

State of Washington  
Joint Legislative Audit & Review Committee (JLARC)



# **Activities Supporting Recreational Boating In Washington**

**Report 10-12**

December 1, 2010

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The Joint Legislative Audit and Review Committee (JLARC) works to make state government operations more efficient and effective. The Committee is comprised of an equal number of House members and Senators, Democrats and Republicans.

JLARC's non-partisan staff auditors, under the direction of the Legislative Auditor, conduct performance audits, program evaluations, sunset reviews, and other analyses assigned by the Legislature and the Committee.

The statutory authority for JLARC, established in Chapter 44.28 RCW, requires the Legislative Auditor to ensure that JLARC studies are conducted in accordance with Generally Accepted Government Auditing Standards, as applicable to the scope of the audit. This study was conducted in accordance with those applicable standards. Those standards require auditors to plan and perform audits to obtain sufficient, appropriate evidence to provide a reasonable basis for findings and conclusions based on the audit objectives. The evidence obtained for this JLARC report provides a reasonable basis for the enclosed findings and conclusions, and any exceptions to the application of audit standards have been explicitly disclosed in the body of this report.

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### **Committee Approval**

On December 1, 2010, this report was approved for distribution by the Joint Legislative Audit and Review Committee.

### **Acknowledgements**

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# Activities Supporting Recreational Boating In Washington Report 10-12

December 1, 2010



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## REPORT SUMMARY

Washington is rich in both marine and inland waters. With more than 264,000 recreational vessels registered in 2008, Washington ranked 19<sup>th</sup> in the United States for both the number of boats and boats per 100,000 persons. Recreational vessels include everything from canoes and kayaks to personal watercraft to power and sailing yachts.

In the 2009-11 Operating Budget (ESHB 1244), the Legislature directed the Joint Legislative Audit and Review Committee (JLARC) to conduct a study of state recreational boating activities in Washington, with a focus on funding and organization. The Legislature also directed JLARC to examine approaches other states have taken to funding and organizing their state recreational boating activities.

### Washington's State Recreational Boating Activities, Revenues and Expenditures, and Organizational Structure

Washington participates in 30 state recreational boating activities. These 30 activities fall into four categories: boating safety and education, marine law enforcement, infrastructure and access, and environmental boating.

JLARC examined revenues collected or received by the state and expenditures made for state recreational boating activities and found that:

- Washington collected or received \$70.9 million in the 2007-09 Biennium in boating-related revenue, including taxes, permits, and other charges, user fees, and federal grants.
- Washington spent \$54.0 million in the 2007-09 Biennium on state recreational boating activities across the four categories of activity. This includes money that was distributed by state agencies to local governments to support activities across the state.
- The state general fund was the fund that both received the largest amount of boating-related revenues and from which the largest amount of expenditures were made for recreational boating activities.
- About half the accounting funds with boating expenditures were not supported by any specific boating-related revenue sources.
- Fifty-six percent of the expenditures were in the category of infrastructure and access.

In order to reach these conclusions, JLARC had to identify Washington's state recreational boating activities. Washington law does not define either "state recreational boating program" or "state recreational boating activities" and there is no set of reporting codes that can be used to pull reports on boating in the state. To identify those activities that should be considered state recreational boating activities, JLARC asked whether a particular activity was a state activity and whether it was primarily concerned with recreational boating.

There are seven state agencies involved in state recreational boating activities in Washington. Each agency has a different focus and role. In terms of organizational structure, Washington's recreational boating activities are decentralized but coordinated through interagency working groups.

### **How Do Washington's Recreational Boating Activities, Funding and Organizational Structure Compare to Other States?**

In order to identify the funding and organizational structures of other states' recreational boating activities, JLARC conducted a comprehensive survey of state boating law administrators and received responses from Washington and 32 other states representing every region of the United States. These responses provide the basis for the comparisons of Washington with other states.

- Washington has more state recreational boating activities than other responding states;
- Washington has more revenue sources for state recreational boating activities than other responding states;
- In terms of organizational structure, Washington is less centralized but has more interagency coordination than many of the other responding states;
- A state's organizational structure seems unrelated to both the number of activities in which it engages and the number of boating-related revenue sources it collects or receives. However, states whose State Boating Law Administrator was housed in a law enforcement office tended to engage in a narrower range of state recreational boating activities; and
- States with more state recreational boating activities generally had a broader range of boating-related revenue sources.

# PART ONE – WHAT ARE WASHINGTON’S STATE RECREATIONAL BOATING ACTIVITIES?

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This first part of the report identifies what Washington’s state recreational boating activities are. It then describes the revenue sources and expenditures for state recreational boating activities in the 2007-09 Biennium, and the organizational structure for providing those activities.

## **Identifying Washington’s State Recreational Boating Activities**

Neither “state recreational boating program” nor “state recreational boating activities” are defined in statute or administrative code. Further, because a number of state agencies are involved in recreational boating, state recreational boating activities did not fit into a conventional understanding of a state program that could be identified by a set of reporting or accounting codes. As a result, JLARC’s first task was to identify which activities at these agencies should be considered state recreational boating activities in Washington.

### ***What Is a State Recreational Boating Activity?***

In order to identify Washington’s state recreational boating activities, JLARC reviewed agency activities with the staff of several agencies and asked both whether a given activity was a STATE activity and whether that activity was PRIMARILY concerned with RECREATIONAL boating.

#### **First Screen: Is the activity a STATE activity?**

In order to exclude any activity that was purely private in nature or was a matter of local or federal government activity, JLARC asked the following four questions:

1. Is the activity administered or operated by at least one state agency?
2. Is it funded with state funds?
3. Do non-state dollars have to pass through a state agency?
4. Does federal law require state oversight or other state involvement?

If the answer to any of the four questions was “Yes,” the activity was identified as a STATE activity:

#### **Second Screen: Is the activity PRIMARILY concerned with RECREATIONAL boating?**

The second screen distinguished boating activities from other kinds of recreational activities such as camping or swimming. It also helped distinguish recreational boating activities from boating activities related to commercial, industrial, or governmental boating. Finally, this screen helped identify the portion of mixed activities that supported state recreational boating.

For example, marine law enforcement activities aimed at reducing drug smuggling or increasing port security in the face of terrorism are not recreational boating activities even though some other marine law enforcement activities are primarily recreational.

State recreational boating activities include operating and maintaining different kinds of facilities. Two more examples illustrate how this screen identifies which of the activities to include and what portion of the expenditures for these activities to include in the analysis.

- The Parks and Recreation Commission operates marine parks. Marine parks are accessible only by boat and operated solely for the benefit of recreational boaters. These parks are PRIMARILY operated for recreational boating and 100 percent of this activity is included.
- The Parks and Recreation Commission also operates moorage parks. Moorage parks have boating facilities but are also accessible by land and used by non-boaters. Operating these parks is mixed between being a boating activity and a non-boating activity. The Parks & Recreation Commission was able to identify a percentage of this mixed activity that was primarily concerned with recreational boating, and that percentage was included as an activity in the analysis.

### ***Washington Has 30 State Recreational Boating Activities***

Based on the process described above, JLARC identified 30 state recreational boating activities for Washington. The activities fall into four categories: Boating Safety and Education, Marine Law Enforcement, Infrastructure and Access, and Environmental Boating.

#### **Boating Safety and Education**

Boating Safety and Education in Washington comprises a diverse set of activities, from vessel registration and boater safety education to providing and maintaining navigation aids such as channel markers. The Department of Licensing handles state vessel registration and vessel titling. After vessels are registered, the Parks and Recreation Commission is responsible for federal reporting of registration information. The Commission is also responsible for federally mandated boating accident reporting.

Washington state law requires boat operators to complete basic boating safety education and carry a Certification card to show that this education has been completed. The Commission manages the boating safety education certification program, but the boater safety education courses are provided by local governments and private organizations. Since certification became a requirement in 2008, 90 percent of those certified received their education through private providers and the remainder received the course through an approved local law enforcement program.

#### **Marine Law Enforcement**

State recreational boating activities in marine law enforcement at state agencies include establishing recreational boating rules, enforcing state boating laws, providing marine law enforcement training, administering emphasis patrol grants, and approving local marine law enforcement programs. Only approved programs are eligible to receive vessel registration funding. Local marine law enforcement programs provide the majority of boating law enforcement in the state and have boating law enforcement as their primary purpose. Local programs also receive grants for providing vessel safety inspections, search and rescue, and accident investigation. Marine law enforcement is carried out by the Parks and Recreation Commission, the Department of Fish and Wildlife, the Washington State Patrol, county sheriffs, municipal police departments, and port police. For major events, many



agencies may work together or under the authority of the U.S. Coast Guard. The layering of federal, state, and local marine law enforcement is analogous to the layering of law enforcement for motor vehicle traffic enforcement.

### **Infrastructure and Access**

Washington has an extensive system of state-owned, managed, or administered boat moorage and launch capacity. With 40 marine parks and over 8,500 feet of public moorage space as well as 49 parks with public boat launch sites, the Parks and Recreation Commission states that it operates the largest system of state-managed mooring in the country. The Department of Fish and Wildlife manages over 600 additional access sites. The Department of Natural Resources manages all other state-owned shore lands and tidal lands, many of which are used for launching kayaks, rafts, and other hand-launch boats. The Department of Natural resources also owns 30 moorage buoys on aquatic bedlands and administers aquatic lands leases with local governments and private entities for an additional 18.3 million square feet of recreational marinas.

The acquisition, development, operation, maintenance, and renovation of these facilities, along with their restrooms, parking, access roads, and other supporting facilities constitute the boating access and infrastructure activities in the state.

### **Environmental Boating**

Environmental boating activities include:

- Establishment and operation of sewage pump-out stations, sanitary dump stations, and floating restrooms to prevent recreational boaters from dumping untreated or poorly treated sewage into the state's waterways.
- Oil and fuel spill education, prevention, and response. This includes provision of small spill response kits and training on how to avoid accidental overflows and drips while fueling.
- Aquatic species control including preventing the introduction and transfer of invasive species and toxic algae control. Invasive species include animals such as zebra mussels and plants such as Eurasian Watermilfoil.
- Hull cleaning education, both to prevent the release of chemicals from hull paint into waterways and to ensure removal of any aquatic invasive species.
- Removal of derelict vessels. Derelict vessels are abandoned and sunken vessels that pose a safety hazard to other boats and environmental hazard to state waters because they also leak fuel and leach other toxins into the water.
- Removal of derelict gear focuses on the removal of lost or abandoned commercial fishing gear such as nets and long lines which foul boat equipment and harm the fisheries for both recreational and other boaters.

Exhibit 1 lists Washington's 30 state recreational boating activities, arranged by the four categories.

**Exhibit 1 – Washington Has 30 State Recreational Boating Activities**

<b>Boater Safety &amp; Education</b>
Vessel registration system
Recreational boating accident reporting
Boater safety education courses
Navigation aids
Vessel safety inspections
Other boating safety or boater education programs
<b>Marine Law Enforcement</b>
Marine law enforcement emphasis patrols for boating under the influence
Marine law enforcement emphasis patrols for life-jacket or personal flotation device compliance
Other emphasis patrols
<b>Boating Infrastructure &amp; Access</b>
State-owned or operated boat launches primarily for recreational boats
Grants for water access for motorized boats, including boat launches and lifts
Grants for water access for kayaks, canoes, and other human-powered craft
Grants for moorage for motorized or sail craft, including buoys, floats, docks, or marinas
State-owned or operated marinas primarily for recreational boats
State-owned or operated boat moorage floats or docks primarily for recreational boats
State-owned or operated boat moorage buoys primarily for recreational boats
Other boating access and infrastructure programs
Marine or aquatic parks
<b>Environmental Boating</b>
Aquatic invasive species prevention
Grants for sewage pumpouts, bilge pumpouts, floating restrooms, or other sanitary facilities
Clean Vessel Act programs
Aquatic invasive species enforcement
Clean marina programs
Derelict vessel removal programs
Fuel spill prevention or education programs for recreational boaters
Bilge pumpout stations
Oil spill prevention or education programs for recreational boaters
Other environmental protection or enforcement activities
Derelict gear removal programs
Marine fire prevention programs

Source: JLARC survey of state boating and JLARC analysis of agency information.

## PART TWO – WHAT ARE WASHINGTON’S STATE BOATING-RELATED REVENUE SOURCES AND EXPENDITURES?

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The results presented in this section are for the 2007-09 Biennium. This analysis is based on revenues from boating-related sources and expenditures for the 30 activities JLARC identified. Existing fiscal reports do not use this activity structure, and the Legislature made changes in the 2009 and 2010 Sessions that would make the results different beginning in the 2009-11 Biennium.

### **Boating-Related Revenue: \$70.9 Million**

Washington collected or received \$70.9 million in boating-related revenue during the 2007-09 Biennium.

Similarly to state recreational boating activities, there is no official definition of "boating-related revenue," so JLARC had to determine which sources of revenue to include. As used in this report, "boating-related revenue" sources include those sources of revenue that the state collects from individuals and businesses or receives from the federal government that are specifically related to the ownership, sale, transfer, or use of recreational vessels.

JLARC did not include such generally applicable revenue sources as the sales tax on the sale of boats and boating accessories or the Business and Occupations taxes paid by boat dealerships and other businesses that sell boats and boating equipment. JLARC also did not include revenue from marine law enforcement citations for violations of boating laws.

Boating-related revenue came from 31 sources, including taxes and vessel-related fees, user fees and permits, federal grants, and some aquatic lands leases. These sources are shown in Exhibit 2.

**Exhibit 2 – Washington Received Revenue From 31 Boating-Related Sources  
(2007-09 Total: \$70,879,983)**

<b>Boating Related Revenue Source</b>	<b>Total From Source</b>	<b>Boating Related Revenue Source</b>	<b>Total From Source</b>
Watercraft Excise Tax	\$34,840,765	Freshwater Aquatic Algae Control Surcharge on Vessel Registration	\$550,371
Registration Revenue	\$6,133,938	Vehicle Use Permits	\$282,865
Boat Transfer Fees	\$22,691	Surcharge on Boat Trailer Registration	\$1,362,000
Boat Dealer Registrations	\$74,047	Motor Vehicle Fuel Tax • Amounts Transferred to Boating • Refunds to Individual Boaters	\$10,177,821 (\$213,060)
Boat Title Fees	\$479,050	U.S. Department of the Interior	\$1,213,000
Boat Dealer Decals	\$63,025	Moorage Fees	\$976,886
Boat Dealer Temporary Permits	\$6,230	Daily Watercraft Launch	\$672,938
Non-Washington Vessel Permits	\$12,301	Annual Watercraft Launch	\$237,651
Special Water Use Permits	\$2,850	Slip Rentals	\$14,000
U.S. Fish & Wildlife Service-Clean Vessel Act Funds	\$1,953,185	Unattended Vehicle Overnight Parking Fee	\$118,416
Department of Homeland Security, U.S. Coast Guard (USCG) Boating Safety Funds	\$2,999,027	Commercial Recreation Use Fees	\$47,133
Federal Boating Improvement Grants (BIG)	\$413,711	Derelict Vessel Surcharge on Vessel Registration	\$1,571,000
Aquatic Lands Leases on Marinas	\$2,230,383	Charges for Derelict Vessel Removal Services	\$36,000
Boating Safety Education Certification Fees	\$299,706	Special Appropriation and Recovery Amounts for Derelict Dry Dock Removal	\$1,000,000
AIS Prevention Surcharge on Vessel Registration	\$825,557	Miscellaneous Transfers and Other Accounting Adjustments	\$2,201,310
AIS Enforcement Surcharge on Vessel Registration	\$275,186		

Source: JLARC analysis of LEAP and agency financial data.

NOTE: The several federal sources listed here include those moneys received from the Sport Fishing Restoration and Boating Trust Fund. This fund was established to carry out the purposes of the Dingell-Johnson Sport Fish Restoration Act and also supports recreational boating by funding recreational boating activities under the Clean Vessel Act, the Boating Improvement Grant (BIG) Program, the Recreational Boating Safety Act, and several other programs.

Revenues from these 31 sources were deposited to 14 state funds or accounts shown in Exhibit 3.

**Exhibit 3 – Washington’s Boating-Related Revenues Were Deposited Into 14 State Funds (2007-09 Total: \$70,879,983)**

<b>Fund Name</b>	<b>Boating-Related Total</b>
General Fund-State	\$41,632,085
Recreation Resource Account	\$11,350,821
General Fund-Federal	\$5,365,923
Derelict Vessel Removal Account*	\$4,607,000
Parks Renewal & Stewardship Account	\$2,067,024
Freshwater Aquatic Weed Control Account	\$1,403,310
Aquatic Lands Enhancement Account	\$1,226,711
Resource Management Cost Account	\$1,003,672
Aquatic Invasive Species Prevention Account	\$825,557
Freshwater Aquatic Algae Control Account	\$550,371
Boating Safety Education Certification Account	\$299,706
Wildlife Account—State	\$285,678
Aquatic Invasive Species Enforcement Account	\$275,186
Marine Fuel Tax Refund Account‡	(\$13,060)

\* Derelict Vessel Removal Account total reflects \$3 million in one-time funds for large vessel and dry dock removals.

‡ This is a net number, not including \$200,000 in accounting transfers.

Note: Sum does not equal total due to rounding.

Source: JLARC analysis of LEAP and agency financial data.

**There Are Three Main Types of Accounting Funds**

State funds receive revenues from many sources and serve different purposes. There are three main kinds of funds: general purpose, restricted, and dedicated.

General Purpose funds may be used for many activities with few limitations. This report breaks out the General Fund to show Federal, State, and Local revenues and expenditures separately.

Restricted funds are those that may be generally used within a set of parameters. For example, the Parks Renewal & Stewardship Account is a restricted fund. It includes revenues from Parks fees and may be used only by the Parks & Recreation Commission, but it may be used for most Parks expenditures.

Dedicated funds may be used only for a specified purpose or set of purposes. Some funds are dedicated because they are from a grant that details allowable expenditures. Other funds are dedicated because the Legislature designated a specific revenue source for a specific purpose. For example, \$2 of each \$5 vessel registration surcharge is dedicated to the Derelict Vessel Removal Account and may only be used for the removal of derelict vessels.

## Expenditures on State Recreational Boating Activities: \$54 Million

Washington spent \$54 million on state recreational boating activities during the 2007-09 Biennium. As shown in Exhibit 4, expenditures were funded by 25 different accounts ranging from \$7,000 to \$17.4 million. These totals include both operating and capital expenditures as well as grant funding to counties, cities, ports, and private entities. Approximately \$15 million was passed through the state to local governments and others. Appendix 3 shows the grant funds in more detail.

**Exhibit 4 – Washington's Boating-Related Expenditures By Fund  
(2007-09 Total: \$53,988,803)**

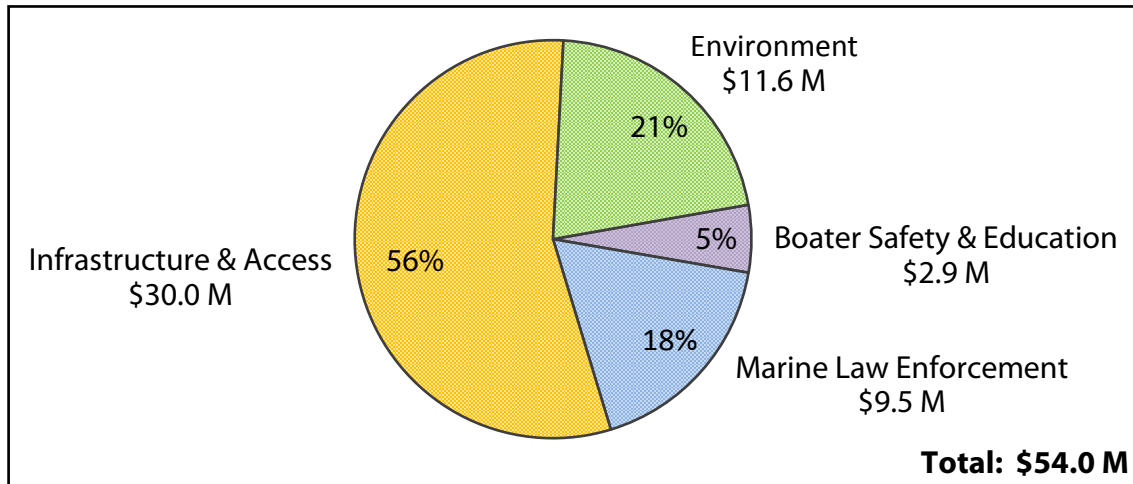
Fund Name	Boating-Related Expenditure	Fund Name	Boating-Related Expenditure
General Fund-State	\$17,361,477	State Building Construction Fund	\$2,115,634
General Fund-Federal	\$5,163,249	Outdoor Recreation Account	\$442,927
General Fund-Local	\$75,176	Wildlife Account—State	\$2,581,171
Off Road Vehicle Account	\$289,780	Wildlife Account—Federal	\$1,257,664
Aquatic Lands Enhancement Account (ALEA)	\$466,584	Model Control Toxics Account	\$315,654
Boater Safety Certification Fee Account	\$163,001	Water Quality Permit Account	\$12,402
Riparian Protection Account	\$7,427	Oil Spill Prevention Account	\$311,318
Aquatic Invasive Species Enforcement Account	\$129,739	Freshwater Aquatic Weeds Account	\$1,261,997
Aquatic Invasive Species Prevention Account	\$841,956	Habitat Conservation Account	\$100,136
Freshwater Aquatic Algae Control Account	\$411,955	Recreation Resources Account	\$12,486,151
Hood Canal Aquatic Rehab Bond Account	\$79,469	Parks Recreation & Stewardship Account (PRSA)	\$1,663,747
Boating Activities Account	\$1,778,556	Derelict Vessel Removal Account	\$4,182,164
Resource Management Cost Account	\$489,469		

Source: JLARC analysis of LEAP and agency financial data.

### ***More Than Half of Washington's Recreational Boating Expenditures Were For Infrastructure and Access Activities***

In the 2007-09 Biennium, 56 percent of recreational boating expenditures were for infrastructure and access activities. Exhibit 5 shows the comparative size of statewide expenditures by category of activity. Each category of expenditures is supported by between four and 16 funds. These breakdowns can be seen in Appendix 6. Most funds support only one category, but three funds support expenditures in all four categories. Appendix 7 shows the distribution of funds' support across the four expenditure categories.

**Exhibit 5 – 56 Percent of Expenditures For Infrastructure and Access (\$ In Millions)**



Source: JLARC analysis of LEAP and agency financial data.

### **Comparing Washington's Boating-Related Revenues and Expenditures**

#### ***The Greatest Amount of Boating-Related Revenues Go Into the State General Fund, Which Is Also the Single Largest Fund Supporting Expenditures For State Recreational Boating Activities***

In the 2007-09 Biennium, the greatest amount of boating-related revenue was deposited into the State General Fund (\$41.6 million of \$70.9 million). The State General Fund was also the largest single source of support for state recreational boating expenditures (\$17.4 million of \$54.0 million in total expenditures).

#### ***Most Recreational Boating Activity Expenditures Were Supported by Boating-Related Revenue Sources***

Of the \$54.0 million in boating expenditures, \$43.8 million were supported by boating-related revenue sources. However, \$6.8 million came from funds in which there were no boating-related revenue sources and \$3.4 million exceeded the boating-related revenues in their funds.

**Exhibit 6 – Most Expenditures Came From Funds With Boating-Related Revenue**

**Accounts In Which Boating-Related Revenues Exceed Boating Expenditures**

<b>Fund Name</b>	<b>Boating-Related Revenue</b>	<b>Boating-Related Expenditure</b>
General Fund-State	\$41,632,085	\$17,361,477
General Fund-Federal	\$5,365,923	\$5,163,249
Derelict Vessel Removal Account	\$4,607,000	\$4,182,164
Parks Recreation & Stewardship Account (PRSA)	\$2,067,024	\$1,663,747
Freshwater Aquatic Weeds Account	\$1,403,310	\$1,261,997
Aquatic Lands Enhancement Account (ALEA)	\$1,226,711	\$466,584
Resource Management Cost Account	\$1,003,672	\$489,469
Freshwater Aquatic Algae Control Account	\$550,371	\$411,955
Boater Safety Certification Fee Account	\$299,706	\$163,001
Aquatic Invasive Species Enforcement Account	\$275,186	\$129,739

**Accounts In Which Boating Expenditures Exceed Boating-Related Revenues**

<b>Fund Name</b>	<b>Boating-Related Revenue</b>	<b>Boating-Related Expenditure</b>
Recreation Resources Account	\$11,350,821	\$12,486,151
Aquatic Invasive Species Prevention Account	\$825,557	\$841,956
Wildlife Account—State	\$285,678	\$2,581,171
Marine Fuel Tax Refund Account	(\$13,060)	\$0
State Building Construction Fund	\$0	\$2,115,634
Boating Activities Account	\$0	\$1,778,556
Wildlife Account—Federal	\$0	\$1,257,664
Outdoor Recreation Account	\$0	\$442,927
Model Control Toxics Account	\$0	\$315,654
Oil Spill Prevention Account	\$0	\$311,318
Off Road Vehicle Account	\$0	\$289,780
Habitat Conservation Account	\$0	\$100,136
Hood Canal Aquatic Rehab Bond Account	\$0	\$79,469
General Fund-Local	\$0	\$75,176
Water Quality Permit Account	\$0	\$12,402
Riparian Protection Account	\$0	\$7,427
<b>Totals</b>	<b>\$70,879,983</b>	<b>\$53,988,803</b>

Source: JLARC analysis of LEAP and agency financial data.

Note: Totals do not include account balances.

Appendix 4 contains a table describing all of the boating-related funds listed above with additional details about statutory authority, revenue sources, beneficiaries, and how each fund is related to state recreational boating activities.



# PART THREE – HOW IS STATE RECREATIONAL BOATING ORGANIZED IN WASHINGTON?

## Organizational Structure: Washington’s Recreational Boating Activities Are Decentralized, But Coordinated

Washington’s state recreational boating activities are organized in a decentralized, but coordinated manner. Programs and activities are administered, funded, or operated by seven state agencies in addition to local governments and others.

### State Agency Roles

There are seven state agencies involved in Washington’s state recreational boating activities. The following exhibit identifies the seven state agencies and describes the focus and role of each agency. Appendix 5 shows each agency's expenditures by category of boating activity.

#### Exhibit 7 – Washington Agencies and Their Boating-Related Roles

<b>State Parks &amp; Recreation Commission</b>
<ul style="list-style-type: none"><li>• Administers activities in all four categories: Boater Safety &amp; Education, Marine Law Enforcement, Infrastructure &amp; Access, and Environmental Boating.</li><li>• Operates 40 Marine Parks and over 8500 feet of public moorage space as well as 49 parks with public boat launch sites, staffed by Park Rangers and maintained by a full-time marine crew.</li><li>• Administers a boating safety education program including the state's mandatory boater education and certification program and works to ensure an adequate supply of safety education to meet the certification requirement.</li><li>• Manages the U.S. Coast Guard Recreational Boating Safety contract including employing the State Boating Law Administrator, collecting, analyzing and reporting recreational boating accident statistics, reporting state vessel registration information and marine law enforcement activity, engaging in boating safety outreach and marketing, and providing marine law enforcement training and technical assistance.</li><li>• Sets standards for local marine law enforcement programs. Ensures that approved programs meet and maintain these standards and receive vessel registration funds to support their activities.</li><li>• Administers grants for local marine law enforcement, boater safety education programs, and sewage pump-out and sanitary dump facilities.</li></ul>
<b>Recreation &amp; Conservation Office</b>
<ul style="list-style-type: none"><li>• Supports the Recreation and Conservation Funding Board (RCFB) and six other regulatory or funding groups.</li><li>• Administers and manages state and federal grants for acquiring, developing, and redeveloping boating facilities, boater education, and marine law enforcement.</li><li>• Ensures that facilities developed with its grants remain open to the public.</li><li>• Developed, and maintains the state’s recreational boating web site at <a href="http://www.boat.wa.gov">www.boat.wa.gov</a>.</li></ul>

<p><b>Department of Fish &amp; Wildlife</b></p> <ul style="list-style-type: none"> <li>• Provides sustainable fish and wildlife-related recreational and commercial opportunities.</li> <li>• Manages over 600 water access sites across the state on more than 300 water bodies.</li> <li>• Develops and maintains boat launches, floats, and associated facilities for the boating, fishing, and hunting public as well as increasing the number of ADA-compliant facilities.</li> <li>• Manages overlapping uses of water access sites between groups with sometimes conflicting interests.</li> <li>• Operates the state’s largest marine law enforcement agency.</li> <li>• Is the lead agency for aquatic invasive species prevention and enforcement. DFW collaborates with the Washington State Patrol on boat hull inspections and enforcement related to quagga and zebra mussels.</li> </ul>
<p><b>Department of Natural Resources</b></p> <ul style="list-style-type: none"> <li>• Manages the state’s shore lands and tidal lands, many of which are used by boaters to hand-launch kayaks, rafts, and other small boats.</li> <li>• Negotiates and manages leases of state aquatic lands, including over 18.3 million square feet of recreational marinas and negotiates no-fee leases for publicly accessible boat launches statewide.</li> <li>• Owns 30 recreational moorage buoys.</li> <li>• Manages the Derelict Vessel Removal program, including removing derelict vessels, reimbursing local governments for removal costs and recovering costs from owners who can be identified and found.</li> </ul>
<p><b>Department of Licensing</b></p> <ul style="list-style-type: none"> <li>• Collects taxes and fees related to recreational boating and deposits them in the correct state funds and accounts.</li> <li>• Administers the state’s system of vessel registration and collects all fees and surcharges related to titling and registering recreational vessels.</li> <li>• Licenses boat dealerships, including issuing permits and decals.</li> <li>• Determines the amount needed for Marine Fuel Tax Refunds and transfers the correct remaining amount to the Recreation Resources Account.</li> </ul>
<p><b>Department of Ecology</b></p> <ul style="list-style-type: none"> <li>• Preserves water quality preservation by providing oil and fuel spill prevention and response and sewage spill prevention through the “Clean, Green Boating” and “Clean Marina” programs, which focus on educating and preparing marinas, and the Sea Grant Contract with University of Washington.</li> <li>• The Clean Marina program has certified nearly one-quarter of Washington’s marinas as Clean Marinas.</li> <li>• The Sea Grant program focuses on boater education and preparation.</li> <li>• Manages aquatic plants by operating the Freshwater Aquatic Weed and the Freshwater Algae Control programs. The aquatic weed program focuses on the control and eradication of invasive aquatic weeds, while the algae control program includes algae identification, toxicity testing and reporting, and administering grants for algae or nutrient management projects.</li> </ul>
<p><b>Washington State Patrol</b></p> <ul style="list-style-type: none"> <li>• Inspects commercially and privately hauled boats on Washington’s highways and at ports of entry, cleans boats infested with quagga and zebra mussels, and issues citations.</li> </ul>

**Washington’s Organizational Structure Includes Local Governments**

In addition to the activities of the seven agencies listed above, state agencies provided over \$15 million in state and federal grants to counties, cities, tribes, port districts, and private entities for

state recreational boating activities during the 2007-09 Biennium. Additional funds were also transmitted to local governments and others through personal service contracts for such things as derelict vessel removal. However, JLARC cannot quantify the amount of these contracts because state financial reporting does not provide the level of detail to separately identify them.

Vessel registration and grant funding to local governments supports marine law enforcement and boater safety and education activities. By passing money through to local entities, there is a broader array of entities to provide these services on a statewide basis. This is especially true for marine law enforcement, which uses the existing structure of city, county, and port law enforcement agencies in addition to state agencies such as the Department of Fish and Wildlife and the Washington State Patrol.

Local and tribal governments and private entities are also eligible for grants to fund infrastructure and access projects such as boat launches, floats, docks, moorage, and boater sewage pump-out facilities. In most cases infrastructure and access grants require the recipient to provide matching funds and to ensure that the facilities remain permanently available to the public.

### ***State Agencies Collaborate On a Range of Boating Activities***

There are a number of collaborative efforts and groups that assist in cross-agency coordination. Some of these groups are established in law or rule. Others were developed as a result of recommendations in legislatively sponsored reports. Still others are interstate entities or were established under agency discretion.

Here are three examples of agency collaboration. Appendix 7 provides more details about several interagency working groups JLARC identified in the course of the study.

- The Agency Boating Committee (ABC) is an ongoing, staff-level working group that was formed in response to a recommendation in the "Ross Report" (2008).<sup>1</sup> The purpose of the Ross Report was to identify ways in which to improve state recreational boating activities in Washington. The report recommended creating a staff-level committee from the four primary agencies that address boating activities to provide an avenue for communication and coordination. Currently, the ABC is working to develop a consistent set of criteria for "over-water structures" that meet the needs of boaters, other users of the near-shore waters, fish and other species. The goal is to use these criteria in the awarding of capital grants and in the design and development (or redevelopment) of overwater structures by the participating departments.
- The Boating Safety Council includes the U.S. Coast Guard, Parks and Recreation Commission, representatives of the counties and cities, and various advocates. The counties and cities are traditionally represented by a Sheriff and a Police Chief. This committee makes funding and policy recommendations related to boater safety and education and marine law enforcement. Marine law enforcement is a large component of boating safety. The state's marine law enforcement function spans jurisdictions and is not centered in a single state agency. Law enforcement agencies at all levels are key players in the state's recreational boating activities. As well as providing enforcement

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<sup>1</sup> *Improving Coordination of State Services to Recreational Boaters* (2008).

## Part Three – How is State Recreational Boating Organized in Washington?

and rescue operations, local law enforcement agencies are often the primary provider of boating safety classes in a county or city and the State Patrol is also part of the state's Aquatic Invasive Species control efforts.

- The website, [boat.wa.gov](http://boat.wa.gov), is Washington's primary web portal for recreational boating. Established in 2009 and housed on the Recreation & Conservation Office website, it is similar to internet boating portals in Oregon and California that provide a centralized link for recreational boating information and services provided by many agencies. The website provides links for vessel registration, finding boat launches and moorage, weather and tide information, obtaining a fishing license, boater safety education, and boating laws and regulations. Each subject links directly to the agency with primary responsibility. Exhibit 8 shows the [boat.wa.gov](http://boat.wa.gov) home page.

### Exhibit 8 – [boat.wa.gov](http://boat.wa.gov) Provides Boating Information In One Place

**boat.wa.gov** WASHINGTON STATE Recreation and Conservation Office

HOME ABOUT US WHAT'S NEW BOATING GRANTS RESOURCES GREEN BOATING CONTACT US

**Your one stop Boating Information Portal!**

- Register Your Boat**  
Learn the facts and fees associated with titling a boat.  
[CLICK HERE](#)
- Find Places to Go**  
Search for your favorite lake or marina and find the nearest boat launch.  
[CLICK HERE](#)
- Get Weather and Tide Information**  
Find resources for reliable and timely tides and weather information.  
[CLICK HERE](#)
- Get Your Fishing License**  
Fishing pole. Check. Tackle box. Check. Fishing license – Check out this page to learn how and where to obtain a fishing license.  
[CLICK HERE](#)

- Boating Education**
  - Boating Safety and Mandatory Education
  - State Parks and Recreation Commission's Boating Safety Courses
  - Get a Boating Education Card
  - Green Boating
- Boating Laws**
  - Boating Regulations in Washington State
  - Report Recreational Boating Accidents
  - State Laws for Recreational Vessels
  - Registration
  - Boater Education Requirements
  - Aquatic Nuisance Species and the Law
- Moorage Information**
  - Boat Moorage
  - Washington State Parks Moorage Locations
  - Washington Public Ports Association's Public Port Directory

Source: <http://www.boat.wa.gov>.

# PART FOUR – HOW DO WASHINGTON’S RECREATIONAL BOATING ACTIVITIES, FUNDING, AND ORGANIZATIONAL STRUCTURE COMPARE TO OTHER STATES?

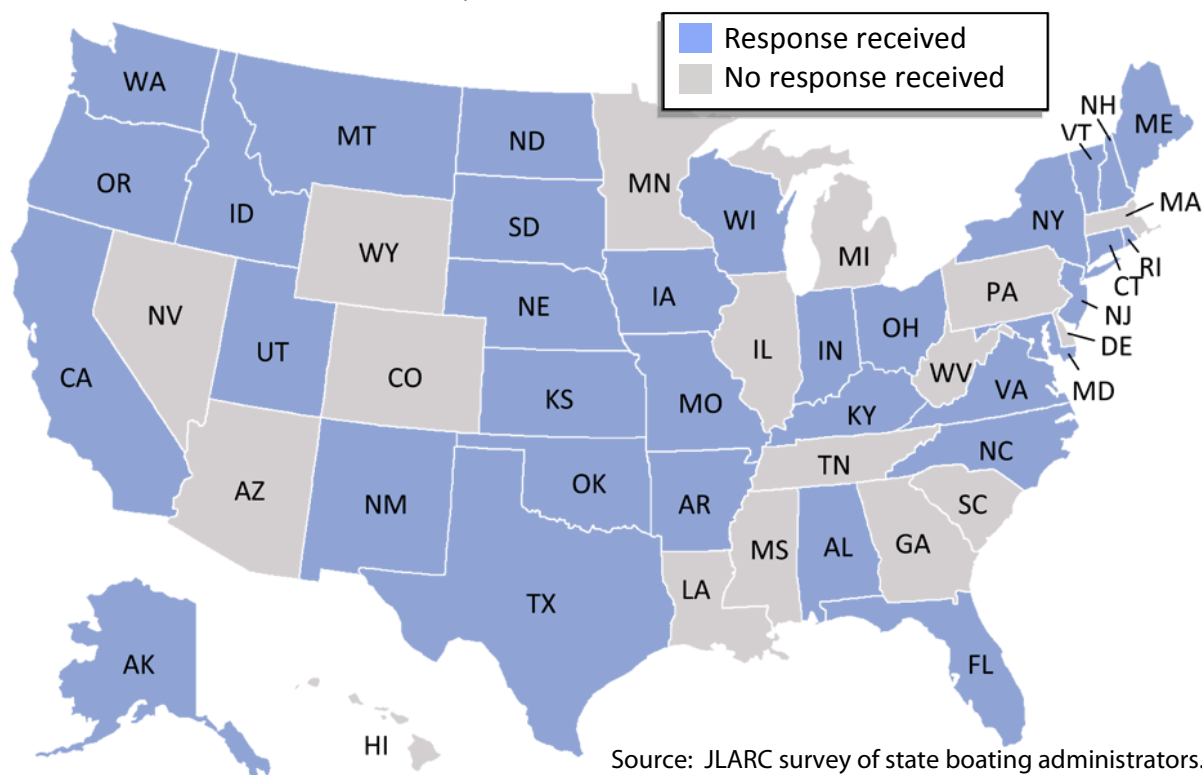
In all 50 states, the federal government and states provide funding for recreational boating activities. These funds go to activities administered by state agencies or are allocated to local governments and others. In order to receive the federal funding, all states have boating law administrators, a system of vessel registration for recreational vessels, boater safety education, marine law enforcement, marine search and rescue, and provide reports to the federal government on boating accident statistics. However, each state determines how to fund and administer its recreational boating activities and the scope of those activities.

The Legislature asked JLARC to provide information on how Washington’s recreational boating activities, funding, and organizational structure compare to those in other states.

## Survey Responses Provide Basis For Comparisons

JLARC sent a survey to the Boating Law Administrator in each state. The survey focused on three areas. It asked detailed questions about which state recreational boating activities the state was engaged in, what agencies were responsible for state recreational boating activities, whether there was interagency collaboration, and what boating-related revenue sources the state collected or received. JLARC received responses from Washington and 32 other states, as detailed in Exhibit 9.

**Exhibit 9 – Survey Responses Received From 33 States**



## Washington Has More State Recreational Boating Activities Than Other Responding States

Of the 33 states that responded to the survey, the average state engaged in 19 state recreational boating activities and states ranged from 10 to 30 activities. Washington, with 30, has the highest number of state recreational boating activities and Oregon, with 28, was second. Exhibit 10 compares the number of other states engaging in activities to Washington's boating activities.

**Exhibit 10 – Washington Participates In More Boating Activities Than Other States**

<b>Boating Activity</b>	<b>Provided in WA?</b>	<b># of Other States</b>
<b>Boater Safety &amp; Education</b>		
Vessel registration system	Yes	32
Recreational boating accident reporting	Yes	32
Boater safety education courses	Yes	31
Navigation aids	Yes	26
Vessel safety inspections	Yes	24
Other boating safety or boater education programs	Yes	17
<b>Marine Law Enforcement</b>		
Marine law enforcement emphasis patrols for boating under the influence	Yes	32
Marine law enforcement emphasis patrols for life-jacket or pfd compliance	Yes	32
Other emphasis patrols	Yes	16
<b>Boating Infrastructure and Access</b>		
State-owned or operated boat launches primarily for recreational boats	Yes	31
Grants for water access for motorized boats, including boat launches and lifts	Yes	29
Grants for water access for kayaks, canoes, and other human-powered craft	Yes	24
Grants for moorage for motorized or sail craft, including buoys, floats, docks, or marinas	Yes	17
State-owned or operated marinas primarily for recreational boats	Yes	17
State-owned or operated boat moorage floats or docks primarily for recreational boats	Yes	16
State-owned or operated boat moorage buoys primarily for recreational boats	Yes	11
Other boating access and infrastructure programs?	Yes	8
Marine or aquatic parks	Yes	6
Grants for other recreational boating facilities	No	4

Part Four – How Do Washington’s Recreational Boating Activities, Funding, and Organizational Structure Compare To Other States?

Boating Activity	Provided in WA?	# of Other States
<b>Environmental Protection/Enforcement</b>		
Aquatic invasive species prevention	Yes	26
Grants for sewage pumpouts, bilge pumpouts, floating restrooms, or other sanitary facilities	Yes	24
Clean Vessel Act programs	Yes	23
Aquatic invasive species enforcement	Yes	18
Clean marina programs	Yes	14
Derelict vessel removal programs	Yes	13
Fuel spill prevention or education programs for recreational boaters	Yes	9
Bilge pumpout stations	Yes	8
Oil spill prevention or education programs for recreational boaters	Yes	8
Other environmental protection or enforcement activities	Yes	7
Derelict gear removal programs	Yes	5
Marine fire prevention programs	Yes	3

Source: JLARC survey of State Boating Law Administrators.

### **Funding: Washington Has More Boating-Related Revenue Sources Than Other Responding States**

States identified between four and 32 boating-related revenue sources from which they reported collecting or receiving revenue. States reported an average of 13 revenue sources. Of the 33 states that responded, Washington identified the highest number of revenue sources, indicating that it collected or received revenue from 32 sources. Idaho was the second highest state, with 21 revenue sources.

With the exception of the vessel registration surcharges that support derelict vessel removal and freshwater aquatic algae control, there is at least one other state that collects or receives revenues from each of the same sources Washington uses. In addition, there were several boating-related revenue sources collected by other states that Washington does not collect including property tax on boats and state lottery funding. In Washington, the watercraft excise tax replaced the property tax on boats.

Part Four – How Do Washington’s Recreational Boating Activities, Funding, and Organizational Structure Compare To Other States?

**Exhibit 11 – Washington Collects More Types of Revenue Than Other States**

	Revenue Source	WA Collects?	# Other States
<b>Taxes, Bonds, &amp; Property</b>	Sales tax on sale of boats	Yes	25
	Vessel transfer fees	Yes	22
	Marine fuel tax revenues	Yes	22
	Boat dealer decals	Yes	16
	Excise tax on recreational vessels	Yes	7
	Property tax on recreational vessels	No	7
	Revenue from leases of state-owned aquatic lands	Yes	4
	Revenues from state bonds	Yes	3
	Other tax	No	0
<b>Registration &amp; Fees</b>	Vessel registration revenue	Yes	31
	Vessel title fees	Yes	23
	Boat dealer registration fees	Yes	20
	Boat operator license or boater education certificate fees	Yes	11
	Boat dealer temporary permits	Yes	10
	Aquatic invasive species prevention	Yes	4
	Water quality programs	No	4
	Out-of-state vessel permits	Yes	2
	Aquatic invasive species enforcement	Yes	2
	Other	No	2
	Derelict vessel removal	Yes	0
	Freshwater aquatic algae control	Yes	0
<b>User Fees</b>	Annual marina/moorage leases	Yes	11
	Daily boat launch fees	Yes	10
	Monthly marina/moorage leases	No	9
	Daily marina fees	Yes	8
	Annual boat launch passes	Yes	6
	Daily transient moorage fees	Yes	6
	Daily boat launch parking fees	Yes	5
	Sewage pumpout user fees	No	5
	Annual boat launch parking passes	Yes	4
	Annual transient moorage passes	Yes	3
	Other boating related fees or charges	Yes	3
	Vessel inspection fees	No	3
	U.S. Coast Guard Recreational Boating Safety Grant	Yes	32
	U.S. Fish & Wildlife Service boating access funds	Yes	17
<b>Grants</b>	U.S. Fish & Wildlife Service Clean Vessel funds	Yes	14
	Federal Boating Improvement Grants (BIG)	Yes	13
	Other federal funds	No	2

Source: JLARC survey of State Boating Law Administrators.



Because JLARC did not analyze expenditures in other states, it is not possible to identify which funds supported boating activities in each state. However, survey data did show that not all sources of boating-related revenue are used for state recreational boating activities in every state. In addition, state receipts of some boating-related revenues may be transferred directly to local government to fund local recreational boating activities. Consequently, the receipt of many sources of boating-related revenue is not necessarily indicative of the amount of funding available to be spent for state recreational boating activities.

### ***Results Related To Funding Recreational Boating Activities With State General Funds***

Some boating-related revenue sources may be deposited to a state's general (or unrestricted) fund. If a boating program does not receive state general fund appropriations, those revenue sources would not be available to support state recreational boating activities. JLARC’s survey asked states whether their state recreational boating activities receive state general fund appropriations.

### **Half of responding states reported receiving no funding from their state general funds for their recreational boating activities**

Seventeen of the 33 responding states reported receiving no appropriation for state recreational boating activities from their state's general fund. Of these 17 states, 11 reported that they deposit at least one boating-related revenue source into the state general fund. All states that receive no general fund moneys report that some of their boating-related revenue sources were deposited to funds dedicated to state recreational boating activities.

The 14 states that reported receiving general fund appropriations for state recreational boating activities also generally reported that some of their boating-related revenues were deposited into the state general fund. However, these states reported an overall lower proportion of boating-related revenues being deposited to funds dedicated to state recreational boating activities.

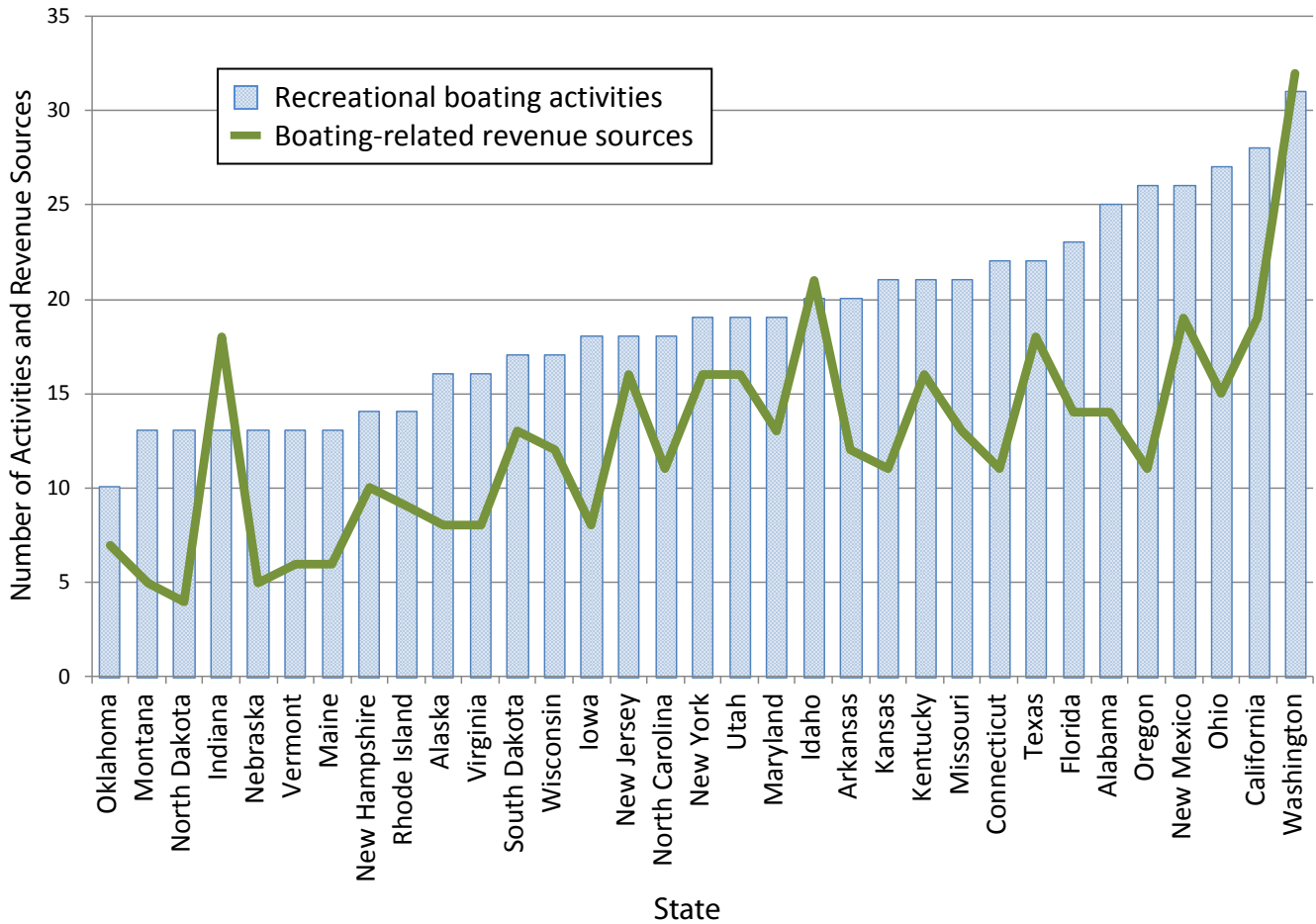
Because the same revenue sources can be deposited to general purpose, restricted, or dedicated funds, it is very difficult to draw conclusions from a comparison of general funds across states. The revenue sources and spending flexibility on states’ general funds can vary significantly. An identical revenue source may be dedicated to boating in one state and go to the general fund in a second state. However, if the second state receives general fund appropriations for state recreational boating activities, the boating-related revenue source becomes part of the support for boating.

For example, Oregon receives no general fund appropriations for state recreational boating activities and no boating-related revenue sources are deposited to the state general fund. However, 98 percent of Oregon's state recreational boating activities in 2007-09 were supported by vessel registration and title fees, U.S. Coast Guard grants, federal Clean Vessel and Boating Infrastructure grants, and the motorboat fuel tax. Washington also collects revenue from these sources, some of which go to the state general fund and indirectly support boating.

***There Is a Correlation Between Having More Boating Activities and the Number of Boating-Related Revenue Sources a State Collects***

Although comparing revenue sources and receipt of state general fund appropriations does not appear to be helpful, there is a correlation between being engaged in many state recreational boating activities and the number of revenue sources a state collects or receives. That is, the more state recreational boating activities the state engages in, the more boating-related revenue sources they are likely to collect or receive. Exhibit 12 shows this correlation:

**Exhibit 12 – The More Activities In a State, the More Types of Boating-Related Revenue It Is Likely to Collect**



Source: JLARC survey of State Boating Law Administrators.

## **Organizational Structure: Washington Is Less Centralized But Has More Interagency Coordination Than Many of the Other Responding States**

JLARC compared organizational structures of the responding states using three factors:

- (1) Which agency is the lead agency for state recreational boating activities;
- (2) The degree of agency centralization; and
- (3) The extent of agency coordination, as measured by the number of cross-agency working groups.

The agency in which a state's Boating Law Administrator was housed was the state's lead agency for state recreational boating activities. JLARC used the lead agency to classify the type of agency.

JLARC used seven categories to identify types of agency.

- Fish & Game
- Natural Resources
- Parks & Recreation
- Ecology & Conservation
- Boating
- Law Enforcement & Public Safety
- "Multi-Type Agency"

A "multi-type" agency was one which had responsibilities for at least three of the listed categories. This was important in identifying the degree of centralization. For example, a number of Natural Resources agencies are multi-type agencies that also incorporate the functions that in some states are responsibilities of Departments of Fish and Game, Parks and Recreation, Ecology, and/or the state police.

JLARC determined the degree of centralization, by asking the states to identify which state agency, division, and office had the responsibility for administering each state recreational boating activity. JLARC then counted the number of separate agencies, divisions, and office with responsibilities for state recreational boating activities and categorized the states as:

- Single-agency states;
- Moderately centralized states; or
- Decentralized states.

JLARC was able to better understand centralization in single-agency and moderately centralized states by looking at whether the lead agency was a multi-type agency. JLARC anticipated that states with multi-type lead agencies might look more centralized than others with the same activities. Further, a single-agency state with a small agency might look very different than a single-agency state led by a multi-type agency.

### ***Administration of Boating Activities In Most Other Reporting States Is More Centralized Than Washington***

Twenty-eight of the 33 states were either single-agency or moderately centralized states.

### 11 Single-Agency States

Eleven states reported that only one agency had responsibilities for all state recreational boating activities. Having all of the boating activities housed in one agency does not mean that the agency is devoted solely to boating. In fact, eight of the 11 lead agencies in these states are multi-type agencies. Single-agency states include:

Connecticut	Maryland	Ohio	Utah
Iowa	Nebraska	Rhode Island	Wisconsin
Kansas	North Dakota	South Dakota	

### 17 Moderately Centralized States

Seventeen states reported between two and four agencies with responsibilities for state recreational boating activities. JLARC classified these states as moderately centralized. Five of these states have a multi-type agency as their lead agency. Moderately centralized states include:

Alaska	Kentucky	New Jersey	Vermont
Arkansas	Maine	New Mexico	Virginia
Florida	Missouri	North Carolina	
Idaho	Montana	Oklahoma	
Indiana	New Hampshire	Texas	

### Five Decentralized States

Five states reported that at least five agencies had responsibilities for all state recreational boating activities. Washington is in this category. There are no decentralized states with a multi-type agency as their lead agency. Decentralized states include:

Alabama	Oregon	Washington
California	New York	

## Nearly Two-Thirds of the Responding Boating Law Administrators Are Located Within a Law Enforcement Unit

Although JLARC did not find a correlation between centralization and either the number of activities a state engages in or the number of boating-related funding sources a state collects or receives, JLARC did find that the 21 states in which the Boating Law Administrator is located in a law enforcement office tend to engage in a narrower range of activities.

While 14 percent more law enforcement agencies than other agencies reported participating in vessel safety inspections, programs housed in law enforcement agencies were less likely report the having following activities:

- Operating state moorage floats and docks
- Operating state moorage buoys
- Operating state recreational marinas
- Operating state aquatic parks
- Grants for motor and sailboat moorage
- Grants and "other" programs for boating access and infrastructure
- Grants for sanitary facilities

Part Four – How Do Washington’s Recreational Boating Activities, Funding, and Organizational Structure Compare To Other States?

- Aquatic invasive species programs
- Clean Vessel programs
- Clean Marina programs
- Bilge Pump-out programs
- Fuel spill prevention education
- Oil spill prevention education
- Marine fire prevention education
- "Other" boating safety activities

**Washington Has More Cross-Agency Working Groups Than Most Other Responding States**

In order to gauge the extent of cross-agency coordination on boating activities, JLARC asked states for examples of their cross-agency working groups. Eighteen of 33 states reported no cross-agency working groups.

Fifteen states reported between one and five cross-agency working groups. Four of the five decentralized states reported these groups. Three of the 11 single-agency states and eight of 17 moderately centralized states also reported participating in cross-agency groups.

**Exhibit 13 – States Reporting They Used Cross-Agency Working Groups**

State	# of Groups	Type of Working Group				
		Interagency	Boating Safety	Aquatic Invasive Species	Oil/Fuel Spill	Sanitation
Alaska	1		Yes			
Florida	1		Yes			
Maine	1			Yes		
Maryland	1		Yes			
Missouri	1		Yes			
Montana	1			Yes		
South Dakota	1			Yes		
Virginia	1		Yes			
Arkansas	2		Yes			Yes
New York	2		Yes	Yes		
Oregon	2			Yes	Yes	
California	3	Yes		Yes	Yes	
Texas	5	Yes	Yes	Yes	Yes	Yes
Utah	5	Yes	Yes	Yes	Yes	Yes
Washington	5	Yes	Yes	Yes	Yes	Yes

Source: JLARC survey of State Boating Law Administrators.

Part Four – How Do Washington’s Recreational Boating Activities, Funding, and  
Organizational Structure Compare To Other States?

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# APPENDIX 1 – SCOPE AND OBJECTIVES

## STATE ACTIVITIES SUPPORTING RECREATIONAL BOATING IN WASHINGTON

### SCOPE AND OBJECTIVES

JANUARY 5, 2010



STATE OF WASHINGTON

JOINT LEGISLATIVE AUDIT  
AND REVIEW COMMITTEE

#### STUDY TEAM

Fara Daun

#### PROJECT SUPERVISOR

Keenan Konopaski

#### LEGISLATIVE AUDITOR

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e-mail:  
[neff.barbara@leg.wa.gov](mailto:neff.barbara@leg.wa.gov)

## Why a JLARC Study of How Washington's State Recreational Boating Activities Are Funded and Organized?

The 2009-2011 Biennial Operating Budget directs the Joint Legislative Audit and Review Committee (JLARC) to conduct a study of state recreational boating activities in Washington with a focus on funding and organization. The mandate also requires JLARC to examine approaches other states have taken to funding and organizing their recreational boating activities.

## State Recreational Boating Activities Serve a Diverse Boating Population

Washington is rich in both marine and inland waters. With more than 264,000 recreational vessels registered in 2008, it ranked 19th in the United States for both number of boats and boats per 100,000 persons. Recreational boats include everything from canoes and kayaks to power and sailing yachts.

In all 50 states, the federal government and states provide funding for recreational boating activities. These funds go to activities administered by state agencies or are allocated by grants to local governments and others. All states have boating law administrators and provide reports to the federal government on accident statistics and vessel registration. However, each state determines how to fund and administer its recreational boating programs and the scope of those activities.

Washington has state recreational boating activities funded through a variety of state and federal sources and administered by a number of state agencies. Some parts are directly operated by the agencies, and some are grants to counties, cities, ports, and others.

## State Entities with Boating Responsibilities

- State Parks & Recreation Commission
- Department of Natural Resources
- Department of Ecology
- Washington State Patrol
- Recreation & Conservation Office
- Department of Fish & Wildlife
- Department of Licensing
- Washington Association of Sheriffs & Police Chiefs

## Study Scope

The study will focus on the organization, funding, and expenditures for Washington’s state recreational boating activities in the 2007-09 Biennium and the corresponding federal fiscal years. The report will also survey the approaches other states take to funding and organizing their state recreational boating activities.

## Study Objectives

This performance audit will address the following questions:

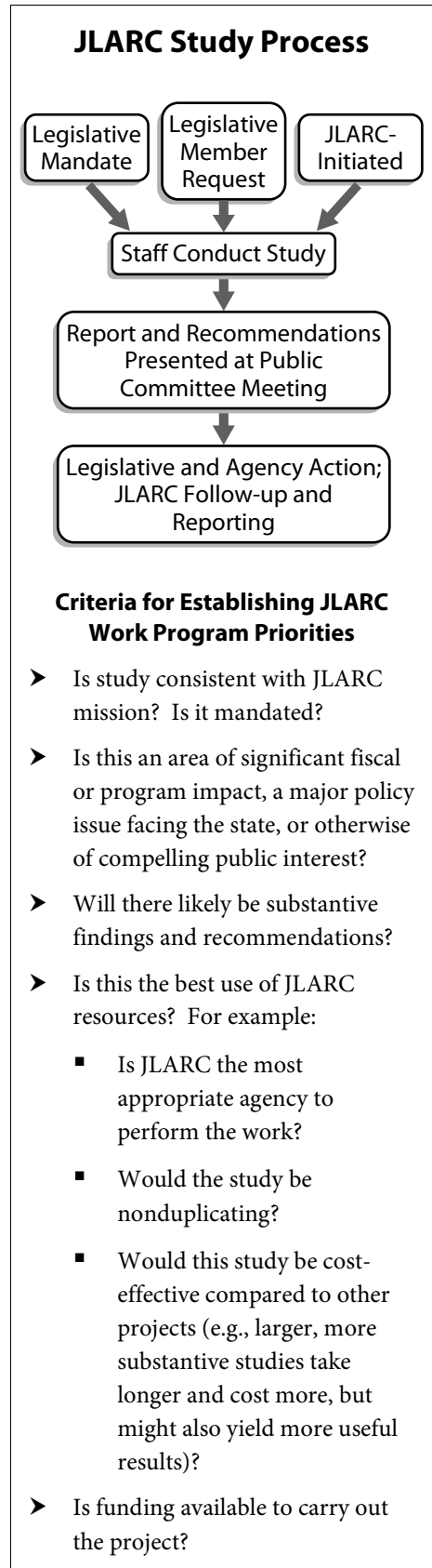
- 1) What state activities support recreational boating?
- 2) What are the revenue sources and expenditures for state recreational boating activities?
- 3) How does Washington’s approach to funding state recreational boating activities compare to the approaches other states have taken?
- 4) What is the organizational structure of state recreational boating activities in Washington?
- 5) How does Washington’s approach to organizational structure compare to the approaches other states have taken?

## Timeframe for the Study

Staff will present the preliminary and final reports at the JLARC meetings in October and December 2010.

## JLARC Staff Contact for the Study

Fara Daun (360) 786-5174 [daun.f@leg.wa.gov](mailto:daun.f@leg.wa.gov)





## APPENDIX 2 – AGENCY RESPONSES

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- Parks and Recreation Commission
- Department of Fish and Wildlife
- Recreation and Conservation Office
- Department of Natural Resources
- Department of Ecology
- Department of Licensing
- Washington Association of Sheriffs and Police Chiefs
- Office of Financial Management



Rex Derr  
Director



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STATE OF WASHINGTON  
WASHINGTON STATE PARKS AND RECREATION COMMISSION

1111 Israel Road • P.O. Box 42654 • Olympia, WA 98504-2654 • (360) 902-8500  
TDD (Telecommunications Device for the Deaf): (360) 664-3133

October 25, 2010

Joint Legislative Audit and Review Committee (JLARC)

1300 Quince Street SE  
Post Office Box 40910  
Olympia, Washington 98504-0910

Dear Committee Members:

The Washington State Parks and Recreation Commission is pleased to have this opportunity to comment on the JLARC review of state activities supporting recreational boating. We appreciate the organized fashion in which JLARC staff approached the complex question of measuring boating related revenue and expenditures and comparing organizational structure across states. As the report does not make recommendations, we do not have any formal comments, but note a few points about the study, its impact, and the importance of recreational boating in Washington State Parks and throughout the state.

The study clearly underscores the significance of recreational boating in the State of Washington and the multifaceted support of this activity. In addition to the 264,000 registered boats noted in the study, there are an unknown but significant number of boats not required to register in Washington. They include all manually powered craft (canoes, kayaks, rafts, rowboats, etc.) as well as small sailboats and motorized boats that operate on inland waters only.

In order to serve all of these boaters, the report highlights the system of combined efforts of state, county, tribal, port, and city agencies, along with private and non-profit partners, to work in cooperation toward access to safe and clean recreational boating in Washington. These collaborative efforts include a wide array of state activities in support of recreational boating - the largest being access and infrastructure for boating on our diverse and beautiful waterways.

The focus on existing inter-agency coordination and collaboration in the report supports the principles of the Governor's natural resource reform efforts in the area of recreation management. We have the ability and the responsibility to eliminate barriers, identify common priorities, share information and resources, provide forums for problem solving, deliver coordinated programs, and communicate as a cohesive state unit. In this way, we can most efficiently deliver services without creating new bureaucracies. The Washington State Parks and Recreation Commission is committed to continuing and striving to enhance collaboration and partnerships in support of recreational boating.

We thank the JLARC Committee and staff for their attention to recreational boating and a report that, in addition to informing the Legislature, gives guidance and encouragement to agencies and user groups.

Sincerely,

Rex Derr





STATE OF WASHINGTON  
**Department of Fish and Wildlife**

Mailing Address: 600 Capitol Way N • Olympia, WA 98501-1091 • (360) 902-2200; TTY (800) 833-6388

Main Office Location: Natural Resources Building • 1111 Washington Street SE • Olympia WA

October 25, 2010

Ms. Ruta Fanning  
Legislative Auditor  
Joint Legislative Audit & Review Committee  
Post Office Box 40910  
Olympia, Washington 98504

Dear Auditor Fanning:

Thank you for the opportunity to respond to the Joint Legislative Audit & Review Committee's report "Activities Supporting Recreational Boating in Washington." The Department of Fish and Wildlife (Department) strongly supports the work of Joint Legislative Audit and Review Committee toward making government operations more efficient and effective. This is why we have worked so closely with the committee's staff on this and past audits and reviews.

In response to the audit we appreciate that the study recognizes the Department is working with other agencies to coordinate the many and varied activities associated with recreational boating in Washington State. We will continue our coordination efforts and our work with the boating community to ensure boating safety, marine law enforcement, infrastructure access, and protection to Washington's environment.

Sincerely,

Philip Anderson  
Director

cc: Kimberly Dutton Cregeur,  
Office of the Governor, Accountability and Performance Office



Appendix 2 – Agency Responses

Natural Resources Building  
P.O. Box 40917  
Olympia, WA 98504-0917

1111 Washington St. S.E.  
Olympia, WA 98501



STATE OF WASHINGTON  
RECREATION AND CONSERVATION OFFICE

(360) 902-3000  
TTY: (360) 902-1996  
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E-mail: [Info@rco.wa.gov](mailto:Info@rco.wa.gov)  
Web site: [www.rco.wa.gov](http://www.rco.wa.gov)

RECEIVED  
OCT 27 2010,  
JLARC

October 26, 2010

Ruta Fanning, Legislative Auditor  
Joint Legislative and Audit Review Committee  
1300 Quince Street Southeast  
Post Office Box 40910  
Olympia, Washington 98504-0910

Subject: Preliminary Report, Activities Supporting Recreational Boating in Washington State

Dear Ms. Fanning:

The Recreation and Conservation Office has reviewed this preliminary report. I was pleased to see the state's ongoing commitment to effective program management and to interagency coordination noted in the report. I have no additional comments to provide.

Thank you for the opportunity to review the preliminary report. We appreciate the professionalism of the JLARC staff responsible for the report. Please let us know if we can be of further assistance.

Sincerely,

A handwritten signature in black ink that reads "Kaleen Cottingham".

Kaleen Cottingham  
Director







WASHINGTON STATE DEPARTMENT OF  
**Natural Resources**  
Peter Goldmark - Commissioner of Public Lands

Caring for  
your natural resources  
... now and forever

October 25, 2010

Ms. Ruta Fanning, Legislative Auditor  
Joint Legislative Audit and Review Committee  
PO Box 40910  
Olympia, WA 98504

Subject: "State Activities Supporting Recreational Boating in Washington"

Dear Ms. Fanning:

Thank you for the opportunity to comment on the Joint Legislative Audit and Review Committee (JLARC) preliminary report, "Activities Supporting Recreational Boating in Washington."

All comments submitted by the Washington State Department of Natural Resources (DNR) during the technical review process were incorporated. The preliminary report was well done and DNR has no additional comments to provide.

If you have any questions, please contact Michal Rechner in the Aquatic Resources Division at 360-902-1075 or at [michal.rechner@dnr.wa.gov](mailto:michal.rechner@dnr.wa.gov).

Sincerely,

A handwritten signature in blue ink, appearing to read "Peter Goldmark".

Peter Goldmark  
Commissioner of Public Lands

cc: Bridget Moran, Deputy Supervisor for Aquatics & Agency Resources







STATE OF WASHINGTON  
DEPARTMENT OF ECOLOGY

PO Box 47600 • Olympia, WA 98504-7600 • 360-407-6000

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RECEIVED  
OCT 28 2010  
JLARC

October 27, 2010

Ruta Fanning, Legislative Auditor  
Joint Legislative Audit Review Committee  
PO Box 40910  
Olympia, WA 98504-0910

RE: The Joint Legislative Audit and Review Committee's Report "Activities Supporting Recreational Boating in Washington"

Dear Ms. Fanning:

Thank you for providing an opportunity to review and comment on the Joint Legislative Audit Review Committee's (JLARC) report, "Activities Supporting Recreational Boating in Washington."

Congratulations on meeting the intent of the legislature to outline the funding and organization of activities related to recreational boating in Washington. The report has clearly identified many activities from many state agencies dedicated to working with recreational boaters in the state.

It is also clear in the report that there is a significant investment in the areas categorized as Environmental Boating with 21% (\$11.6 million) of expenditures in 2007-2009, second only to 56% (\$30 million) of the expenditures for infrastructure and access. It is important to mention that some of these activities outlined are not directed by the legislature nor have dedicated funding to do the work. This includes activities such as oil spill prevention and education for recreational boaters and clean marina education.

We know that there is a significant amount of pollution caused by small but frequent spills from sources such as recreational boats. The JLARC report, "Review of Oil Spill Risk and Comparison of Funding Mechanism" in 2009 identified recreational boaters and areas of marinas as a source for oil spill risk. The same report also concluded that funding sources are not aligned with oil spill risk. This issue continues to be difficult to balance with reductions in environmental protection resources and the 2020 goal for restoring the health of Puget Sound.

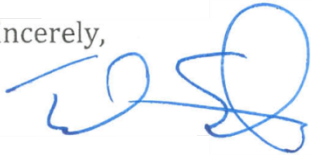
We believe the work of environmental education and outreach to recreational boaters is an important aspect of protecting our state waters. It is our hope that the

Ruta Fanning, Legislative Auditor  
October 27, 2010  
Page 2

investment continues to be a priority for the state legislature and the citizens of Washington.

Again, thank you for the opportunity to comment on the report.

Sincerely,

A handwritten signature in blue ink, appearing to read 'T. Sturdevant', enclosed in a thin blue rectangular border.

Ted Sturdevant  
Director



STATE OF WASHINGTON  
DEPARTMENT OF LICENSING  
*PO Box 9020 • Olympia, Washington 98507-9020*

October 28, 2010

Ruta Fanning  
Legislative Auditor  
Joint Legislative Audit & Review Committee  
PO Box 40910  
Olympia, WA 98504

RE: JLARC Preliminary Report - State Activities  
Supporting Recreational Boating in WA

This letter is in response to your request to provide a brief, formal response to the JLARC Preliminary Report - State Activities Supporting Recreational Boating in WA. We appreciate your sending this draft report for our review and have concluded that we have no additional comments or recommendations.

I also want to express appreciation for the professionalism of JLARC staff who contacted the Department of Licensing (DOL) to research DOL's role in supporting recreational boating activities. JLARC staff were polite and thorough when gathering information to better understand our processes and revenue generating activities. DOL staff have reported that they especially appreciate the communication they've had with Fara Daun and the accuracy in which she reported DOL's role in this report.

Please feel free to contact me if additional information is needed to finalize the JLARC Preliminary Report - State Activities Supporting Recreational Boating in WA.

Sincerely,

Liz Luce  
Director

LL;jk  
cc: Julie Knittle, FAD Assistant Director  
Cindy Cavanagh, Comptroller  
Sam Knutson, Budget Administrator



**WASHINGTON ASSOCIATION OF SHERIFFS & POLICE CHIEFS**

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*Serving the Law Enforcement Community and the Citizens of Washington*



October 25, 2010

Joint Legislative Audit & Review Committee  
 PO Box 40910  
 Olympia, WA 98504

**RE: Activities Supporting Recreational Boating in Washington --Preliminary Report**

The Washington Association of Sheriffs and Police Chiefs (WASPC) appreciates the opportunity to comment on the Joint Legislative Audit & Review Committee’s Preliminary Report on recreational boating activities in Washington. The study was one of the legislative results WASPC sought during the 2009 session. WASPC’s goal in requesting the study was to assist local law enforcement and other interested parties in gaining a better understanding of the funding mechanisms, expenditures and program functions related to boating in Washington. We also hoped the report would elucidate some potential future options for the organization and structure of boating programs or the funding and distribution of boating-related funds.

WASPC understand that the Committee was unable to make conclusions and recommendations regarding boating program structure, funding, or other matters since the Legislature did not ask for such in the budget proviso directing the study. Therefore we will take the opportunity to make some general comments regarding the issues raised by the information gathered in the report.

- Complexity of Funding

The report validates the perception that our state’s system of funding boating related activities is extremely complex. While the report does an impressive job of teasing out the funding streams— federal, state, local—it reiterates WASPC members’ concerns that it is very difficult to understand and trace the web of funding sources. Indeed the report finds that Washington has the highest number of sources of boating related revenue of the states surveyed. This leads to difficulty in ensuring that distributed funds are being used on specified programs in the manner the federal government or state legislature intends. It also creates difficulties for stakeholders, government officials, and staff to plan for or understand whether funding is adequate to meet the needs of citizens and official activities, and whether the funding is achieving designated outcomes. Reviewing detailed data gathered during the review will inform us in greater detail about the revenue flow. However, it should be noted that of the more than \$70 million that is raised from boating-related activities, only \$53 million is allocated back to those activities.

- Decentralization

The fact that Washington is among the most, if not the most, highly decentralized state in terms of boating program structure raises the question of whether our state is running its boating-related programs in the most efficient way possible. Seven WA state agencies are involved in state

President <b>BRUCE BJORK</b> <i>Chief – WA Fish &amp; Wildlife</i>	President Elect <b>MIKE HARUM</b> <i>Sheriff – Chelan County</i>	Vice President <b>ED HOLMES</b> <i>Chief – Mercer Island</i>	Past President <b>JOHN DIDION</b> <i>Sheriff – Pacific County</i>	Treasurer <b>TERRY DAVENPORT</b> <i>Chief – Shelton</i>
<b>ERIC OLSEN</b> <i>Chief – Kirkland</i>	<b>TOM SCHLICKER</b> <i>Chief – Swinomish</i>	<b>SAM GRANATO</b> <i>Chief – Yakima</i>	<b>SUE RAHR</b> <i>Sheriff – King County</i>	<b>BILL ELFO</b> <i>Sheriff – Whatcom County</i>
<b>RICHARD LATHIM</b> <i>Sheriff – Franklin County</i>	<b>RANDY STEGMEIER</b> <i>Chief – Western WA University</i>	<b>JOHN BATISTE</b> <i>Chief – WA State Patrol</i>	<b>LAURA LAUGHLIN</b> <i>SAC – FBI, Seattle</i>	<b>DONALD PIERCE</b> <i>Executive Director</i>

recreational boating activities and Washington has the highest number of sources of revenue of the states surveyed. Certainly some activities are appropriately coordinated at the state level, such as environmental or maintenance programs pursued by state agencies concerned with ecology or land use and access points. However, potential benefits of consolidation or other structural changes should be examined.

While WASPC appreciates the high number of interagency coordinating bodies to facilitate communication and administration, we believe this too raises the question of whether a more centralized approach might reduce the need for these additional councils and boards. There may be real potential to conserve scarce resources.

- Sustaining Marine Law Enforcement

WASPC believes the report illustrates that in light of the public policy importance of marine safety, this area receives a comparably small percentage of funding. Out of a total of \$53 million allocated to recreational boating activities just \$15 million a biennium are allocated to local governments and organizations, and only a third of that is for either marine law enforcement or boater safety and education. The total Marine law enforcement allocation from all funding sources is \$ 9.5 million with safety and education \$2.9 million. Marine law enforcement receives funding from four different sources or accounts, and in all likelihood incurs substantive administrative costs for this distribution from the disparate sources at each level.

The \$53 million in overall funding appears to be spent roughly 56% on Infrastructure and Access, 21% on Environmental activities, 19% on marine law enforcement, and 5% on other education activities. While each of those items are important to sustainable recreational boating in Washington, WASPC believes that a closer look needs to be taken regarding marine law enforcement and safety education needs. In addition, further study is needed to learn what the 19% that is categorized as marine law enforcement is actually being spent on. Is that funding actually spent on essential “marine law enforcement” services and activities? The fact that the report had to craft workable definitions of “boating safety and education” and “marine law enforcement” (since the state does not define those activities) speaks to the difficulty of knowing whether or not that \$9.5 million is being spent on enforcing the law and public safety. It would be useful to continue a discussion around the proper definitions of those program areas to ensure that the way they are used in practice in Washington correctly aligns with federal, local, and public understandings, performance measures, and expectations.

- Other States’ Models

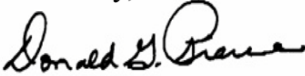
One of the most useful aspects of the preliminary report is the survey of other states’ recreational boating programs. Most of the 33 states that responded to the survey are more centralized than Washington, with 11 using a single agency. Although the report found no correlation between how centralized a program is and how many activities it engaged in or the number of revenue sources reported, it would be useful to extend the inquiry to a more qualitative discussion. This should include an examination and comparison of administrative costs and outcomes (such as safety) or general satisfaction with the programs administered. Further discussion may yield that a different structure for administering the various programs would be useful in Washington. Such a re-organization may include the allocation of responsibilities according to area, such as environmental, access and maintenance, and education and law enforcement.



Page 3 of 3

Again, thank you for the opportunity to offer our thoughts in response to JLARC's Recreational Boating preliminary report. Although WASPC does not intend to pursue legislative changes to recreational boating funding or structure during the 2011 session, we hope the report is the initial step in a larger discussion. We look forward to further work regarding the structure and funding of Washington's recreational-boating activities, particularly those programs that directly impact public safety on the water.

Sincerely,



Donald G. Pierce  
Executive Director





STATE OF WASHINGTON  
OFFICE OF FINANCIAL MANAGEMENT

Insurance Building, PO Box 43113 • Olympia, Washington 98504-3113 • (360) 902-0555

October 25, 2010

**TO:** Ruta Fanning, Legislative Auditor  
Joint Legislative Audit and Review Committee

**FROM:** Marty Brown *MB*  
Director

**SUBJECT: JLARC PRELIMINARY REPORT - STATE ACTIVITIES SUPPORTING RECREATIONAL BOATING IN WASHINGTON**

Thank you for the opportunity to review and comment on the Joint Legislative Audit and Review Committee's (JLARC's) preliminary report, "State Activities Supporting Recreational Boating in Washington."

The report is a thorough analysis of state government's role in recreational boating in Washington. It is instructive to know that, compared to other states, Washington engages in the widest breadth of activities that are also widely dispersed among several state agencies. At the same time, those agencies have well-established mechanisms through which they can coordinate boating-related activities.

During these especially challenging fiscal times, the fact that boating activities are, in aggregate, more than self-sustaining is an important reason to maintain high-quality, diverse boating programs.

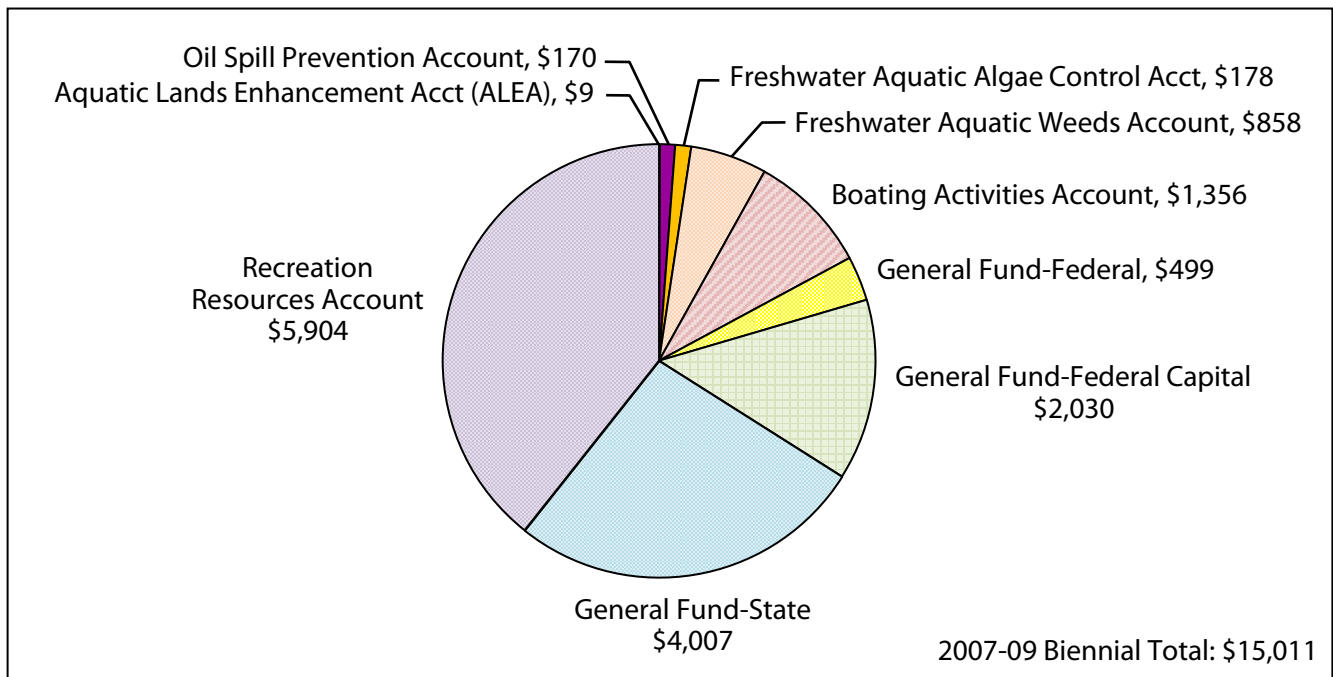
I commend JLARC's efforts to pull this information together into a concise, informative report.

cc: Kirstan Arestad, Senior Budget Assistant, Office of Financial Management  
Matt Bridges, Budget Assistant, Office of Financial Management



# APPENDIX 3 – WASHINGTON DISBURSED \$15 MILLION IN GRANTS TO LOCAL GOVERNMENTS

**Exhibit 14 – Grants To Local Governments and Private Entities By Fund, 2007-09 (\$ In Thousands)**



Source: JLARC analysis of LEAP and agency financial data.



# APPENDIX 4 – WASHINGTON FUNDS WITH BOATING-RELATED REVENUES OR EXPENDITURES

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## General Fund-State (001-1)

**Authority:** RCW [43.79.010](#)

**Description:** This fund serves the general public. It is the principal state fund supporting the operation of the state and is used to account for all state financial resources of the state except those required to be accounted for in another fund.

**Sources of Revenue:** Taxes, Federal Grants-In-Aid, Charges and Miscellaneous Revenue, Licenses, Permits, and Fees and Other Miscellaneous Revenue, Interest Income

**Application to Recreational Boating:** This fund has the largest number of boating-related revenue sources of any state fund. Although vessel registrations are deposited to the general fund, vessel registration funds in excess of \$1,100,000 per fiscal year are allocated to counties for boating safety/education and law enforcement programs with allocation based on the number of registered vessels moored in the county<sup>2</sup>. The General Fund also pays the salaries and benefits of state employees working on recreational boating by providing direct services to boaters, grants management, and project oversight; it provides goods and services for recreational boating, is used as a state match to federal funds; and funds overhead and indirect expenses related to boating.

## General Fund-Federal (001-2)

**Authority:** RCW [43.79.010](#)

**Description:** This fund serves the general public. It is the principal federal fund supporting the operation of the state and is used to account for all federal financial resources of the state except those required to be accounted for in another fund.

**Sources of Revenue:** Federal Grants-In-Aid, and Miscellaneous Federal Revenue

**Application to Recreational Boating:** General Fund-Federal revenues come from several sources, primarily in the form of grants through the U.S. Coast Guard and the U.S. Department of Fish and Wildlife. Federal grants-in-aid and other revenues provide funds for boater safety and education, marine law enforcement related to recreational boating, clean vessel grants to provide and maintain sewage pump out and other sanitary facilities, clean marina grants to prevent oil and fuel spills, Boating Infrastructure Grants (BIG) for boating facilities for boats over 26 feet, and other infrastructure grants to provide boat launches and water access. In addition, the National Oceanic and Atmospheric Administration provides approximately two-thirds of the funding for the University of Washington Sea Grant program. A small portion of the Sea Grant effort is focused on oil and fuel spill prevention among recreational boats.

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<sup>2</sup> RCW 88.02.040.

### General Fund-Private/Local (001-7)

**Authority:** RCW [43.79.010](#)

**Description:** This fund serves the general public. The General Fund is the principal state fund supporting the operation of the state and is used to account for all local financial resources of the state except those required to be accounted for in another fund.

**Sources of Revenue:** Taxes, Charges and Miscellaneous Revenue, Licenses, Permits, and Fees and Other Miscellaneous Revenue, Interest Income

**Application to Recreational Boating:** There are no boating related revenue sources in this account. However, it does include donations to the state and mitigation fees from utilities and power companies for their impact on various species. These funds can apply to state recreational boating activities when mitigation fees from utilities or power companies are used by the Department of Fish and Wildlife to replace floats and docks with structures designed to improve fish habitat.

### ORV & Nonhighway Vehicle Account (01B)

**Authority:** RCW [46.09.165](#)

**Description:** This fund serves the general public. It is used to provide funds for acquisition, planning, development, maintenance, and management of off-road vehicle trails and areas; education and law enforcement programs related to non-highway vehicles and to construct and maintain related campgrounds and trail heads.

**Sources of Revenue:** Taxes, Licenses, Permits, and Fees and Other Miscellaneous Revenue

**Application to Recreational Boating:** Fund may be used to maintain off-road access to boating launch sites at a distance from highways and county roads.

### Aquatic Lands Enhancement Account (ALEA) (02R)

**Authority:** RCW [46.09.170](#)

**Description:** This fund serves the general public and outdoor recreation users. It shall be used solely for aquatic lands enhancement projects; for the purchase, improvement, or protection of aquatic lands for public purposes; for providing and improving access to such lands; and for volunteer cooperative fish and game projects.

**Sources of Revenue:** Charges and Miscellaneous Revenue, Other Miscellaneous Revenue, Interest Earnings

**Application to Recreational Boating:** This fund receives much of its revenue from leases on aquatic lands, including marina leases. It funds water access projects, including access for boaters. These project focus primarily on human-powered (kayaks, canoes, sculls, etc.) and hand-launch boats. Hand launch boats may be motorized if the boat is small enough for individuals to lift them into and out of the water without need of a boat ramp or a boat hoist.

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### Boating Safety Education Certification Account (09B)

**Authority:** RCW [79A.60.650](#)

**Description:** This fund serves boaters and the general public. It is used to provide mandatory boating safety education and BSE Certification cards.

**Sources of Revenue:** Boater Safety Education Certification Fees

**Application to Recreational Boating:** This is a dedicated recreational boating fund. Boaters who have completed a mandatory boating safety education course and exam pay \$10 to obtain the mandatory certification card permitting them to operate a recreational vehicle. This fund pays for the certification cards, boating safety education materials and other boating safety expenses at the Commission.

### Aquatic Invasive Species Enforcement Account (09M)

**Authority:** RCW [43.43.400](#)

**Description:** This fund serves the general public. It is used to develop an aquatic invasive species enforcement program for recreational watercraft.

**Sources of Revenue:** Registration Fees & Excise Taxes

**Application to Recreational Boating:** This is a dedicated recreational boating fund. The \$5 vessel registration surcharge includes \$0.50 for the enforcement program which is used by the Department of Fish and Wildlife and the Washington State Patrol. The aquatic invasive species enforcement program includes inspection of commercially hauled recreational vessels as they enter Washington, ramp inspection of hulls and trailers at boat launches and marinas, highway stops and inspections of privately hauled boats, and cleaning of infected vessels. Transport of aquatic plants on a boat or trailer is a misdemeanor.

### Aquatic Invasive Species Prevention Account (09N)

**Authority:** RCW [77.12.879](#)

**Description:** This fund serves the general public. It is used to develop an aquatic invasive species prevention program for recreational watercraft.

**Sources of Revenue:** Registration Fees & Excise Taxes

**Application to Recreational Boating:** This is a dedicated recreational boating fund. The \$5 vessel registration surcharge includes \$1.50 for the prevention program, which is focused on preventing the spread of AIS from one body of water to another through public education and the identification and removal of aquatic invasive species from boat hulls and boat trailers.

### Freshwater Aquatic Algae Control Account (10A)

**Authority:** RCW [43.21A.667](#)

**Description:** This fund serves the general public. It is used to develop a freshwater aquatic algae control program.

**Sources of Revenue:** Registration Fees & Excise Taxes

**Application to Recreational Boating:** The \$5 vessel registration surcharge includes \$1.00 for the freshwater aquatic algae control account. The control and prevention of freshwater toxic algae blooms benefits recreational boaters by increasing the number of days and sites where water is free of toxic algae and available for use by personal watercraft, water skiers, and other boaters who enter the water.

### Hood Canal Aquatic Rehab Bond Account (10T)

**Authority:** RCW [43.99G.179](#)

**Description:** This fund serves the general public. It is used for programs and projects to protect and restore Hood Canal.

**Sources of Revenue:** Bond Proceeds

**Application to Recreational Boating:** There are no boating related revenue sources in this account. This account provided funding for planning related to sewage and toxics clean-up at a Pleasant Harbor, a rustic state park accessible only to recreational boaters.

### Boating Activities Account (12J)

**Authority:** RCW [79A.60.690](#)

**Description:** This fund provides moneys for state agencies, local governments, federal agencies, nonprofit organizations, Indian tribes to use for the boating activities grant program, boater safety, boater education, boating related law enforcement activities, and boating-related environmental programs.

**Sources of Revenue:** Gifts, Grants, Other Financial Assistance

**Application to Recreational Boating:** In the 2007-09 Biennium the Boating Activities Account was funded by a transfer from the state general fund. It was used to fund recreational boating grants for law enforcement, safety, clean vessel maintenance programs, and outreach.

### Resource Management Cost Account (041)

**Authority:** RCW [79.64.020](#)

**Description:** This fund serves the general public. It may be used solely for purposes of defraying costs and expenses necessarily incurred in managing and administering public lands of the same trust.

**Sources of Revenue:** Charges and Miscellaneous Revenue, Other Miscellaneous, Federal Grants-In-Aid, Interest Earnings

**Application to Recreational Boating:** This is funded in part by a portion of the revenue from state aquatic lands leases, including leases by marinas. Part of the funds are used to administer aquatic lands leases, including those on marinas.

### Marine Fuel Tax Refund Account (048)

**Authority:** RCW [79A.25.040](#)

**Description:** This fund serves marine recreational resource users. It is used to meet all approved claims for refund of tax on marine fuel, acquisition of title, or any interests of rights in marine recreation, capital improvement of marine recreation land, or matching money in any case where federal or other funds are made available on a matching basis, administrative expenses and other expenses as prescribed by the Recreation & Conservation Office.

**Sources of Revenue:** Other Miscellaneous Revenue

**Application to Recreational Boating:** The primary source of revenue in this fund is fuel tax paid by recreational boaters and the primary purpose of this account is to provide a refund to those boaters for the marine use of fuel for which tax was paid. After the period for claiming the tax refunds has passed, some funds in the account are transferred to the Recreation Resources Account, which provides significant benefits to boaters.

### State Building Construction Fund (057)

**Authority:** RCW [43.83.020](#)

**Description:** This fund serves the general public. It is used to pay for capital projects authorized by bonding authorities.

**Sources of Revenue:** Bond Proceeds, Miscellaneous Revenue

**Application to Recreational Boating:** There are no boating related revenue sources in this account. Some infrastructure and access projects are funded by the State Building Construction Fund

### Outdoor Recreation Account (070)

**Authority:** RCW [79A.25.060](#)

**Description:** This fund provides moneys for state agencies and local governments to use for acquisition, development, renovation of state and local parks, including boating infrastructure and access.

**Sources of Revenue:** Taxes, Federal Grants, Licenses, Permits, and Fees, Grants, Gifts, and Other Financial Assistance, Miscellaneous Revenue

**Application to Recreational Boating:** There are no boating related revenue sources in this account. This fund was used in the 2007-09 Biennium to fund construction of projects to improve access for recreational boaters on several lakes and rivers.

### Wildlife Account (104)

**Authority:** RCW [77.12.170](#)

**Description:** This fund serves the general public, sports hunters and fishers. Protection of state wildlife, administrative and certain operating expenses of the Department of Fish and Wildlife, certain administrative costs for Department of Licensing and administration and enforcement of state game laws.

**Sources of Revenue:** Motor Vehicle Licenses, Special License Plate Fees, Hunting and Fishing Licenses, Federal Grants, Miscellaneous Revenue, Interest Income

**Application to Recreational Boating:** This account receives funds from sale of Department of Fish and Wildlife Vehicle Use Permits sold separately from licenses and from special water use permits for white water excursions, racing, and sea trials. The account funds enforcement operations at the Department of Fish and Wildlife, including its marine law enforcement program, which provides vessel safety inspections and hull checks for aquatic invasive species contamination in addition to enforcing boating laws.

### State Toxics Control Account (173)

**Authority:** RCW [70.105D.070](#)

**Description:** This fund serves the general public. It is used for hazardous waste planning, management, regulation, enforcement, and technical assistance required under chapter 70.105D RCW.

**Sources of Revenue:** Hazardous Substance Tax, Hazardous Waste Cleanup Recoveries, Hazardous Waste Fees, Miscellaneous Revenue, Interest Earnings

**Application to Recreational Boating:** There are no boating related revenue sources in this account. A small portion of this funding is used for oil spill prevention related to recreational boating and for education visits to marinas. Another small portion is used, in conjunction with other funds, to operate and maintain the "Clean, Green, Boating" website at the Department of Ecology.

### Water Quality Permit Account (176)

**Authority:** RCW [90.48.465](#)

**Description:** This fund serves the general public. It is used to fund water quality standards and inspections.

**Sources of Revenue:** Water Quality Fees, Miscellaneous Revenue, Interest Earnings

**Application to Recreational Boating:** There are no boating related revenue sources in this account. A small portion is used, in conjunction with other funds, to operate and maintain the "Clean, Green, Boating" website at the Department of Ecology.

### Oil Spill Prevention Account (217)

**Authority:** RCW [90.56.510](#)

**Description:** This fund serves the general public. It is used for administrative costs related to the purposes chapters 90.48, 90.56, 88.40, and 88.46 RCW.

**Sources of Revenue:** Oil Spill Administration Tax, Miscellaneous Revenue

**Application to Recreational Boating:** There are no boating related revenue sources in this account. Among other things, it is used to fund and administer the UW Sea Grant contract with the Department of Ecology. This contract provides spill prevention services for boaters and provides services to state agencies related to spill prevention. Small portions are used to operate and maintain websites for marina and small fueling facilities and the "Washington Waters – Ours to Protect" campaign, and to fund staff and printing for the "Spills Aren't Slick" campaign. In conjunction with other funds, a small portion is also used to operate and maintain the "Clean, Green, Boating" website at the Department of Ecology.

### Freshwater Aquatic Weeds Account (222)

**Authority:** RCW [43.21A.650](#)

**Description:** To administer a freshwater aquatic weeds management program.

**Sources of Revenue:** Motor Vehicle Licenses, Miscellaneous Revenue

**Application to Recreational Boating:** A \$3 surcharge on the registration of boat trailers is dedicated to this fund which is used to remove invasive freshwater aquatic weeds such as Eurasian Watermilfoil from lakes with boat launches or that have been designated for fly fishing.

### Habitat Conservation Account (244)

**Authority:** RCW [79A.15.020](#)

**Description:** This fund serves the general public. It is used for the protection of critical habitat; natural areas; and urban wildlife habitat, through the acquisition and development of these areas.

**Sources of Revenue:** Bond Proceeds, Miscellaneous Revenue

**Application to Recreational Boating:** There are no boating related revenue sources in this account. In the 2007-09 Biennium it was used to fund one infrastructure and access project.

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### Recreation Resources Account (267)

**Authority:** RCW [79A.25.200](#)

**Description:** This fund serves the general public. It is used to " pay the office and necessary administrative and coordinative costs of the recreation and conservation funding board" and remaining funds are used to benefit watercraft recreation.

**Sources of Revenue:** Marine Fuel Tax, Grants, Gifts, Motor Vehicle Fuel Tax, Miscellaneous Revenue

**Application to Recreational Boating:** In addition to being the primary source of funding for the Recreation and Conservation Office, this is the funding source for the Boating Facilities Program, which provides infrastructure and access grants for facilities for recreational boats, primarily those under 26 feet in length. In the 2009-11 Biennium, the Legislature transferred a portion of these funds to the State Parks and Recreation Commission maintenance and operation of parks and to improve accessibility for boaters and off-road vehicle users (RCW 79A.25.80)

### Parks Recreation & Stewardship Account (PRSA) (269)

**Authority:** RCW [79A.15.020](#)

**Description:** : This fund serves the general public. It is used for operating state parks, developing and renovating park facilities, and other park purposes.

**Sources of Revenue:** Income from Property, Sale of Property, Board, Room, and Meals Revenue, Miscellaneous Revenue, Investment Income

**Application to Recreational Boating:** Boating related revenue sources in this fund include daily and annual boat launch and moorage permits, marina slip leases, and unattended parking at boat launches. This fund pays for a portion of the following: the marine crew that maintains boating facilities in state parks, parks staff and goods and services at marine and moorage parks, boat launches in state parks, and boating related overhead and indirect expenses.

### Derelict Vessel Removal Account (513)

**Authority:** RCW [79.100.100](#)

**Description:** This fund provides moneys to reimburse public entities for removal, disposal, and environmental damage costs of abandoned derelict vessels.

**Sources of Revenue:** Sale of Property, Reimbursement of Costs from Responsible Party, Identification Document Fee, Gifts, Grants, Miscellaneous Revenue

**Application to Recreational Boating:** The \$5 vessel registration surcharge includes \$2.00 for the derelict vessel removal account.<sup>3</sup> In addition, \$5 from each foreign vessel or vessel with a U.S. Cruising license remaining in the state over 60 days must obtain a Washington identification document.<sup>4</sup> Of the \$30 fee for the identification document, \$5.00 is directed to this account. A second derelict vessel surcharge of \$1.00 is dedicated to the removal of derelict vessels under 75 feet in length.<sup>5</sup> In addition, any excess amounts from the sale of derelict vessels revert to this account if the owner cannot be found.<sup>6</sup> In addition, some funds are recovered from the owners of derelict recreational vessels removed under this program. The removal of derelict vessels improves boating safety for all vessels.

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Source: Office of Financial Management and JLARC analysis of statutory and fiscal information.

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<sup>3</sup> RCW 88.02.050(2)(a).

<sup>4</sup> RCW 88.02.030(3).

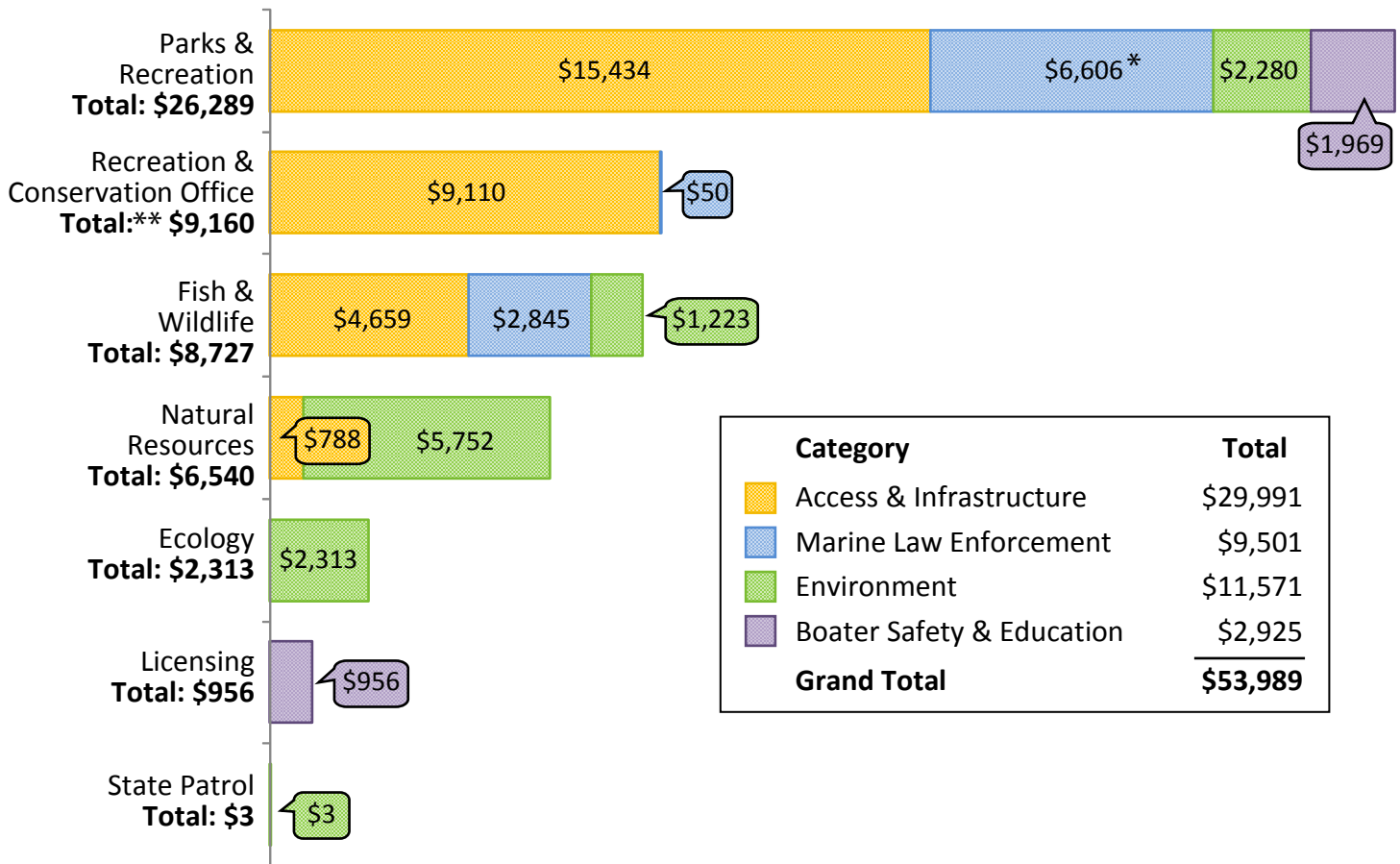
<sup>5</sup> RCW 88.02.070(2).

<sup>6</sup> RCW 79.100.050(4); RCW 79A.65.030(4).



# APPENDIX 5 – WASHINGTON STATE RECREATIONAL BOATING EXPENDITURES BY AGENCY AND CATEGORY

**Exhibit 15 – Expenditures By Agency and Category (\$ In Thousands)**



\* This includes \$4,007 in Vessel Registration Funds issued directly to counties through the State Treasurer for approved county and city marine law enforcement programs.

\*\* This does not include \$6,171 in reimbursements issued by RCO to other state agencies for state recreational boating activities. These reimbursements are shown in the expending agency.

Note: Difference between sum and total due to rounding.

Source: JLARC analysis of LEAP and agency financial data.

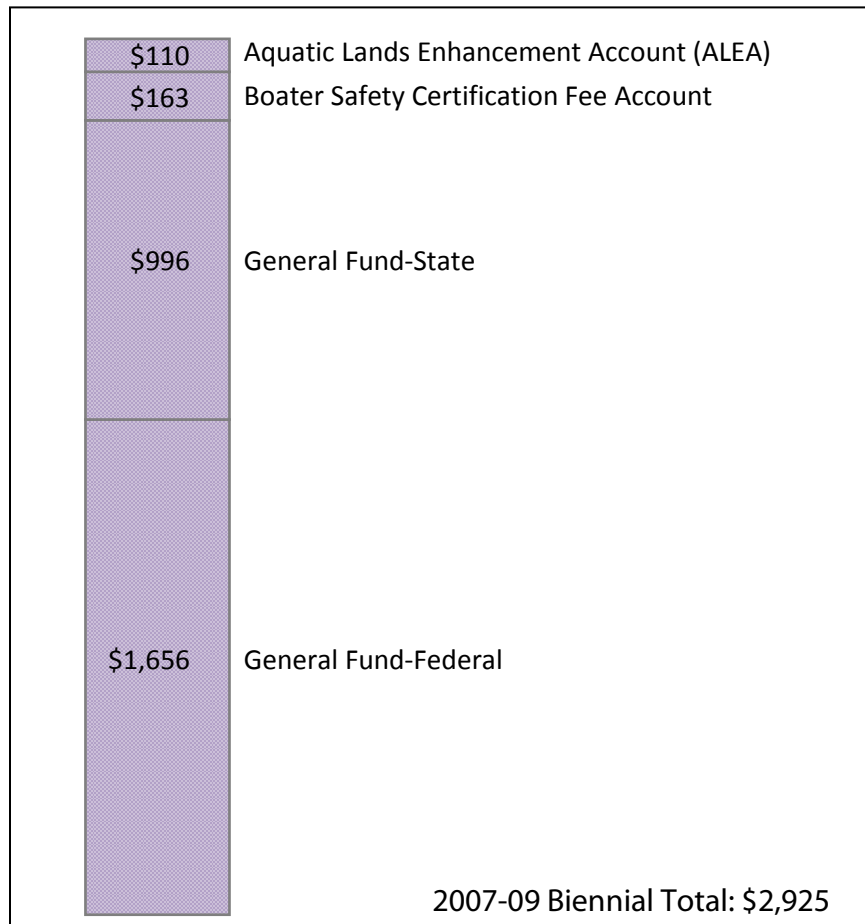




# APPENDIX 6 – WASHINGTON STATE RECREATIONAL BOATING EXPENDITURES BY CATEGORY AND FUND

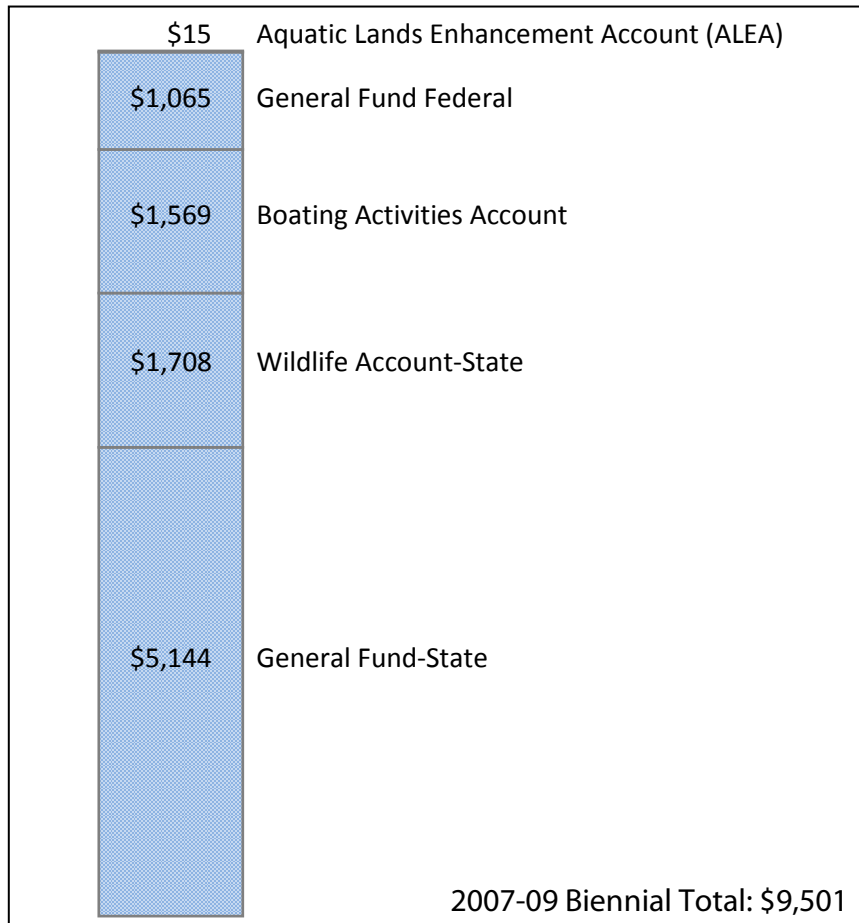
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**Exhibit 16 – Boater Safety & Education Expenditures By Fund (2007-09 \$ In Thousands)**



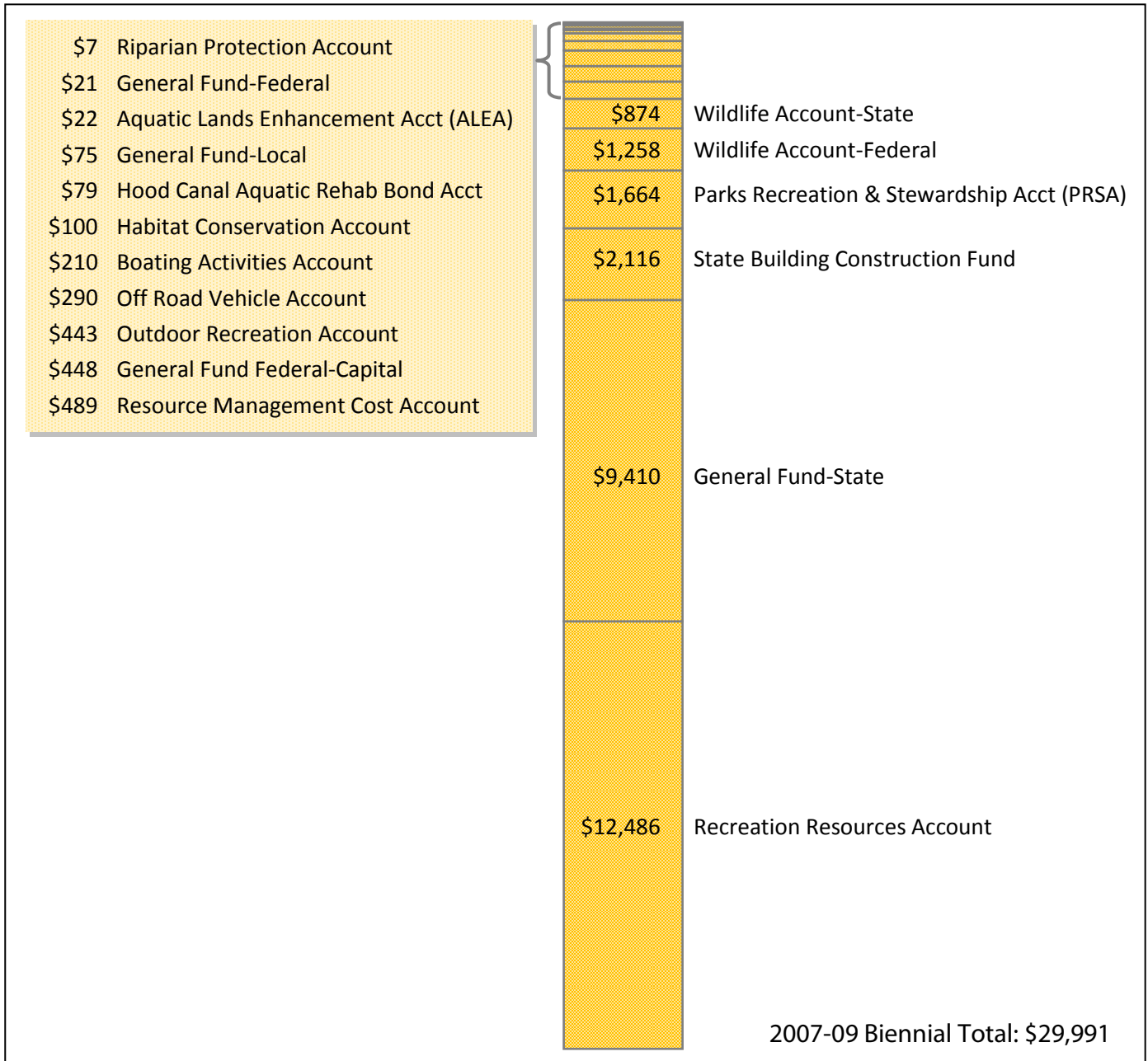
Source: JLARC analysis of LEAP and agency financial data.

**Exhibit 17 – Marine Law Enforcement Expenditures By Fund  
(2007-09 \$ In Thousands)**



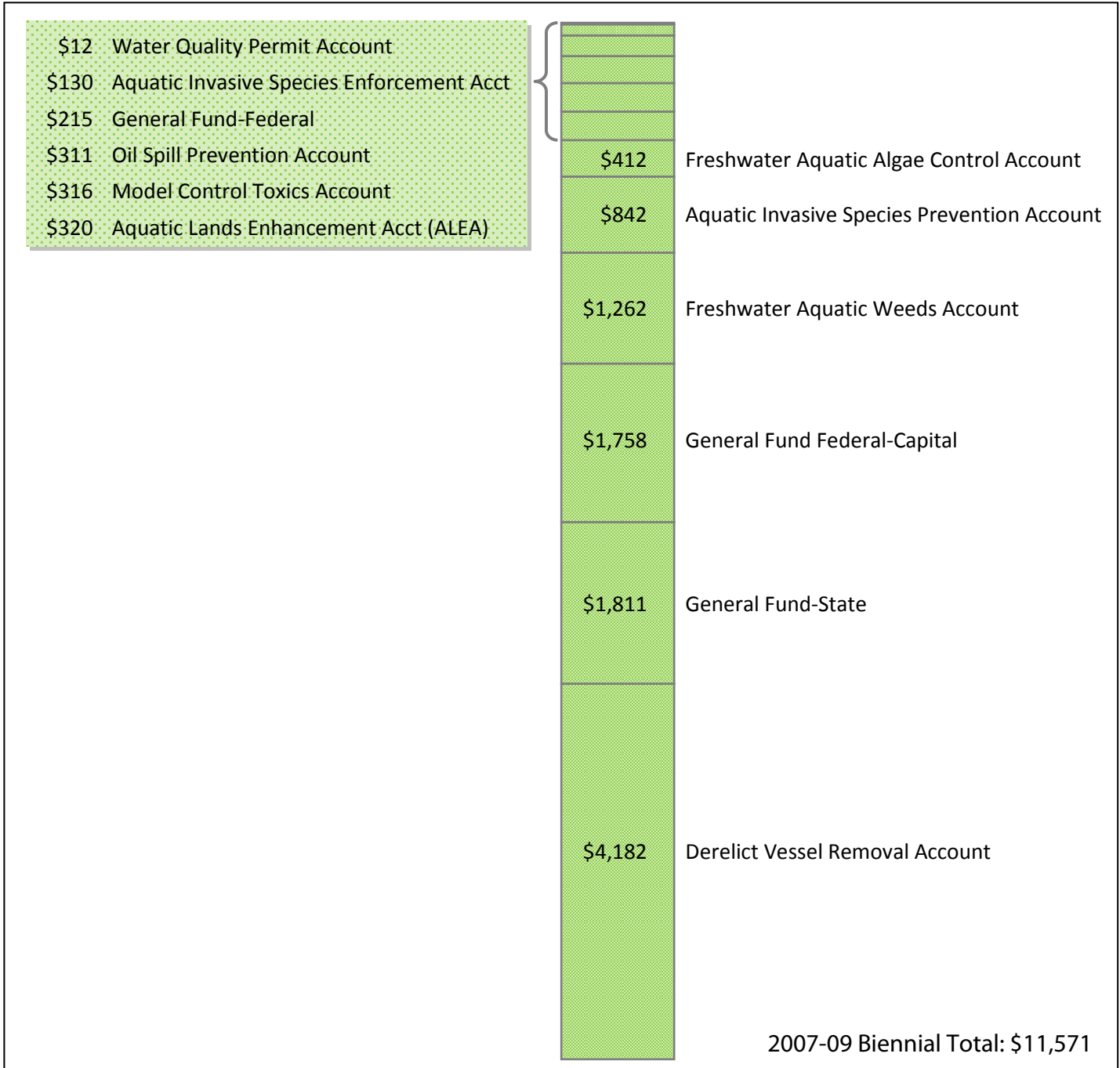
Source: JLARC analysis of LEAP and agency financial data.

**Exhibit 18 – Infrastructure & Access Expenditures By Fund  
(2007-09 \$ In Thousands)**



Source: JLARC analysis of LEAP and agency financial data.

**Exhibit 19 – Environmental Boating Expenditures By Fund  
(2007-09 \$ In Thousands)**



Source: JLARC analysis of LEAP and agency financial data.

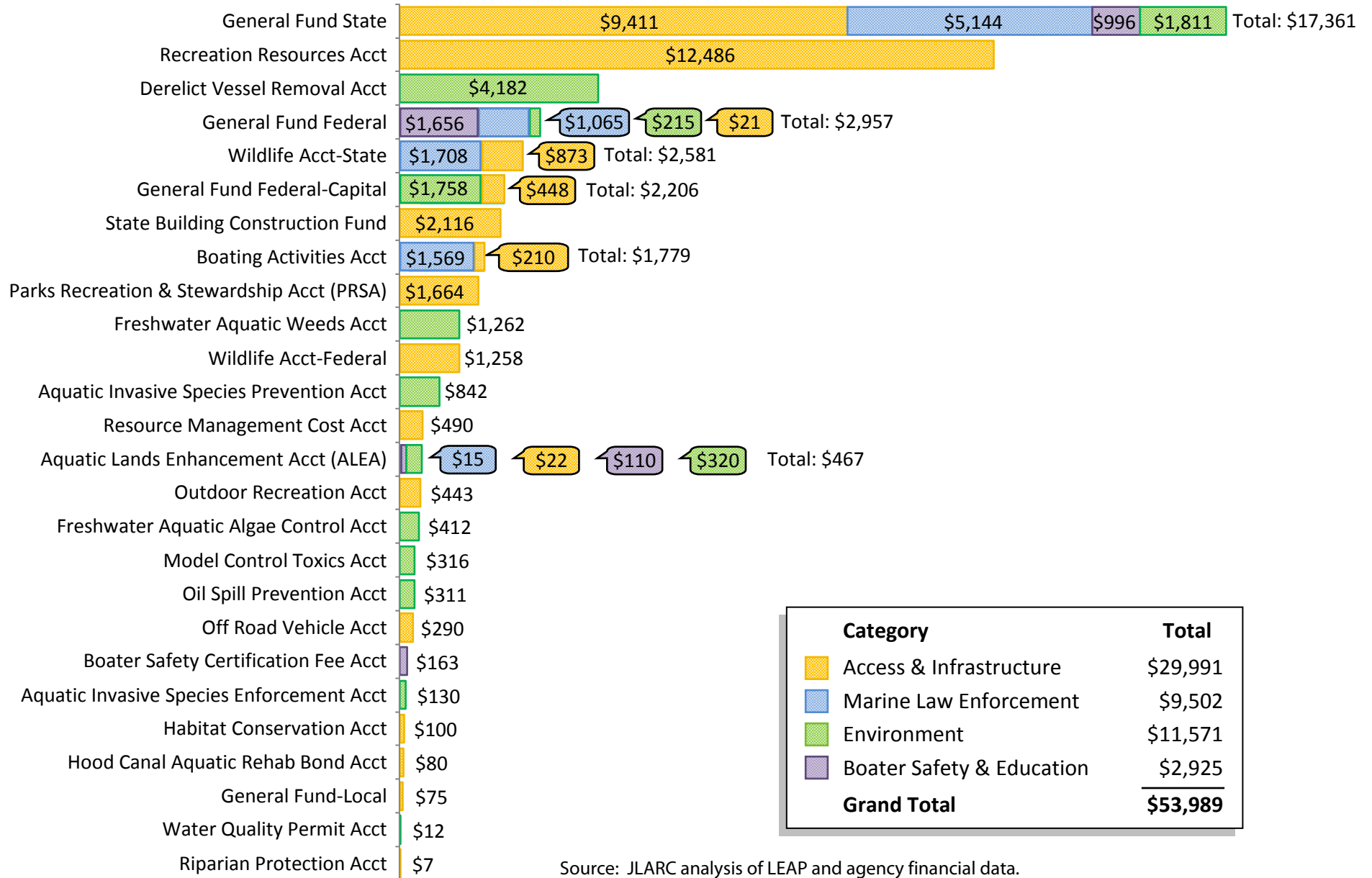
# APPENDIX 7 – ACCOUNTING FUND BREAKOUT BY CATEGORY OF ACTIVITY

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See chart on next page.



**Exhibit 20 – Accounting Fund Breakout By Category of Activity**



Source: JLARC analysis of LEAP and agency financial data.

Appendix 7 – Accounting Fund Breakout By Category of Activity

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# APPENDIX 8 – WASHINGTON’S AGENCIES COLLABORATE THOUGH INTER-AGENCY GROUPS

Membership	Description
<b>Agency Boating Committee (ABC)</b>	
<ul style="list-style-type: none"> <li>• Parks &amp; Recreation Commission</li> <li>• Recreation &amp; Conservation Office</li> <li>• Department of Fish &amp; Wildlife</li> <li>• Department of Natural Resources</li> </ul>	<p>Formed pursuant to a recommendation in the Ross Report, the ABC is staffed by agency boating coordinators and looks broadly at recreational boating services and coordination across state agencies. The ABC focuses on:</p> <ul style="list-style-type: none"> <li>• Facilities operation and maintenance;</li> <li>• Analysis of budget estimates for boating programs;</li> <li>• Adequacy of access opportunities;</li> <li>• Statewide boating services, including enforcement;</li> <li>• The state boating website, <a href="http://www.boat.wa.gov">www.boat.wa.gov</a>;</li> <li>• Publications; and</li> <li>• Opportunities to streamline grant processes between agencies and to coordinate grantee recruitment and training.</li> </ul>
<b>Boating Safety Council</b>	
<ul style="list-style-type: none"> <li>• Parks &amp; Recreation Commission</li> <li>• U.S. Coast Guard</li> <li>• Local Law Enforcement</li> <li>• Washington Association of Sheriffs &amp; Police Chiefs</li> <li>• Advocates</li> </ul>	<p>Created by the Parks &amp; Recreation Commission, the Council is to advise on matters related to the state boating program.</p> <ul style="list-style-type: none"> <li>• The Director must consider Council recommendations before establishing limitations on the availability and use of recreational boating safety program funding.</li> <li>• Commission staff must consult with and consider recommendations of the Council's Boating Environmental Committee before providing the Director with funding recommendations for Boating Safety and Clean Vessel grants.</li> <li>• Washington is also a member of the National Safe Boating Advisory Council.</li> </ul>
<b>Invasive Species Council</b>	
<ul style="list-style-type: none"> <li>• 6 Federal Agencies</li> <li>• Department of Agriculture</li> <li>• Department of Ecology</li> <li>• Department of Fish and Wildlife</li> <li>• Department of Natural Resources</li> <li>• Department of Transportation</li> <li>• Parks and Recreation Commission</li> <li>• Noxious Weed Control Board</li> <li>• 2 Counties (West and East)</li> <li>• Puget Sound Partnership</li> <li>• Stillaguamish Tribe</li> <li>• NW Power &amp; Conservation Council</li> <li>• The Nature Conservancy</li> </ul>	<p>Established in statute, the Council is to provide policy level direction, planning, and coordination for combating harmful invasive species. The Council:</p> <ul style="list-style-type: none"> <li>• Facilitates communication, cooperation, and coordination of local, tribal, state, federal, private, and nongovernmental entities to prevent, control, and manage of invasive species;</li> <li>• Develops and implements state's invasive species strategic plan;</li> <li>• Recommends legislation; and</li> <li>• Establishes criteria for prioritizing invasive species response actions and projects.</li> </ul>

<b>Boating Programs Advisory Committee</b>	
<p>15 Members:</p> <ul style="list-style-type: none"> <li>• 3 State Agency Representatives (DFW, DNR, Parks &amp; Recreation)</li> <li>• 4 Representatives of local agencies, ports, and Tribes</li> <li>• 8 Representatives of the boating community</li> </ul>	<p>HB 1651 (2007) requires RCO to solicit input from a boating activities advisory committee. The Boating Programs Advisory Committee consolidated the roles of two prior groups and it:</p> <ul style="list-style-type: none"> <li>• Evaluates grant applications;</li> <li>• Participates in RCO's boating-related planning and policy development; and</li> <li>• Advises RCO on coordinating and delivering services to boaters.</li> </ul>
<b>Oil Spill Advisory Council, (Council's enabling statute repealed in 2010)</b>	
<p>A Chair-Facilitator and 18 Members:</p> <ul style="list-style-type: none"> <li>• (3) Counties</li> <li>• Public Ports</li> <li>• Tribal Governments</li> <li>• Marine recreation</li> <li>• Environmental organizations</li> <li>• Commercial shellfish interest</li> <li>• Commercial fishing interest</li> <li>• Tourism</li> <li>• Marine labor</li> <li>• Marine trade</li> <li>• Major oil facilities</li> <li>• (1) shoreline resident</li> </ul>	<p>The primary purpose of this Advisory Council was to maintain the state's vigilance in the prevention of oil spills to marine waters, improving preparedness and response. The Council was given 11 duties, including:</p> <ul style="list-style-type: none"> <li>• Serve as an advisory body to Ecology on international, national, and regional issues concerning oil spill prevention, preparedness, and response;</li> <li>• Consult with government decision makers and Ecology;</li> <li>• Provide independent advice, expertise, research, monitoring, and assessment;</li> <li>• Evaluate incidents and make recommendations to Ecology;</li> <li>• Promote opportunities for public involvement; and</li> <li>• Provide assistance to community groups.</li> </ul>
<b>Pacific Oil Spill Prevention &amp; Education Team (POPSET)</b>	
<ul style="list-style-type: none"> <li>• Department of Natural Resources</li> <li>• Department of Ecology</li> <li>• WSU Extension (Clallam Co.)</li> <li>• UW Sea Grant Program</li> <li>• City of Des Moines</li> <li>• U.S. Coast Guard</li> <li>• British Columbia, Alaska, Oregon, and California Agencies</li> <li>• Advocates</li> </ul>	<p>The Pacific States/BC Task Force staffs and forms an interagency collaboration for POPSET which:</p> <ul style="list-style-type: none"> <li>• Operates the <i>Spills Aren't Slick</i> campaign;</li> <li>• Operates the <b>1-800-OILS-911</b> spill reporting number;</li> <li>• Provides education and outreach efforts to give recreational boaters, fishing vessels, and marina operators consistent, accurate pollution prevention messages; and</li> <li>• Acts as a forum to exchange oil spill prevention and boater best management practices information and ideas.</li> </ul>
<b>Clean Vessel Environmental Advisory Committee</b>	
<p>Department of Ecology Parks &amp; Recreation Commission UW Sea Grant Program</p>	<p>This staff level committee collaborate to:</p> <ul style="list-style-type: none"> <li>• Evaluate Clean Vessel grant applications for sewage pumpouts and sanitary dump stations to ensure compliance with design criteria and evaluate environmental need.</li> </ul>

Source: JLARC analysis of statutory and agency information.

## APPENDIX 9 – RECREATIONAL BOATING BY STATE

State	Degree of Centralization	Description
<p><b><u>Alabama</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Natural Resources Agency</li> </ul>	Decentralized State	<p><b>Activities:</b> Engages in 24 state recreational boating activities and the Boating Law Administrator has responsibilities related to 17% of these.</p> <p><b>Funding:</b> Reports 14 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators of all ages and emphasis patrols for vessel usage permit compliance.</p>
<p><b><u>Alaska</u></b></p> <ul style="list-style-type: none"> <li>• Parks Office in a Multi-Type Agency</li> </ul>	Moderately Centralized State	<p><b>Activities:</b> Engages in 15 state recreational boating activities and the Boating Law Administrator has responsibilities related to 27% of these.</p> <p><b>Funding:</b> Reports 8 sources of boating-related revenue and does not receive funding from the state general fund but does receive funds from opt-in/opt-out fees.</p> <p><b>Other:</b> Reports that state does not require a certification or license for boat operators.</p>
<p><b><u>Arkansas</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Fish and Game Agency</li> </ul>	Moderately Centralized State	<p><b>Activities:</b> Engages in 19 state recreational boating activities and the Boating Law Administrator has responsibilities related to 32% of these.</p> <p><b>Funding:</b> Reports 12 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators born after 1985 and emphasis patrols for all carriage requirements, registration, and safe operation.</p>
<p><b><u>California</u></b></p> <ul style="list-style-type: none"> <li>• Boating Office in a Boating Agency</li> </ul>	Decentralized State	<p><b>Activities:</b> Engages in 27 state recreational boating activities and the Boating Law Administrator has responsibilities related to 67% of these.</p> <p><b>Funding:</b> Reports 19 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports engaging in Boating Instructional Safety Centers, Waterhyacinth and Egeria densa Control programs, and collaborating on the recreational boating aspect of the CA State Water Plan.</p>

Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b><u>Connecticut</u></b></p> <ul style="list-style-type: none"> <li>Boating Office in an Environment Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 21 state recreational boating activities and the Boating Law Administrator has responsibilities related to 67% of these.</p> <p><b>Funding:</b> Reports 11 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for state resident boat operators of all ages and all personal watercraft operators, regardless of residency. Connecticut also has a Clean Boater program, and administers grants for educating boaters about the use of pumpouts.</p>
<p><b><u>Florida</u></b></p> <ul style="list-style-type: none"> <li>Law Enforcement Office in a Fish and Game Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 22 state recreational boating activities and the Boating Law Administrator has responsibilities related to 59% of these.</p> <p><b>Funding:</b> Reports 14 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports that state is in the process of phasing in a boat operator certification or license requirement for operators born after 1988 and engages in livery law enforcement, mandatory education for violators, and Seagrass protection.</p>
<p><b><u>Idaho</u></b></p> <ul style="list-style-type: none"> <li>Parks Office in a Parks Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 19 state recreational boating activities and the Boating Law Administrator has responsibilities related to 16% of these.</p> <p><b>Funding:</b> Reports 21 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports that state does not require a certification or license for boat operators and that vessel registration fees are distributed to counties.</p>
<p><b><u>Indiana</u></b></p> <ul style="list-style-type: none"> <li>Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 12 state recreational boating activities and the Boating Law Administrator has responsibilities related to 50% of these.</p> <p><b>Funding:</b> Reports 18 sources of boating-related revenue and receives funding from the state general fund as well as funds from opt-in/opt-out fees.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators of all ages.</p>

Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b><u>Iowa</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 17 state recreational boating activities but did not report whether the Boating Law Administrator has responsibilities related to them.</p> <p><b>Funding:</b> Reports 8 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 18.</p>
<p><b><u>Kansas</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 20 state recreational boating activities and the Boating Law Administrator has responsibilities related to 70% of these.</p> <p><b>Funding:</b> Reports 11 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 21. Kansas also reports emphasis patrols for sound muffling, marine sanitation, and equipment and registration compliance.</p>
<p><b><u>Kentucky</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Fish and Game Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 20 state recreational boating activities and the Boating Law Administrator has responsibilities related to 65% of these.</p> <p><b>Funding:</b> Reports 16 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators between the ages of 12 and 18.</p>
<p><b><u>Maine</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Fish and Game Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 12 state recreational boating activities and the Boating Law Administrator has responsibilities related to 50% of these.</p> <p><b>Funding:</b> Reports 6 sources of boating-related revenue and did not report whether it received funding from the state general fund but does report receiving lottery funds.</p> <p><b>Other:</b> Reports that state does not require a certification or license for boat operators.</p>
<p><b><u>Maryland</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 18 state recreational boating activities but did not report whether the Boating Law Administrator has responsibilities related to them.</p> <p><b>Funding:</b> Reports 13 sources of boating-related revenue and did not report whether it receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for some boat operators. Maryland also reports activities related to Maritime Homeland Security and Search and Rescue.</p>

Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b><u>Missouri</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Law Enforcement Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 20 state recreational boating activities and the Boating Law Administrator has responsibilities related to 55% of these.</p> <p><b>Funding:</b> Reports 13 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators born after 1984 and that the course covers environmental protection and enforcement.</p>
<p><b><u>Montana</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 12 state recreational boating activities and the Boating Law Administrator has responsibilities related to 42% of these.</p> <p><b>Funding:</b> Reports 5 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under the ages of 13 and 14.</p>
<p><b><u>Nebraska</u></b></p> <ul style="list-style-type: none"> <li>• Boating Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 12 state recreational boating activities and the Boating Law Administrator has responsibilities related to 92% of these.</p> <p><b>Funding:</b> Reports 5 sources of boating-related revenue and receives funding from the state general fund as well as funds from opt-in/opt-out fees.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators between 14 and 18 years old. Nebraska also reports emphasis patrols to enforce the state boat act.</p>
<p><b><u>New Hampshire</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Law Enforcement Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 13 state recreational boating activities and the Boating Law Administrator has responsibilities related to 62% of these.</p> <p><b>Funding:</b> Reports 10 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators of all ages and that NH Fish &amp; Game maintains all public boating access sites owned by state and local government and that there are no fees to use public ramps.</p>
<p><b><u>New Jersey</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Law Enforcement Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 17 state recreational boating activities and the Boating Law Administrator has responsibilities related to 47% of these.</p> <p><b>Funding:</b> Reports 16 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators of all ages.</p>

Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b><u>New Mexico</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 25 state recreational boating activities and the Boating Law Administrator has responsibilities related to 100% of these.</p> <p><b>Funding:</b> Reports 19 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators over 21.</p>
<p><b><u>New York</u></b></p> <ul style="list-style-type: none"> <li>• Parks Office in a Parks Agency</li> </ul>	<p>Decentralized State</p>	<p><b>Activities:</b> Engages in 18 state recreational boating activities and the Boating Law Administrator has responsibilities related to 39% of these.</p> <p><b>Funding:</b> Reports 16 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators between the ages of 10 and 17.</p>
<p><b><u>North Carolina</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Fish and Game Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 17 state recreational boating activities and the Boating Law Administrator has responsibilities related to 35% of these.</p> <p><b>Funding:</b> Reports 11 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 26.</p>
<p><b><u>North Dakota</u></b></p> <ul style="list-style-type: none"> <li>• Environment Office in a Fish and Game Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 12 state recreational boating activities and the Boating Law Administrator has responsibilities related to 50% of these.</p> <p><b>Funding:</b> Reports 4 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 16 and participating in a Fisheries Development Cost Share Program.</p>
<p><b><u>Ohio</u></b></p> <ul style="list-style-type: none"> <li>• Boating Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 26 state recreational boating activities and the Boating Law Administrator has responsibilities related to 65% of these.</p> <p><b>Funding:</b> Reports 15 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports that state is in the process of phasing in a boat operator certification or license requirement and participating in a Recreational Marine Loan Program and a Scenic Rivers program. Ohio boating also funds some dredging activities at State Parks, on Lake Erie, and the Ohio River.</p>

Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b><u>Oklahoma</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Law Enforcement Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 9 state recreational boating activities and the Boating Law Administrator has responsibilities related to 67% of these.</p> <p><b>Funding:</b> Reports 7 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators over 12.</p>
<p><b><u>Oregon</u></b></p> <ul style="list-style-type: none"> <li>• Boating Office in a Boating Agency</li> </ul>	<p>Decentralized State</p>	<p><b>Activities:</b> Engages in 25 state recreational boating activities and the Boating Law Administrator has responsibilities related to 84% of these.</p> <p><b>Funding:</b> Reports 11 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators of all ages and engaging in emphasis patrols for aquatic invasive species and mandatory education certification as well as an encapsulated foam flotation permit program.</p>
<p><b><u>Rhode Island</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in an Environment Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 13 state recreational boating activities and the Boating Law Administrator has responsibilities related to 62% of these.</p> <p><b>Funding:</b> Reports 9 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 24.</p>
<p><b><u>South Dakota</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 16 state recreational boating activities and the Boating Law Administrator has responsibilities related to 44% of these.</p> <p><b>Funding:</b> Reports 13 sources of boating-related revenue and does not receive funding from the state general fund but does receive funds from opt-in/opt-out fees.</p> <p><b>Other:</b> Reports that state does not require a certification or license for boat operators.</p>
<p><b><u>Texas</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 21 state recreational boating activities and the Boating Law Administrator has responsibilities related to 38% of these.</p> <p><b>Funding:</b> Reports 18 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 18.</p>



Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b>Utah</b></p> <ul style="list-style-type: none"> <li>Boating Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 18 state recreational boating activities and the Boating Law Administrator has responsibilities related to 78% of these.</p> <p><b>Funding:</b> Reports 16 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators under 18 and participating in a Selective Enforcement Operation Plan, undercover patrols, marine checkpoints, and city and county fairs.</p>
<p><b>Vermont</b></p> <ul style="list-style-type: none"> <li>Law Enforcement Office in a Law Enforcement Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 12 state recreational boating activities and the Boating Law Administrator has responsibilities related to 67% of these.</p> <p><b>Funding:</b> Reports 6 sources of boating-related revenue and receives funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for some boat operators and that the Department of Natural Resources Fish &amp; Wildlife have the responsibility of all access areas for all types of boats and have received some small grants from us for projects at the access areas.</p>
<p><b>Virginia</b></p> <ul style="list-style-type: none"> <li>Law Enforcement Office in a Fish and Game Agency</li> </ul>	<p>Moderately Centralized State</p>	<p><b>Activities:</b> Engages in 15 state recreational boating activities and the Boating Law Administrator has responsibilities related to 17% of these.</p> <p><b>Funding:</b> Reports 8 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports that state is in the process of phasing in a boat operator certification or license requirement and engages in boating safety exhibits, boat shows, media interviews, public service announcements, and publications.</p>
<p><b>Washington</b></p> <ul style="list-style-type: none"> <li>Boating Office in a Parks Agency</li> </ul>	<p>Decentralized State</p>	<p><b>Activities:</b> Engages in 30 state recreational boating activities and the Boating Law Administrator has responsibilities related to 57% of these.</p> <p><b>Funding:</b> Reports 32 sources of boating-related revenue and receives funding from the state general fund as well as funds from opt-out fees.</p> <p><b>Other:</b> Reports that state is in the process of phasing in a boat operator certification or license requirement and also reports participating in life jacket loaner programs, aquatic invasive species emphasis patrols, oil and fuel spill and marine fire prevention, and boater education about marine mammal protection.</p>

Appendix 9 – Recreational Boating By State

State	Degree of Centralization	Description
<p><b><u>Wisconsin</u></b></p> <ul style="list-style-type: none"> <li>• Law Enforcement Office in a Multi-Type Agency</li> </ul>	<p>Single-Agency State</p>	<p><b>Activities:</b> Engages in 16state recreational boating activities and the Boating Law Administrator has responsibilities related to 44% of these.</p> <p><b>Funding:</b> Reports 12 sources of boating-related revenue and does not receive funding from the state general fund.</p> <p><b>Other:</b> Reports requiring a certification or license for boat operators born after 1989 and having emphasis patrols for boat noise and navigation rule violations.</p>

Source: JLARC survey of State Boating Law Administrators and JLARC analysis of state agency websites.

