no money was spent on non-motorized facilities.

5. What are the current sources of revenues for state expenditures made on non-motorized sites and facilities?

Four states responded to this question: Alaska responded with sport fish restoration, Iowa with registration fees, Ohio uses their Waterway Safety Fund and Wisconsin uses voluntary registration funds, gas tax and federal SFR.

6. What is the involvement of your agency and other state agencies in providing the following services and support for non-motorized boating?

a. Own/operate boating access sites and facilities for non-motorized boat?

	Yes	No	No Answer
State	6- AK, IA, MN, PA	2- MI, OH	4- DC, SD, IN, OK
Other state agencies (other than the one responding)	1- PA	3- AK, IA, MI	8- DC, IL, MN, OH, SD, WI, IN, OK

b. Provide state or federal funding to others to acquire access sites for non-motorized boats?

	Yes	No	No Answer
State	4- IA, IL, OH, WI	3- AK, MI, PA	5- DC, MN, SD, IN, OK
Other state	2- OH, PA	3- AK, IA	7- DC, IL, MI, MN,

agencies (other than the one responding)			SD, IN, OK
--	--	--	------------

c. Provide state or federal funding to others to develop non-motorized boating access sites or facilities?

	Yes	No	No Answer
State	4- IA, OH, WI, IL	2- AK, PA	6-DC, MI, MN, SD, IN, OK
Other state agencies (other than the one responding)	2- OH, PA	2-AK, IA	8-DC, IL, MI, MN, SD, WI, IN, OK

d. Provide state or federal funding to others to operate or maintain non-motorized boating access sites or facilities?

	Yes	No	No Answer
State	2- IA, IL	4- AK, OH, PA, WI	6- DC, MN, MN, SD, IN, OK
Other state agencies (other than the one responding)	1- OH	3- AK, IA, PA	8- DC, IL, MI, MN, SD, WI, IN, OK

7. Who maintains non-motorized sites?

There were seven out of twelve responses to this question.

State	Maintenance of non-motorized sites
Alaska	Multiple state, federal and local land management agencies
Indiana	Outdoor Recreation Division
Iowa	Department of Natural Resources (as 'general boating sites')
Ohio	Multiple state, federal and local land management agencies
Oklahoma	State Parks
Pennsylvania	The owner of the property
Wisconsin	State on state sites, municipalities on municipality

	sites
--	-------

a. Who determines the level of development at these non-motorized sites?

There were five responses to this question. Four claimed the agency/management agency was responsible for the level of development (Alaska, Iowa, Ohio and Wisconsin), while Pennsylvania claimed the owner of the site was in charge of making this decision.

b. Who determines outstanding need for non-motorized sites?

There were four responses to this question. Three claimed the agency/management agency was responsible for the determining outstanding need for non-motorized sites (Alaska, Iowa and Ohio), while Pennsylvania claimed funding agency responsible for the particular site was in charge of making this decision.

V. Law Enforcement and Safety.

Non-Motorized Safety Services:

1. Please indicate which services your state currently provides to non-motorized boaters. (Given the options of safety patrols, equipment checks and search and rescues)

Eight states responded to this question. Seven of these states claimed they provided for safety patrols, equipment checks and search and rescue, while the 7th state, Alaska, only reported to offer search and rescue. Many of these states added an additional note claiming that these services were not specific to non-motorized, but were rather extended to all boaters on their states' waterways. In addition, Minnesota mentioned that they often sent officers in canoes to patrol their Boundary Water Canoes Area Wilderness.

2. Do marine officers (or equivalent) receive special training related to non-motorized boating such as swift water rescue, whitewater boat handling, etc.?

Four states, Michigan, Minnesota, Pennsylvania and Ohio, all reported that their marine officers received special non-motorized rescue-related training. Oklahoma

claimed they offered rescue training in swift water rescue but that this training was not geared toward non-motorized boaters specifically. Three states do not offer this training and four states did not respond to this question.

3. Does your state or agency conduct search and rescue (SAR) operations related to accidents involving non-motorized boats? Does your state or agency provide funds, equipment or training to other agencies or groups to conduct search and rescue operations related to accidents involving non-motorized boats?

Nine states responded to this question.

State	Conduct SAR Operations	Provide Funds for SAR
Alaska	Yes	No
Indiana	Yes	No
Iowa	Yes	Yes
Michigan	Yes	Yes
Minnesota	No Answer	Yes
Ohio	Yes	Yes
Oklahoma	Yes	No
Pennsylvania	Yes	Yes
Wisconsin	Yes	Yes

a. How many total officer hours were expended in non-motorized search and rescue operations in the most recent 12-month period for which data is available?

No Responses Given

b. What was the cost to the state or your agency to provide officer hours listed above?

No Responses Given

c. What are the sources of revenue for these state expenditures?

State	Revenue sources for Search and Rescue	Revenue sources for funds for external Search and Rescue operations
Alaska	State General Funds	State General Funds
Michigan	State Marine Safety Fund	State Marine Safety Fund
Ohio	Waterways Safety Fund	Waterways Safety Fund
Wisconsin	Registration and gas tax	Registration and gas tax

4. Are there conflicts in your state related to non-motorized boating and any of the following issues?

a. Guided boating/fishing verses self-outfitted boaters/fishing?

Yes	No	No Answer
1- AK	6- IA, MI, OH, PA, WI, MN	5- DC, IL, SD, IN, OK

b. Livery operations and private boat owners?

Yes	No	No Answer
1- AK	6- IA, MI, MN, OH, PA, WI	5- DC, IL, SD, IN, OK

c. Non-motorized boaters and motorized boaters?

Yes	No	No Answer
5- AK, MN, PA, WI, IN	3- IA, MI, OH	4- DC, IL, SD, OK

d. Non-motorized boaters and boat anglers?

Yes	No	No Answer
2- AK, WI	5- IA, MI, MN, OH, PA	5- DC, IL, SD, IN, OK

e. Non-motorized boaters and private landowners?

Yes	No	No Answer
5- AK, OH, PA, WI, IN	3- IA, MI, MN	4-DC, IL, SD, OK

VI. Education and Safety.

1. Please indicate which services your state currently provides to non-motorized boaters:

Six states responded to this question, and their answers are listed in the table below. Michigan did not indicate what specific educational services that they provide to non-motorized boaters, but they did indicate that they did not have education specifically designed and/or targeted to non-motorized boaters. Four states did not respond.

Educational Tools	Iowa	Minnesota	Ohio	Pennsylvania	Oklahoma	Wisconsin
NM speaker programs	X	X	X			
NM boating safety publications	X-statewide canoe guide	X	X	X	X	
NM info signs		X	X	X		X
NM access guides		X	X	X		
NM courses	X		X	X	X	
Instructor Training			X			
Media warnings/news	X	X	X	X		X
School programs		X	X	X		

2. In your state, what percentage of fatalities involved non-motorized boats vs. motorboats? (Over the five most recent years for which data is available).

From the eight responses to this question, the percentage of fatalities associated with non-motorized boats ranged from 5% to 50%. The average was 36%.

State	% Fatalities involving NM boaters
--------------	--

Iowa	Less than 5%
Ohio	5 to 10%
Oklahoma	19% (1999)
Alaska	30%
Minnesota	31% (2001)
Michigan	40%
Indiana	50% (2001)
Pennsylvania	50%
Wisconsin	28%; 50% so far in 2001

3. Are there any special state laws, operating rules or equipment carriage/wearing requirements specifically for users of non-motorized boats?

Seven states responded no to this question while the remaining five did not respond.

4. What percentage of the state's boating use is non-motorized?

Iowa was the only state that attempted to answer this question and responded with an estimate of 10-15%.

5. Has there been any notable change in accident statistics in the years following initiation of non-motorized registration?

Minnesota responded that there was a change while four states (Alaska, Iowa, Michigan and Pennsylvania) claimed that there had not been a change in accident statistics in the years following non-motorized boat registration. Five states did not respond to this question.

6. Are any special educational or safety programs offered specifically for non-motorized boat owners?

Ohio responded that non-motorized boat owners are offered specialty educational or safety programs, while five states responded that these services were not available and four did not answer.

7. Does your state require a licensing, permitting or mandatory education program for resident non-motorized boaters to operate their vessels in your state's waters?

No state requires any mandatory education for non-motorized boats. Four states did not answer this question.

VII. Strategy

Only three states (Alaska, Michigan and Pennsylvania) responded to questions 1-13 in the survey. Each of the three states selectively responded to these questions and as such no generalizations can be made on a question-by-question basis. Please see Appendix D to view the specific responses to these 13 questions.

14. What advice would you offer to a state considering an attempt to require nonmotorized boats to be registered?

Five states responded to this question, five did not. Responses are characterized below.

“Get the support of the top paddling organizations in Oregon before the legislation is introduced. Do a good job informing paddlers what registration will do for them both in registration and what will be done with the revenue that is generated. Get paddle sport leaders from other states to come and speak to local paddling groups about these benefits. Get support from constituents- find some who are willing to be leaders in the fight.” Alaska

“Promote registration as a user fee, use of facilities, access.” Iowa

“Make fees comparable to motorized vessels. As the USCG says, it costs as much for search and rescue with nonmotorized vessels as it does with power vessels, which is part of the user-pay concept.” Michigan

“Registration has proven affective in generating over \$150,000 dollars; launch permit will be instituted in January.” Pennsylvania

“Get local dealerships in support of the registration efforts; highlight the benefits the nonmotorized boaters will receive: ordinances for quiet times, education, increased enforcement on motorboats mean benefits for nonmotorized boaters, training, facilities, etc.” Wisconsin

Additional Comments

Alaska: “Our program spun out of a need for all boaters to participate in safety programs since the safety messages are for all boaters, irrespective of the types of motors on the boats.

Pennsylvania: “Voluntary registration yielded 12,000 registered nonmotorized boaters. As nonmotorized boaters argued that they didn’t use the access sites a fee program was initiated on over 300 state access sites...then surprise, nonmotorized boaters had to admit that they were in fact using these sites. Next, registration jumped to over 30,000 since registration is cheaper than the permits. Problems with numbers are not necessarily around aesthetics, but rather around being numbered period. The launch permit does not require numbers, only a fee. Launch permits also aren’t concerned with who owns the boats- it’s a use fee.”

Wisconsin: “Because many of Wisconsin’s nonmotorized boaters use Minnesota’s boundary waters, most of the voluntary registration that occurs in Wisconsin is encouraged by Minnesota requirements. We anticipate that in the next two years a bill will surface again with more success- especially now that fatalities are mostly with nonmotorized boaters (a change from the last time bill came up). We have tried unsuccessfully several times to get legislation to extend our registration requirements to nonmotorized boats. If you develop a successful strategy for this, please share it with us.”

Lessons Learned from Other States

Results from the surveys completed by the twelve states that currently register nonmotorized boats indicate that the mechanics of each of these programs, their history, and why they were instituted varies greatly. One consistent thread throughout all of these state programs is that nonmotorized registration programs mimic motorized registration programs in terms of registration frequency. Some useful insight is provided in the completed surveys in terms of program mechanics, common grievances, and methods of coming to agreements with user groups, etc. For example, in Minnesota, the state with the largest number of registered nonmotorized boats and the oldest registration program for these vessels, numbering is encouraged but not required. However, because some neighboring states have begun a registration program of their own, many nonmotorized boaters in Minnesota choose to display numbers on their boats so that they are in compliance with their neighbors. This suggests that some interconnection may exist within a geographic region that might encourage or influence states to attempt to conform to a norm or standard.

In states with more recently instituted nonmotorized boat registration programs, such as Alaska and Pennsylvania, there has been a greater effort at compromising with the local nonmotorized boating community. One example of this is in Alaska where boaters had concerns about the aesthetics of the standard 3-inch numbers that were to be placed on their nonmotorized boats. The Alaskan office of boating safety came up with a more acceptable alternative; a serialized tag verses the numbering system, which ultimately alleviated some stress experienced by the user group with other issues of the new registration program.

Another example of compromise occurred in Pennsylvania where the nonmotorized boaters fought tooth and nail against a boater registration program claiming that

they were not using the access sites that were being provided. The Pennsylvania Fish and Boat Commission took this under consideration and instead of requiring registration, instituted an access fee program and offered incentives for nonmotorized boaters to choose to register their boats. Ultimately, users quickly realized that they were in fact using the facilities and consequently are choosing to register their boats rather than to pay the higher access fee.

Along similar lines, some of the common grievances expressed by nonmotorized boaters in states where nonmotorized boat registration is new or in progress include:

- nonmotorized boaters do not use any of the facilities provided;
- nonmotorized boats do not need enforcement;
- numbering is not aesthetically pleasing on a NM vessel and it takes away a boaters personal freedom, and;
- registering multiple boats can be costly

Much of the information presented in this section of the report was collected via follow-up phone interviews with Boating Law Administrators. Please refer to Appendix B4 for a summary description of each of the twelve states' nonmotorized registration programs, as only a select few states are highlighted here. The following are brief program descriptions and key advice gained from several states.

Alaska (2000)

Alaska currently has a 3-year registration period for all boats 10 feet in length or longer, with a fee of \$10.00 for nonmotorized boats. Titling is not required. Alaska does not require the standard AK#### numbering system, though they do require a serialized validation sticker to be placed on the NM vessel. Alaska estimates that there are roughly 100,000 nonmotorized boats in its state.

Key advice:

- Tags can be used to identify boats without hurting the aesthetics of the craft, while still being highly visible up to a mile or so away.
- Tags vs. numbering of boats make AK nonmotorized boats ineligible for federal funding grants- not viewed by the federal government as 'registered'.
- Make program simple- choose a size classification that will include majority of NM boaters, while letting go of the fact that you may not capture every single NM boater.
- In order for the program to work, must get constituents on your side; in OR this group may consist of power boaters or perhaps some of the paddling groups.
- Emphasize safety issues; high nonmotorized fatality rates- Boating safety is not a motor-specific issue.
- Catchy ad campaign to promote the process (i.e. 'less than a penny a day').
- Those being subjected to a fee want to see the benefits.

Iowa (1971)

Iowa has a 1-year registration period on all boats, including canoes, kayaks greater than 13 feet in length and inflatables greater than 7 feet in length. The cost for registering these vessels is \$5.00 plus a \$1.00 writing fee. Titling is required on boats 17ft and longer except for canoes and inflatables of any length. Iowa does not require a boat number though it does require a serialized validation decal. Iowa currently has 37,237 registered nonmotorized boats.

Key advice:

- Treat the NM registration fee as a user fee (use of facilities, access, etc.).

Illinois (1960's or 70's)

Illinois has a 3-year registration of all boats except for sailboards, nonmotorized boats operated on privately owned waters, and canoes and kayaks that are owned

by non-profit organizations. The fee for nonmotorized registration is \$13.00. Boat numbers are not required, though a serialized validation decal is.

Key advice:

- Illinois noted the problem with a non-numbered decals (traceable but not the standard large numbers) and the state's inability to count these boats toward federal funds calculations.

Michigan (1967)

Michigan requires that all sailboats, rowboats over 16 feet in length, and all livery canoes, kayaks and rowboats, as well as all livery boats propelled by any means be registered. Exemptions include privately owned nonmotorized canoe, kayak or rowboats 16 feet or less. The cost of registering all nonmotorized rowboats greater than 16 feet as well as nonmotorized livery boats is \$9.00, while livery canoes/kayaks cost \$5.00. Last year Michigan had 54,745 nonmotorized boats registered.

Key advice:

- Can get away with only registering livery nonmotorized boats and large (>16ft) rowboats.
- Make fees comparable to fees for motorized boats.

Pennsylvania (1992-voluntary)

Pennsylvania currently recommends that nonmotorized boats be registered, though registration is not required by law. This voluntary nonmotorized registration costs \$10.00 for two years. Boaters who elect not to register their boats and wish to use access sites provided by the state must purchase a launch permit costing \$10.00/1 year or \$18.00/2 years. Registered nonmotorized canoes and rowboats are required to have the standard 3-inch PA numbers as well as a validation decal. Kayaks,

sculls and sailboards are exempt from displaying numbers, though they are required to have the validation decal. Pennsylvania estimates that there are roughly 40,000 to 50,000 nonmotorized boats in their state.

Key advice:

- Nonmotorized boaters do use the sites that the state provides. The nonmotorized boaters disputed this point up until the launch fee was initiated.
- Nonmotorized boaters care more about not wanting to be identified than they do about the aesthetics of putting a sticker on their boat (e.g. a sticker without a number isn't as big a concern).
- Without having nonmotorized boaters contribute to registration fees and thus to the boating program as a whole, it is hard to justify catering to their concerns (e.g. conflicts with motorized boaters and landowners).
- While it may be necessary to carry a permit or a registration sticker, enforcing this is a much different matter- relaxed enforcement.

Wisconsin (1983)

Wisconsin currently has a voluntary registration program for canoes that costs \$9.75 for 3 years. Wisconsin has had the benefit of being closely situated next to Minnesota, Illinois, Michigan, and Iowa, which require nonmotorized boats to be registered. Boaters from Wisconsin can opt to register their boats within the state so that when they travel to neighboring states, they are already in compliance with local registration requirements. If registered, boats are required to have the standard 3-inch numbers. Currently there are 3,073 voluntarily registered nonmotorized boats in Wisconsin, which is only a tiny fraction of the estimated 325,000 nonmotorized boats statewide.

Key advice:

- State-State collaboration and cooperation is a powerful tool in getting nonmotorized boaters to register their vessels.

- Voluntary registration must be accompanied by real incentives if it is to be successful.
- Earmarking monies for nonmotorized purposes is possible if the revenues generated are sufficient.
- Suggest a State Park-Marine Board Coalition to promote ease in terms of which permit type you need to have on which water body.

States That Do Not Currently Register Nonmotorized Boats

A majority of the states that responded to the survey indicate that they have no intention of initiating a nonmotorized boater registration program. However, a handful of states have attempted to initiate this type of program in recent years. Appendix B5 contains a summary of information received from the states that answered the questionnaire.

The motivation for wanting to register nonmotorized boats is universal: to generate revenue for services and facilities that nonmotorized boaters are already taking advantage of at the expense of the motorized boaters, as well as wanting to be able to target education to this type of boater and reduce the number of nonmotorized boating fatalities.

Below is information about several states that are currently talking about nonmotorized boat registration or have recently attempted and failed to pass legislation to require nonmotorized boat registration.

Kansas

- The Kansas Canoe Association and the Friends of the KAW (the Kansas River) proposed legislation for nonmotorized boat registration. There was

opposition within their groups but the bill was submitted because they hoped registration fees would help support funding for nonmotorized access projects.

- The state boating agency is 'sitting on the fence'. They will support nonmotorized boat registration if this is what the constituents want, but will not do anything until that consensus is obvious.
- The biggest allies for nonmotorized boat registration are the canoe and kayak clubs, who are seeking to support conservation and access.

Idaho

- In 2000, the Association of Whitewater Boaters (a group of jet boat enthusiasts) initiated a bill to register nonmotorized boaters. This organization initiated the bill because they were tired of the conflicts that they experience with the non-paying rafters at the boat launch facilities. The Idaho State Parks Department supported the bill, though in the last legislature the bill was rejected.
- The Idaho Boating Law Administrator believes that a similar bill will be reintroduced in the next legislature and will possibly have better luck.
- There is currently talk about trying to waive the federal fees at sites and require nonmotorized registration in order to access boating facilities.

Massachusetts

- While Massachusetts hasn't raised motorboat registration fees since 1976, they are currently contemplating increasing these fees as well as requiring nonmotorized boat registration.
- The Massachusetts Boating Law Administrator believes that nonmotorized boaters will be in support of this move as long as they are explicitly shown the potential benefits that these fees would provide them (e.g.; sites open exclusively for nonmotorized boaters).

- Massachusetts is considering validation decals specifically for nonmotorized boats that would have the year and a serialized number associated with each individual sticker.
- They are considering charging a nonmotorized registration fee of \$24.00 for a 2-year period.
- One of the motivations for the establishment of a nonmotorized registration program is because of the dramatic increase in nonmotorized boating fatalities.

North Carolina

- In 2000, North Carolina tried to initiate an effort to register nonmotorized boats. They faced stiff opposition from David Jenkins of the American Canoe Association (ACA). Jenkins claimed that he would only support the registration efforts if an active program were developed for nonmotorized boaters specifically. Jenkins claimed he was particularly interested in seeing increased access sites for nonmotorized boaters.
- David Jenkins talked his way through traditional Search and Rescue arguments as well as claiming that nonmotorized boaters took care of themselves when it came to boater safety, rescue and education.
- Ultimately North Carolina gave up its efforts and submitted to increasing the registration fees for motorized boats.

Summary

Results from questionnaires sent to states do not suggest any clear direction as to how Oregon should deal with the needs of nonmotorized boaters. Overall, very few states require these vessels to be registered. And recent efforts to require registration in some states have met with stiff resistance from local and national paddling organizations.

States that have experienced recent success in instituting some form of fee system aimed at nonmotorized boaters have done so because they have something tangible to offer paddlers – either cost-savings on fees charged to access state-controlled launch sites or reciprocity in a nearby state that requires boats to be registered. The experiences of these states suggest that it is essential that the benefits of registration or any other fee have to be real; nonmotorized boaters must perceive that they need the benefits; and any proposed fee program must be openly discussed and marketed to nonmotorized boaters before legislation is proposed.

Ohio and Illinois are examples of long-standing, full-service programs that require nonmotorized boats to be registered and also offer a suite of services including nonmotorized access sites and facilities, safety and enforcement presence, and targeted educational efforts. Both states also require titles for most nonmotorized vessels and exempt only a few types of boats from registration and titling requirements. Illinois currently registers 60,000 nonmotorized boats and allows kayaks and canoes to display validation stickers instead of standard numbers. Ohio requires standard numbers on the 50,000 nonmotorized boats they title and register but will be proposing legislation to allow canoes, kayaks, and rafts to display a validation decal instead of the numbers.

Pennsylvania, Wisconsin and Indiana offer voluntary registration programs. In Pennsylvania, statewide access fees provide the incentive for nonmotorized boaters to register since it is cheaper to pay the registration fee than the access fee, which owners of registered boaters do not have to pay. At present, there are only 34,350 nonmotorized boats registered in Pennsylvania. Nonmotorized boaters in Indiana and Wisconsin participate primarily to be able to use their boats in states where registration is required. Pennsylvania allows validation decals while the other two states require standard numbering.

Oregon is unique. Very few states can match its diverse boating environments. Nonmotorized boaters in Oregon are equally diverse, from ocean kayakers, to lake canoeists and whitewater rafters. The Oregon State Marine Board can look at programs in other states for insight but must ultimately craft a program that meets the needs of Oregon boaters and makes sense within the political and social climate in the state, if it decides to pursue registration or a similar program.

Oregon's Challenge

The Oregon State Marine Board, like its counterpart boating agencies across the country, wants to meet the needs of all boaters and to make waterways safe for all boating activities. While the Board has been successful in serving registered boaters, its efforts on behalf of users of nonmotorized boats have been less successful. The Board has been unable to meet this challenge for a number of reasons. First, current revenues are generated from fees and taxes paid by owners of motorized boats and are needed to meet the needs of these boaters - leaving no resources for new nonmotorized boating initiatives.

Second, because nonmotorized boats do not have to be registered the Board has no way of identifying individual owners of these boats and cannot effectively determine their needs or target programs toward this segment of the boating population. Adding nonmotorized boats to existing registration rolls would provide both new revenues to enable new programs and would also allow the Board to establish direct contact with nonmotorized boaters to determine how to serve them better.

Despite persistent opposition from paddling clubs, there continues to be abundant evidence that revenues from even a modest nonmotorized user or registration fee can be put to good use. A shortage of access sites, crowding and overuse at many

popular put-ins, dilapidated and deteriorating facilities, on-water conflicts, and an alarmingly high number of fatalities involving nonmotorized boaters, are all symptoms of the chronic underfunding that plagues resource and enforcement agency budgets in Oregon.

Since its creation in 1959, the Oregon State Marine Board has made substantial investments to enhance the experience of boating in Oregon. In the 2001-2003 biennium, the Board will invest over \$7 million to improve boating access and support facilities, over \$9 million for law enforcement and safety services, and over \$3 million to support registration and education programs, including the newly instituted mandatory education program for operators of motorized boats. These funds come largely from three sources: registration fees, marine fuel taxes, and federal grants – all derived from fees or taxes paid by people who use motorized boats.

The successful formula of user-pay, user-benefit, which is already embedded in the Marine Board's programs, can be used to serve the nonmotorized boating community as well. Mechanisms are in place to provide grants to develop new access areas and to improve and maintain existing ones. Cooperative relationships have been established between the Board and public providers of boating access sites. Contracts are in place between the Board and law enforcement and safety providers statewide. And Board staff has a national reputation for the quality of statewide boating information and possesses extensive expertise in designing education programs to target specific boating populations and safety issues. Expanding the Board's programs to also serve nonmotorized boaters can be accomplished relatively easily. The only real barrier is funding.

It is undeniable that many of the investments made by the Board over the years also benefit nonmotorized users directly and indirectly. All public boating facilities are

open to all boaters. Improved launch ramps, paved parking, functional toilets, search and rescue teams are among the installed base of boating services available to motorized and nonmotorized boaters alike. Still, the Board is aware that users of nonmotorized boats have additional needs that are not being met.

Over the years, the Board has attempted to track the needs and problems associated with nonmotorized boating activities. Periodic assessments give the agency a partial understanding of the magnitude and nature of the needs and problems facing nonmotorized boaters. Some of the key elements of these needs are described in the material that follows.

Access, Facilities, and Maintenance

Oregon is a state blessed with vast and diverse boating resources. From the Pacific Ocean to high mountain lakes and white-water rivers, boaters can find almost any kind of boating experience and setting they desire. The Board's publication, Boating in Oregon – Results of the 1999 Triennial Survey, lists 259 waterways that owners of registered boats indicate they use. Managing River Recreation, a 1998 Board publication, separately documents 165 rivers and streams in Oregon – comprising 5,375 miles - that are used for all types of boating.

Both registered and nonmotorized boats use many of the same lakes and rivers. On some waterways, boats with motors dominate while on others nonmotorized boats may be the majority use. Plus, there are perhaps hundreds of small lakes and streams that are inaccessible to larger boats or are off limits because motors are prohibited. For instance, boats with motors are prohibited by state regulation on 80 lakes and portions or all of 15 rivers around the state.

Based on various studies conducted by the Oregon State Marine Board, fully one-third of all public boating access sites are used exclusively by nonmotorized boats

and one-half are used fairly equally for launching both motorized and nonmotorized craft. Of the 5,375 miles of rivers and streams used for boating in Oregon, 3,129 miles, or 58%, are used exclusively by nonmotorized boats. However, studies also suggest that the supply and condition of access sites for both motorized and nonmotorized boats are less than adequate.

Access

Access is a basic necessity for the vast majority of boaters. Relatively few people are fortunate enough to own waterfront property and no person has the right to trespass over private property in order to use a navigable waterway. So publicly owned access sites provide the primary legal means of public access to state waters. The Marine Board has inventoried 928 boating access sites throughout Oregon. Over 80% of these are owned and operated by public entities such as counties, cities, ports, and state or federal agencies; the remaining sites are in private ownership but may be available to the public for a use fee. The following table displays inventory information about boating access sites in Oregon.

Site Characteristics	Public Sites	Private Sites
Total Number of Sites	772	156
Motorized	379	134
Mixed	126	7
Nonmotorized	267	15
Sites with launch ramps	725	95
Hard Surface	453	69
Gravel	228	23
Carry Down Trail	25	2
Pole Slide	19	1

Though boating sites are dispersed across Oregon, studies also show that additional access sites are needed. The Board's latest Six-Year Statewide Boating Facilities Plan - covering the years 1999 through 2005 - identifies 131 new access sites that

have been proposed by both managing agencies and users. Of these, 54 new sites would exclusively serve nonmotorized boaters while 22 new sites would be built where they could be used by both motorized and nonmotorized boaters. Purchasing the land for these new sites would cost an estimated \$5.6 million. The remaining 55 new sites would primarily serve motorized boaters but would also be available for all boaters to use.

In Managing River Recreation, the availability of existing access for both current and future boating needs was judged inadequate along 65% of all river miles used. Managers and users also identified additional access needs along 4,692 miles of river, or 82% of all river and stream mileage used. Clearly, the supply of access sites for boating on Oregon's rivers and streams falls short of boaters' needs.

Facilities

According to the results of the Six-Year Plan, 637 of the 772 sites operated by public entities are in need of varying degrees of improvement. This plan solicited improvement proposals from managing agencies and users for all boating access sites, regardless of their location or type of boating use they support. The plan categorizes sites into three groups - motorized, mixed, and nonmotorized - according the predominant type of boat used at the site.

Over half of the locations (336 sites or 53%) needing improvement are either mixed-use or nonmotorized sites. The total estimated cost to improve mixed sites is \$11.2 and \$13.3 at nonmotorized sites. The following table shows by category how much the proposed developments might cost.

Access Site Category/Priority	# Sites	Estimated Costs
Motorized High Priority	129	\$27,797,000
Motorized Medium Priority	100	\$15,928,000
Motorized Low Priority	72	\$12,127,000

Sub-Total	301	\$55,852,000
Mixed Use High Priority	31	\$2,979,000
Mixed Use Medium Priority	48	\$4,733,000
Mixed Use Low Priority	43	\$3,508,000
Sub-Total	122	\$11,220,000
Nonmotorized High Priority	60	\$4,506,000
Nonmotorized Medium Priority	85	\$4,998,000
Nonmotorized Low Priority	69	\$3,834,000
Sub-Total	214	\$13,338,000
Grand Total	637	\$80,410,000

The need to enhance boating access along Oregon's rivers and streams is also supported in the findings of Managing River Recreation. Users specifically cited 150 river segments, comprising 3,991 river miles, where access should be enhanced. Combining these responses with those of managers and law enforcement officials, over 80% of all river miles used can benefit from better facilities.

In addition, most respondents agreed that better access would help to resolve boating problems and conflicts. Users and law enforcement officers are most likely to make the connection between suitable access and possible reductions in boating-related problems and conflicts. Basic access features top nearly all lists of needed improvements at boating sites around the state. A ramp, parking, access road and restroom are among the top needs at most sites. The following table shows the types of improvements proposed at boating access sites listed in the Six-Year Plan.

Proposed Site Improvements	Motorized Sites	Mixed Sites	Nonmotorized Sites
Access Road	12%	15%	17%
Parking	24%	32%	34%

Ramp/Launch	21%	25%	29%
Boarding Floats	18%	7%	4%
Transient Tie-up	13%	7%	2%
Restroom	7%	11%	13%
Security Light/Gate	3%	2%	3%
Boat Pumpout	2%	1%	0%

Maintenance

The Six-Year Plan also gathered information about the overall quality of maintenance at boating sites statewide. In general, maintenance at motorized and mix use sites appears to be better than nonmotorized at sites. The table below displays the responses to questions about maintenance.

Site Type	Excellent	Good	Fair
Motorized	26%	43%	31%
Mixed Use	22%	38%	40%
Nonmotorized	11%	41%	48%

The comparatively low rating given to nonmotorized sites may be a reflection on the Board's Maintenance Assistance Program, which provides base level operations and maintenance funding for qualifying facilities – exclusively motorized and mixed. Also, many nonmotorized sites tend to be located in remote locations where there is little security and maintenance crews are spread thin.

The Board currently provides annual payments to state and local agencies that operate 334 boating access sites that qualify for Maintenance Assistance Program (MAP) grants. Total MAP payments in 2001-03 will be \$2.1 million, an average investment of \$6,287 per site. Each grant is determined by a formula that considers the number of launch lanes, type of restroom, and other characteristics of the facilities.

Since sites used exclusively for nonmotorized boat access do not qualify for MAP funding, it can be assumed that all 267 nonmotorized sites operated by public

entities could benefit from additional funding for maintenance activities. If between \$2,500 and \$5,000 per year were invested to help maintain facilities at these nonmotorized sites the annual investment would be between \$667,500 and \$1,335,000.

Law Enforcement

The Board currently contracts with sheriffs' departments in 30 counties to provide on-water enforcement of boating laws. Half of the counties participating have seasonal programs that operate only during the warmer months, roughly Memorial Day through Labor Day. At the height of the boating season, there may be as many as 125 county marine deputies patrolling waterways throughout the state.

In addition, the Board provides funding to the Fish & Game Division of the Oregon State Police (OSP) to enforce boating laws as they patrol to enforce state fishing and hunting laws. The funds transferred to OSP provide the equivalent of 10 to 12 full-time officers, although some 200 fish and wildlife troopers are in the field at any given time.

With over 250 waterbodies and 5,000 miles of rivers and streams used by boaters, it is clear that there are not enough officers to cover every body of water in Oregon. Plus, marine officers routinely work in pairs for safety reasons, resulting in even less possible coverage. Also taking into account off-season boating, there are tremendous unavoidable holes in patrol coverage statewide.

The 1998 report *Managing River Recreation* confirms that rivers in Oregon are lightly patrolled. Over 3,100 miles, or 58% of boatable river miles, are not patrolled by officers in a boat. When asked to rate the adequacy of patrols on rivers, combined responses indicate that there are almost 2,000 miles of river where law enforcement is inadequate. Many of these river segments are in areas where

nonmotorized boats are used primarily or where they share the water with registered boats.

When asked about problems encountered on rivers and streams in Oregon, respondents singled out 121 river segments encompassing 4,051 miles of river or 75% of all river miles used. The top problems are related directly to infractions of existing law and are the type of activities a law enforcement presence can help to deter. Specific problems encountered along with the percent of respondents answering are shown in the following table.

PROBLEM	PERCENT
Trash & Litter	81%
Vandalism	56%
Trespassing	52%
Theft	46%
Public Nuisance	38%
Illegal Fires	37%
Public Urination	34%
Harassment	33%
Threats	30%
Illegal Guides	28%
Illegal Closures	25%
Illegal Barriers	22%

There is strong evidence to suggest that more law enforcement officers are needed to patrol Oregon's waterways. To provide the necessary patrols, enforcement agencies indicate that at least 42 additional full-time marine officers are needed statewide. Including salaries, boats, equipment, supplies and operating costs a minimum of \$3.7 million per year would be needed to support these new positions.

Current fees and taxes paid by registered boaters cannot cover these added costs, and since many of the identified needs occur on waters used by nonmotorized boats, a registration fee on these users seems to be a logical source of funding to pursue.

Search and Rescue

An informal poll of counties indicates that significant resources are being used in boating-related search and rescue (SAR) efforts statewide. Marion County alone can document 10 to 20 incidents per year where they have had to rescue paddlers involved in a nonmotorized boat accident, or worse, had to search for the body of an boating accident victim. Marine Board records reveal that since 1980 there have been over 250 accidents involving nonmotorized boats on Oregon waterways. These accidents have resulted in 126 deaths. State law requires deaths to be reported but many accidents that do not involve a death are never reported, so the actual number of accidents during this time period is undoubtedly much higher.

County and OSP marine officers routinely respond to most boating accidents and emergencies but are not always able to reach the scene first if they are not already patrolling the waterway where an accident occurs. The Marine Board does not specifically fund SAR activities and counties generally have to absorb any extraordinary costs associated with responses to these incidents. Still, these officers receive the Marine Board training; they use boats and equipment supplied by the Marine Board; and they are generally able to respond because their time is already paid for by funds supplied by registered boaters.

Many county sheriffs' departments are not able to provide SAR services so units also exist in a variety of other locations; some are organized through local governments, some through local fire districts, and others are organized and staffed by volunteers. Most of these programs are dependent upon appropriations, donations of equipment, and contributions from local citizens. The specific financial expenditures and outstanding needs of SAR units are not presently known, but there is little doubt that most, if not all, of these programs would benefit from additional funding if it were available.

Education and Safety

Boating safety is one of the Marine Board's primary missions. By analyzing accident reports and statistics compiled over the years, the Board identifies boating safety problems and develops campaigns to address them. The Board also uses direct surveys of registered boat owners to ask about safety problems and concerns. Recent examples of safety initiatives developed by the Board include combating boating and alcohol use and encouraging boaters to wear of life jackets.

Using a mixture of printed literature, broadcast media, direct communication, and training of law enforcement personnel, the Board has designed messages intended to influence their behavior with regard to alcohol and life jackets. Much of the Board's success relies on established channels of communications between the Board and boaters and the ability to effectively target information and education where it will have the greatest impact. This is not as easily accomplished with nonmotorized boaters, in part, because direct contact is not an option.

The Board realizes that paddlers face many of the same safety problems as registered boaters. Alcohol use, for instance, is presumed to be high among rafters based on anecdotal information and law enforcement reports. People in canoes and rowboats are often too lax about wearing life jackets, resulting in unnecessary drownings every year. Yet, it is difficult to reach these boaters.

The Board is particularly concerned about the number of boating deaths involving nonmotorized boaters in Oregon. Since 1980, 126 deaths have resulted from nonmotorized boating accidents. These deaths make up nearly one third of all boating related deaths during this time period. The 1995 Board report, Analysis of Oregon Recreational Boating Accidents, found that from 1985 to 1994, boating fatalities among nonmotorized boats constituted 36% of all boating fatalities, not

including fatalities resulting from accidents involving sailboats. The table below shows fatalities by type of propulsion as reported in the Analysis.

PROPULSION TYPE	FATALITIES	PERCENTAGE
Outboard Motor	66	36%
Paddle	66	36%
Inboard-out drive	25	14%
Inboard	17	9%
Sail	8	4%
Total	182	100%

The number of nonmotorized boating deaths may or may not be proportionate to the amount of nonmotorized use in the state, but the Board considers this number to be too high. This is particularly the case since many of these deaths might have been easily preventable if the victim had been wearing a life jacket. Overall, 85% of the victims that died from drowning or disappeared were not wearing life jackets at the time of the accident.

Developing an educational program to influence the behavior of nonmotorized boaters – to get them to wear life jackets or forego the use of alcohol when boating, etc. - requires specially tailored messages and delivery techniques. A television public service announcement targeting users of motorboats might not resonate with paddlers. To design appropriate messages and deliver them in an effective manner, the Board needs the staff time, resources and a good understanding of the target audience. This is not possible without additional funding and the kind of direct contact that is made possible by a registration program.

Determining Needs

Despite its best efforts, the Oregon State Marine Board is not able to fully identify the needs of people who use nonmotorized boats in the state. While public launch sites and support facilities are available for use by all boaters, more sites should be acquired and improved to specifically serve nonmotorized boaters. Even though

marine officers patrol many of Oregon's waterways, large areas where nonmotorized boating is the primary use are underserved. Despite efforts to improve boating safety statewide, too many nonmotorized boaters have died and their deaths could have been prevented.

It is impossible to estimate how much these additional services might cost. Whether a modest user fee or registration fee would provide enough revenue to make a difference remains to be seen. One fact is certain: the popularity of all types of nonmotorized boating is only going to increase into the foreseeable future. If the needs of these boaters are going to be served, it seems only appropriate that they share proportionately in the costs of public boating programs and facilities.

Program Models

Based on the information obtained through this assessment, there appear to be three general approaches the Board may wish to consider as it determines how to proceed. No specific program or direction is recommended, as this would be beyond the scope of this effort. Besides, the experiences and advice provided by other states do not support a particular strategy. The three models described in the material that follows are presented only to offer the Board with general concepts that encapsulate some of the major points brought out by this assessment and how they might be applied in Oregon.

Option A: Mandatory Registration Model

Concept: This model would require most nonmotorized boats to be registered. It most closely approximates the existing structure of programs in Minnesota and Ohio. In this model, registration fees paid by owners of nonmotorized boats would be dedicated to grants to acquire new nonmotorized access sites, enhance facilities, and maintain sites; supplement contracts for enforcement/safety services to provide

additional services to meet nonmotorized boaters' needs; develop education and information programs specifically targeting nonmotorized boaters; and cover administrative costs associated with nonmotorized registration. The Board could consider phasing such a program in by initially requiring only nonmotorized boats owned by liveries and guide/outfitters to be registered.

Elements of this program: The following table shows the key features of this model.

What is required?	All boats greater than 10 feet in length must be registered.
Are there exemptions?	Yes, boats ten feet long or shorter and water toys and inner tubes.
Title required?	No, but voluntary titling offered at same rate as motorized boats.
What is the time period?	Registrations are valid for two years.
What has to be displayed?	Nonmotorized boats have to display a serial validation sticker.
What is the fee?	\$12 to \$15 for two years.
Potential revenues?	At \$12 for 2 years = \$3,800,000 At \$15 for 2 years = \$4,800,000

Note: Revenue estimates are based on projected population of 522,553 boats and a 60% use rate yielding 319,802 boats that might need to be registered. Source: Managing River Recreation.

Advantages and Disadvantages of the Model

Advantages

- Fees are spread across the most potential users.
- A large participant base generates greater revenues.
- Validation stickers ameliorate concerns about the aesthetics of numbering.
- This model focuses on the boat, not the user.

- All revenues accrue to the Marine Board for distribution to partners for nonmotorized projects.
- It is relatively easy to earmark monies for nonmotorized boater needs.
- Registration rolls provide needed contact information for nonmotorized boaters to directly assess their needs and provide targeted services.
- Registration can be handled by the Board or through the existing network of agents.

Disadvantages

- This model requires legislation.
- Any registration fee will be seen as tax by nonmotorized boat clubs and may be quite easy to rally opposition.
- Enforcement has to be done on the water, at the point at which the boat is in use.
- Using validation stickers precludes the state from counting nonmotorized vessels as registered boats for the purpose of calculating federal boating safety funding.

Option B: Voluntary Registration - Fee Demo Model

Concept: This model closely resembles Pennsylvania's voluntary program and borrows from the fee demo program approach currently used at many trailheads on National Forest lands. Under this program, vehicles using designated access sites (primarily those funded from fees paid by owners of registered boat) would be required to display a parking permit. The Marine Board would automatically issue free permits to owners of registered boats. Nonmotorized boats would not have to be registered but owners could voluntarily register them in order to use the designated access sites. If owners of nonregistered boats wish to use these access sites and not register their boats, parking permits for daily use or annual use would be available from the managing agency for a fee. Registration fees received by the

Board would be used to assist participating agencies in developing and maintaining boating access, including sites for nonmotorized boats. Under agreement with the Board, agencies would keep the revenues from parking permits they sell, but would be required to use the proceeds to improve access or operate and maintain sites.

Elements of this program: The following table shows the key features of this model.

What is required?	Vehicles using designated sites have to obtain a parking permit.
Are there exemptions?	Yes, owners of registered boats are issued free permits.
Title required?	No, but voluntary titling offered at same rate as motorized boats.
What is the time period?	Parking permits are daily or annual. Registration is for 2 years.
What has to be displayed?	Vehicles have to display a valid parking permit.
What is the fee?	Daily parking \$5. Annual pass \$25. Registration \$12 to \$15.
Potential revenues?	At \$12 for 2 years= \$1,900,000 At \$15 for 2 years = \$2,400,000

Note: Estimated revenues only include those directly paid to the Board. Fees collected by local managing agencies are not estimated here. For this paper, it is assumed that only half of all the owners of nonregistered boats used in Oregon will voluntarily register their boats and will purchase a permit instead. The actual number will vary according to the number of sites that participate in the parking permit program.

Advantages and Disadvantages of the Model

Advantages

- A voluntary registration program may not require legislative approval.
- Requiring parking permits would be done through local ordinance instead of state law.
- Enforcement can be accomplished at launch sites instead of on-water.

- This model focuses on users' vehicles, not on boat or people.
- Significant participation on the part of local agencies that manage sites will be needed.

Disadvantages

- Success and revenues generated will depend on the number of participating agencies and sites.
- To provide easily obtainable permits, retail locations might need to be recruited to sell permits.
- Counties and local governments are most likely to want to participate; state and federal agencies are much less likely.
- The approach is complicated, involves extensive local participation, and may necessitate cumbersome agreements.
- The public is becoming more intolerant of parking and use fees at public sites.
- Compliance will depend on local jurisdictions abilities to patrol designated parking areas.
- Some jurisdictions already charge parking, entrance, launch, or other fee at their sites.

Option C: Voluntary Registration - Boater Pass Model

Concept: This approach is loosely patterned after the Deschutes River Boater Pass program. Under this model, boaters would be required to obtain a pass or permit in order to boat on designated waterways. Like the fee demo model, owners of registered boats would be exempt or would be issued free permits. This, in effect, creates a voluntary registration program. The primary incentive for boaters to register their boats would be the price differential between registration fees and daily or annual permits or passes.

For the purposes of this study, the scope of this model will be limited to only certain rivers – State Scenic Waterways - but could be expanded in concept to include other rivers and waterways. Under State Scenic Waterway statutes, the Marine Board has explicit authority to implement permit systems and a program limited to these waters could be more easily accomplished. Another reason to consider limiting the scope of this program to rivers is because rafters and kayakers, in particular, are already accustomed to river permit systems. Focusing on rivers might also be justified in response to the on-going controversy over river navigability; a permit system could be used to support management efforts to assure public access while also protecting the property rights of adjacent landowners.

Using rivers as the focus suggests that the Board may desire to partner with the Oregon Department of Parks and Recreation, the Division of State Lands, and affected federal agencies as these agencies have management responsibilities with respect to designated Scenic Waterways and navigable rivers. As proposed, though, this model assumes that the Marine Board will have primary responsibility for implementing any permit system, will issue permits, and manage the components of the system. The Board may wish to consider phasing in a permit system for designated rivers by initially requiring permits only for rental boats and guide and outfitter boats, as an alternative to a full-blown permit system for all boaters.

Revenues generated through a permit system would be used to administer the system and then to fund management activities on the rivers included in the system. This could include acquiring new access sites, improving and maintaining existing ones, providing enforcement and safety services, and developing management plans.

Elements of this program: The following table shows the key features of this model.

What is required?	Boaters have to obtain a permit or pass to use designated waterways.
Are there exemptions?	Yes, owners of registered boats are issued free permits or are exempt.
Title required?	No, but voluntary titling offered at same rate as motorized boats.
What is the time period?	Passes and permits are daily or annual. Registration is for 2 years.
What has to be displayed?	Boats have to display valid registration numbers or a sticker.
What is the fee?	Daily passes \$5. Annual pass \$25. Registration for 2 years \$15.
Potential revenues?	Day pass = \$1.6 million Annual pass = \$700,000 Registration = \$1.5 million

Note: A 1995 Board report, Boating Recreation in Oregon: Economic Importance, Trends, and Implications for the Future, documented over 300,000 user days on twelve rivers or river segments in Oregon, including several designated State Scenic Waterways. Permits are already required on four of these rivers: Lower Deschutes, Illinois, Rogue, and Snake. Deducting use days on these rivers leaves roughly 100,000 user days for all other rivers in 1995, including portions of the Clackamas, Grande Ronde, Klamath, McKenzie, Metolius, North Umpqua, Owyhee rivers. Other State Scenic Waterways supporting significant boating activity but not included in these use figures are: Upper Deschutes, Elk, John Day, Nestucca, Upper Rogue, Sandy, North Santiam, North Umpqua, and Wallowa rivers and Waldo Lake. The estimates of revenue provided in the above table assume that there are at least 200,000 boat use days on State Scenic Waterways other than those that already require permits. It is also assumed that 30% of nonmotorized boaters will elect to register their boat and the rest will pay either daily or annual fees as follows: 10% of boaters would purchase one daily pass in two years; 10% one daily pass per year; 20% 2 daily passes per year, 20% three daily passes per year, and 10% will purchase an annual pass.

Advantages and Disadvantages of the Model

Advantages

- A voluntary registration program may not require legislative approval.

- The Board already has the statutory authority to develop permit system for scenic waterways.
- Focusing on State Scenic Waterways might be more marketable to users.
- Limiting the number of waterways where permits are required simplifies enforcement.

Disadvantages

- To provide easily obtainable permits, retail locations might need to be recruited to sell permits.
- The Board's administrative costs might be higher than other models due to permits.
- Focusing on rivers limits the amount of potential revenues.
- Nonmotorized boaters such as sea kayakers and lake users do not participate.

Guiding Principles

Even though the results of this assessment do not definitively support any particular course of action, the information does suggest that there are a few guiding principles that should be considered by the Marine Board if a decision is made to pursue some type of registration or fee program directed at nonmotorized boats.

First, in order to develop, establish, and sustain a successful program the Board needs to include users of nonmotorized boats in the process. A dialogue needs to be opened with existing paddling clubs and organizations to openly discuss the goals and objectives of any program that is designed to meet their members' needs.

Second, the Board needs to make an up-front commitment to re-invest substantial portions of any revenue received from nonmotorized boaters back into tangible amenities that will serve their interests. The results of the survey of states do not

necessarily suggest that such a commitment is requisite, but the information obtained about the fee demo programs nationwide does indicate that fees are generally more acceptable if the user knows that the funds collected will be used for facilities, maintenance, or resource protection.

Third, registration fees should be modest and imposed on the same cycle as boats that are already registered. And the Board should strongly consider exempting nonmotorized boats from a requirement to display the standard registration numbers, utilizing serialized decals instead.

Last, any permit or registration program has to generate enough funds to pay for administrative costs of the program and also significantly enhance nonmotorized boating opportunities in Oregon.

Conclusion

Nationwide there are only nine states that require nonmotorized boats to be registered. Of these, only a few offer a full suite of services to nonmotorized boaters. Minnesota, Illinois, and Ohio are examples of states that have well-established programs to serve nonmotorized boaters. Yet, only Ohio dedicates the revenues it receives from nonmotorized boat registration specifically for nonmotorized programs and services. Revenues received by states that register nonmotorized boats generally run between one and five percent of all revenues, so the overall contribution to state boating programs coming from nonmotorized boat registrations is proportionately small.

Three states, Pennsylvania, Wisconsin and Indiana, do not require nonmotorized boats to be registered but offer voluntary registration, a service valued by resident boaters who want to use waterways in nearby states where registration is required.

Pennsylvania has the added advantage of controlling access to state launch sites. Owners of registered boats can use these sites without any additional fees while nonregistered boats must pay an access fee at these sites, making voluntary registration an attractive option for nonmotorized boaters. Voluntary programs appear to be only moderately successful in gaining widespread registration among nonmotorized boaters. And states with voluntary registration offer only limited programs or services tailored to the needs of nonmotorized boaters.

The vast majority of states do very little to manage or provide for nonmotorized boating activities. Yet all across the country there is widespread interest among boating administrators in trying to better address the needs of the nonmotorized boaters in their state. Repeatedly, the message heard from states is that the needs of registered boat owners (primarily motorized boats) require all of the resources available and without additional funding nonregistered boats (usually nonmotorized) will remain a lower priority.

This also is the case in Oregon. The Marine Board has done an admirable job in serving its primary clientele, the registered boat owner. Fees paid by these boaters are used to provide access, safety, and other services throughout Oregon. Owners of nonregistered boats, mostly boats without motors, benefit from the facilities and programs funded by the Board from fees paid by registered boat owners. In addition, the Board has documented millions of dollars in nonmotorized access improvements and enforcement and safety services that are needed statewide, which cannot be accomplished with existing funds from traditional sources. So, it would seem logical to try to meet these needs using funds contributed by nonmotorized boaters.

Looking at the approaches taken in other states provide some useful insight for Oregon. It is apparent, for instance, that a registration program, if established,

should mirror the Board's existing registration requirements while also maintaining a link between fees paid by nonmotorized boaters and programs and services provided to nonmotorized boaters. This is the kind of approach taken in Ohio. Another approach would be to encourage voluntary registration, perhaps through the use of an access fee at existing launch sites. In Oregon, such an approach would require cooperation and participation by a variety of launch site providers. A third approach, unique to Oregon, would be to model the Deschutes River boater pass program and adopt a pass program focusing primarily on State Scenic Waterways. Such an approach would also encourage voluntary registration as an option to paying higher fees for daily or annual passes, but would also rely heavily on cooperation from other state and federal agencies that manage these waterways.

The experiences and advice of other states clearly suggest several basic concepts the Board should consider incorporating into a program should it decide to pursue one. Fees need to be modest and they should be treated in the same manner as similar existing fees. Revenues need to be dedicated to meeting the needs of nonmotorized boaters and need to be sufficient to make a substantial contribution towards meeting statewide nonmotorized boating needs. And, most importantly, nonmotorized boating groups need to be included in the process.

How other states manage nonmotorized boats can also be helpful in crafting the details of a program. Closely conforming any program to the structure of the Board's existing programs will save administrative costs, for instance. Using serialized decals instead of traditional identification numbers has become more widely accepted by agencies and users and should be considered as a reasonable means of identifying nonmotorized boats. And limiting by size, or some other logical criteria, the boats subject to registration makes sense in the light of registration practices used in other states.

Ultimately, the Oregon State Marine Board has to decide how it wants to serve nonmotorized boaters. The results of this study do not point to a particular path the Board should take. Whatever the Board chooses to do – to pursue some form of registration or to do nothing – the decision should arise from the particular circumstances and challenges facing the agency and boaters in Oregon.

APPENDIX B1: Questionnaire sent to states that register nonmotorized boats**Non-Motorized Boat Registration Survey****For states that currently register non-motorized boats**

Please fill out this survey and return it to **Jeanine Stier** at the Oregon State Marine Board and **return by 08.31.01.**

Email: jeanine.stier@state.or.us Fax: 503.378.4597

Mail to: Oregon State Marine Board, P.O. BOX 14145, Salem OR 97309-5065.

For questions please call me at 503.373.1405 ext. 263. Thank You

Primary Respondent Information:

State: _____

Contact Name: _____

Contact Phone: _____

Contact Fax: _____

Contact Address: _____

Contact Email: _____

Instructions: This survey is comprised of 7 distinct sections. Please complete the sections where you feel you have the most expertise. If you are unable to answer some or all of the sections, please forward them to the appropriate persons in your state.

Questions**1. General non-motorized boat registration questions**

1. Specifically, what types of non-motorized boats does your state register?

Our website, _____ provides this

information and is currently accurate.

No Yes

If current information is not available online, please attach or list here:

2. Are non-motorized boats required to be titled in your state?

No Yes

a. What types of non-motorized boats are required to be titled in your state?

The website address listed above has current non-motorized titling

information:

If current information is not available online, please attach or list here:

No Yes

3. Are there other non-motorized boats that are exempt from registration?

No Yes

If yes, what are they?

Comments:

4. Are there size limits to the non-motorized boats your state registers/titles?

No Yes

Comments:

What are these limits? Please list for each type:

5. What year did your state first begin registering non-motorized boats?

Year of registration: _____

Comments:

a. What year did your state first begin titling non-motorized boats?

Year of titling: _____

Comments:

6. Were registration/titling requirements for non-motorized boats authorized all at once or in phases?

At once Phases

Comments:

7. How was the authority to register/title non-motorized boats granted?

Legislation Initiative Other

Comments:

Please include any copies of laws, rules or other information pertaining to your state's registration of non-motorized boats or, if available, please provide us with an up-to-date website address that contains this information.

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name: _____ Phone: _____ Email: _____

Additional Comments:

II. Revenues, Expenditures and Budgets

1. Of the total amount of registration fees collected, what percentage comes from non-motorized **registration** fees?

_____ %

Comments:

2. Of the total amount of titling fees collected, what percentage comes from non-motorized **titling** fees?

_____ %

Comments:

3. Are revenues from non-motorized boat registration and/or titling fees dedicated to non-motorized boating programs and services?

No Yes

Comments:

4. Besides registration and titling fees, are there any other sources of funding for non-motorized boating services?

No Yes

Comments:

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name: _____ Phone: _____ Email: _____

Additional Comments:

III. Registration Program Mechanics

1. How frequently are non-motorized boat registrations required to be renewed in your state?

Every Year Every 2 Years Every 3 Years Every 4 Years Every 5 Years Other

Comments:

2. Is this renewal frequency different than for motorized boats?

No Yes

Comments:

3. What are the fees for **registration** of non-motorized boats? (length, type, etc.) [Attach fee schedule if available]

Our website, _____,
provides this

No Yes

Information and is currently accurate.

If current information not available online, please list: or attach:

4. What are the fees, if any, for **titling** non-motorized boats? (length, type, etc.) [Attach fee schedule if available]

Our website, _____,
provides this information and is currently accurate.

No Yes

If current information not available online, please list: or attach:

5. How many non-motorized boats, if any, are registered statewide?

Total: _____

6. Are registered non-motorized boats required to display numbers?

No Yes

Comments:

a. How are the numbers required to be displayed?

b. What is the required size, material and color for the numbers?

c. Where on the boat are the numbers required to be displayed?

Comments:

7. Are registered non-motorized boats required to display any other items such as a decal or tag?

No Yes

If yes, please describe:

Please attach sample registration forms and materials boats or, if available, please provide us with an up-to-date website that contains this information.

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name:

Phone:

Email:

Additional Comments:

IV. Facilities

1. Please indicate which of the following facilities your state currently provides to non-motorized boaters:

- Boat ramps (carry down trails). Floats Restrooms Parking areas
 Other facilities Specify:

2. Are revenues from non-motorized boat registration/title fees used for any of the following purposes to support non-motorized boaters?

- Acquire land Develop access sites Operate and maintain facilities

3. Does your state have specific designs or standards for non-motorized boating access sites and facilities? No Yes

Comments:

4. What percent of the total amount of money spent on facilities, is spent on facilities for non-motorized boating? _____%

Comments:

5. What are the current sources of revenues for state expenditures made on non-motorized sites and facilities?

Response:

6. What is the involvement of your agency and other state agencies in providing the following services and support for non-motorized boating?

	<u>Your Agency</u>		<u>Other State Agencies</u>	
a. Own/operate boating access sites and facilities for non-motorized boat?	No <input type="checkbox"/>	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Yes <input type="checkbox"/>

Comments:

b. Provide state or federal funding to others to acquire access sites for non-motorized boats?	No <input type="checkbox"/>	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Yes <input type="checkbox"/>
--	-----------------------------	------------------------------	-----------------------------	------------------------------

Comments:

c. Provide state or federal funding to others to develop non-motorized boating access sites or facilities?	No <input type="checkbox"/>	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Yes <input type="checkbox"/>
--	-----------------------------	------------------------------	-----------------------------	------------------------------

Comments:

d. Provide state or federal funding to others to operate or maintain non-motorized boating access sites or facilities?	No <input type="checkbox"/>	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Yes <input type="checkbox"/>
--	-----------------------------	------------------------------	-----------------------------	------------------------------

Comments:

7. Who maintains non-motorized sites?

- a. Who determines the level of development at these non-motorized sites?
 b. Who determines outstanding need for non-motorized sites?

Please attach a copy of any standard designs, grant applications, grant agreements, etc. concerning non-motorized boats within your state

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name:

Phone:

Email:

Additional Comments:

V. Law Enforcement and Safety.

Non-Motorized Safety Services:

1. Please indicate which of the following services your state currently provides to non-motorized boaters:

- Recreational boating safety patrols for non-motorized boaters. Comments:
- Recreational boating equipment checks for non-motorized boaters. Comments:
- Search and Rescue of non-motorized boaters. Comments:
- Other Specify:

2. Do marine officers (or equivalent) receive special training related to non-motorized boating such as swift water rescue, whitewater boat handling, etc.? No Yes

3. Does your state or agency conduct search and rescue operations related to accidents involving non-motorized boats? No Yes

Does your state or agency provide funds, equipment or training to other agencies or groups to conduct search and rescue operations related to accidents involving non-motorized boats? No Yes

If you answered yes for either of these questions, please complete appropriate column(s) below.

	Search and Rescue	Provide funding for search and rescues
a. How many total officer hours were expended in non-motorized search and rescue operations in the most recent 12-month period for which data is available?	Hours: _____	Hours: _____
b. What was the cost to the state or your agency to provide officer hours listed above?	Cost \$ _____	Cost \$ _____
c. What are the sources of revenue for these state expenditures? Sources of revenues for search and rescue funds: Sources of revenues for these state expenditures:		

4. Are there conflicts in your state related to non-motorized boating and any of the following issues?

- a. Guided boating/fishing verses self-outfitted boaters/fishing? No Yes
- b. Livery operations and private boat owners? No Yes
- c. Non-motorized boaters and motorized boaters? No Yes
- d. Non-motorized boaters and boat anglers? No Yes
- e. Non-motorized boaters and private landowners? No Yes

Comment:

Please attach a copy of any laws, rules, citation forms, bail schedules, etc. concerning non-motorized boats within your state or refer to web address _____

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name: _____ Phone: _____ Email: _____

Additional Comments:

VI. Education and Safety.

Non-Motorized Educational Tools:

1. Please indicate which of the following services your state currently provides to non-motorized boaters:

- Speaker programs geared for non-motorized boaters (for organized groups, meetings, etc.) Comments:
- Non-motorized boating safety brochures/publications Comments:
- Non-motorized informational signs Comments:
- Access guides for non-motorized boaters (where and when type information) Comments:
- Courses on non-motorized boating Comments:
- Instructor training Comments:
- Media warnings, news releases regarding non-motorized boater issues Comments:
- School programs Comments:
- Other Specify:

2. In your state, what percentage of fatalities involved non-motorized boats vs. motorboats? (Over the 5 most recent years for which data is available) _____ %

Comments:

3. Are there any special state laws, operating rules or equipment carriage/wearing requirements specifically for users of non-motorized boats? No Yes

Comments:

4. What percentage of the state's boating use is non-motorized? _____ %

5. Has there been any notable change in accident statistics in the years following initiation of non-motorized registration? No Yes

Comments:

6. Are any special educational or safety programs offered specifically for non-motorized boat owners? No Yes

Comments:

7. Does your state require a licensing, permitting or mandatory education program for resident non-motorized boaters to operate their vessels in your state's waters? No Yes

Comments:

Please attach any publications, reports, etc. relating to non-motorized boating and safety

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name:

Phone:

Email:

Additional Comments:

VII. Strategy

1. Who first proposed the successful effort to require non-motorized boats to be registered in your state? (e.g.: governor, legislator, state agency, user group, etc.)

Please List:

2. Was non-motorized registration controversial when proposed? No Yes

Comments:

3. Who were the main opponents of the proposal? Please list:

4. Was a coalition of groups active in opposing non-motorized boat registration? No Yes

Comments:

5. Who were the supporters of the proposal? Please list:

6. Was a coalition of groups active in supporting non-motorized boat registration? No Yes

Comments:

7. Did the state boating agency (or DNR, etc.) support the proposal? No Yes

Comments:

- a. If yes, did the agency develop a coalition to obtain passage? No Yes

Comments:

8. Did the governor support the proposal? No Yes

Comments:

9. Were any state agencies opposed to requiring non-motorized boats to be registered? No Yes

If yes, please list:

10. If registration requirements were enacted by your state legislature, was the vote close? No Yes

Comments:

11. If registration requirements were authorized by initiative, was the statewide vote close? No Yes

Comments:

12. What was the public's (non-motorized boat owners) initial reaction to non-motorized registration?

Response:

13. How were non-motorized boat owners first informed about the newly required registration process?

Response:

14. What advice would you offer to a state considering an attempt to require non-motorized boats to be registered?

Response:

Thank you for completing this section of the survey. Because more than one individual may complete this survey, please provide us with your contact information such that we can contact you with any further questions.

Name:

Phone:

Email:

Additional Comments:

APPENDIX B2. Questionnaire sent to states that do not register nonmotorized boats**Non-Motorized Boat Registration Survey**

Please fill out this survey and return it to **Jeanine Stier** at the Oregon State Marine Board by **08.31.01**.

Email: jeanine.stier@state.or.us Fax: 503.378.4597

Mail: Oregon State Marine Board, P.O. BOX 14145, Salem OR 97309-5065.

For questions please call me at 503.373.1405 ext. 263. Thank You

Your Information:

State:

Contact Name:

Contact Phone:

Contact Address:

Contact Email:

Questions:

1. Would state legislation be needed to require registration of non-motorized boats? No Yes Comment:
2. Has a law requiring some or all non-motorized boats to be registered ever been considered in your state? No Yes Comment:
 2a. If yes, when was the most recent attempt? Year:
3. Do you anticipate that a law requiring some or all non-motorized boats to be registered will be proposed in the future? No Yes Comment:
 3a. If yes, how soon in the future do you anticipate that this might occur? Time: 1 Year (pull-down menu)
4. Does your agency think that non-motorized boats should be registered? No Yes Comment:
5. Does your agency think that non-motorized boats should be titled? No Yes Comment:
6. What would you consider to be the greatest obstacle in your state to gaining the authority to register non-motorized boats to be registered?
 Response:
7. Who would you consider to be the strongest allies of an effort to require non-motorized boats to be registered?
 Response:
8. Who would you consider to be the chief opponents of an effort to require non-motorized boats to be registered?
 Response:
9. Do you have an estimate or count of how many non-motorized craft are owned in your state? No Yes Comment:
 9a. Estimate:
 9b. Official Count:
 9c. What is the source?
 9d. How is the count conducted or estimate made?

10. Do you currently require canoes, inflatable rafts, sailboats or other traditional float craft to be registered if they are used with a motor? No Yes Comments:

11. Do owners of non-motorized boats in your state pay any of the following state fees or taxes on their boats:

- 11a. State sales tax? No Yes Rate:
- 11b. Personal property tax? No Yes Rate:
- 11c. Excise tax or lieu tax? No Yes Rate:
- 11d. Other? No Yes Specify:

12. Do owners of non-motorized boats in your state pay any of the following county or local taxes fees or taxes on their boats:

- 12a. Local sales tax? No Yes Rate:
- 12b. Personal property tax? No Yes Rate:
- 12c. Excise tax or lieu tax? No Yes Rate:
- 12d. Other? No Yes Specify:

13. How much revenue does the state receive from the fees and taxes listed above? Annually: Bi-annually:

Comments:

14. Are any of the revenues from taxes or fees on non-motorized boats used by your agency or other state agencies to provide facilities or services for non-motorized boating? No Yes

Comments:

15. Please indicate which of the following services your state currently provides to non-motorized boaters:

Non-Motorized Safety Services:

- Recreational boating safety patrols for non-motorized boaters. Comments:
- Recreational boating equipment checks for non-motorized boaters. Comments:
- Search and Rescue of non-motorized boaters. Comments:
- Other Specify:

Non-Motorized Educational Tools:

- Speaker programs geared for non-motorized boaters (for organized groups, meetings, etc.) Comments:
- Non-motorized boating safety brochures/publications Comments:
- Non-motorized informational signs Comments:
- Access guides for non-motorized boaters (where and when type information) Comments:
- Courses on non-motorized boating Comments:
- Instructor training Comments:
- Media warnings, news releases regarding non-motorized boater issues Comments:
- School programs Comments:
- Other Specify:

Facilities for Non-Motorized Boaters:

- Boat ramps (carry down trails). Floats Restrooms Parking areas
- Other services Specify:

APPENDIX B3. States that register nonmotorized boats and states that don't.

States that register non-motorized boats		States that DO NOT register non-motorized boats	
Alaska		Arkansas	Montana
District of Columbia		Alabama	North Carolina
Illinois		Arizona	Nebraska
Indiana		California	Nevada
Iowa		Colorado	New Hampshire
Michigan		Connecticut	New Jersey
Minnesota		Delaware	New Mexico
Ohio		Florida	New York
Oklahoma		Georgia	North Dakota
Pennsylvania		Hawaii	Rhode Island
South Dakota		Idaho	South Carolina
Wisconsin		Kansas	Tennessee
		Kentucky	Texas
		Louisiana	Utah
		Maine	Vermont
		Maryland	Virginia
		Massachusetts	Washington
		Mississippi	West Virginia
		Missouri	Wyoming

Appendix B4. Summary Sheet on State NM Registration Programs

State	N/M Vessels required to be Numbered	N/M Vessels required to be Titled	N/M Vessels required to be Registered	Comments
Alaska			X	<u>Alaska DMV</u>
District of Columbia	X	X	X	<u>Metropolitan Police D.C.</u>
Illinois	X	X	X	<u>Illinois DNR</u>
Indiana	X		X (voluntary)	
Iowa		X	X	<u>Iowa DNR</u>
Michigan	X	X	X	<u>Michigan DNR</u>
Minnesota		X	X	<u>Minnesota DNR</u>
Ohio	X		X	<u>Ohio DNR</u>
Oklahoma	X	X	X	
Pennsylvania	X		X (voluntary)	<u>Pennsylvania Fish and Boat Commission</u>
South Dakota	X	X	X	<u>South Dakota Dept Game Fish & Parks</u>
Wisconsin	X		X (voluntary)	<u>Wisconsin DNR</u>

Appendix B4. Summary Sheet on State NM Registration Programs

State	Registration	Exemptions	Reg. Period	Fees
Alaska	All NM boats 10 feet or greater in length	NM boats less than 10 feet in length	3 Years	\$10.00 NM Boats
District of Columbia	All NM boats required to be registered, including sailboards	Boats used exclusively for rescue purposes	1 Year	\$10.00 NM Boats
Illinois	All Boats	Except for canoes on farm ponds	3 Years	Canoes/Kayaks New and Transfer Renewal \$13.00, Renewal \$6.00; All other watercraft less than 16ft \$22.00 new, \$15.00 renewal, 16-26ft \$27/\$20
Indiana	Voluntary registration for all non-motorized boats	N/A	1 Year	Under 13 ft \$15.00, 13-26ft \$17.00, 26-40ft \$20.00, etc.
Iowa	Canoes, Kayaks greater than 13 feet in length	Inflatable vessels 7 feet or less in length, conventional design canoes and kayak type vessels 13 feet or less in length	2 Years	\$5.00 plus a \$1.00 writing fee for no motor/no sail
Michigan	All sailboats, all privately owned rowboats over 16 feet in length, all commercial or rental rowboats, all commercial and rental canoes and kayaks and all commercial and rental vessels propelled by any means	Privately owned non-motorized canoe, kayak, or rowboat of length 16 feet or less	3 Years	All NM sailboats \$9.00, All NM rowboats and other NM boats greater than 16ft in length as well as all NM Rental/Commercial boats \$9.00; Rental/Commercial canoes and kayaks \$5.00
Minnesota	All N/M watercraft 9 feet and greater, including rowboats, canoes, kayaks, sailboats, sailboards, paddleboats, rowing shells or sculls, and inflatable craft	N/M watercraft 9 feet in length or less; duck boats in duck hunting seasons and rice boats during the wild rice season	3 Years	NM boats up to and including 19 ft- \$7.00 plus \$5.00 mill fee (invasive species) (Those over 19ft same as pleasure craft)
Ohio	Canoes, Kayaks, Rowboats, Inflatables and Pedal Boats; any vessel with a hull identification number	Vessels not required to have a Hull Identification Number (e.g. sailboards)	3 Years	Canoes, kayaks, rowboats, inflatables and pedal boats \$15.00; All registration fees are good for 3 years and include a \$3.00 dollar writing fee which goes to the agent where you buy the registration
Oklahoma	All boats. A boat is by definition anything that is used for transportation on the water. This definition excludes 'toys'.	Toys- those vessels not used for transportation	1 Year	Same for all boats. Boats worth <\$150.00 cost \$1.00. Add \$1.00 per every \$100 worth of value after that. There are several tag agent fees associated with this too. Min registration fee is roughly \$5.00
Pennsylvania	Registration is not required but is recommended; there is a launch permit for NM boats to use the provided launch ramps	N/A	2 Years	Registration: \$10.00 N/M Boats; Launch Permit \$10/year or \$18/2 Years
South Dakota	NM boats >12ft	NM boats < 12 ft exempt- still must pay a \$1 fee that is retained by the county	1 or 3 Years	1 year \$10, 3 years \$20
Wisconsin	Voluntary registration for N/M canoes- must register sailboats greater than 12 ft	N/A	3 Years	Voluntary N/M canoe registration \$9.75

Appendix B4. Summary Sheet on State NM Registration Programs

State	Boat Number	Validation Sticker	Number NM Boaters	Titling
Alaska	No	Special NM single serialized validation decal is issued. Must be displayed in a location that is visible when the boat is in operation	est 100,000	No
District of Columbia	Yes: standard 3" numbers	Issued Annually	roughly 2000 (95% liveries)	Yes: \$2.00 titling fee
Illinois	Yes- for all boats except canoes and kayaks which are required to have the validation decal only	The validation decal is required by all boats and had the registration number as well as the year of expiration on it	est 60,000	Yes. All boats \$7.00
Indiana	Yes: standard 3" numbers	Yes	Unknown	No. Only boats who's value when new is greater than \$3000
Iowa	No Boat Number Required	Special NM single serialized validation decal is issued. Must be displayed in a location that is visible when the boat is in operation	37,236	Boats (including kayaks) greater than 17 ft. \$10.00 except canoes and inflatables of all types
Michigan	Yes: standard 3" numbers	Issued Annually	54,745	Yes
Minnesota	Numbers are not required but are encouraged	Decals are displayed on both sides of the bow and have the MN number on them- they are the same size and color as the validation decals used for motorboats and are now on the same computer system	170,000	All boats \$15.00 plus \$3.50 filing fee
Ohio	Yes: standard 3" numbers (for now)	New Bill was introduced that would allow for a special, NM serialized validation decal	est 40-50,000	No
Oklahoma	Yes: standard 3" numbers	Yes	est. 3,500	\$2.25 for all boats
Pennsylvania	Yes: standard 3" numbers	Kayaks, sculls, sailboards are exempt from the display of numbers but must display the validation decal- Canoes are not exempt and must show both the number and the decal	34,350	No
South Dakota	Yes: standard 3" numbers are required by law but not enforced in practice	By practice, these are what are used by NM boaters. Special NM single serialized validation decal is issued. Must be displayed in a location that is visible when the boat is in operation	4,245	\$5.00 for NM boats greater than 12 feet in length
Wisconsin	Yes: standard 3" numbers if registered	No	11,075 total, 3073 vol Reg Est 325,000 NM boats statewide	No

Appendix B5. Responses from states that do not register nonmotorized boats

	Leg. Needed?	Low Required?	Anticipate Low?	Does agency support NM reg?	Agency support NM training?	Do you have an estimate of NM credits?	nmBoat_motor	nmState_safety	nmState_proprax	nmState_extax	nmState_other	nmCo_safety
Yes	34	15	5	17	9	5	32	20	6	1	0	8
No	4	23	33	21	29	33	6	18	32	37	38	30
% Yes	89.5%	39.5%	13.2%	44.7%	23.7%	13.2%	84.2%	52.6%	15.8%	2.6%	0.0%	21.1%
% No	10.5%	60.5%	86.8%	55.3%	76.3%	86.8%	15.8%	47.4%	84.2%	97.4%	100.0%	78.9%

	nmCo_proprax	nmCo_extax	nmCo_other	Safety_Patrols	Safety_Equip	Search_Rescue	other_services	Spokee_pgms	NM_Pubs	Info_signs	NMaccess_guides
Yes	7	0	1	26	25	26	10	12	10	11	15
No	31	38	37	12	13	12	28	26	28	27	23
% Yes	18.4%	0.0%	2.6%	68.4%	65.8%	68.4%	26.3%	31.6%	26.3%	28.9%	39.5%
% No	81.6%	100.0%	97.4%	31.6%	34.2%	31.6%	73.7%	68.4%	73.7%	71.1%	60.5%

	NM_Courses	nmBoat_train	NM_Media	NM_school	other_tools	NMboat_nemps	NM/boats	NM/restrooms	NM/parking	other_facilities
Yes	7	5	15	10	1	14	5	9	17	5
No	31	33	23	28	37	24	33	29	21	33
% Yes	18.4%	13.2%	39.5%	26.3%	2.6%	36.8%	13.2%	23.7%	44.7%	13.2%
% No	81.6%	86.8%	60.5%	73.7%	97.4%	63.2%	86.8%	76.3%	55.3%	86.8%