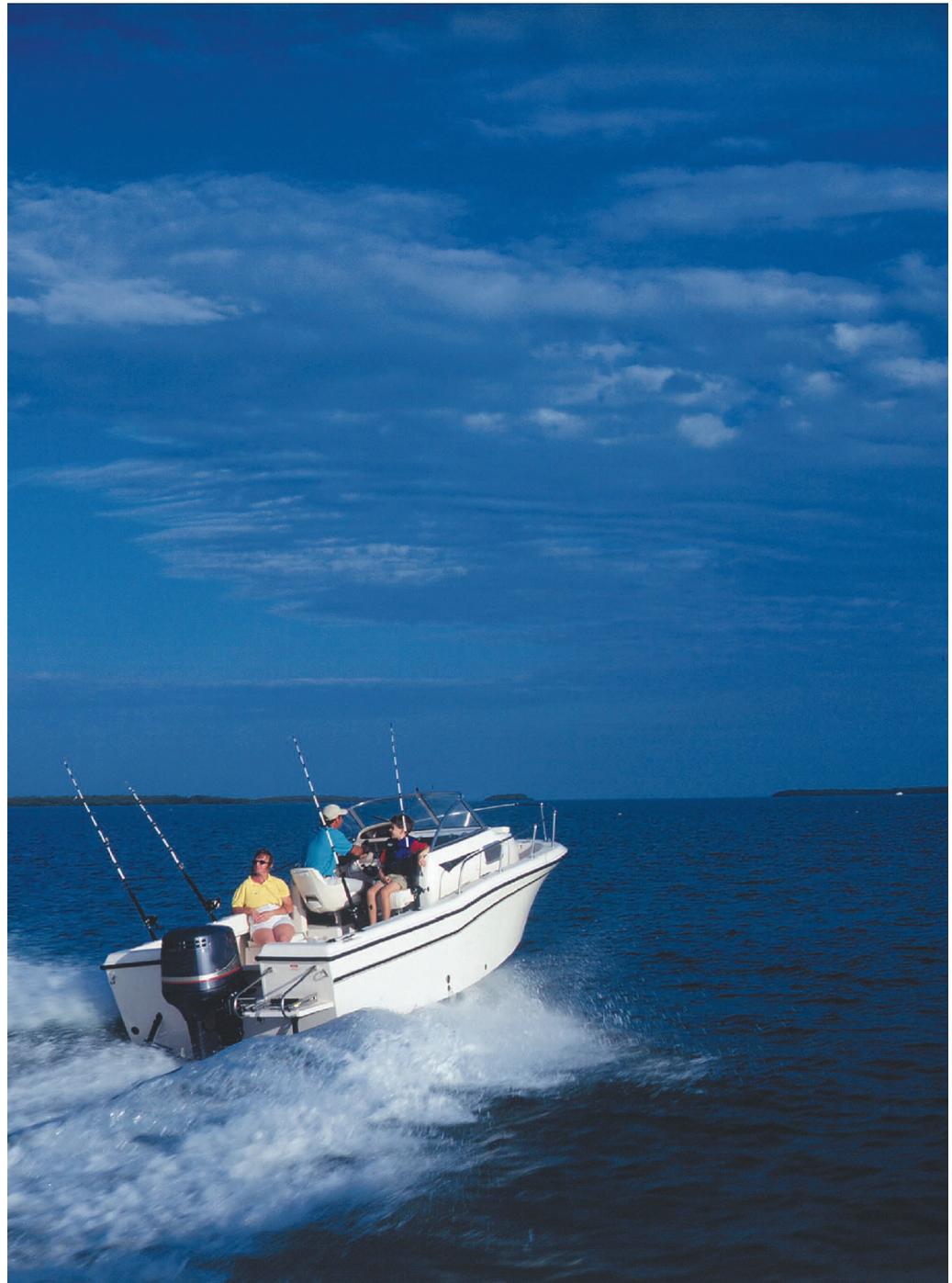


**Programmatic Assessment of the
RECREATIONAL BOATING &
FISHING FOUNDATION**



**Sport Fishing
and Boating
Partnership
Council**

FY 2003–2006



COURTESY OF GRADY-WHITE BOATS

COVER BACKGROUND IMAGE: JANE PELLICCIOTTO

SPORT FISHING AND BOATING PARTNERSHIP COUNCIL

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EXECUTIVE SUMMARY

The 1998 Sportfishing and Boating Safety Act (Act) directed the Secretary of the Interior, in consultation with the Sport Fishing and Boating Partnership Council (SFBPC), to develop and implement a National Outreach and Communications Program aimed at increasing participation in recreational boating and fishing, and promoting conservation and responsible use of the Nation's aquatic resources. The Program is guided by a stakeholder-developed strategic plan created in 1998. The Recreational Boating and Fishing Foundation (RBFF) was formally established in October 1998 to carry out objectives of that plan.

Pursuant to the Act, the Secretary of the Interior is directed to undertake periodic reviews of the Program. Responsibility for undertaking the required assessment was delegated to SFBPC, on behalf of the Secretary, through a 1999 memorandum of understanding which states the SFBPC “will monitor the implementation of the program, will evaluate effectiveness of the program by communicating regularly with its stakeholders, and will regularly report findings to the Secretary and the signatories of this agreement.”

In 2002, the SFBPC undertook the first review resulting in the report, *Implementation of the Strategic Plan for the National Outreach and Communications Program*, a progress report to the Secretary of the Interior. This assessment constitutes a second review of the Foundation and its implementation of the Program.

Conduct of the Assessment

In 2005, SFBPC empanelled a six-person Assessment Team to undertake a programmatic assessment of RBFF for the period 2002–2006. Collectively the team comprises experience and expertise in recreational boating, fishing, aquatic resource conservation, and familiarity with the conduct and impact of RBFF's programs. In carrying out its review responsibilities, the council charged its Assessment Team to conduct an assessment that is independent, impartial, and constructive.

In recognition of the fact that the assessment could not effectively cover all aspects of RBFF's programs—given limited time, constrained resources, and growing complexity—a concise set of five questions was developed and examined. These questions were intentionally framed in simple, direct language aimed at the intended beneficiaries: boaters and anglers, the recreational boating and fishing industry, and the aquatic resources on which boating and fishing depend:

1. Have RBFF activities had a positive impact on recruitment and retention of boaters and anglers?
2. Have stakeholders found added value in the adoption of RBFF products?
3. Has RBFF increased the public's knowledge of “how to” boat and fish, and its awareness of boating and fishing opportunities?
4. How has RBFF enhanced the public's understanding of aquatic resources?
5. Have RBFF products and activities increased conservation and responsible use of aquatic resources by boaters and anglers?

Assessment Findings and Recommendations

This assessment documents a great deal of work by RBFF centered on boating, angling, and the conservation of aquatic resources. In the four-year period examined, RBFF introduced innovative educational programs, collaborated with state agencies to increase outreach and marketing, and made Water Works Wonders and TakeMeFishing increasingly recognized national brands. These activities and resulting outcomes are examined in detail in the following report and a series of performance measures are recommended including:

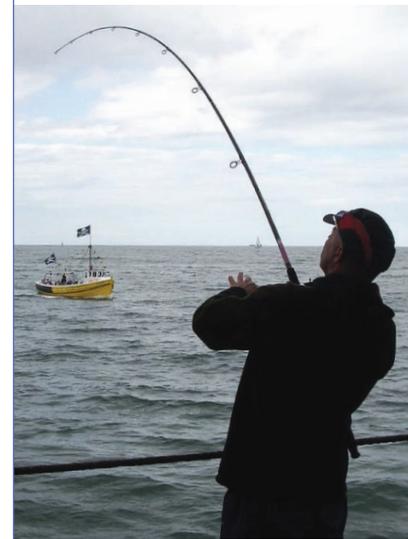
- By 2010, RBFF demonstrates its impact on boating and fishing participation through the development of specific measurable programs where RBFF works with states and other partners to develop integrated marketing programs and where pre-effort data mining exists and post-effort sampling is conducted (Indicators 1.1–1.5).
- By 2010, one-half or more of boating, fishing, and aquatic resource stakeholders incorporate RBFF approaches into their own activities. The overall value of these cooperative programs with stakeholders should equal, or exceed RBFF annual stakeholder budget (Indicators 2.1–2.2).
- By 2010, achieve 1 million or more unique visitors annually, staying one minute or longer, to RBFF websites. Research indicates sites are valued among boaters and anglers for “how to” and “where to” boat and fish (Indicator 3.1).
- A 2010 survey finds 75 percent of state aquatic educators have utilized www.rbff.org site in last two years. Survey further finds 75 percent of state aquatic educators utilize best practices in the development and implementation of their programs. RBFF provides two or more boating and fishing grants in each of 35 states to support boating and fishing education in K-12 physical education classes (Indicators 4.1–4.3).
- By 2008, RBFF develops set of measures for demonstrating organization’s contribution to both implied conservation (e.g., purchase of state fishing license) and personal conservation (responsible use, ethical conduct). (Indicator 5.1).
- Beginning in FY 2007, RBFF annually reports its activities and accomplishments to FWS and its stakeholders against a set of performance standards on boating and fishing participation, value to stakeholders, skills and access, aquatic resource appreciation, and conservation and responsible use (Indicators 2.4 and 5.2).

Mindful of the need to demonstrate continued benefits to angling and boating participation and the conservation and wise use of aquatic resources, the Assessment Team also found areas where improvements can be achieved. The crux of these observations is captured in the 17 recommendations that follow (in order of presentation in the report). Please see the full report for additional discussion of each of these recommendations.

In presenting these recommendations, the Assessment Team has intentionally stopped short of dictating policy as this is the proper role for the RBFF Board of Directors in consultation with SFBPC, FWS, and other stakeholders.

To improve the impact and effectiveness of its programs, the Assessment Team provides 17 recommendations which are presented in the order of their appearance in the report, not as an indication of priority.

1. Identify improved metrics for measuring RBFF’s impact on boating and angler participation at the state and regional levels (rather than using national metrics) through focused surveys, data mining, and other techniques directed at specific markets (p. 26).
2. Develop methodology to demonstrate the relationship between consumer “impressions” and angler/boater recruitment and retention. Absent definitive proof that impressions from national media campaigns have a direct causal relationship with boating and fishing participation, RBFF should reexamine funding allocated to national media campaigns versus other programs conducted with, and to the benefit of, its stakeholders (p. 26).
3. Expand efforts to work with state natural resource agencies and industry partners in the design and implementation of pilot marketing programs to increase license sales and participation in boating and fishing. Work cooperatively with stakeholders to integrate pilot programs into the long-term operation of state agency programs (p. 26).
4. Work closely with boating stakeholders to ensure RBFF’s programs are meaningful to the boating sector and helping to increase boating participation. The current focus on “increased fishing from boats” and its definition of boating may prove too limiting to ensure the boating stakeholder sector’s long-term support of RBFF (p. 26).
5. Develop and institute improved survey methodology for determining stakeholder use of RBFF materials on annual or biennial basis. Ensure survey is easy for stakeholders to complete and provides timely and useful information for RBFF management (p. 40).
6. Conduct annual survey of state natural resource agency websites to determine level of RBFF cooperative material usage and look for new ways to assist agencies in their fishing, boating, and aquatic conservation missions (p. 40).
7. Provide FWS with an annual accomplishments report, as required by the FWS Cooperative Agreement, which reports against the stated performance goal of “increasing public participation in recreational fishing and boating activities and increasing public awareness of the need for aquatic resource conservation.” A copy should be provided to SFBPC as well. In addition, produce an annual stakeholders’ report which provides a “bottom line” assessment of progress, identifying where objectives have and have not been met, and provide lessons learned and obstacles encountered (p. 40).
8. Disseminate existing and future research results in a manner that permits stakeholders to put RBFF findings into action; develop future research agendas in close collaboration with stakeholders (p. 40).



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9. Set as a strategic plan and annual work plan goal to document at least a 25 percent match in non-federal outside contributions to the organization's projects. Assessment Team believes this match can be leveraged from the publicity value, cost-sharing, and other leverage the RBFF program routinely attracts. It is not recommended that RBFF institute a "matching requirement" for its grant recipients and partners except where such leverage is advantageous to all parties (p. 40).
10. Work with state natural resource agencies and other stakeholders to fine-tune the TakeMeFishing.org website to increase its effectiveness in educating the public and providing "how-to" and "where-to" boat and fish information (p. 45).
11. Continue to ensure that safe boating practices remain integral to all RBFF programs and provide website downloads and other outreach on important safety practices such as wearing lifejackets, carbon monoxide build-up, use of emergency cut-off devices, etc. (p. 45).
12. Evaluate future role in supporting National Fishing and Boating Week versus allocating the required staff effort and funding to other programs (p. 45).
13. In cooperation with stakeholders, undertake an assessment of the full range of fishing and boating programs directed at children and newcomers. Such an evaluation would make recommendations for increasing their efficiency and effectiveness and RBFF would reallocate resources as appropriate (p. 45).
14. Develop improved capability to track educators' use of RBFF.org website and the adoption of best practices by educators (p. 51).
15. Consider directing additional resources toward the National Fishing and Boating Education Grant Initiative because of its long-term recruitment potential and the ability to effectively measure the program's impact (p. 51).
16. Integrate conservation and responsible use into all aspects of its programs. RBFF should concentrate on working with state natural resource agencies to assist them in their conservation and aquatic education programs. Linking the purchase of a fishing license to an act of conservation, or promoting safe and ethical boating and fishing on a continuing basis are two actions that move RBFF toward fulfilling this mandate (p. 56).
17. Work with the U.S. Fish and Wildlife Service (FWS) and the SFBPC to codify a single set of performance criteria and measures along with appropriate modifications to data collection systems. This will greatly enhance RBFF's accountability to Congress and the general public, improve data collection and quality, reduce redundancy and overall labor required by Foundation staff, and greatly facilitate future assessments (p. 58).

As this is effectively the first programmatic assessment of RBFF that sets benchmarks and targets, it will be the joint responsibility of FWS, SFBPC, and RBFF to ensure that a single set of measurements are jointly developed, approved, tracked, and reported against. It is anticipated that RBFF will annually report to FWS, SFBPC, and other stakeholders on its accomplishments measured against this set of performance goals. The SFBPC will formally undertake the next three-year assessment of RBFF, as required by law, in 2010. Throughout the conduct of this assessment, the staff of RBFF has proved helpful, unstinting with their time, and very receptive to the observations and recommendations of the Assessment Team.



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INTRODUCTION

The Sportfishing and Boating Safety Act of 1998 directed the Secretary of the Interior to “develop and implement, in cooperation and consultation with the Sport Fishing and Boating Partnership Council, a national plan for outreach and communications.” The Act also authorized \$36 million to fund the implementation of the plan beginning with \$5 million in fiscal year 1999 (Exhibit 1).

Between November 1997 and May 1998, 11 national stakeholder meetings were hosted by the Sport Fishing and Boating Partnership Council (SFBPC) to 1) receive input from states, fisheries administrators, industry leaders, and interested user groups on factors contributing to the stagnation and decline in boating and angling as a recreational activity, and 2) to strategize about objectives and solutions for halting or reversing these trends. Over 400 individuals participated in the stakeholder meetings.

Following this extensive series of stakeholder meetings, the SFBPC drafted a Strategic Plan for the National Outreach and Communications Program as required in the Act. The stated goal of the 1998 Strategic Plan for the National Outreach and Communications Program is to retain and recruit recreational boating and fishing participants while encouraging a conservation ethic and respect for the aquatic resource (Exhibit 2). The goal was to be accomplished through pursuit of five objectives:

- Create a top-of-mind recreational boating and fishing campaign to develop awareness, trial, and continued participation;
- Educate people how and where to boat and fish;
- Target market segments and create messages that address each segment’s specific needs;
- Educate stakeholders on marketing, outreach, and implementation of national strategies to targeted user groups; and
- Make availability of, and access to, boating and fishing locations easy and simple.

In September 1998, a group of individuals representing angling and boating interests formed the initial board of directors for a new nonprofit entity known as the Recreational Boating and Fishing Foundation (RBFF or Foundation). The Foundation’s role was described by its founders as assisting U.S. Fish and Wildlife Service (FWS) and the Department of the Interior in implementing the 1998 Strategic Plan for the National Outreach and Communications Program. An interim president was chosen to serve while the board conducted a search. In October 1998, the RBFF Board of Directors met for the first time.



Secretary of the Interior Bruce Babbitt approved the 1998 Strategic Plan for the National Outreach and Communications Program in February 1999 (Exhibit 3). The following month, FWS and RBFf signed a cooperative agreement to provide financial support to the RBFf for professional marketing expertise needed to implement the National Outreach and Communications Program (Exhibit 4). In July 1999, Bruce Matthews was hired as RBFf President and Chief Executive Officer and he began the process of hiring permanent staff and establishing an office in Alexandria, VA.

In September 1999, FWS, SFBPC, and the International Association of Fish and Wildlife Agencies (now known as the Association of Fish and Wildlife Agencies, or AFWA) entered into a memorandum of understanding (MOU) with RBFf establishing the framework for a “collaborative effort to implement the National Outreach and Communications Program.” The MOU states the SFBPC “will monitor the implementation of the Program, will evaluate effectiveness of the program by communicating regularly with its stakeholders and will regularly report findings to the Secretary and the signatories of this agreement” (Exhibit 5).

Funding for the Foundation is provided through the Sport Fish Restoration and Boating Trust Fund (SFR) and administered by FWS. A history of appropriations to the Foundation is presented in Table 1.

Table 1 | RBFf: Appropriation History

Fiscal Year*	Appropriations	Fiscal Year*	Appropriations
1999	\$5,000,000	2003	\$10,000,000
2000	\$6,000,000	2004	\$10,000,000
2001	\$7,000,000	2005	\$10,000,000
2002	\$8,000,000	2006	\$11,307,281

*FY=October 1-September 30

The Act requires that the Secretary of the Interior undertake a review of the program “periodically, but not less frequently than once every 3 years.” Responsibility for undertaking the required assessment was delegated to SFBPC, on behalf of the Secretary, through the 1999 memorandum of understanding which states the SFBPC “will monitor the implementation of the Program, will evaluate effectiveness of the program by communicating regularly with its stakeholders and will regularly report findings to the Secretary and the signatories of this agreement.” In 2002, the SFBPC undertook the first review resulting in the report, *Implementation of the Strategic Plan for the National Outreach and Communications Program*, a progress report to the Secretary of the Interior. This assessment constitutes a second review of the Foundation and its implementation of the National Outreach and Communications Program.

Mission of RBFf

To implement an informed, consensus-based national outreach strategy that will increase participation in recreational angling and boating and thereby increase public awareness and appreciation of the need to protect, conserve, and restore this nation’s aquatic natural resources.

Vision

A nation where recreational boating and fishing are the preferred choice that comes to mind first for leisure pursuits among American families, thus perpetuating our boating/fishing heritage and the resources that sustain it.

Assessment Process

Scope

This assessment is based on the activities of the Foundation from April 1, 2002 (RBFY FY 2003) through March 31, 2006 (RBFY FY 2006).

Step 1: Develop Assessment Criteria and Process

To conduct this required assessment, the Council empanelled a six-person Assessment Team that represents a cross section of organizations interested and experienced in recreational fishing and boating and familiar with the conduct and impact of the Foundation (Table 2). The Team was assisted by Doug Hobbs, FWS Coordinator for SFBPC, and Whitney Tilt was hired as project consultant.¹ Initial scoping work began April 27, 2005.

Table 2 | Council Assessment Team and Staff

DOUGLASS BOYD (CO-CHAIR) Board Member Coastal Conservation Association	ROBIN KNOX Manager of Sport Fisheries Colorado Division of Wildlife*	RYCK LYDECKER (CO-CHAIR) Assistant Vice President for Government Affairs BoatU.S.
MONITA FONTAINE VP and Senior Counsel Government Relations National Marine Manufacturers Association	NOREEN CLOUGH Conservation Director BASS/ESPN Outdoors KENNETH HADDAD Executive Director Florida Fish & Wildlife Conservation Commission	DOUG HOBBS SFBPC Coordinator U.S. Fish and Wildlife Service WHITNEY TILT Assessment Project Manager Sonoran Institute

In developing its assessment process, the Assessment Team was aided by the project evaluation process developed by Dr. Steven Yaffee and colleagues at the University of Michigan.² The process consists of four basic steps: 1) development of the assessment framework, 2) data and information collection, 3) evaluation, and 4) report preparation.

This assessment is undertaken based on a foundation provided by four documents: *Sportfishing and Boating Safety Act of 1998*, *Strategic Plan for the National Outreach and Communications Program* (1998), *1999 Memorandum of Understanding*, and the *2002 Implementation of the Strategic Plan for the National Outreach and Communications Program* report.

* Presently Coordinator, Western Native Trout Initiative.

1. Whitney Tilt's experience includes working on collaborative conservation efforts for the Sonoran Institute in Bozeman, MT (2003-present); primary author and consultant for development of the National Fish Habitat Action Plan (2006); report co-author for the Programmatic Evaluation of the U.S. Fish and Wildlife Service Fisheries Program, FY 2004 (2005); committee member and report co-author for development of SFBPC's A Partnership Agenda for Fisheries Conservation (2002); and serving as the Director of Conservation for the National Fish and Wildlife Foundation (1988-2003).

2. See *Measuring Progress, a Guide to the Development, Implementation, and Interpretation of an Evaluation Plan* — a publication of the Ecosystem Management Initiative, School of Natural Resources, University of Michigan at: www.snre.umich.edu/ecomgt/evaluation/templates.htm.

The *Sportfishing and Boating Safety Act of 1998* led to development of the 1998 Strategic Plan and provided the funding for the Outreach Plan which led in turn to establishment of the Foundation to accomplish the plan's goals.

The *Strategic Plan for the National Outreach and Communications Program* identifies a set of measures tied to five specific objectives and associated strategies. The measures include increasing overall recreational boating and fishing participation, increasing annual boating and fishing frequency, reducing participant dropout rates, and reactivating lapsed participants.

The 1999 Memorandum of Understanding (executed September 1999 and amended March 2004) outlines the collaborative effort to implement the National Outreach and Communications Program, pursuant to the Act. It outlines the following roles for the signatory parties:

U.S. Fish and Wildlife Service—liaison and grant administration

Sport Fishing and Boating Partnership Council—monitor implementation

Association of Fish and Wildlife Agencies—liaison with states

Recreational Boating and Fishing Foundation—implementation

The 2002 Implementation of the Strategic Plan for the National Outreach and Communications Program, prepared by SFBPC, recommended five indicators to gauge the Foundation's effectiveness:³

- Increase in overall recreational boating and fishing participation by an average of one percent per year by 2008;
- Annual increase in unit sales of fishing equipment that generate revenue for the Sport Fish Restoration Program;
- Increase in anglers using boats for fishing;
- Annual increase in number of governmental agencies, nongovernmental organizations, and industry groups incorporating Foundation-developed approaches into their own activities; and
- Effect of effort on aquatic resources stewardship.



3. Implementation of the Strategic Plan for the National Outreach and Communications Program, a progress report to the Secretary of the Interior by the Sport Fishing and Boating Partnership Council, March 2002.

The 1998 Strategic Plan for the National Outreach and Communications Program and the 2002 Implementation Report each present measures of success on which to assess RBFF activities. RBFF views the 1998 and 2002 measures as “completely appropriate,” but has found it difficult to empirically correlate them with the role the Foundation has played to move these metrics over time.⁴ The Foundation’s 2004-09 Strategic Plan calls for “specific quantifiable measures by which to determine success in increasing participation and stewardship. These measures should be widely accepted by fishing and recreational boating stakeholders.”⁵ At the time of this assessment, the Foundation is developing such measures but, for the purposes of this assessment, no internal evaluation model exists.

Beginning in June 2005, Whitney Tilt conducted a series of meetings with Foundation and FWS staff, as well as others familiar with the Foundation’s history and activities. The Foundation and FWS provided background documents to the Assessment Team, from which a series of situation maps were developed to synthesize the organization’s goals, objectives, threats and assets, and strategies and activities. Based on these explorations, the measures put forth in the 1998 Strategic Plan for the National Outreach and Communications Program and 2002 Implementation Report, and the interest in accounting for the Foundation’s measurable impact, a set of measures was developed to assess the Foundation’s impact on:

- Consumer awareness of fishing and boating activities;
- Stakeholder adoption of Foundation products, tools, and services;
- Development of best practices in aquatic education; and
- Recruitment and retention of boaters and anglers.

These four areas of assessment encompass the Foundation’s mission of increasing participation in recreational boating and fishing and increasing public awareness and appreciation of the need for protecting, conserving, and restoring the nation’s aquatic resources. RBFF’s mission is often paraphrased as “recruitment, retention, and stewardship.”

Step 2: Build Assessment Framework

From the goals, strategies, and activities identified in Step 1, the Assessment Team invested a significant amount of time and effort in developing a concise set of questions designed to capture the greatest amount of measurable information. The resulting set of questions and indicators (measures) seek to answer the queries: “What will RBFF success look like?” and “What progress has RBFF made toward that success?”

4. Based on Board of Directors minutes and interviews with staff.2 See Measuring Progress, a Guide to the Development, Implementation, and Interpretation of an Evaluation Plan — a publication of the Ecosystem Management Initiative, School of Natural Resources, University of Michigan at: www.snre.umich.edu/ecomgt/evaluation/templates.htm.

5. RBFF 2004-09 Strategic Plan, 10-2003.

Through a series of meetings and brainstorming sessions with RBFF and FWS staff and other stakeholders, a set of questions emerged that sought to capture the core of RBFF's expected outcomes. In recognition of the fact that an assessment process cannot cover all aspects of a program—given limited time, constrained resources, and growing complexity—the larger set of possible questions was pared down to five central inquiries.

The following five questions are the result of the Assessment Team's effort to develop, implement, and refine a set of performance measures that track the Foundation's progress toward the diverse set of possible activities and outcomes as outlined for the organization in the 1998 Strategic Plan, 2002 SFBPC Report, and RBFF-developed strategic plans. These questions are intentionally framed in simple, direct language aimed at the intended beneficiaries: boaters and anglers, the recreational boating and fishing industry, and the aquatic resources on which boating and fishing depend.

1. Have RBFF activities had a positive impact on recruitment and retention of boaters and anglers?
2. Have stakeholders found added value in the adoption of RBFF products?
3. Has RBFF increased the public's knowledge of "how to" boat and fish, and its awareness of boating and fishing opportunities?
4. How has RBFF enhanced the public's understanding of aquatic resources?
5. Have RBFF products and activities increased conservation and responsible use of aquatic resources by boaters and anglers?

For each of these questions, a set of indicators (measures) was developed along with one or more benchmarks (comparisons) against which to measure changes in the indicators.

Step 3: Conducting the Assessment

Concurrent with development of the framework, the Assessment Team met with RBFF staff and others to gather data and began to assess the Foundation programs in light of data provided. Most of the information was provided by Foundation staff and consisted of a wide range of published and unpublished material including summaries and reports, correspondence, financial statements, and databases, all prepared by RBFF professional staff, consultants, and others. Selected data are summarized throughout the report and/or appended. All data provided to the Assessment Team have been inventoried and are available for review. An inventory of the resources examined and utilized in this assessment is presented in Exhibit 6.

The team conducted its assessment through a series of telephone conference calls, face-to-face meetings, and outside interviews with Foundation staff, board members, and stakeholders.

Nomenclature & Definitions

Indicator

An attribute that can be measured or described and is used to answer one or more evaluation questions.

Benchmark

A comparison allowing assessment of change in an indicator established in this report as FY 2004 performance.

PROGRAMMATIC ASSESSMENT

This assessment consists of five evaluation questions. For each of these questions, the following is provided:

Context within which question is asked relative to the Foundation, recreational boating and fishing, and aquatic resource management;

Basis for assessment describing evaluation question, information requested by the Assessment Team, and data received;

Assessment results and discussion, indicators, measurables, baselines, and targets. The baseline is set to Fiscal Year (FY) 2006, and targets to FY 2010, except where otherwise noted; and

Recommendations to increase effectiveness for consideration by the Foundation Board of Directors as it continues to direct the Foundation's program in the future.



:: QUESTION 1 ::

Have RBFF activities had a positive impact on recruitment and retention of boaters and anglers?

Context

Recreational fishing and boating are two of America’s most popular outdoor pastimes. They provide important economic benefits since boaters and anglers and the associated industries spend billions of dollars and support thousands of American jobs from coast to coast. In addition, boaters and anglers and the associated industries generate hundreds of millions of dollars in excise taxes each year that return to states and local communities through SFR to fund a wide variety of boating, fishing, and aquatic resource conservation projects.

From 1955 to 1990, the number of anglers increased at nearly twice the rate of U.S. population growth. Beginning in 1990, this trend declined for the first time and has continued to show little, no, or negative growth.⁶ Researchers have noted the number of people who participate in recreational fishing is not keeping pace with population growth in the United States. Among the most commonly cited reasons for not participating in boating and fishing are: 1) perceived lack of time and/or money, 2) lack of access to (or knowledge of) facilities, 3) negative images of water quality, fish contamination, and boater safety issues, and 4) lack of a consistent positive image of boating and angling.⁷

Recreational boating and fishing contribute to aquatic resource conservation through excise taxes on fishing equipment and motor boat fuel that fund the SFR program. Since angler revenues provide a significant portion of funding for aquatic management in most states, the decline of boating and fishing relative to population growth is a major concern for state and federal natural resource managers. The retention and recruitment of boaters and anglers, therefore, helps ensure continued funding for aquatic conservation and restoration.

Basis for Assessment

Five indicators were selected to assess the impact of Foundation activities on the recruitment and retention of recreational boaters and anglers. The first three indicators are adapted from the SFBPC 2002 report. Indicator 1.4 examines a subset of nine states selected that have partnered in one or more RBFF programs. Lastly, Indicator 1.5 examines the impact of RBFF’s national media campaign on the recruitment and retention of recreational boaters and anglers. The baseline is set as Calendar Year (CY) 2002, the target year is established as FY 2010, and interim

6. National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, U.S. Fish and Wildlife Service and U.S. Census Bureau, 2001.

7. Factors Influencing Recreational Fishing and Boating Participation, prepared for SFBPC by A. Fedler, R. Ditton, and M. Duda, 1998; and Strategic Plan to Develop a National Outreach and Communication Program, SFBPC, 1998.

RBFF’s Definition of Boating

With an interest in targeting limited resources to produce the greatest benefit to both boating and fishing and generate widespread stakeholder support, RBFF chose to focus on that “place where boating and fishing live together.” Focusing on fishing from a boat and boating related to fishing, RBFF sought to provide a platform for both the boating and fishing communities to work together on a common agenda, without splitting resources and reducing an already limited budget for national outreach.

RBFF focuses on boats generally used and suitable as platforms for fishing. A variety of boats are depicted in ads, with sailboats and personal watercraft purposely excluded. While oar and paddle boats (canoes, drift boats, etc.) are commonly used for fishing and represent a growth sector in boating, they have largely been excluded from RBFF’s “boating community” as “they don’t pay a gas tax” and therefore make no contribution to the Sport Fish Restoration Program.

targets are presented for CY 2004–06 depending on data availability. SFR apportionment history and state license data are available from the Federal Assistance office of FWS and boat registration and sales data were provided by the National Marine Manufacturers Association.⁸

Assessment

Indicator	Measurables	Baseline (CY 2002)	Interim Baseline (CY 2004–06)	Target (FY 2010)
1.1. Overall recreational boating and fishing participation has increased one percent or more annually since 2002 (SFBPC outcome)	► FWS Federal Assistance SFR data	2002 License holders in 50 states = 28,859,584	2005 License holders in 50 states = 28,452,179 (-1.4%)	Abandon national metric. Develop specific targets for sample states/ regions where pre-effort data mining exists and post-effort sampling is conducted
1.2. Equipment sales generating revenue for Sport Fish Restoration (SFR) demonstrate annual increases since 2002 (SFBPC outcome)	► FWS Federal Assistance data	2002 SFR apportionment to states, DC, PR, & Territories for 2002 = \$292,786,775	2005 SFR apportionment to states, DC, PR, & Territories for 2005 = \$294,691,282 (+0.7%)	Abandon national metric. Develop specific targets for sample states/ regions where pre-effort data mining exists and post-effort sampling is conducted
1.3. More anglers using boats for fishing since 2002 (SFBPC outcome)	► NMMA boat registrations and sales (all kinds of boats, not just those used for fishing)	Boat registrations in 2002 = 12.85 million. National boat sales (new & used) in 2002 = \$8.02 billion	Boat registrations in 2004 = 12.78 million (-0.6%). National boat sales (new & used) in 2004 = \$7.93 billion (-1.0%)	Develop specific targets for sample states/ regions where pre-effort data mining exists and post-effort sampling is conducted
1.4. States targeted by RBFF campaigns and programs demonstrate positive trends in fishing license sales	► FWS Federal Assistance for sample of 9 states participating in one or more RBFF programs	2002 license holders: AZ- 384,829 FL- 1,090,692 ID- 411,055 IA- 389,148 KY- 585,611 MI-1,233,739 OH- 979,308 OK- 634,865 TX-1,491,109	2005 license holders: AZ- 399,148 (3.7%) FL-1,377,692 (26.3%) ID- 407,648 (-0.8%) IA- 422,110 (8.5%) KY- 592,708 (1.2%) MI-1,161,432 (-5.9%) OH- 874,366 (-10.7%) OK- 641,090 (1.0%) TX-1,565,384 (5.0%)	Develop specific targets for sample states/ regions where pre-effort data mining exists and post-effort sampling is conducted (including how states sustain effort)
1.5. Increased participation in boating and fishing as a result of RBFF national media campaigns	► Media reports from RBFF contractors	\$2.9M spent/47 million target impressions (724 million adult impressions). No hard data on conversion to participation ⁹	\$5.15M spent/98 million target impressions (1,100 million adult impressions). No hard data on conversion to participation	Develop specific metrics to demonstrate increase in recruitment and retention of boaters and anglers (see recommendations #1 and #2)

The 1998 Strategic Plan and 2002 SFBPC Assessment provide recommended measures of success tying Foundation success to increased boating and fishing participation, increased revenue from excise taxes, and more anglers using boats (Indicators 1.1–1.3 above). Three sources for determining these trends are state fishing license sales, SFR apportionments to states, and boat registrations and sales. Overall boating participation is also tracked. The challenge of quantifying RBFF’s contribution to any of these metrics is acknowledged by both the Foundation and SFBPC.

8. Sport Fish Restoration Apportionment History at federalasst.fws.gov/apport/SFRAHistory.pdf; national fishing license data at federalasst.fws.gov.

9. “Impression” is defined as a measure of how many times an ad is displayed by the size of its audience.

National License Sales, Sport Fish Restoration, Boating Participation, and Boat Sales

For the period 2002-2005, nationwide license sales were down 1.4 percent with a few states reporting significant increases, others experiencing little change, and still others reporting significant declines.¹⁰ The Assessment Team selected nine states involved in one or more cooperative programs with RBFF as a sub-sample—Arizona, Florida, Idaho, Iowa, Kentucky, Michigan, Ohio, Oklahoma, and Texas. Of these, three had declining license sales from 2002–2005, while the other six increased (Indicator 1.4). Florida’s impressive growth is attributed to the introduction of a saltwater license (its freshwater license sales mirror the national trend of little to no growth) and its “Fishing Capital of the World” campaign.¹¹ RBFF pilot programs in these nine states have each shown promise (see discussion on state pilot programs below) but their intended overall positive impact on statewide license sales is not clearly discerned in state license data, media reports, and other data supplied to the Assessment Team by RBFF.

SFR apportionments to states showed similar mixed trends with total distributions rising 0.7 percent from 2002 to 2005. Four of nine sample states received less funding and five states increased their share of excise tax dollars (Exhibit 7). The Assessment Team found no easily discernible method to glean the impact of RBFF campaigns and programs on equipment purchases that generate increased excise taxes for SFR apportionment to states (Indicator 1.2). The southeastern Michigan pilot program, described below, provides one anecdotal example of how a campaign to increase fishing license sales can also generate increased sales of fishing-related equipment.

Overall boating participation declined slightly from 71.6 million individuals in 2002 to 71.3 million in 2005. Boat registrations nationwide also declined slightly from 12.85 million in 2002 to 12.78 in 2004. New boat sales declined in 2003 but rose above 2002 levels in 2004. Lastly, used boat sales declined in 2003 and recovered in 2004 to levels near 2002 values.

The SFBPC requested indicator of “more anglers using boats for fishing since 2002” is difficult to quantify as data appear to be unavailable and national boating participation, boat registrations and sales provide little direct measurement except for the assumption that boats used as fishing platforms would constitute a portion of any increase or decrease in overall boat registrations and sales (see further discussion on boats and fishing below).

National license sales, SFR apportionments to states, boating participation, and boat registration and sales for 1985-2005 are presented in Exhibit 7. Exhibit 8 provides a summary of SFR funding and apportionment.

10. State license data is available through 2004 at federalasst.fws.gov. 2005 is unpublished data provided by FWS.

11. Ken Haddad, Florida Fish & Wildlife Conservation Commission, personal communication. The “Fishing Capital of the World” campaign is a joint venture of the FWCC and Visit Florida, the state’s tourism campaign (fishingcapital.com).

It is clear to the Assessment Team that attempts to determine the impact of RBFF activities on nationwide trends cannot be easily or cost effectively differentiated from other factors such as gasoline prices, weather, license fees, access, and condition of the aquatic resource—to name five. In short, RBFF cannot document its effect on license holders, boat sales, and SFR excise tax apportionments at the national level—the scale is too large and too many external factors are at play. As will be discussed below, RBFF’s potential impact at a state and county level is easier to document.

In addition, RBFF’s campaign does not exist in a vacuum. For example, in response to concerns about boating participation, the boating industry launched a national \$12 million campaign promoting boating as a family recreational choice. This raises the question of how to discern the specific impact of RBFF’s campaign on national boating trends relative to other campaigns.

National Media Campaigns

Fifty percent of the Foundation’s annual budget, or more, is expended on national media campaigns (Figure 1). A summary of these campaigns is provided in Table 3. For 2001–2004, the Water Works Wonders campaign targeted males aged 25–54 considered “lapsed” anglers (having fished in the past five years but not recently). This audience, estimated at some 24 million individuals (now expanded to 35+ million and including women), was identified as the “lowest hanging fruit” to be targeted by the Foundation’s media budget. While a multi-million dollar annual budget might be viewed as a sizable budget to many in the boating and angling communities, media experts cautioned RBFF that such a media budget was small for an effective national media campaign.¹² To measure the success of this effort, RBFF utilized independent and nationally recognized research firms to conduct pre- and post-campaign surveys each year to measure awareness and the intent to participate.

Table 3 | RBFF Media Campaigns, 2001-2006¹³

Year	Media Budget (\$Thous.)	Reach/Freq.	Target Impressions (Millions)	Adult Impression (Millions)	Media	Brand	Target
2001	\$5,063	86/5.6	51	800	TV, Print, Radio	Water Works Wonders	Males 25-54
2002	\$2,935	85/5.7	47	724	TV, Print, Radio	Water Works Wonders	Males 25-54
2003	\$2,860	79/4.0	31	489	TV, Print,	Water Works Wonders	Males 25-54
2004	\$5,200	86/6.2	51	799	TV, Print	Water Works Wonders	Males 25-54
2005	\$5,150	92/6.1	98	1,100	TV, Print, Internet, Movies	TakeMeFishing	Adults 25-54
2006	\$5,100	93/6.4	105	1,200	TV, Print, Internet, Movies	TakeMeFishing	Adults 25-54

Definitions:

Target Audience = Lapsed and occasional anglers (occasional = participated 1–2 times in past 2 years, but not more than 2 times in the past year; lapsed = participated as an adult, but not in the last 2 years). Estimated at 35.4 million people in 2006.

Consumer Impression/Adult Impression = estimate of how many adults (18+) among the general public have seen an ad.

Target Impression = estimate of how many among the target audience have seen an ad.

Consumer/Target Awareness = percentage of people within that group that “recall” seeing the ads within the consumer or target audience.

Advertising Awareness = someone who recalls seeing an ad as measured in the post-campaign evaluation surveys.

12. Program and Accomplishments: 1999-2003, RBFF, pp. 7–9.

RBFF's 2003 Program and Accomplishments Report characterized awareness rates from its media campaigns as "respectable" but acknowledged that little cumulative effect was evident or measured, in part due to "too few dollars to effectively sustain a national ad campaign." The report also noted a "lack of backfill" among stakeholder partners—i.e., insufficient follow-up between RBFF staff and stakeholders. Since 2003 RBFF has annually documented significant cumulative effect in both ad and brand awareness. By 2006, media campaign results were measuring significant residual impacts, indicating awareness was both being created and sustained by the TakeMeFishing advertising strategy.

Asked to summarize the campaign, the Richards Group, RBFF's media consultant, stated:

*"The national media campaign boasts historical gains in reach, frequency, and impressions. Of special note is the campaign's continued growth despite a static media budget in recent years. Growth in these particular areas can be attributed to successful media negotiations and effective placement of both online and traditional campaign elements....The Take Me Fishing campaign continues to build momentum, as post-campaign awareness continues to climb year after year."*¹³

The Richards Group attributed the campaign's momentum, in part, to its "superior ability to break through clutter and engage consumers." The report concluded, "most importantly, the campaign is a persuasive tool that encourages participation. After viewing the campaign, respondents in each segment (avid, semi-avid, occasional, and lapsed) were more likely to go fishing and boating in the next six months." This research was not designed to determine if those who expressed willingness to go boating and fishing actually participated.

In 2005, based on market research, the campaign's branding was changed from Water Works Wonders to TakeMeFishing. In 2005, 1.1 billion consumer impressions were generated, the target audience was expanded to include women, and awareness nearly doubled among lapsed and occasional anglers. Additionally, 44 percent of the target audience reported that they were "somewhat" or "much" more likely to go fishing in the next six months based on seeing the advertising, and 31 percent of the target audience reported that they were "somewhat" or "much" more likely to go boating for the purpose of fishing in the next six months based on seeing the advertising. Within each angler segment, campaign awareness significantly increased and was at its highest level since inception of the annual tracking study in 2001. Research also found a "significant increase in the percentage of target anglers who strongly agreed that fishing is worth setting time aside for, good to do with family, and is good to do with children."¹⁴

13. Campaign Summary Report (May 16, 2005), prepared by the Richards Group at the request of the SFBPC Assessment Team.

14. Personal communications, RBFF staff November 3, 2006, and Advertising Tracking Study, Final Report, Russell Research, July 2005. Since 2003, RBFF has contracted with Russell Research to conduct advertising tracking studies. In addition, RBFF retains Tony Fedler for project evaluations, guidance, help in maintaining scientific rigor in the AAU (Attitudes, Awareness, and Understanding) research.



Collectively, an impressive amount of tracking and data collection has been conducted on the impact of RBFF's national campaigns. Central to the expenditure of \$26.31 million on national media campaigns 2001–2006, however, is the expectation a direct link exists between generating “consumer impressions” and “consumer awareness” and increasing the retention and recruitment of boaters and anglers. The assumption is that increased ad awareness leads to increased intent to participate which in turn will lead to increased participation. To the Assessment Team, the relationship between consumer impressions and likelihood of targeted audience actually going boating and fishing remains speculative given the evidence presented.

The RBFF 2004–09 Strategic Plan states that “new/different messages need to be created based on what we’ve learned from research, and tested against current creative for relative effectiveness.” Two bullets of interest to the Assessment Team were: “Perception that more ‘fun’ should be depicted” and “Is there a stronger message platform beyond using guilt as primary motivation?”¹⁵ RBFF did test three new creative executions against the existing ad materials in 2005 and concluded that none could compete with the results of the current TMF execution, which tested well above the others.¹⁶

The question of whether a national advertising campaign is the most cost-effective way to increase participation was raised by RBFF in its 2003 Accomplishments Report.¹⁷ It appears that these and other concerns were either addressed or tabled as the media campaign for FY 2007 continues to test its campaign and creative as well as evaluate its target audience to fine-tune its awareness efforts. It is the sense of the Assessment Team, however, that the lack of quantifiable data linking the existing six-year campaign to increased participation in boating and fishing merits RBFF continuing to examine its message, intended market, and measures of success.

Linkage Between Boating and Fishing

As its name suggests, the Foundation serves both a boating and a fishing mandate. Given limited resources and the need to be strategic, RBFF focuses its present efforts on “that central place where boating and fishing exist together” to position fishing from a boat as the top-of-mind recreational activity with American families.¹⁸ Over the years, the Foundation has operated under the assumption that increased fishing leads to increased use of boats for fishing—to use a boating analogy, that a rising tide in fishing participation will lift all fishing-related sectors including boating. Supporting this is the correlation between fishing avidity and boat ownership—anglers are twice as likely to own a boat if they fish 3–5 days a year as opposed to only 1–2 days annually.¹⁹

15. 2004–09 Strategic Plan 10-2003 (October 20, 2003), RBFF, pp. 3–4.

16. RBFF. 2004. Summary of Creative Test (2004 Creative Evaluation.doc).

17. RBFF Program and Accomplishments: 1999-2003, p. 9.

18. 2005–2010 Strategic Plan, RBFF (January 10, 2006), p. 2.

19. RBFF staff evaluation of TMF Advertising Campaign data provided by Russell Research.

Research conducted in 2003 found 80 percent of avid and 60 percent of semi-avid anglers would “consider going boating for the purposes of fishing in the next 12 months.” This interest waned to 40 percent and 25 percent, respectively, for occasional and lapsed anglers. For 2001–2004, research found boat ownership decreasing among all types of anglers (ownership did increase among avid anglers from 2003–2004).²⁰ Given the mixed message of this research, it is important that RBFF works closely with its boating stakeholders to ensure that the “increased fishing leads to increased boating” hypothesis remains viable and is responsive to the Act and the 1998 Strategic Plan—specifically reducing barriers to participation, advancing sound practices, and promoting conservation and responsible use. To this end, RBFF has contracted with Market Strategies, Inc. (MSI) to conduct research on the directional participation linkages between fishing and boating.

State Pilot Programs

RBFF has entered into a number of agreements with state natural resource agencies to pilot statewide or regional efforts to promote boating and/or fishing participation. Selection criteria for priority states include: 1) participation of state agency staff in RBFF marketing and best practices workshop(s), 2) statewide use of automated wildlife data/point of sale systems for electronic license sales and tracking, 3) agency leadership and willing staff, 4) ability to dedicate staff time and financial resources to a pilot program, and 5) intent to sustain program for the long term.

For each pilot, RBFF provides cooperative funding and marketing assistance to participating state agencies. Examples of pilot programs and results include:²¹



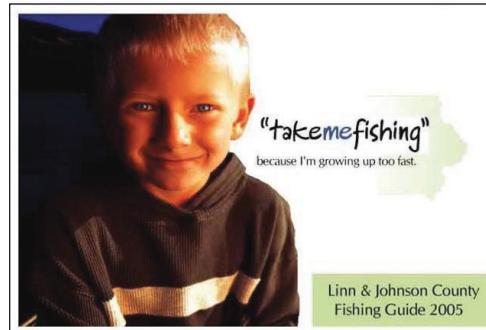
Idaho Department of Fish and Game. Designed to increase license sales among targeted lapsed anglers in the Panhandle and southwestern regions of Idaho during April-June 2005. Outreach to targeted regions included direct mail postcards asking anglers to renew their licenses, 250 radio and 212 television spots, and newspaper placements. *Results:* Resident license sales increased five percent in Panhandle and two percent in southwestern Idaho. Pilot

generated an additional \$57,174 in license and Federal Aid revenue from efforts that cost less than \$20,000.²²

20. RBFF Tracking Study Fish from Boat, Russell Research, 2004.

21. State summaries compiled from RBFF published summaries and reports.

22. Return on investment data was not able to be calculated for all state pilot programs, such as those programs aimed at generating awareness rather than license sales. A consistent POI method has been developed by RBFF and will be applied to current and future state pilot programs aimed at increasing license sales.



Iowa Department of Natural Resources. Designed to motivate lapsed license holders to buy a fishing license, three counties in east-central Iowa were targeted in 2005. Efforts to target counties included mailing a “Family Fishing Guide” and postcard to lapsed anglers, running ads on radio and in movie theaters, designing a special sales promotion with the Iowa Lottery, and distributing fishing-related marketing

materials to license vendors. *Results:* Declining license sales were reversed with sales increased by three percent in the target area during 2005. Overall state license sales rose 0.7 percent.

Oklahoma Department of Wildlife Conservation. Faced with a license renewal rate of 50 percent or less, and a lack of knowledge on where to go and how to fish, Oklahoma DWC developed an outreach program utilizing Water Works Wonders creative materials to target the communities of Norman and Muskogee (two similar communities used as controls). The pilot effort provided 50,000 informational directories to stores, placed ads in local newspapers and on radio stations, and produced inserts for utility bills. The directory was also sent to 9,000 occasional anglers in the target areas and local media outlets were contacted to help spread the word. *Results:* A survey conducted by Oklahoma DWC found 72 percent of anglers receiving a directory said it encouraged them to go fishing and 70 percent went to one or more of the local fishing areas featured. Overall, directory recipients were more likely to renew their fishing licenses with the biggest increase seen among first-time buyers.

Michigan Department of Natural Resources. Faced with declining fishing license sales, Michigan DNR partnered with RBFF and retailer Gander Mountain to create a “Take Me Fishing” discount card program during summer of 2005. The pilot targeted male lapsed anglers, aged 25–54, within a six-county region of southeastern Michigan. All anglers renewing their fishing licenses received a discount card redeemable at area Gander Mountain stores. *Results:* License sales increased by seven percent, while participating stores experienced significant increases in fishing-related sales.

Ohio Division of Wildlife. In 2001, Ohio DOW targeted 21 communities (16 percent of state’s population) sending 60,000 postcards to lapsed license holders and inserting 750,000 copies of the state fishing guide in subscriber’s newspapers. Pilot program materials used Water Works Wonders imagery and logo. *Results:* 33,000 more anglers bought fishing licenses than anticipated, helping reverse a 14-year decline in fishing license sales. Effort also accounted for \$560,000 in increased revenue.

Efforts were also conducted with Arizona Game and Fish Department (2000) to put together a case study on the state's "Fish Arizona" and "Catch a Memory" campaigns, and the Kentucky Department of Fish and Wildlife Resources (2002) to partner with Wal-Mart and other merchants to increase license sales. RBFF is presently working with the Florida Fish & Wildlife Conservation Commission and Texas Parks & Wildlife Department to develop innovative marketing efforts to increase participation.

RBFF's strategy is to develop successful tactics demonstrated by the pilot programs that can then be shared elsewhere. For example, based on the success of the Ohio and Oklahoma pilots, RBFF conducted a series of marketing workshops. The workshops were designed to assist state agencies in developing marketing plans that link to, leverage, and benefit from the equity of the national advertising campaigns. The workshops required a team of participants, not just an individual, from each state agency to help build a larger base of support and capacity within the state agency for marketing in general and the pilot program specifically. In 2002 and 2003, 22 states attended three workshops hosted by RBFF in conjunction with AFWA's Management Assistance Team.²³ Challenges identified for state agencies attempting to increase their marketing included: 1) convincing agency leadership and colleagues that integrated marketing can yield results; 2) identifying and assigning qualified staff to the marketing efforts; 3) lack of capability in developing a marketing database (even for states with point-of-sale licensing systems in place); 4) inability to conduct market research and make marketing decisions; and 5) lack of consistent funding available for sustaining long-term marketing plans. RBFF followed up with individual states after the August 2003 workshop and learned that marketing plans initiated at the workshop weren't getting as much support as they needed when planning teams returned to "their day jobs" and faced the challenges outlined above.

Working cooperatively with state resource agencies, RBFF has helped design and implement a number of pilot programs that have proven success in increasing license sales, boating and fishing participation, and cooperation among agencies, industry, and users. The challenges outlined above, however, still remain in state resource agencies, pilot states continue to need assistance, and many more states await the opportunity to enhance their marketing programs.

The Assessment Team notes that the relatively small investment in these efforts (less than five percent of FY 2006 budget) has produced the strongest evidence of increased participation, associated revenues, and general good will of any RBFF program. It is also apparent to the Assessment Team that while pilot marketing programs have proven successful in increasing license sales and participation in the areas where they have been applied, there is less evidence that those gains have been sustainable. For example, in Ohio, while there were early gains with the RBFF-sponsored effort, the 2001–2005 data show a net loss of 10 percent in overall license sales. It may be that such programs must be maintained to sustain the positive momentum. RBFF and participating states need to examine ways for such programs to be sustained over the long term. RBFF reports that sustainability is now one of the five factors used to select future pilot state partners.

23. States attending: AL, AR, AZ, CO, FL, GA, IA, ID, IN, KS, KY, MD, MO, NE, NH, NM, NJ, NV, OR, SC, TN, and UT.

Recommendations to Increase Reach and Impact:

1. Identify improved metrics for measuring RBFF’s impact on boating and angler participation at the state and regional levels (rather than using national metrics) through focused surveys, data mining, and other techniques directed at specific markets.
2. Develop methodology to demonstrate the relationship between consumer “impressions” and angler/boater recruitment and retention. Absent definitive proof that impressions from national media campaigns have a direct causal relationship with boating and fishing participation, RBFF should reexamine funding allocated to national media campaigns versus other programs conducted with, and to the benefit of, its stakeholders.
3. Expand efforts to work with state natural resource agencies and industry partners in the design and implementation of pilot marketing programs to increase license sales and participation in boating and fishing. Work cooperatively with stakeholders to integrate pilot programs into the long-term operation of state agency programs.
4. Work closely with boating stakeholders to ensure RBFF’s programs are meaningful to the boating sector and helping to increase boating participation. The current focus on “increased fishing from boats” and its definition of boating (page 8) may prove too limiting to ensure the boating stakeholder sector’s long-term support of RBFF.



:: QUESTION 2 ::

Have stakeholders found added value in the adoption of RBFF products?

Context

From its inception, RBFF has recognized the importance of working with, and providing valuable support to, the nation’s boating, fishing, and aquatic resource conservation communities. RBFF routinely involves stakeholders, both formally and informally, in the design and implementation of its programs. Members of the Foundation’s Board of Directors are named by key stakeholder groups.²⁴ RBFF’s primary stakeholder groups include “state natural resource agencies, federal resource managers, boating and fishing industries, and non-governmental organizations and associations with conservation, fishing, and/or boating agendas.”²⁵ RBFF’s 2005–2010 Strategic Plan states the organization’s value to its stakeholders as “RBFF exists to do what otherwise could not be done.”²⁶

RBFF stakeholder activities are directed at three principal audiences: 1) boating and fishing industry (including boat and tackle manufacturers, marinas, and retailers), 2) state natural resource agencies, and 3) aquatic educators. Each of these stakeholder groups has a dedicated interest that aligns with the “retain, recruit, and stewardship” mission of the Foundation. Given the organization’s focus on supporting stakeholder efforts to increase participation in recreational boating and angling and stewardship of the nation’s aquatic natural resources, success must be defined by the degree to which Foundation stakeholders adopt, utilize, and find value in RBFF’s services and products.

Basis for Assessment

A set of four indicators were developed; three of them were developed and analyzed to determine stakeholder adoption and the value they place on RBFF’s programs. Indicator 2.1 is a measure identified by both the RBFF and SFBPC. Indicator 2.2 originates with the 2003 RBFF report, while Indicator 2.3 seeks to assess how RBFF research provides benefits to stakeholders. The quality of RBFF’s communications with stakeholders is the focus of Indicator 2.4. The data examined to frame this question are listed in the Measurables column.

24. For example, the Association of Fish and Wildlife Agencies appoints seven seats from the state fisheries, boating, and aquatic education communities; National Marine Manufacturers Association names five directors from the boat/engine manufacturing and marina communities; American Sportfishing Association appoints five seats from the fishing tackle manufacturing, sales, and retail communities; and Sport Fishing and Boating Partnership Council names five seats from the conservation/advocacy, state tourism, and at-large communities (source RBFF bylaws).

25. RBFF Program and Accomplishments: 1999–2003, p. 5.

26. RBFF Strategic Plan, 2005-2010, p. 6.

Assessment

Indicator	Measurables	Baseline (CY 2003)	Interim Baseline (CY 2005/06)	Target (CY 2010)
2.1. An increased number of stakeholders incorporate RBFF approaches, including WWW/TMF cooperative marketing materials, into their own activities since 2002 (SFBPC outcome/RBFF Measure 2003)	<ul style="list-style-type: none"> ▶ Number of stakeholders using WWW/TMF cooperative marketing materials ▶ Value of stakeholder participation in dollars ▶ Number of state agencies utilizing WWW/TMF on their websites ▶ Number of Boating/ Fishing Industry & Retail stakeholders using cooperative marketing materials ▶ Number of conservation NGOs using cooperative marketing materials 	<p>257</p> <p>≈\$7.2 million (through August 2003)</p> <p>Unknown website use. 33 of 50 agencies reported use of RBFF materials (2004 Snapshot)</p> <p>≈140</p> <p>≈25</p>	<p>Unknown</p> <p>\$15.6 million cumulative, 2002-2005</p> <p>25 of 51 agencies sampled</p> <p>Unknown</p> <p>Unknown</p>	<p>50% of identified boating, fishing, aquatic conservation stakeholders</p> <p>Value equal to annual federal funding invested in outreach efforts</p> <p>35 of 51 agencies</p> <p>50% of identified industry/ retail stakeholders</p> <p>50% of identified conservation NGOs (stakeholder universe as defined by RBFF)</p>
2.2 Improved ad equivalency value of earned media (RBFF Measure 2003)	<ul style="list-style-type: none"> ▶ Ad equivalency and publicity value and quality of media 	<p>Ad equivalency = \$877,262 (RBFF FY 04). Publicity value not tracked.</p>	<p>Ad equivalency = \$950,871; Publicity value = \$3,310,498 (RBFF FY 2006)</p>	<p>Annual publicity value equal to RBFF annual expenditures on media campaigns</p>
2.3 RBFF research provides direct benefits to stakeholders	<ul style="list-style-type: none"> ▶ Usage of research by stakeholders and degree to which this research offers foundation for future efforts (RBFF Measure 2003) 	<p>No metric apparent</p>	<p>No metric apparent</p>	<p>RBFF to develop appropriate metric</p>
2.4 RBFF communicates regularly and effectively with stakeholders	<ul style="list-style-type: none"> ▶ Annual Reports ▶ Stakeholder meetings, surveys, etc. 	<p>Provided Annual Summary Reports to FWS; 2002 and 2003. RBFF Accomplishments report published in 2003</p> <p>Hosted 2003 Stakeholders Forum</p>	<p>No summary reports to FWS 2004-2005. FY 2006 report provided. No annual report produced for stakeholders since 2003</p> <p>Informal meetings and communications</p>	<p>Produce annual accomplishments report</p> <p>Undertake biennial Stakeholder Forums in 2007 and 2009. Undertake biennial survey of stakeholders in 2008 and 2010</p>

Stakeholder Use of Cooperative Materials

RBFF reported \$7.2 million dollars as the documented value of stakeholder use of RBFF materials through August 2003. RBFF reported that 256 stakeholder organizations used RBFF materials in 2003: 55 percent boating/fishing industry, 31 percent state/federal agencies, 10 percent conservation groups and other non-profits, and four percent other organizations. RBFF found state agencies were the “early adopters” and most willing to use cooperative materials and strategies. They also noted that industry stakeholders were resistant to using cooperative materials in their paid advertising in part due to their interest in maintaining unique branding. RBFF found industry participation “significant, but rather than in paid advertising, this has come more in the form of point-of-sale pieces and signage, websites, packaging, and other supplemental sales/communications efforts.”²⁷ The 2004 Usage Snapshot found 33 states using the Water Works Wonders imagery in some fashion and seven had developed a marketing plan to use these tools.²⁸

RBFF developed a marketing guide in 2001 and distributed it to members of relevant stakeholder organizations such as American Sportfishing Association, National Marine Manufacturers Association, and state resource management agencies. The guide provided stakeholders with all Water Works Wonders campaign materials to encourage them to tie their marketing and communications efforts to the equity of RBFF’s national campaign. An equally important objective was to create interest in the stakeholder community about the Water Works Wonders campaign, and create buy-in among stakeholders that the free cooperative materials would result in increased public awareness and conversion to action—renewing a fishing license, buying an outboard engine, joining a conservation group.

In 2002, RBFF developed a second “retail specific” marketing guide to gain greater participation from the retail sector not included in the 2001 distribution. This guide included campaign materials and templates and provided relevant examples of how the materials could be used in the retail sector. RBFF distributed guides directly to 10,000 leading fishing and boating retailers and dozens of additional smaller retailers subsequently requested copies as a result of earned publicity.

In 2005, RBFF combined and updated the marketing guides to reflect the brand change from Water Works Wonders to TakeMeFishing. The guide consolidated information into a single guide and reduced the per-unit cost for production. RBFF sent guides to all stakeholders known to have used its materials in the past. In addition, all materials in the marketing guide can be downloaded at <www.rbff.org>, hard copies of the guides are available by request.²⁹

27. RBFF Program and Accomplishments: 1999–2003, p. 11.

28. State Usage Snapshot, updated June 2, 2004. Document was produced as part of RBFF’s contract with D.J. Case in 2004 to provide a “snapshot” look at agency usage of their products. The document has not been updated since 2004.

29. Information provided by Erin Shaulis, Specialist, Stakeholder Outreach, RBFF.

Over time RBFF has built a stakeholder database to support communications efforts. RBFF utilizes this database to conduct a series of surveys asking stakeholders to self-report on usage of RBFF products, tools, and services. The target audience is comprised of all RBFF stakeholders known to have requested materials from RBFF. The in-kind value of cooperative material use by stakeholders of RBFF materials is presented in Table 4. Through August of 2005 total in-kind value was reported as \$15.6 million.

The value of this data is largely anecdotal. According to RBFF staff, the “material usage form” utilized for 2002–2004 proved time-consuming to fill out resulting in low response rates. Many respondents who replied in 2002 failed to respond in later years. This bears no relationship to the percentage of stakeholders utilizing RBFF cooperative materials but rests largely on the form’s design and delivery. These shortcomings are recognized by RBFF staff who are designing an improved stakeholder usage reporting system. In September 2006, as this report was finalized, RBFF conducted a stakeholder feedback survey. As the data from this survey is analyzed, RBFF will report it and incorporate key findings in its planning.

Table 5 lists how stakeholders who responded to the August 2005 survey are utilizing RBFF cooperative materials with campaign imagery, posters, logo, and point-of-sale materials the most commonly used materials.

RBFF hosted a Stakeholder Forum in August 2003 which developed a set of strategic planning recommendations which in turn were presented to the RBFF Board of Directors.³⁰ Many of the stakeholder findings are integrated into the appropriate sections of this assessment.

Table 4 | In-Kind Value Reported by Stakeholders, 2002-2005³¹

Survey	Production	Media Placement	Non-Media Placement	Placement	Staff	Other	Total Value
Water Works Wonders Material Usage Form, 2002	\$402,913	\$749,928	\$234,505	\$687,640	\$141,299	\$133,028	\$2,349,313
Water Works Wonders Second mailing, 2002	\$742,344	\$621,270	\$55,410	\$170,236	\$55,295	\$11,985	\$1,656,540
Water Works Wonders Usage Form, 2003	\$1,542,390	\$1,961,913	\$284,438	\$902,731	\$282,984	\$420,290	\$5,394,746
Water Works Wonders Usage Form, 2004	\$437,365	\$747,675	\$614,941	\$963,568	\$278,726	\$346,430	\$3,388,705
Products Usage Form, August 2005	\$454,784	\$599,052	\$185,219	\$916,976	\$641,980	\$39,240	\$2,837,251
TOTAL	\$3,579,796	\$4,679,838	\$1,374,513	\$3,641,151	\$1,400,284	\$950,973	\$15,626,550

30. Summary of RBFF Stakeholder Strategic Planning Recommendations, December 3, 2003.

31. Prepared at request of Assessment Team by Norm Thompson, IT/Database Coordinator, RBFF, March 7, 2006.

Table 5 | Cooperative Material Usage by Stakeholders, August 2005³²

Cooperative Material	% Using	Cooperative Material	% Using
Campaign Imagery	44.7	Outdoor Boards	13.2
Posters	40.3	Radio	13.2
Logo	37.1	Direct Mail	11.3
Point-of-Sale Materials	25.2	Television	10.1
4-Color Magazine Ads	20.8	Other	7.5
Window Decal	20.8	Theater Slides	3.1
Internet Banners	19.5	Yellow Page Ad	1.9
B/W Ad Slicks	17.6		

n = 216 respondents

Survey of State Natural Resource Agency Websites

State natural resource agencies are vital stakeholders for the Foundation. More than any other stakeholder group, state agencies share the full boating, fishing, and aquatic resource conservation mission that forms the focus of RBFF.



Not surprisingly, these agencies are increasingly utilizing websites for fishing license sales, distribution of boating and fishing regulations, event calendars, and other communications with the boating and angling communities specifically and the public in general. To establish a general benchmark of how state natural resource agencies are utilizing RBFF cooperative materials, the Assessment Team conducted a survey of state agency websites. Fifty-one websites were visited

from June 20–26, 2006. The agency’s home page, fishing page, and at least one other appropriate page were scanned for evidence of RBFF cooperative materials. If the website hosted a query function, the site was searched for “Take Me Fishing.” When no evidence of RBFF was found, additional pages were searched in an effort to gain a positive response. The results were: 25 of 51 sites searched contained one or more mentions of RBFF campaigns and programs—five of 51 on home pages, nine of 51 on fishing/fisheries pages, and 24 of 51 on one or more other pages (see Exhibit 10 for additional information). The Assessment Team recognizes that the survey’s timing affects its outcome. For example, Colorado Division of Wildlife posted TakeMeFishing on its home page in May 2006 as part of its “101 Places to Take a Kid Fishing” promotion. At the time of this survey, however, no mention of RBFF programs was found.

32. Information provided by Erin Shaulis, Specialist, Stakeholder Outreach, RBFF.03.

The Assessment Team believes RBFF should conduct this relatively simple and straightforward sampling annually as one indicator of stakeholder involvement. In addition to providing a barometer for how states are adopting and using RBFF materials, the website search also provides important information on other programs states are developing aimed at boating, fishing, and aquatic conservation.³³ This provides fertile ground for RBFF staff to identify state programs that RBFF can work to support and share with other stakeholders.

Mobile Marketing Tour

The Mobile Marketing Tour was launched in 2003 as a partnership between the National Marine Manufacturers Association (NMMA), RBFF, and other sponsors. The tour literally takes boating and fishing “on the road” utilizing a specially designed tractor trailer and associated exhibits. The tour seeks out fairs and festivals across the country, attracting visitors



with high-impact design that draws them into the exhibit. The exhibit is designed to promote the fun of boating and fishing as a family activity. Tour attendance and trends is presented in Table 6.

Table 6 | Mobile Marketing Tour Attendance, 2003–2005³⁴

Event	Stops/Days	Attendance	Fishing Simulator	Boats Sold Onsite
2003 Water Works Wonders Tour	18/84	58,495	10,913	16
2004 Discover Boating and Fishing Tour	25/111	156,090	25,390	45
2005 Discover Boating and TakeMeFishing Tour	20/117	259,800	28,825	28

The program seeks to secure sufficient sponsorships to cover NMMA’s costs, at least at an operational level. In 2004, total expenses of \$1.47 million were offset with \$554,000 in sponsorships. In 2005, sponsorships rose to \$1.0 million against \$1.5 million in expenses. RBFF budgeted \$301,000 in FY 2005 for the program and \$350,000 in FY 2006. NMMA and partners hoped sponsorships would continue to grow in the 2006 season given the program’s past success.

One of the materials widely used by the Mobile Marketing Tour is a kids’ activity book, “Bass Fishing Fun & Facts.” RBFF helped fund printing of this new BASS/ESPN Outdoors publication which is made available to scouting groups, aquatic educators, and youth members of BASS, as well as *CastingKids* participants. Reports to BASS from the Marketing Tour staff have been extremely positive, saying the books are very popular.

33. State fishing guides consistently featured aquatic nuisance species public service announcements, and most featured some form of advertising or PSA opportunity. “Hooked on Fishing” and “Becoming an Outdoors Woman” were commonly featured. Other related programs of possible note included Alaska’s “It Takes a Watershed to Raise a Fish,” Connecticut’s “No Child Left Inside,” Nebraska’s “Passing Along the Heritage,” and Virginia’s “Mother and Daughter Outside” to name four.

34. 2005 Mobile Marketing Tour, NMMA Tour Recap, prepared by Amy Murray, January 24, 2006. Personal communication, Kristen Chambers, November 2, 2006.

The book hits on all of RBFF’s key messages and covers topics from “Life Jackets: They Float. You Don’t!” to basic fish biology, habitat needs, where to find fish, and how to catch them. It also addresses the importance of protecting our waters and aquatic resources. It is estimated that nearly 10,000 copies have been used on the Marketing Tour alone.

With the help of the Foundation, NMMA conducted a before and after study in 2004 to determine the impact that the Mobile Marketing Tour has had on people who went through the entire exhibit. Key messages imparted to visitors include boating’s affordability, viewing fishing as a new adventure worth trying, and increased awareness of the *Discover Boating and Fishing* campaign.

Benefits of the Mobile Marketing Tour program included its outreach to wider audiences in non-traditional locations, its partnership with NMMA and other stakeholders, and the leveraging of RBFF’s investment.

The hoped-for growth in sponsors, however, failed to materialize over the course of the effort and the program will not be continued in 2007.

Quality and Value of Media

The RBFF Program and Accomplishments Report noted that high profile lifestyle and general news media were “resistant to covering recreational fishing and boating issues.” In response, the Foundation cited the need for a more aggressive effort to target higher value media.³⁵ Earned media or publicity is an important component of RBFF’s outreach representing unpaid-for media exposure of the organization’s activities and other news. The major advantage of earned media is that it tends to carry heightened credibility with the consumer. A summary of media impact documented by RBFF is provided in Table 7.³⁶

In 2005, RBFF began tracking “consumer impressions” and “publicity value” as two metrics to evaluate ongoing public relations efforts. A publicity value matrix is employed that seeks to not only measure the quantity of coverage, but also the quality/content. A higher multiplier is assigned to those clips that more directly support RBFF’s mission and target primary audiences. For example, a story that delivers a primary message to a primary audience would be valued at 3.5 times its advertising equivalency, whereas an article that delivers a secondary message to a secondary audience would be valued at 1.5 times its advertising equivalency. RBFF receives quarterly tracking reports from its media tracking consultant, Barton Gilanelli & Associates, calculating total impressions and publicity value.

Table 7 | Media Distribution and Ad Equivalency

Date	Circulation	Number of Articles	Ad Equivalency
Feb–Dec 2000	1,787,813	71	\$46,512
Jan–Dec 2001	19,131,493	414	\$365,417
Jan–Dec 2002	42,034,170	557	\$1,112,042
Jan–Dec 2003	54,314,176	657	\$889,182
Jan–June 2004	12,922,201	176	\$193,986

35. RBFF Program and Accomplishments: 1999–2003, p. 13.

36. Data provided by Monica Pelletier, RBFF staff, August 30, 2006.

2005		2006	
Total consumer impressions: (April 1, 2004–March 31, 2005)	75,589,105	Total consumer impressions: (April 1, 2005–March 31, 2006)	103,483,437
Total publicity value:	\$2,818,923	Total publicity value:	\$3,310,498
Total ad equivalency:	N/A	Total ad equivalency:	\$950,871

RBFF appears to have developed a procedure for consistently reporting on the number of impressions and publicity value of earned media which will provide the organization with a measure it can report to stakeholders.

RBFF-Sponsored Research

RBFF strategic plans consistently identify research as one of the value-added services provided to stakeholders. RBFF’s 2005–2010 Strategic Plan states the organization will maintain its strong allegiance to research and to “using research, evaluation and all available resources to better understand how consumer and stakeholder audiences can be engaged and supported.”

Since 2002, examples of research projects undertaken by RBFF include: African American and Hispanic Participation Study (2002), Psychological Motivations Research (2002), Boating and Fishing Attitude Segmentation Study (2003), Making of a Resource Steward (2005), and a compendium of successful minority outreach programs (not completed). The resource steward study is addressed in greater depth under Question 5. The results for a study examining the recruitment potentials for directional relationships leading from boating to fishing and vice versa will be completed by November 2006.



Collectively, these studies have produced insights into why individuals boat and fish, ethnic and gender distinctions, and barriers to participation. For example, the Boating and Fishing Attitude Segmentation Study was designed to provide a more in-depth understanding of recreational boaters and anglers by better understanding their attitudes, perceptions, and ideas about boating and fishing. The detailed report concludes that virtually all anglers and boaters (current, lapsed, and potential) participate in these activities as a release from stress. They find this release from stress in different ways—anglers are more attracted to family activities, particularly activities that allow them to focus on their relationships with their children, while boaters seem to be more attracted to energy and excitement. The implications of this research for marketing are that boaters and anglers share a release from stress but their expectations and experiences differ, prompting the need for a range of images and messages.³⁷

RBFF's segmentation study also identified the need for different marketing approaches and messages to attract Hispanics and African Americans to boating and fishing. Research suggests that both groups are attracted to activities that emphasize power, competition, and a fast pace but that African Americans respond more favorably when these images are used to convey a sense of self-worth, self-improvement, and personal growth. Hispanics need to view these activities as offering the opportunity to socialize as a family and have fun.

For several years, RBFF worked on assembling a compendium of successful minority outreach programs that would provide aquatic educators with a catalog of successful programs and research-based strategies aimed at engaging under-represented audiences. The project hoped to communicate instruction, strategies, and tools to enable aquatic educators to more effectively reach these diverse audiences. Staff and stakeholders, however, found the work of two separate contractors to be of inferior quality and the project is unlikely to be completed.

The overall impact of the research conducted by RBFF is not easily reduced to an evaluation metric. Collectively, the research has helped better define the motivations of boaters and anglers and has added to the body of knowledge on effective outreach and marketing techniques and tools to reach traditional and under-represented groups in boating, fishing, and aquatic stewardship. The Assessment Team is unable to evaluate the “degree to which research offers foundation for and catalyzes future efforts” (RBFF Measure 2003). It does note, however, that the research is valuable only if it meets the needs of its stakeholders and is disseminated to them in a manner that permits them to put the research findings into action.

37. Boating and Fishing Attitude Segmentation Study, prepared for RBFF by Siddall, Inc., March 31, 2003.



Anglers' Legacy

“Take someone fishing and share your passion for fishing with someone new” is the message of the Anglers' Legacy campaign launched in May 2006. Supported by leading manufacturers, publishers, professional anglers and celebrities, the program prompts avid anglers to give something back to the sport they love and help grow participation in recreational boating and fishing at the same time. As of August 2006, almost 200 professional anglers and celebrities had signed on as Anglers' Legacy Ambassadors to help broadcast the “take someone fishing” message, and over 40 magazines have agreed to run full-page Anglers' Legacy public service announcements.

Anglers' Legacy has been developed with a set of objectives and measures in place at the start of the program (Table 8). While the program is newly minted at the time of this assessment and any evaluative results are premature, the Assessment Team believes that the combination of a simple call to action, strong involvement of a wide range of stakeholders, and establishment of measures of success are three vital elements for effective outreach programs. The Assessment Team observes, however, that RBFF's set of measures does not appear to include an “outcome” measure for the program—the number of individuals who pledged to take someone fishing who actually did.

Table 8 | Objectives and Measures for Anglers' Legacy Program³⁸

Objective	Measure(s)
Get targeted manufacturers to participate.	Percentage of targeted manufacturers who participate.
Allow participating manufacturers to have a satisfactory experience with program.	Manufacturer participant satisfaction.
Increase consumer participation in recreational fishing and boating.	Percentage of the avid angler market that responds to the call to action.
By August 31, 2006, mobilize at least 5,000 current fishing / boating enthusiasts to pledge to “share their passion” by registering on AnglersLegacy.org	AnglersLegacy.org “share their passion” and Take the Pledge registration.
Get endemic print and broadcast media to participate in Anglers' Legacy.	Percentage of targeted magazines participating, consumer impressions, advertising equivalency, and publicity value.

38. Anglers' Legacy Evaluation Plan prepared by Marla Hetzel, RBFF, January 25, 2006.

Communications with Stakeholders

The 2003 Stakeholder Forum recommended that RBFF prioritize stakeholder communication efforts and improve stakeholder knowledge, understanding, and adoption of RBFF products, tools, and services.

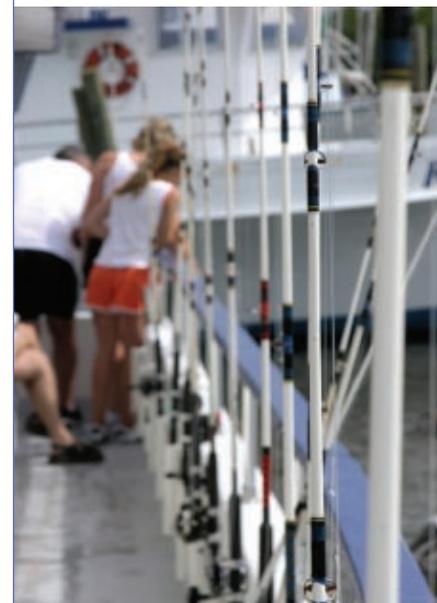
RBFF engages stakeholders daily and communicates its activities regularly to stakeholders' meetings such as AFWA annual meetings, ASA Sportfishing Summits, and trade shows. It distributes *NewsWaves* and *Reel Tips* by E-mail to interested stakeholders, and undertakes myriad other efforts. At present, however, stakeholder communications appear to consist largely of "highlights" rather than a formal annual report of accomplishments that conveys a sense of accountability to stakeholders.

Assessment Team Sampling of Stakeholders

As RBFF had not conducted any recent polling of its stakeholders at the beginning of this assessment project, the Assessment Team believed it was important to gain additional insight into current RBFF/stakeholder relations. The Assessment Team contacted 49 "influentials" in the boating and fishing industry, retail, media, state fish and wildlife agencies, and conservation/educator communities known by one or more members of the Assessment Team (copy of questionnaire included as Exhibit 11). "Influentials" are defined here as representatives of organizations or businesses known to members of the Assessment Team as leaders in their respective fields. Those contacted were informed their responses would be confidential and not for attribution. The results presented here are a simple sampling of stakeholders' views, not a statistically rigorous survey. Thirty of 49 questionnaires were returned: nine of 21 from fishing and boating industry, marinas, trade associations, and retailers; five of six outdoor media, conventions, marketing; six of eight state resource agencies; six of nine conservation organizations; and four of five aquatic educators.

The sampling found a broad range of stakeholder reactions. Overall it appears that those who work closest with RBFF and its staff hold the most positive views of the organization's work. Stakeholders who have had little or no contact with RBFF hold less enthusiasm for, and place less value on, the organization's activities.

All stakeholders contacted were familiar with RBFF and its national campaigns. Magazine, television, and internet placements were the most commonly cited media forms. Seventy-three percent of respondents utilized RBFF products in some manner with use of Water Works Wonders/TakeMeFishing logos, placing ads in their publications pro bono, and providing links to RBFF on websites as the three most common cooperative uses. All responding state natural resource agencies indicated they were incorporating Best Practices in Education into their programs.



There is a cautionary tale for organizations that award grants: “When you give grants you never buy lunch and you never hear a critical word.”³⁹ That stated, stakeholder surveys inform RBFF about what its audience feels, wants, and values. As such, feedback from a handful of stakeholders is a valuable management tool (though not necessarily indicative of all stakeholders). The Assessment Team believes the following observations, gleaned from its recent stakeholder polling, provide three composite themes indicative of the value RBFF can gain from regular interchange with its stakeholders:

- RBFF works well with individual states to develop marketing campaigns. It needs to do a better job sharing the stories about successes (and failures) with other stakeholders.
- RBFF should assist stakeholders in determining which of the many fishing related programs (Becoming an Outdoors Woman, Free Fishing Day, Hooked on Fishing Not on Drugs, STEP Outside, etc.) would be the best fit for an organization. RBFF should serve as a source for assistance and advice on these programs.
- RBFF needs to be proactively reaching out to businesses and NGOs with its message and selling its programs rather than waiting for stakeholders to find it. It is up to stakeholders to use RBFF’s tools, but it is up to RBFF to convince stakeholders to give its tools a try.

The Assessment Team notes that a significant number of respondents stated that they have not been contacted for their expertise, assistance, and cooperation. The conclusion: RBFF cannot emphasize stakeholder relations enough and needs to ensure its future outreach to stakeholders is both proactive and ongoing.

Sport Fish Restoration and RBFF Matching

Since its initial creation in 1950, the Sport Fish Restoration Act has been refined and expanded by Congress. The boating and fishing community considers it the most valuable federal legislation for angling and boating access and aquatic resource conservation, delivering millions of dollars each year to fishing, boating, and conservation programs. To receive this valuable funding, states must provide a 25 percent match from non-federal sources to all SFR project costs. States are permitted to use dollar contributions, real property, materials, and services benefiting approved projects to meet this matching requirement. While not expressly required by the act, there is a reasonable expectation that RBFF raise and document a minimum of a 25 percent match since its federal funding is paid from SFR dollars. Though not formally reflected in board minutes reviewed by the Assessment Team, it appears that the RBFF Board of Directors has always been supportive of meeting this matching requirement.

39. Grants officer of large foundation to National Fish and Wildlife Foundation Program Officer Whitney Tilt, September 1996.

The initial cooperative agreement transferring funds to RBFF for implementation of the National Outreach and Communications Program in March 1999 states that “cash and in-kind contributions must be used for purposes eligible as outlined in this agreement to qualify toward the 25 percent match.” It further states that RBFF “will, over the course of the five-year program, provide at least a 25 percent match (in-kind or non-federal funds) of the amount of federal funds provided under this and subsequent agreements.” A second cooperative agreement executed in 2000 includes the same match requirement.⁴⁰ The latest FWS cooperative agreement, effective 2005, states that the Foundation’s Board of Directors will “be responsible for setting annual in-kind services/contributions objectives for the Foundation and tracking the progress of the Foundation in achieving these objectives,” thus providing RBFF with the opportunity to demonstrate a leveraging of SFR funds.⁴¹

The Assessment Team believes that it is in the best interest of RBFF, stakeholders, and the aquatic resource for the Foundation to set as a goal to document at least a 25 percent match or better in non-federal contributions annually. This would be an overall, cumulative target obtained through the earned media value of its advertising campaigns, contributions of partners to such programs as Mobile Marketing Tour and state pilots, and leveraged value obtained in other programs. This matching goal would not require instituting a formal matching requirement for RBFF partners except where such leverage is advantageous to all parties.

Annual Reporting

Under the cooperative agreements with FWS, by which federal funds are delivered to the Foundation, RBFF is required to provide annual reports “summarizing accomplishments as well as explaining any milestones not accomplished with one copy of all printed products and news articles published about the project.”^{41/42}

While it is clear that RBFF provides FWS with a great deal of programmatic and financial information, “annual reports” as required by the cooperative agreements have not been consistently produced. Annual summary reports were provided to FWS for FY 2002 and 2003, and recently a preliminary progress report for FY 2006 was delivered to FWS.

While not required, by statute or cooperative agreement, annual reporting to RBFF stakeholders is equally important. In 2003, RBFF produced an accomplishments report covering programs and activities for the period 1999–2003. The report presented program accomplishments, RBFF progress against expectations, and plans for the future. With surprise, the Assessment Team finds that such reporting has not been conducted since.

40. Cooperative Agreement between FWS and RBFF, 14-48-98210-9-J053, paragraph X, and Cooperative Agreement 98210-0-J079, paragraph X.

41. Cooperative Agreement between FWS and RBFF, 982105J004, executed April 2005, paragraph X.

42. This measure was abandoned by the RBFF Board of Directors at its October 2006 meeting.



The Assessment Team recommends that RBFF provide FWS and SFBPC with a formal annual report beginning in FY 2007 that reports accomplishments against the stated performance goal of “increasing public participation in recreational fishing and boating activities and increasing public awareness of the need for aquatic resource conservation.” In addition, the Assessment Team believes that RBFF should provide its stakeholders with an annual report as well as it affords a good opportunity to build respect for the activities of RBFF, strengthen relations with existing stakeholders, and invite new relationships.

Recommendations to Increase Reach and Impact:

5. Develop and institute improved survey methodology for determining stakeholder use of RBFF materials on annual or biennial basis. Ensure survey is easy for stakeholders to complete and provides timely and useful information for RBFF management.
6. Conduct annual survey of state natural resource agency websites to determine level of RBFF cooperative material usage and look for new ways to assist agencies in their fishing, boating, and aquatic conservation missions.
7. Provide FWS with an annual accomplishments report, as required by the FWS Cooperative Agreement, which reports against the stated performance goal of “increasing public participation in recreational fishing and boating activities and increasing public awareness of the need for aquatic resource conservation.” A copy should be provided to SFBPC as well. In addition, produce an annual stakeholders’ report which provides a “bottom line” assessment of progress, identifying where objectives have and have not been met, and provide lessons learned and obstacles encountered.
8. Disseminate existing and future research results in a manner that permits stakeholders to put RBFF findings into action; develop future research agendas in close collaboration with stakeholders.
9. Set as a strategic plan and annual work plan goal to document at least a 25 percent match in non-federal outside contributions to the organization’s projects. The Assessment Team believes this match can be leveraged from the publicity value, cost-sharing by partners, and other leverage the RBFF program routinely attracts. It is not recommended that RBFF institute a “matching requirement” for its grant recipients and partners except where such leverage is advantageous to all parties.

:: QUESTION 3 ::

Has RBFF increased the public’s knowledge of “how to” boat and fish, and its awareness of boating and fishing opportunities?

Context

The Sportfishing and Boating Safety Act of 1998 calls for a national outreach program that improves communications regarding angling and boating opportunities and reduces barriers to participation which includes knowing how and where to boat and fish. It also calls for adoption of sound and safe fishing and boating practices. Two of the five objectives set forth in the 1998 strategic plan are: 1) educate people about how and where to boat and fish, and 2) make availability of and access to boating and fishing locations easy and simple.

In response to these directives, RBFF developed and implemented a number of programs and activities including, but not limited to: websites providing consumers “how to” and “where to” information, educational efforts such as Passport to Fishing and Boating, National Fishing and Boating Week, National Fishing and Boating Education Grants, and partnerships with the private sector, such as the Mobile Marketing Tour, to break down constraints to participation.

RBFF launched <WaterWorksWonders.org> in 2001 as its consumer-targeted website providing a searchable database of bodies of water, launch ramps, and service providers nationwide. RBFF moved to <TakeMeFishing.org> in March 2005 to coincide with the launch of the 2005 TakeMeFishing media campaign.

National Fishing and Boating Week (NFBW) is an extension of the former National Fishing Week that has a history dating to the mid-1980s. A steering committee of Washington, DC-based stakeholders guides the local celebration; RBFF has focused on generating national media coverage for fishing, boating, and local events related to NFBW.

Basis for Assessment

Indicator 3.1 examines the impact of RBFF’s websites as sources of information on learning the “how to” of boating and fishing as well as where the opportunities are. Indicator 3.2 utilizes RBFF’s stated measure of increasing the impact of NFBW. Website usage reports and evaluations of NFBW compiled by RBFF staff and contractors form the basis for assessment. The Passport to Fishing and Boating, National Fishing and Boating Education Grants, and the Mobile Marketing Tour are addressed elsewhere in this assessment.

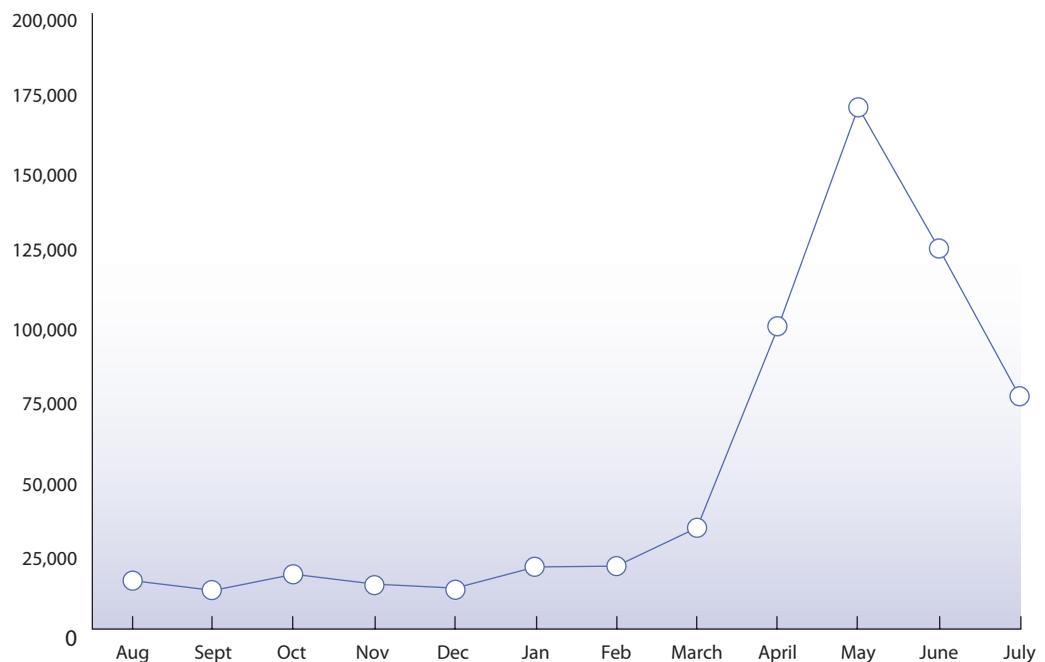


Assessment

Indicator	Measurables	Baseline (CY 2002–2003)	Interim (CY 2005/06)	Target (CY 2010)
3.1 RBFF’s websites are the “how to” and “where to” sites for boating and fishing	► Unique site visits	2002:≈155,000 2003:≈160,000	611,001 (Aug. 2005–July 2006)	1,000,000
3.2 Measurable increases in number and impact of National Fishing and Boating Week events (RBFF Measure 2003) ⁴²	► Total number of registered NFBW events nationwide	2002: 1,174 2003: 410	2005: 1,409 2006: 1,556	2,000
	► Average number of participants per event (adults & youths)	334	2004: 241 2005: NA 2006: NA	350 (see recommendation #12)

The 1998 strategic plan suggested several efforts to increase the public’s knowledge of boating and fishing including growing successful programs such as National Fishing and Boating Week and partnering with stakeholders to publicize “where to” information on maps and other materials.

TakeMeFishing.org Visitation, August 2005–July 2006



Water Works Wonders and TakeMeFishing Websites

The goal of both the <WaterWorksWonders.org> and the <TakeMeFishing.org> websites is to provide information about access to boating and fishing.⁴³ They feature “how to” boat and fish, where to go, a conservation section, and much more information such as how to find bait in your backyard. The sites also enable stakeholders to contribute content in a variety of ways, benefit from free exposure, and post business and organization listings at no charge. The sites have drawn a steady increase in visitors each year, with peak activity occurring when media campaigns are active and at the beginning of the boating and fishing seasons. Over 150,000 unique site visitors were logged in 2002 and 2003 and more than 611,000 visited <TakeMeFishing.org> from August 2005–July 2006.⁴⁴ Those who visited the website in June 2006 searched for information on boat facilities, wanted an introduction to fishing, and downloaded “Knots You Need to Know” (5,056 downloads) or “How to Hook Bait” (4,905 downloads). These publications are part of RBFF’s “Tip Sheets”—downloadable PDFs with information on various aspects of boating and fishing. Other downloads include towing guides, RBFF coupons, and campaign images.

The Assessment Team was impressed by the overall amount of information available on www.takemefishing.org but recommends that RBFF work with individual states and associated stakeholders to fine-tune the site. As demonstrated by the 2004 snapshot report, the majority of state natural resource agencies find value in the RBFF websites to access information, post materials and events, and provide links to agency websites. Two specific suggestions would be to add a “fishing access” box to the “where to fish” section and feature conservation and responsible use themes more prominently on the site.

National Fishing and Boating Week

In 2001, National Fishing Week was expanded to National Fishing and Boating Week (NFBW). The 2003 Stakeholder Forum concluded that NFBW had not reached its full potential and recommended that RBFF continue to facilitate the events and work to increase the number, diversity, and quality of stakeholder participation. They specifically recommended: 1) RBFF and stakeholders develop a clear vision/objective for NFBW, 2) consider hiring a spokesperson for NFBW, and 3) consider using paid advertising to promote NFBW. RBFF meets regularly with stakeholders to examine goals and objectives for NFBW. In 2004, former Dallas Cowboys coach Jimmy Johnson served as the first honorary chair to raise the national awareness of NFBW, with actor Dean Cain and actress Jane Seymour (pictured at right) serving as honorary chairs in 2005 and 2006, respectively. RBFF has not opted to use paid advertising to promote NFBW.



43. Information on: 436,525 bodies of water, 66,864 facilities listings (includes launch ramps, marinas, retailers, and other local service providers), 195 fish species descriptions, 218 fishing reports, 313 fishing education pages, 101 boating education pages (2003 RBFF Accomplishments Report).

44. A “unique site visit” is defined as one distinct visit to the site. June 2006 TakeMeFishing.org usage report and RBFF Program Accomplishments Report.



USFWS / LAVONDA WALTON

RBFF conducted evaluations of NFBW for 2001-2004. For 2003, additional questions concerning awareness and use of the Passport to Fishing and Boating program and associated materials were added. Evaluations for 2005-2006 were not conducted though a certain amount of events data exists. A summary of findings for 2001-2004 includes:⁴⁵

- NFBW introduced new people to boating and fishing. Ninety-eight to 100 percent of the respondents believed their events successfully introduced new people to boating and fishing activities.
- Sponsors planned to host events again. For 2001-2004, 93-99 percent of respondents planned to host NFBW events the following year.
- Size of events down. The average size of registered events for 2004 declined for the third straight year, with average number of adult participants per event dropping from 200 in 2002 to 89 in 2004. Youth participation per event declined by 30 percent in 2004 (compared with 2001).
- Use of event planning kits declined. Use of the kit dropped from 76 percent to 61 percent from 2002 to 2004. Use of CD-ROM continued its decline from its high initial use in 2001 (68 percent) to half that use in 2003 (2004 data not available). Reason for the declining use of the kit and CD-ROM is similar events conducted year after year reduce the need for these materials. Use of the kit would likely be enhanced with new and different images, press releases, and other materials users have found useful.
- Website considered a valued resource. Similar to previous years, over 82 percent reported using the nationalfishingandboatingweek.org website (now part of www.rbff.org)
- Little demand for NFBW products. Only 2.4 percent of the respondents purchased NFBW products and materials in 2003 compared with 12 percent in 2001 and 10 percent in 2002. Limited state agency budgets and in-house production of needed materials cited as two causes.
- Seesaw media coverage of NFBW events. Local media coverage of local events decreased from 93 percent in 2002 to 78 percent in 2003 but rose to 88 percent in 2004.
- NFBW events improve community relations. In 2004, 82 percent of the respondents said that their events “very much” or “greatly” enhanced community relations (down from 90 percent in 2003).

NFBW remains a valuable community event with Passport to Fishing and Boating and other aspects adding additional value and the Assessment Team acknowledges the important role RBFF has played in enhancing the NFBW program. The Assessment Team suggests, however, it is time to evaluate the overall utility of continued support for NFBW by RBFF versus supporting other programs that grow long-term recruitment and promote boating and fishing every day of the year rather than one week in June each

45. An Evaluation of Planning and Support for National Fishing and Boating Week, 2003 Summary, A. Fedler report to RBFF, and Comparison of 2001-2004 NFBW Survey Results, RBFF spreadsheet.

year. In addition, a hodgepodge of fishing programs is aimed at kids and newcomers. RBFF needs to assist its stakeholders to collectively make better use of them and consolidate existing programs where appropriate.

Safe Boating and Fishing

The adoption of sound and safe fishing and boating practices is a consistent message found throughout RBFF's programs and activities. In the national media campaigns, appropriate use of personal floatation devices (PFDs) is consistently depicted. One of the six Passport stations is "Boat Smart, Boat Safe" and safety plays a prominent role on the TakeMeFishing.org website as well.

The number of recreational boating fatalities has fallen from a high of 1,743 in 1973 to 676 in 2004—the lowest number of fatalities ever recorded in the history of the Recreational Boating Safety Program. According to the U.S. Coast Guard, drowning remains the leading cause of death on the water (72 percent) with 90 percent of those drowning victims not wearing a PFD. It is estimated that 431 lives could have been saved if boaters had worn a life jacket. Alcohol was a factor in 32 percent of all reported boating fatalities; equally significant is the statistic that approximately 70 percent of all reported fatalities occurred on boats where the operator had not received boating safety instruction.⁴⁶

Safe boating and fishing are part of the Foundation's legislative mandate. As the brief examination of recreational boating accidents above makes clear, RBFF and its stakeholders have a continuing role to play in promoting safe boating and fishing practices that enhance awareness about safety issues and provide ongoing outreach on such topics as wearing life jackets, utilizing emergency cut-off devices, preventing carbon monoxide build-up, and the importance of boating safety education.

Recommendations to Increase Reach and Impact:

10. Work with state natural resource agencies and other stakeholders to fine-tune the TakeMeFishing.org website to increase its effectiveness in educating the public and providing "how to" and "where to" boat and fish information.
11. Continue to ensure that safe boating practices remain integral to all RBFF programs and provide website downloads and other outreach on important safety practices such as wearing lifejackets, carbon monoxide build-up, use of emergency cut-off devices, etc.
12. Evaluate future role in supporting National Fishing and Boating Week versus allocating the staff effort and funding to other programs.
13. In cooperation with stakeholders, undertake an assessment of the full range of fishing and boating programs directed at children and newcomers. Such an evaluation would make recommendations for increasing their efficiency and effectiveness and RBFF would reallocate resources as appropriate.

46. U.S. Coast Guard, Boating Statistics-2004 (www.uscgboating.org/statistics/accident_stats.htm).



FLICKR / SCOTT ABLEMAN

:: QUESTION 4 ::

How has RBFF enhanced the public's understanding of aquatic resources?

Context

The Sportfishing and Boating Safety Act of 1998 calls for an outreach and communications program to inform the public on how and where to go boating and fishing, advance sound fishing and boating practices, promote conservation and the responsible use of aquatic resources, and to further safety in fishing and boating. The act further defines "aquatic resource education program" as a program designed "to enhance the public's understanding of aquatic resources and sportfishing, and to promote the development of responsible attitudes and ethics toward the aquatic environment."⁴⁷

The 1999 MOU mirrors the act's language, while the 1998 strategic plan calls for a program to "educate people on how and where to boat and fish" and to "educate stakeholders on marketing, outreach, and implementation of strategies to targeted user groups," but fails to specifically address the need for an aquatic resource education program.

Responding to this mandate to enhance the public's understanding of aquatic resources, RBFF developed a set of distinct education programs and provided support to other stakeholders in the conduct of their efforts.

The Foundation's stakeholder website, www.rbff.org, maintains an Education Web Directory to assist educators in locating aquatic education resources (Home Page >> Resources >> Education or www.rbff-education.org). The site also invites educators to add their own resources to the site's comprehensive database.

In May 2002, RBFF organized the National Aquatic Education Leadership Summit to develop a national agenda for boating, fishing, and stewardship education. RBFF invited 40 leaders of stakeholder organizations to develop a national agenda to address collective needs, opportunities, strengths and weaknesses, and to advance the use of education by all stakeholders as they address recruitment/retention, safe and responsible use, and stewardship education goals. From this summit, RBFF initiated a national educational grants program and developed a set of best practices for aquatic education.

RBFF, in cooperation with the Future Fisherman Foundation, American Association for Leisure and Recreation, and the National Association for Sport and Physical Education, developed the National Fishing and Boating Education Grant Initiative (Physh Ed). The program's objectives include stimulating interest in school-based boating and fishing



47. The act provides a definition of "Aquatic Resource Education Program" which is presumed, in the absence of a specific reference, to refer to the outreach and communications program and what is inferred as actions to promote conservation and responsible use.

programs in the physical education curriculum, providing additional instructional training and resources to teachers and instructors, and building a national “community of practice” around delivering best practices-based fishing and boating education programs in the classroom.

RBFF worked in partnership with aquatic resource education experts and researchers across the country to create “Best Practices in Boating, Fishing, and Aquatic Resources Stewardship Education” which provides guidance to aquatic educators on how to use research-based approaches for effective program development, management, and evaluation.

Passport to Fishing and Boating is another educational tool developed by RBFF in cooperation with stakeholders. The program is targeted to adults and children with little or no previous fishing and boating experience.

Basis for Assessment

Indicator 4.1 seeks to examine the utility of RBFF websites for educators using monthly web usage reports. Indicator 4.2 measures how state aquatic educators are utilizing RBFF’s best practices by comparing number distributed against number adopting. RBFF’s National Fishing and Boating Education Grants Initiative and its Passport to Fishing and Boating are the focus of Indicators 4.3 and 4.4, with an examination of the level of participation by schools and National Fishing and Boating Week events.

Assessment

Indicator	Measurables	Baseline (CY 2004-05)	Target (CY 2010)
4.1 RBFF.org utilized routinely by educators seeking information on aquatic education topics	<ul style="list-style-type: none"> ▶ Monthly RBFF.org usage reports 	Annual data not available for 2005; 2006 data begins in May 2006 # of users. (unable to determine which users are educators)	<ul style="list-style-type: none"> RBFF to develop ability to track use of site by educators Survey of state aquatic educators finds 75% or better have utilized site in last two years
4.2 State Aquatic Educators utilize RBFF Best Practices	<ul style="list-style-type: none"> ▶ # BP publications distributed/ # organizations adopting ▶ # of state aquatic education programs utilizing/ total # programs 	<ul style="list-style-type: none"> Unable to determine (13 states expressed moderate to high interest) Unable to determine. Anecdotal information suggests strong interest 	<ul style="list-style-type: none"> RBFF to develop Survey of state aquatic educators finds 75% or better utilize BPs in their programs Endorsement/adoption by organizations (AFWA, NAAWW, WET, IHEA. etc)
4.3 RBFF assists teachers in developing classes for acquiring boating and fishing skills and increasing interest in conservation and responsible use	<ul style="list-style-type: none"> ▶ # of schools receiving Phys Ed grants ▶ # of states represented 	<ul style="list-style-type: none"> 2004-05: 43 grants = \$201,032 2004-05: 22 states 	<ul style="list-style-type: none"> 75+ grants 35+ states
4.4 Educational impact of the Passport Program	<ul style="list-style-type: none"> ▶ Increase in number of Passport kits ordered (RBFF Measure 2003) ▶ Increase in # of Passport events 	<ul style="list-style-type: none"> 2004: 39 2004: 36% of NFBW events hosted Passport 	<ul style="list-style-type: none"> Number of Passport kits ordered not an indicator of program’s success. Develop metric to track impact of program

Web-Based Resources

Educators can search RBF's stakeholder website, www.rbff-education.org, for a variety of resources including: aquatic science, boating and fishing information, publications, and organizations. In 2003, the site hosted some 2,000 entries in the online directory while in August 2006, there were more than 3,400 resources available to users (Exhibit 12). RBF's measures of success for its online education directory are: visitation and usage, listing of website resources, and educator perceptions of site. Since 2001, the number of monthly visits increased from 3,300 to more than 16,000 in 2003, to more than 24,500 in May 2006.

<RBF.org> bills itself as the “on-line connection to research-based aquatic education resources and materials specifically designed to promote boating, angling, and aquatic stewardship.” From the education landing page, users are invited to improve their

program with the best practices, utilize the Passport Program to involve new folks in boating and fishing, or browse the web directory for useful information. In the future, RBF plans to create more interactivity within the site promoting more collaboration within the aquatic education realm.



In 2003, 22 percent of stakeholders (as defined by RBF stakeholder database) reported using the website and 51 percent reported that they were “very or somewhat likely” to use it in the next 12 months.⁴⁸ The 2004 state snapshot report found 49 of 51

agencies posting resources and/or using the website to research education resources. An examination of the May 2006 rbff.org usage report provides no information on the number of educators accessing the site. Of the top 10 search terms, none were specifically educational in nature nor were any of the top 10 document downloads. RBF needs to consider methods to determine the usefulness of the rbff.org website to educators.

Best Practices

RBF compiled a compendium of research on best practices in 2001. In 2003, a panel of 30 educators helped develop the “Best Practices in Boating, Fishing, and Aquatic Resources Stewardship Education” project, providing valuable input into the project and lending credibility to the developed tools including a workbook, PowerPoint presentation, and educators’ newsletter. Since 2003, RBF utilized workshops and pilot projects to develop and encourage their adoption by educational programs across the nation. Simply stated, the goal of best practices is to enable aquatic educators and others to plan and evaluate their programs more effectively. RBF set two measures of success for the program: 1) growth in use and adoption of the best practices tools by aquatic educators, 2) and continual growth and modification of best practices to reflect latest research and experience.

⁴⁸ Stakeholder Feedback Survey (Internet survey of RBF Stakeholders), APCO Insight, 2003.

In September 2004, the Association of Fish and Wildlife Agencies passed a resolution encouraging the use of best practices in education, such as those developed in the “Best Practices in Boating, Fishing, and Aquatic Resources Stewardship Education” project, to achieve the highest quality educational programs.⁴⁹ The 2004 state snapshot report found that representatives from 22 state natural resource agencies attended a workshop, though only four indicated they were beginning to implement. Anecdotally six of the six state agencies surveyed by the Assessment Team (page 27) indicated they were incorporating best practices in education into their programs.

RBFF reports stakeholders are utilizing best practices products in their agencies and organizations. Texas Parks & Wildlife Department employs best practices methodology in designing, implementing, and evaluating new and existing programming. Grassroots organizations as diverse as US SAILING and Project WET (Water Education for Teachers) employ best practices in instructor education and outreach endeavors. RBFF continues to conduct workshops to introduce best practices to aquatic educators and others through such venues as the International Boating and Water Safety Summit and the national Project WET training. A “Best Practices Evaluation Companion” tool is in production.

“As the product reaches a mature developmental stage, and with the introduction and testing of the long-awaited Best Practices Evaluation Companion, the expectation that adoption will increase as the value of the product as a process tool will be more evident. RBFF on-the-ground efforts in identified priority states (ID, IA, TX, FL, and MI) include best practices processes and have had demonstrable impacts in reaching targeted outcomes. In turn, these state leaders have witnessed the benefits and are spreading the word.”⁵⁰

Two observations made by aquatic educators contacted by the Assessment Team are useful here: 1) RBFF best practices have been very useful in developing a number of programs such as leader guides; and 2) RBFF should go beyond workshops that simply present RBFF-developed materials to craft more partnerships with Project WET and other educators at state and local levels.

Education Grant Initiative

The National Fishing and Boating Education Grant Initiative (as known as “Physh Ed”) is a cooperative project among RBFF, the Future Fisherman Foundation, American Association for Leisure and Recreation, and the National Association for Sport and Physical Education. RBFF funds the program which is administered by the American Sportfishing Association’s (ASA) Future Fisherman Foundation. The purpose of the Physh Ed initiative is to provide incentives to K-12 physical education teachers to incorporate boating and fishing units into their curricula.

49. Resolution adopted by the Association of Fish and Wildlife Agencies, Atlantic City, NJ, September 30, 2004.

50. Jim Stewart, Manager Education and Outreach, RBFF, May 26, 2006.



The program offers grants of up to \$5,000 to active members of the American Alliance for Health, Physical Education, Recreation, and Dance who are certified physical education teachers in public or private schools. In addition to the grants and program information, the partnership provides for training, equipment, and ongoing guidance. All grant awardees are required to attend a two- to three-day workshop before the school year to receive training on teaching fishing and boating skills and grant administration. Travel to and from the workshop is included in the grant award and room and board are provided by the Future Fisherman Foundation. Teachers are expected to demonstrate an understanding and use of best practices, both in aquatic and physical education. Future Fisherman Foundation is able to make the grant dollars go further for the teachers by making available substantial savings on fishing equipment, tackle, and boating supplies through its Tackle Box program. School programs are permitted to keep all the equipment, tackle, etc., at the end of the grant period.

For the 2004–05 school year, 43 teachers from 22 states received a total of \$201,032 in grants (average grant = \$4,675), up from 34 teachers in 2003-04. Evaluations of the program for 2003–2004 and 2004–2005 found strong evidence that teaching fishing and boating skills in elementary and secondary school physical education programs (grades 4–12) yields increased interest and likelihood of participation in fishing and boating.⁵¹ It was also noted that the stronger a student’s interest in fishing and boating, the stronger the interest in related aquatic resource stewardship (clean water, habitat, etc.). This association was the strongest for students exposed to a combined boating and fishing curriculum. The majority of teachers indicated they planned to continue the programs in the 2005–06 school year, 60 percent planned to expand the program in their schools, and approximately 25 percent planned to expand the program to other schools. Not surprisingly, the limitations of teachers and school systems in implementing more of these kinds of programs are financial resources and instructors.

The Assessment Team believes the Physh Ed program makes a measurable contribution to increasing knowledge and enthusiasm for boating and fishing at targeted elementary and high schools. Continued success is primarily limited by funding. Along with the emerging partnership with the National Recreation and Park Association (scheduled for full program roll-out in FY 2007), Physh Ed contributes to recruiting the next generation of boaters, anglers, and conservationists. The programs are measurable and leverage RBFF funding to expand programs conducted by stakeholders without requiring increased staffing by RBFF.

51. National Fishing and Boating Education Grant Initiative: 2003-2004 Evaluation Survey Results, prepared for RBFF by Tony Fedler, October 2004 and National Fishing and Boating Education Grant Initiative: 2004-2005 Evaluation Survey Results, prepared for RBFF by Tony Fedler, January 2006.

Passport to Fishing and Boating

RBFF's Passport to Fishing and Boating program was launched in 2003 evolving from the "Pathways to Fishing" program, a cooperative effort initiated by the Sport Fishing Institute, U.S. Forest Service, Berkley Future Fisherman Foundation, and others in the early 1990s. A team of educators developed and pilot tested Passport to introduce families with little or no previous experience to boating and fishing. By participating in the program, adults and children learn basic skills and techniques to begin boating and fishing. Passport consists of six "hands-on" stations covering fish habitat and handling, casting, boat safety (Boat Smart, Boat Safe), an introduction to boating (Ready, Set, Boat), fishing knots and rigging, and local information. The Passport program also includes a conservation and responsible use message as part of each learning activity. A materials kit of teaching tools, posters, and other printed materials can be downloaded free from the RBFF.org website or purchased at cost through RBFF.

In 2004, 39 percent of National Fishing and Boating Week events used Passport. This number declined to 36 percent in 2004, but 48 percent of those who did not use Passport indicated that they have conducted the event many times and did not need additional help. The 2004 State Snapshot Report found 10 states using Passport at least once and 23 states expressing moderate or high interest in using the program in the future.

Recommendations to Increase Reach and Impact:

14. Develop improved capability to track educators' use of RBFF.org website and the adoption of best practices by educators.
15. Consider directing additional resources toward the National Fishing and Boating Education Grant Initiative because of its long-term recruitment potential and the ability to effectively measure the program's impact.





FLICKR / WAYNE DIXON

:: QUESTION 5 ::

Have RBFF products and activities increased conservation and responsible use of aquatic resources by boaters and anglers?

Context

A mandate for aquatic conservation and responsible use is ingrained in the legislative history of RBFF. The Sportfishing and Boating Safety Act of 1998 calls for an outreach program “to promote conservation and the responsible use of the nation’s aquatic resources.” The first two guiding principles for all outreach activities outlined in the 1998 strategic plan are: 1) recognize, reinforce, and commit to the importance of sustainable aquatic habitat and natural resource conservation; and 2) emphasize that boaters and anglers are conservationists by demonstrating their commitment and contribution to conservation efforts. The 1999 memorandum of understanding between RBFF, FWS, SFBPC, and AFWA mirrors the act’s conservation and responsible use language. In a letter responding to transmittal of the 1998 strategic plan, Secretary of the Interior Bruce Babbitt stated:

“It is imperative that we develop a strong and consistent resource conservation message used in this outreach effort. I have instructed the [U.S. Fish and Wildlife] Service to continue working with the Sport Fishing and Boating Partnership Council and the Recreational Boating and Fishing Foundation to refine and incorporate that message as we implement the program. The recommended strategic plan will be an effective starting point as we continue building partnerships for conservation and outreach.”⁵²

The cooperative agreements between FWS and RBFF, by which federal funds are delivered to the Foundation, state a performance goal of “increasing public participation in recreational fishing and boating activities and increasing public awareness of the need for aquatic resource conservation” [emphasis added]. In addition, RBFF’s mission as articulated in the 2005–2010 strategic plan is to “implement an informed, consensus-based national outreach strategy that will increase participation in recreational angling and boating and thereby increase public awareness and appreciation of the need to protect, conserve, and restore this nation’s aquatic natural resources.”

The concepts of conservation and responsible use are often captured under the term “stewardship.” For the Foundation, the concept of stewardship is built on three presumptions:

1. By their activities, boaters and anglers contribute to aquatic conservation through fishing license sales and excise taxes paid on their purchase of equipment and motorboat fuel;

52. Letter to Helen Sevier, Chair of SFBPC, February 23, 1999.

2. Avid boaters and anglers are often among those who most value the aquatic environment; and
3. Increased boating and angler participation will result in increased public awareness and appreciation of the need to conserve aquatic resources.

Basis for Assessment

Indicator 5.1 is drawn from the 2002 SFBPC report and examines “effect of effort.” The U.S. Fish and Wildlife Service Cooperative Agreement by which federal funding is transferred to the Foundation provides the language for Indicator 5.2. Lastly, Indicator 5.3, addressing a better understanding of the relationship of boating/fishing to stewardship, is directed at RBFF’s research focus.

Assessment

Indicator	Measurables	Baseline (CY 2006)	Target (CY 2010)
5.1 Effect of effort on aquatic resource stewardship (SFBPC outcome)	➤ Development of stewardship indicators	Has not been developed	Clear set of indicators for measuring impact of RBFF programs on conservation and responsible use
5.2 Increased public awareness of the need for aquatic resource conservation (FWS Cooperative Agreement outcome)	➤ RBFF reporting to FWS	No ability to assess	Regular reporting to FWS and stakeholders on conservation objective(s) developed in 5.1
5.3 RBFF creating better understanding of relationship of boating/fishing to stewardship	➤ “The Making of a Resource Steward,” defining the relationship between aquatic recreation and aquatic stewardship	VPI delivered report to RBFF. RBFF posted full report, hosted workshop, and published highlights report	RBFF to utilize research results to help stakeholders implement improved programs. RBFF to set measures for same

The importance of RBFF assessing the impact of its programs and activities on “aquatic resource stewardship” was recognized in the 2002 SFBPC report:

“A difficult to track but an important indicator of success for this program is determining if the outreach efforts have fostered enhanced aquatic resource stewardship among anglers and boaters targeted by the program. It is extremely important that this aspect of the program’s impact be monitored and ultimately evaluated. Increased demand on aquatic resources without an associated increase in stewardship of these resources is not sustainable. Therefore, evaluating the impact of the program on aquatic resource stewardship is a long-term measure of program effectiveness....More effort is needed to identify suitable indicators for evaluating the effectiveness of RBFF’s programs in fostering increased aquatic stewardship. Efforts under way by RBFF to engage expert academics and practitioners in conducting a literature review and discussions related to this topic should help provide an information base from which suitable indicators may be proposed.”⁵³

53. SFBPC. 2002. Implementation of the Strategic Plan for the National Outreach and Communications Program. A Progress Report to the Secretary of the Interior, March 2002, pp. 16-17.

The 2003 summary of RBFF stakeholder recommendations found that stewardship efforts were mission-critical and an essential component of the enabling legislation. Stakeholders recommended RBFF continue efforts to identify and strengthen linkages between stewardship and boating and fishing and initiate efforts to infuse stewardship into all aspects of RBFF’s programs. As a result, RBFF undertook a major research project designed to help better understand relationships between boating/fishing participation and stewardship, and to advance understanding of how to help boating and fishing education efforts to become more “stewardship-sticky.”

At this writing, more than three years later, stewardship indicators have not been developed and stewardship is largely a tag-along concept attached to other RBFF programs, suggesting a new approach is needed.

Emphasize Conservation and Responsible Use

To date, RBFF has elected to term its emphasis “stewardship.” According to RBFF’s own research, the term “stewardship” is poorly understood by the general public and has led to unintended confusion. The Assessment Team recommends replacing the term with the language found in the enabling legislation—“conservation and responsible use.”

Given the legislative mandate and the interests of the stakeholders, two kinds of conservation and responsible use emerge. First, there is Implied Conservation where the generation of license revenues and excise taxes through the actions of boaters and anglers helps fund aquatic resource conservation efforts at the local, state, and national levels. Where RBFF is successful in helping to increase state license sales and excise tax payments to SFR, it is helping to fund aquatic resource conservation at the state level. RBFF can contribute significantly to promoting Implied Conservation through promoting license sales and participation in boating and fishing.



A second form of conservation and responsible use is Personal Conservation where boaters and anglers through their voluntary actions and ethical behaviors treat the aquatic resource with respect and encourage those around them to do the same. RBFF’s role in increasing Personal Conservation of aquatic resources among boaters and anglers has not been well-defined to date. However, numerous stakeholders have programs aimed at ethical angling, responsible boating, and volunteering for conservation causes. RBFF has helped promote safe and ethical boating and angling in the past. For the future, it can proactively align its activities to assist stakeholders in furthering a range of conservation programs that emphasize Personal Conservation.

Making of a Resource Steward

The underlying presumption of the strategies and tactics undertaken by RBFF is that, as people become more involved in boating and fishing activities, they place a higher value on aquatic resource quality and therefore will be more likely to support conservation efforts. With this in mind, RBFF contracted with Virginia Polytechnic Institute (VPI) in 2004 to undertake research defining the relationship between aquatic recreation and aquatic stewardship. Utilizing a national mail survey, the study sought to: 1) identify predictors and perceptions of environmental stewardship behavior, 2) define the relationship between recreational boating and fishing and natural resource stewardship, and 3) help natural resource educators chart a path for creation of new and better resource stewards.

VPI's final 341-page report, "The Making of a Resource Steward," was submitted to RBFF in December 2005. Among its findings:

- The term "natural resource stewardship" is vaguely defined and means different things to different people. There is not a single perception of the term "stewardship."
- When compared to other outdoor participants like hikers and birdwatchers, boaters and anglers were less likely to volunteer time or money, recycle, etc. Active boaters and anglers were slightly more likely than non-participants to engage in these behaviors but participation alone did not "seem to translate into a broader ethic of environmental stewardship."
- Anglers and boaters who started as children are more likely to continue activities and be more avid, but early experience alone was not adequate to create stewards.
- Boaters and anglers tended to underrate the potential harm activities such as releasing non-native bait fish and failure to wash boats may cause in helping spread nuisance species. However, when they perceived these actions as having a more serious impact on the environment, they behaved more pro-environmentally while recreating. Individuals who participated in classes or workshops on fishing/ boating skills or safety scored significantly higher on this perceived seriousness scale.
- Participation in boating and fishing did not strongly impact perceptions of the term "natural resource stewardship"; however active participants did tend to have more ethical and fewer ecocentric perceptions.⁵⁴

⁵⁴. Survey constructs = Ethical: trying to reduce personal negative impact on the environment, an ethical responsibility to care for the environment, protecting the environment for future generations, considering how others in society are affected when we use natural resources. Ecocentric: animals' and plants' right to exist, preserving the environment in its natural state. Responsible use: managing our natural resources wisely to provide for human needs, sustainably and responsibly using our natural resources.



FLICKR / BRANDON KIESLING

RBFF conducted a workshop in May 2006 to review and discuss the VPI report's key results and to identify a series of next steps.⁵⁵ RBFF published a four-page highlight report on the study which summarized the research findings and outlined a number of recommendations for educators to maximize their efforts to promote good stewardship: 1) when talking about good stewardship, emphasize ethical and responsible use perceptions, 2) design education programs and messages to focus on the strongest predictors of stewardship behavior such as teaching stewardship skills, 3) don't stop education at recruitment but continue to involve participants, and 4) link local actions and impacts (fuel spills, littering, etc.) with larger-scale issues such as transfer of zebra mussels from one water body to another.⁵⁶

Recommendation to Increase Reach and Impact:

16. Integrate conservation and responsible use into all aspects of its programs. RBFF should concentrate on working with state natural resource agencies to assist them in their conservation and aquatic education programs. Linking the purchase of a fishing license to an act of conservation, or promoting safe and ethical boating and fishing on a continuing basis are two actions that move RBFF toward fulfilling this mandate.



55. A Report of the Aquatic Stewardship Workshop, May 24-25, 2006, Crux Research.

56. Report Highlights: The Making of a Resource Steward, June 2006. Available at RBFF.org (Research/RBFF Research).

CONCLUSION

“We have much cause for celebration, and we have reason to pause in contemplation.”

BRUCE MATTHEWS, RBFF CEO, INTRODUCTION TO 2003 RBFF ACCOMPLISHMENTS REPORT

This assessment also found much cause for celebration. In the four-year period examined, RBFF introduced innovative educational programs, collaborated with state agencies to increase outreach and marketing, and made Water Works Wonders and TakeMeFishing increasingly recognized national brands. Mindful of the need to demonstrate benefits to angling and boating participation and the conservation and wise use of aquatic resources, the Assessment Team also found, in its contemplation, a number of areas where improvements can be achieved.

Throughout the assessment process, the staff of RBFF has been helpful, unstinting with its time, and very receptive to the observations and recommendations of the Assessment Team. As this report was prepared, RBFF was preparing its first “Balanced Scorecard” which will be presented to the Foundation’s Board of Directors in October 2006. The Assessment Team has been informed that many of the recommendations in this report have been recognized by RBFF and are in the process of being implemented.

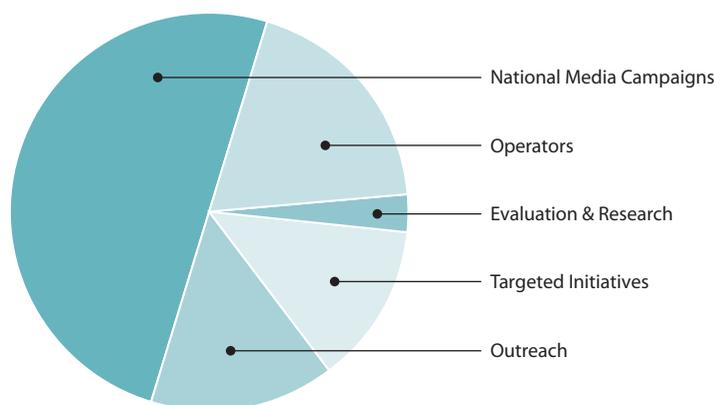
As this is effectively the first programmatic assessment undertaken of RBFF that sets benchmarks and targets, it will be the joint responsibility of FWS, SFBPC, and RBFF to ensure that a single set of measurements are jointly developed, approved, tracked, and reported against. One of the most important aspects of this assessment is the recommendation to establish a single set of metrics for the RBFF. It is neither effective nor efficient for the RBFF, SFBPC, FWS, and others to utilize different data and metrics to evaluate the impact of RBFF. In establishing this single set of metrics, the Foundation should focus on collecting only the most important data to answer the major questions rather than collecting data on things solely because they can be counted. The Assessment Team fully anticipates that future assessments of the Foundation will improve and evolve as data collection and reporting systems are enhanced.

It is anticipated that RBFF will annually report to FWS, SFBPC, and other stakeholders on its accomplishments measured against a set of performance goals. The SFBPC will formally undertake a three-year assessment of RBFF, as required by law, in 2010.

Recommendation to Increase Reach and Impact:

17. Work with the FWS and SFBPC to codify a single set of performance criteria and measures along with appropriate modifications to data collection systems. This will greatly enhance RBF's accountability to Congress and the general public, improve data collection and quality, reduce redundancy and overall labor required by Foundation staff, and greatly facilitate future assessments.

Figure 1 | RBF Expense Summary, FY 2006 (See Exhibit 9 for detail)⁵⁷



Percentage of expenses by major categories (change since FY 2004)
* Includes unallocated personnel and overhead

57. A general budget compilation, FY2004-06, is provided as Exhibit 9. In an effort to standardize budget activity over time, the Assessment Team attempted to align the FY 2002-2006 budget expenditures by general program activities. Such an alignment for FY2002-03 was not practicable due to a change in the way expenses are recorded in the RBF accounting system after 2003 and a shift away from general objective-based accounting to program-based accounting.

EXHIBITS

Exhibit 1: 1998 Sportfishing and Boating Safety Act

112 STAT. 482

PUBLIC LAW 105-178—JUNE 9, 1998

“§ 6106. Grants to States

“(a) IN GENERAL.—The Secretary may make a grant of financial assistance to a State that qualifies under section 6104(b) to assist in improving—

“(1) the overall quality and effectiveness of one-call notification systems in the State;

“(2) communications systems linking one-call notification systems;

“(3) location capabilities, including training personnel and developing and using location technology;

“(4) record retention and recording capabilities for one-call notification systems;

“(5) public information and education;

“(6) participation in one-call notification systems; or

“(7) compliance and enforcement under the State one-call notification program.

“(b) STATE ACTION TAKEN INTO ACCOUNT.—In making grants under this section, the Secretary shall take into consideration the commitment of each State to improving its State one-call notification program, including legislative and regulatory actions taken by the State after the date of enactment of this chapter.

“(c) FUNDING FOR ONE-CALL NOTIFICATION SYSTEMS.—A State may provide funds received under this section directly to any one-call notification system in such State that substantially adopts the best practices identified under section 6105.

“§ 6107. Authorization of appropriations

“(a) FOR GRANTS TO STATES.—There are authorized to be appropriated to the Secretary to provide grants to States under section 6106 \$1,000,000 for fiscal year 2000 and \$5,000,000 for fiscal year 2001. Such funds shall remain available until expended.

“(b) FOR ADMINISTRATION.—There are authorized to be appropriated to the Secretary such sums as may be necessary to carry out sections 6103, 6104, and 6105 for fiscal years 1999, 2000, and 2001.

“(c) GENERAL REVENUE FUNDING.—Any sums appropriated under this section shall be derived from general revenues and may not be derived from amounts collected under section 60301 of this title.

“§ 6108. Relationship to State laws

“Nothing in this chapter preempts State law or shall impose a new requirement on any State or mandate revisions to a one-call system.”

(b) CONFORMING AMENDMENT.—The table of chapters for subtitle III of such title is amended by adding at the end thereof the following:

“61. ONE-CALL NOTIFICATION PROGRAMS 6101”.

Subtitle D—Sportfishing and Boating Safety

SEC. 7401. SHORT TITLE; AMENDMENT OF 1950 ACT.

(a) SHORT TITLE.—This subtitle may be cited as the “Sportfishing and Boating Safety Act of 1998”.

Sportfishing and Boating Safety Act of 1998.

16 USC 777 note.

(b) AMENDMENT OF 1950 ACT.—Whenever in this subtitle an amendment or repeal is expressed in terms of an amendment to, or repeal of, a section or other provision of the 1950 Act, the reference shall be considered to be made to a section or other provision of the Act entitled “An Act to provide that the United States shall aid the States in fish restoration and management projects, and for other purposes,” approved August 9, 1950 (16 U.S.C. 777 et seq.).

SEC. 7402. OUTREACH AND COMMUNICATIONS PROGRAMS.

(a) DEFINITIONS.—Section 2 of the 1950 Act (16 U.S.C. 777a) is amended—

(1) by indenting the left margin of so much of the text as precedes “(a)” by 2 ems;

(2) by inserting “For purposes of this Act—” after the section heading;

(3) by striking “For the purpose of this Act the” in the first paragraph and inserting “(1) the”;

(4) by indenting the left margin of so much of the text as follows “include—” by 4 ems;

(5) by striking “(a)”, “(b)”, “(c)”, and “(d)” and inserting “(A)”, “(B)”, “(C)”, and “(D)”, respectively;

(6) by striking “department.” and inserting “department.”;

and

(7) by adding at the end the following:
 “(2) the term ‘outreach and communications program’ means a program to improve communications with anglers, boaters, and the general public regarding angling and boating opportunities, to reduce barriers to participation in these activities, to advance adoption of sound fishing and boating practices, to promote conservation and the responsible use of the Nation’s aquatic resources, and to further safety in fishing and boating; and

“(3) the term ‘aquatic resource education program’ means a program designed to enhance the public’s understanding of aquatic resources and sportfishing, and to promote the development of responsible attitudes and ethics toward the aquatic environment.”.

(b) FUNDING FOR OUTREACH AND COMMUNICATIONS PROGRAM.—Section 4 of the 1950 Act (16 U.S.C. 777c) is amended—

(1) by redesignating subsections (c), (d), and (e) as subsections (d), (e), and (f), respectively;

(2) by inserting after subsection (b) the following:

“(c) NATIONAL OUTREACH AND COMMUNICATIONS PROGRAM.—Of the balance of each such annual appropriation remaining after making the distribution under subsections (a) and (b), respectively, an amount equal to—

“(1) \$5,000,000 for fiscal year 1999;

“(2) \$6,000,000 for fiscal year 2000;

“(3) \$7,000,000 for fiscal year 2001;

“(4) \$8,000,000 for fiscal year 2002; and

“(5) \$10,000,000 for fiscal year 2003;

shall be used for the National Outreach and Communications Program under section 8(d). Such amounts shall remain available for 3 fiscal years, after which any portion thereof that is unobligated by the Secretary of the Interior for that program may be expended by the Secretary under subsection (e).”;

Federal Register,
publication.

(3) in subsection (d), as redesignated, by inserting “, for an outreach and communications program” after “Act”;

(4) in subsection (d), as redesignated, by striking “subsections (a) and (b),” and inserting “subsections (a), (b), and (c).”;

(5) by adding at the end of subsection (d), as redesignated, the following: “Of the sum available to the Secretary of the Interior under this subsection for any fiscal year, up to \$2,500,000 may be used for the National Outreach and Communications Program under section 8(d) in addition to the amount available for that program under subsection (c). No funds available to the Secretary under this subsection may be used to replace funding traditionally provided through general appropriations, nor for any purposes except those purposes authorized by this Act. The Secretary shall publish a detailed accounting of the projects, programs, and activities funded under this subsection annually in the Federal Register.”; and

(6) in subsection (e), as redesignated, by striking “subsections (a), (b), and (c),” and inserting “subsections (a), (b), (c), and (d).”.

(c) INCREASE IN STATE ALLOCATION.—Section 8 of the 1950 Act (16 U.S.C. 777g) is amended—

(1) by striking “12 1/2 percentum” each place it appears in subsection (b) and inserting “15 percent”;

(2) by striking “10 percentum” in subsection (c) and inserting “15 percent”;

(3) by inserting “and communications” in subsection (c) after “outreach”; and

(4) by redesignating subsection (d) as subsection (f); and by inserting after subsection (c) the following:

“(d) NATIONAL OUTREACH AND COMMUNICATIONS PROGRAM.—

“(1) IMPLEMENTATION.—Within 1 year after the date of enactment of the Sportfishing and Boating Safety Act of 1998, the Secretary of the Interior shall develop and implement, in cooperation and consultation with the Sport Fishing and Boating Partnership Council, a national plan for outreach and communications.

“(2) CONTENT.—The plan shall provide—

“(A) guidance, including guidance on the development of an administrative process and funding priorities, for outreach and communications programs; and

“(B) for the establishment of a national program.

“(3) SECRETARY MAY MATCH OR FUND PROGRAMS.—Under the plan, the Secretary may obligate amounts available under subsection (c) or (d) of section 4 of this Act—

“(A) to make grants to any State or private entity to pay all or any portion of the cost of carrying out any outreach and communications program under the plan; or

“(B) to fund contracts with States or private entities to carry out such a program.

“(4) REVIEW.—The plan shall be reviewed periodically, but not less frequently than once every 3 years.

“(e) STATE OUTREACH AND COMMUNICATIONS PROGRAM.—Within 12 months after the completion of the national plan under subsection (d)(1), a State shall develop a plan for an outreach and

communications program and submit it to the Secretary. In developing the plan, a State shall—

- “(1) review the national plan developed under subsection (d);
- “(2) consult with anglers, boaters, the sportfishing and boating industries, and the general public; and
- “(3) establish priorities for the State outreach and communications program proposed for implementation.”.

SEC. 7403. CLEAN VESSEL ACT FUNDING.

Section 4(b) of the 1950 Act (16 U.S.C. 777c(b)) is amended to read as follows:

“(b) USE OF BALANCE AFTER DISTRIBUTION.—

“(1) FISCAL YEAR 1998.—In fiscal year 1998, an amount equal to \$20,000,000 of the balance remaining after the distribution under subsection (a) shall be transferred to the Secretary of Transportation and shall be expended for State recreational boating safety programs under section 13106(a)(1) of title 46, United States Code.

“(2) FISCAL YEAR 1999.—For fiscal year 1999, of the balance of each annual appropriation remaining after making the distribution under subsection (a), an amount equal to \$74,000,000, reduced by 82 percent of the amount appropriated for that fiscal year from the Boat Safety Account of the Aquatic Resources Trust Fund established by section 9504 of the Internal Revenue Code of 1986 to carry out the purposes of section 13106(a) of title 46, United States Code, shall be used as follows:

“(A) \$10,000,000 shall be available to the Secretary of the Interior for 3 fiscal years for obligation for qualified projects under section 5604(c) of the Clean Vessel Act of 1992 (33 U.S.C. 1322 note).

“(B) The balance remaining after the application of subparagraph (A) shall be transferred to the Secretary of Transportation and shall be expended for State recreational boating safety programs under section 13106 of title 46, United States Code.

“(3) FISCAL YEARS 2000–2003.—For each of fiscal years 2000 through 2003, of the balance of each annual appropriation remaining after making the distribution under subsection (a), an amount equal to \$82,000,000, reduced by 82 percent of the amount appropriated for that fiscal year from the Boat Safety Account of the Aquatic Resources Trust Fund established by section 9504 of the Internal Revenue Code of 1986 to carry out the purposes of section 13106(a) of title 46, United States Code, shall be used as follows:

“(A) \$10,000,000 shall be available for each fiscal year to the Secretary of the Interior for 3 fiscal years for obligation for qualified projects under section 5604(c) of the Clean Vessel Act of 1992 (33 U.S.C. 1322 note).

“(B) \$8,000,000 shall be available for each fiscal year to the Secretary of the Interior for 3 fiscal years for obligation for qualified projects under section 6404(d) of the Sportfishing and Boating Safety Act of 1998.

“(C) The balance remaining after the application of subparagraphs (A) and (B) shall be transferred for each such fiscal year to the Secretary of Transportation and

Exhibit 2: Strategic Plan for the National Outreach and Communication Program

Summary¹

Guiding Principles

All outreach efforts in the following objectives, strategies and tactics must make appropriate efforts to:

1. Recognize, reinforce and commit to the importance of sustainable aquatic habitat and natural resource conservation.
2. Emphasize that boaters and anglers are conservationists by demonstrating their commitment and contribution to conservation efforts.
3. Focus efforts on urban boating and fishing needs and opportunities.
4. Champion the use of a single coordinated, encompassing effort to promote recreational boating and fishing involving all stakeholders.
5. Encourage the industry, and all stakeholders, to implement the Strategic Plan by supporting this unified, comprehensive marketing and outreach effort.

Objectives/Strategies

Overall objective of this strategic plan is to retain and recruit recreational boating and fishing participants. At the same time, efforts will encourage a conservation ethic and respect for the aquatic resource.

1. Create a top-of-mind recreational boating and fishing campaign to develop awareness, trial and continued participation. (*Implementation criteria: campaign should be simple to communicate at local and regional levels, broad and inclusive, adaptable to various boating and fishing audiences*).
 - a. Develop a national theme/icon promoting recreational boating and fishing.
 - b. Implement the theme/icon in advertising, communication and promotional materials, packaging, federal and state signage and properties.

c. Create a web site on “where to go” and “how to do.”

d. Develop advertising utilizing the theme/icon.

Measures:

- i. Increase overall recreational boating and fishing participants by 1 percent per year through 2008 (10 years).
- ii. Increase annual boating and fishing frequency by two days by the year 2008 (10 years)
- iii. Participant dropout rates are reduced to between five and ten percent per year by the year 2008 (v. 10-15 percent now)
- iv. Five percent of lapsed participants are reactivated each year.
- v. Increase public perception of the positive benefits of boating and fishing from 65 percent to 80 percent by 2005.
- vi. Set up web site visitation counting mechanism.
- vii. Test recall and persuasion of advertising copy.

2. Educate people as to how and where to boat and fish. (*Implementation criteria: targeted education equals higher awareness and satisfaction, effort should increase effectiveness of existing programs/events*).

- a. Deliver conservation-based education programs that seek to increase participation in recreational boating and fishing adaptable to local needs.
- b. Create industry-wide education standards that address customer satisfaction and interaction.
- c. Promote existing events and/or create new events to increase interest and participation.
- d. Simplify, facilitate and encourage license purchase.
- e. Make widely available to consumers “how to” and “where to” information to break down constraints to participation.

1. As required by the Sportfishing and Boating Safety Act of 1998, Final Report of the Sport Fish and Boating Partnership Council, September 18, 1998.

Measures:

- i. Analyze participation levels (on standardized basis) in educational programs by schools, municipalities, and private organizations (e.g., Power Squadron, Boy/Girl Scouts).
- ii. Boating accident rates drop by 10 percent by 2003.
- iii. Track the number of new fishing licenses sold, new boat registrations and other indicators of boating and fishing participation.
- iv. Track sales of boats, fishing tackle and other related equipment.

3. Target market segments and create messages that address each segment's specific needs (*Implementation criteria: research findings will maximize efficiency and effectiveness of creative and media expenditures*).
 - a. Identify individual market segments by demographics and key motivators.
 - b. Prioritize [market] segments with regard to size, potential and degree of difficulty in converting to boaters/anglers.
 - c. Within the national theme, tailor messages to address specific market segment needs.

Measures:

- i. Measure pre/post recognition of targeted programs by select audience.
 - ii. Perform comparative market research.
 - iii. Measure effectiveness of targeted messages(s) for targeted audience(s).
 - iv. Targeted groups' participation increases by 2 percent per year.
4. Educate stakeholders on marketing, outreach, and implementation of national strategies to targeted user groups (*Implementation criteria: improving consumer satisfaction is key to converting new boaters/anglers to active participants, training is required for uniform implementation of plan tactics at local level*).
 - a. Determine critical stakeholder training needs to increase participation and customer satisfaction.

- b. Develop curricula to address defined needs.
- c. Build a network for exchanging best practices among stakeholders.
- d. Facilitate the development and implementation of improved state license procedures.

Measures:

- i. Measure the number of stakeholders who participate in training programs.
 - ii. Develop where necessary and implement methodologies for tracking and evaluating training efficacy (response-feedback loop).
5. Make availability of and access to boating and fishing locations easy and simple (*Implementation criteria: access guides will educate consumers as to easy accessibility of local venues, improvement of locations will help convert novices to active participants*).
 - a. Conduct an access needs assessment.
 - b. Determine constraints to use of existing locations
 - c. Provide access guides on a national/state/local basis.
 - d. Improve signage on federal/state/local highways.
 - e. Increase awareness of and access to boating and fishing opportunities including urban areas.
 - f. Encourage the development of multi-use facilities.
 - g. Address user safety concerns.

Measures:

- i. Determine improvement in access awareness and access via benchmark study and pre/post evaluation.

Exhibit 3: Secretary Babbitt Letter to Helen Sevier



THE SECRETARY OF THE INTERIOR
WASHINGTON

FEB 23 1999

Ms. Helen Sevier
Corporate Executive Officer
B.A.S.S., Incorporated
5845 Carmichael Road
Montgomery, Alabama 36117

Helen
Dear Ms. Sevier:

Thank you for your letter dated November 12, 1998, conveying the Sport Fishing and Boating Partnership Council's Strategic Plan for the National Outreach and Communications Program. I greatly appreciate the Council's effort to assist the Department of the Interior and the U.S. Fish and Wildlife Service as we move forward with the National Outreach and Communication Programs.

The goal of the Outreach and Communication Program specified in the Sportfishing and Boating Safety Act of 1998 is to improve communications with anglers, boaters, and the general public regarding angling and boating opportunities, to reduce barriers to participation in these activities, to advance adoption of sound fishing and boating practices, to promote conservation and the responsible use of the nation's aquatic resources, and to further safety in fishing and boating.

It is imperative that we develop a strong and consistent resource conservation message used in this outreach effort. I have instructed the Service to continue working with the Sport Fishing and Boating Partnership Council and the Recreational Boating and Fishing Foundation to refine and incorporate that message as we implement this program. The recommended strategic plan will be an effective starting point as we continue building partnerships for conservation and outreach.

Thank you again for your hard work.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bruce Babbitt".

Exhibit 4: Cooperative Agreement between the U.S. Fish and Wildlife Service and the Recreational Boating and Fishing Foundation

I. RECIPIENT:

Recreational Boating and
Fishing Foundation
1033 N. Fairfax Street, Suite 200
Alexandria, Virginia 22314
Phone: 703-519-9691

II. FINANCIAL DATA:

AGREEMENT NUMBER:
14-48-98210-9-J053
APPROPRIATION DATA: 97400-9761
AMOUNT FUNDED: \$1,176,014
CFDA: 15.618
TIN: 54 1915490

III. AUTHORITY

This Cooperative Agreement (Agreement) between the U.S. Fish and Wildlife Service, hereinafter referred to as the "Service," and the Recreational Boating and Fishing Foundation, hereinafter referred to as the "Recipient," is hereby entered into under the authority of the Sportfishing and Boating Safety Act of 1998 (H.R. 2400, Sec. 7401-7402).

IV. PURPOSE

The purpose of this Agreement is to facilitate the cooperation of the two parties to fulfill the intent of the Sportfishing and Boating Safety Act of 1998, which states "within 1 year after the date of the enactment of the Sportfishing and Boating Safety Act of 1998, the Secretary of the Interior shall develop and implement, in cooperation and consultation with the Sport Fishing and Boating Partnership Council, a national plan for outreach and communications" (HR 2400, Section 7402(d)). This agreement will provide

financial support to the Recipient for professional marketing expertise needed to implement the National Outreach and Communications Program. It is incumbent on the Recipient to obtain non-Federal funds and in-kind contributions to complement funds supplied by the Service under this Agreement. This Agreement is also the administrative vehicle to foster the relationship described in the Memorandum of Understanding between the Service, the Recipient, the Sport Fishing and Boating Partnership Council, and the International Association of Fish and Wildlife Agencies.

V. SCOPE OF WORK

A. The Recipient's proposal (copy attached) is hereby incorporated as an integral part of this Agreement. Any deviations from the procedures or objectives specified in this proposal and described below must be presented and approved by the Service's Project Officer and Contracting Officer before such deviations are implemented.

B. A synopsis of phases and the role the Recipient will play are as follows:

Phase I: The Recipient will establish an operational headquarters office in the Washington, DC commuting area and will provide all of the staff necessary to administer, coordinate, and facilitate this program. Start up costs associated with equipment and furniture purchases are one-time costs. Annual recurring costs will include salary, benefits, travel, office and equipment rental, utilities, materials and supplies.

Phase II: The Recipient will manage the implementation of the Outreach Plan; coordinate/facilitate planning processes for each objective; develop Scopes of Work and Request for Proposals to accomplish each objective; and manage a contractor selection process.

Phase III: The Recipient will develop and administer contracts with vendors that will assist the RBFF in accomplishing each of the plan objectives. The RBFF will also serve as liaison between the potential vendors and the proposal ranking/selecting committee and provide quality control on products and deliverables for the subcontracted work.

Phase IV: The Recipient will coordinate with appropriate stakeholder groups to deploy the products from Phase III. As vendors deliver their products to the RBFF, these products must be distributed to stakeholder (states, municipalities, industry, schools, etc.) organizations for use in their applicable areas. For example, industry may be asked to incorporate the marketing theme/icon into their packaging. These arrangements must be coordinated by the RBFF to ensure the most comprehensive use of these products.

Phase V: The RBFF will evaluate the impacts of this program. The RBFF will facilitate a process to develop measurable criteria for each objective; facilitate processes/contracts for monitoring and measuring accomplishments; publish/distribute results; and revise annual work plans according to the findings in the evaluation.

C. Over the five-year period, the Act appropriates up to 36 million dollars in Federal funds for this effort. This Agreement funds phases I and II of this effort.

D. Additional statements of works and budgets for follow-on phases will be developed separately and presented to the Service Project Officer. Formal approval through either a modification to this Agreement or a new award is necessary prior to the Recipient committing these funds for work performed under sub-contract and prior to submitting invoices for cost reimbursement.

VI. REPORTS

A. **Quarterly Reports:** The Recipient shall submit to the Service Project Officer quarterly progress reports detailing activities for the reporting periods. Reports are due 30 days after the reporting period ends. A SF 269 will be submitted with the quarterly report detailing expenditures made during the period.

B. **Annual Report:** An annual report is to be submitted to the Service Project Officer, summarizing accomplishments as well as explaining any milestones not accomplished with one copy of all printed products and news articles published about the project.

VII. DELIVERABLES

All project deliverables described in the proposal will constitute the deliverable part of this Agreement.

Specific deliverables are as follows for Phases I–V:

- A. **Professional Services:** Marketing expertise will be provided by the Recipient for the duration of the project. Recipient professional staff will also provide all financial accounting and administrative services to implement this program.
- B. **Infrastructure:** Established infrastructure and functioning office for the Recipient, including: paid administrative and professional staff, operational office facilities, equipment, and supplies necessary to implement the National Outreach and Communications Program.
- C. **Program Management:** Working processes that involve the signatories to the Memorandum of Understanding and others as deemed necessary, to establish annual work plans, solicit and select vendors to accomplish specific objectives.

Contract Negotiation and Administration: Completed contracts based on plan objectives designed in item B above.
- D. **Product Deployment:** Deployment of marketing/promotion products, including distribution of and incorporation of products into industry and state marketing/promotion programs.
- E. **Product Evaluation:** Quantitative evaluation of the accomplishments.

VIII. PERIOD OF PERFORMANCE

The total period of performance of this Agreement is from April 1, 1999, through March 31, 2000.

IX. FINANCIAL ADMINISTRATION

- A. **Service Funding:** The total, not-to-exceed, amount of funding to be provided by the Service under this Agreement is \$1,176,014. The Recipient shall not incur costs to be charged to the Service nor shall the Service be obligated to reimburse the Recipient in excess of the funding actually obligated under the Agreement.
- B. **Payment Schedule:** The Recipient may submit a SF 270 to the Service Project Officer requesting an advance of funds for estimated expenditures to be disbursed by the recipient within thirty days. The Service Project Officer shall approve/disapprove the request and forward it to the paying office. Federal funds will be placed in a separate account. This account will be an interest bearing account in a Federally insured (FDIC) bank whose depositors are protected under Federal banking insurance provisions up to the limit of the law. All interest earned shall be accounted for and returned annually to the Service.
- C. **Travel:** Although the recipient's proposal contained estimated costs for travel, the destinations and length of stays were not known at the time of award. Therefore, at least thirty days in advance of the proposed travel, the recipient is required to submit a request to the Service Project Officer for approval of travel. Requests shall detail the purpose of the trip, destination, length of stay and total estimated costs. Expenses for lodging, per diem and

mileage incurred by the Recipient in direct performance of this Agreement shall be in accordance with the Government Travel Regulations. The Service recognizes the Recipient may not always be able to obtain airline fares comparable to the rates available for Government personnel. Request for travel approval referenced above shall have estimates for transportation. Final approval of expenditures will be based on a determination that the costs incurred are reasonable.

D. Pre-agreement Costs: Allowable costs to be reimbursed to the Recipient under this Agreement shall include such direct and indirect costs incurred during the period from January 1, 1999, to the effective date of signature by both parties; provided however, that such costs in the aggregate, do not exceed \$37,000, which is included in the not-to-exceed amount provided in this agreement.

E. Indirect Costs: The proposed burdens for employee benefits of 26 percent, general and administrative overhead of 18 percent are provisional and shall be used for billing purposes during the initial year of the period of performance of this Agreement. These rates shall be subject to adjustment for the period based upon the recipient's actual costs experience during the initial year and the determination of final rates by the cognizant audit agency. Any upward adjustment between the provisional rates and the final rates shall not create an obligation beyond the total, not-to-exceed, amount of this agreement.

F. Recipient's Accounting System: Conditional approval is given for the Foundation's proposed accounting system contained in the Operations and

Policy Manual, dated February 10, 1999, with the following exception; contracts for goods and services will be procured in accordance with the general provisions stated in article XIV of this Agreement.

Within sixty days of award, the cognizant audit agency will conduct a review of the accounting system to assure the soundness and accountability of the accounting system.

G. Subcontracts and Consultants: The recipient is hereby authorized to subcontract with the accounting firm of Kaufmann & Davis for an estimated \$12,000 for the set-up and year-end audit of the Foundation's accounting system.

H. Program income:

1. Program Income is defined as gross income earned by the recipient that is directly generated by a supported activity or earned as a result of the award (see exclusions in 43 CFR, Sec. 12.924 (e) and (h)). Program income includes, but is not limited to, income from fees for services performed, the use or rental of real or personal property acquired under federally-funded projects, the sale of commodities or items fabricated under an award, license fees and royalties on patents and copyrights, and interest on loans made with award funds. Interest earned on advances of Federal funds is not program income. Except as otherwise provided in agency regulations, program income does not include the receipt of principal on loans, rebates, credits, discounts, etc., or interest earned on any of them.

2. Program income earned during the project period shall be retained by the

recipient and shall be added to the funds committed for this program by the Service and the recipient and used to advance program objectives.

3. Program Income Accounting: Program income (excluding interest earned on Federal funds) earned during the project period shall be considered non-Federal, and accounted for separate from Federal grant funds. All interest earned on Federal funds shall be accounted for and returned annually to the Service.

X. NON-FEDERAL MATCHING CONTRIBUTIONS

A. Non-Federal contributions will come in the form of cash and/or in-kind services. Cash donations will be managed by the Recipient. Cash and in-kind contributions must be used for purposes eligible as outlined in this agreement to qualify towards the 25 percent match. The Service Project Officer will be responsible for determining if these contributions qualify toward the match requirement.

B. In-kind Services/Contributions: All in-kind, non-Federal services and contributions will be tracked by the recipient and will be accounted toward the match requirement upon approval and acceptance by the Service Project Officer. The value of in-kind contributions such as product use and incorporation in industry packaging will be supported by affidavit from each provider with the value of the contribution described and determined.

C. In-kind and non-Federal matching funds: The Recipient will, over the course of the five-year program, provide at least a 25 percent match (in-kind or non-Federal funds) of the amount of Federal funds provided under this and subsequent agreements. The 25 percent match requirement, however, is not required of each annual agreement.

XI. PROJECT OFFICERS

A. The Service Project Officer is responsible for administering the performance of work under this Agreement. However, no understanding, agreement, modification, change order, or other matter deviating from the terms of this Agreement shall be effective or binding upon the Government unless formalized by proper documentation executed by the Service Contracting Officer.

The Service Contracting Officer shall be informed of any actions or inactions by either party to this Agreement which will change the required delivery or completion times stated in the Agreement.

On all matters that pertain to the Agreement's terms, the Recipient shall communicate with the Service Project Officer. Whenever, in the opinion of the Recipient, the Service Project Officer requests effort outside the scope of the Agreement, the Recipient shall so advise the Service Project Officer. If there still exists a disagreement as to proper work coverage, the Service Contracting Officer shall be notified immediately by the Recipient, in writing. Proceeding with work outside the terms and conditions of the Agreement could result in nonpayment of invoices.

B. Project Officer for the U.S. Fish and Wildlife Service, Guy Philip Million, Special Assistant for Conservation Partnerships. U.S. Fish and Wildlife Service, 4040 N. Fairfax Drive Webb Building, Room 134, Arlington, Virginia 22203

703-358-2521
703-358-2522 (FAX)

C. Project Officer(s) for the Recreational Fishing and Boating Foundation, Tom Bedell, Board Chairman, Norville Prosser, Acting Pres/CEO, One Berkley Drive, RBFF, Spirit Lake, IA 51360-1040 1033 N. Fairfax Street, Suite 200, Alexandria, VA. 22314

712-336-1520 ext 8019
703-519-9691

XII. SPECIAL PROVISIONS

A. The recipient shall not publicize or otherwise circulate, promotional material (such as advertisements, sales brochures, press releases, speeches, still and motion pictures, articles, videos, Internet sites, manuscripts or other publications) which states or implies governmental, Departmental, bureau, or government employee endorsement of a product, service, or position which the recipient represents. No release of information relating to this award may state or imply that the Government approves of the recipient's work products, or considers the recipient's work product to be superior to other products or services. All information submitted for publication or other public releases of information regarding this project shall carry the following disclaimer:

The views and conclusions contained in this document are those of the authors and should not be interpreted as representing the opinions or policies of the U.S. Government. Mention of trade names or commercial products does not constitute their endorsement by the U.S. Government.

Recipient must obtain prior Government approval for any public information releases concerning this award which refer to the Department of the Interior or any bureau or employee (by name or title). The specific text, layout photographs, etc. of the proposed release must be submitted with the request for approval.

A recipient further agrees to include this provision in a sub-award to any sub-recipient, except for a sub-award to a State government, a local government, or to a federally-recognized Indian tribal government.

B. Two (2) copies of each publication produced under this Agreement shall be sent to the Natural Resources Library with a transmittal that identifies the sender and the publication. The address of the library is:

U.S. Department of the Interior
Natural Resources Library
Division of Information and
Library Services
Gifts and Exchanges Section
1849 C Street, N.W.
Washington, DC 20240

C. Modifications to this Agreement may be proposed by either party and shall become binding upon the signature of the Service Contracting Officer.

D. Nothing in this Agreement may be construed to obligate the Department or the U.S. Government to any current or future expenditure of resources in advance of the availability of appropriations from Congress.

A. The Government may publish, reproduce, and use all technical data developed as a result of this Agreement, in any manner and for any purpose without limitation, and may authorize others to do the same.

XIII. GOVERNMENT PROPERTY

The Service and the Foundation recognize that the individual office furniture and computers listed in the budget are below the \$5,000 threshold for property. However, as the Service is funding the entire start-up costs for the Foundation, the Service wishes to retain title to the

equipment. Upon completion of the Agreement, the Service will issue disposition instructions. Approval is hereby granted to the recipient to acquire the computers and office equipment for the initial start-up of the office. The total estimated cost for the furniture and office equipment is \$52,998.

XIV. GENERAL PROVISIONS:

The General Provisions applicable to this agreement are the Administrative and Audit Requirements and Cost Principles for Assistance Programs cited in 43 CFR, part 12, which are hereby incorporated by reference.

XV. CERTIFICATIONS:

The Certifications Applicable to Federal Grants and Cooperative Agreements executed by the recipient shall be considered a part of this Agreement.

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed.

Recreational Boating and Fishing Foundation

U.S. Fish and Wildlife Service

Signature
Tom Bedell

Signature

Typed or Printed Name
Board Chairman

Typed or Printed Name

Title

Title

Date

Date

Exhibit 5: Memorandum of Understanding

MEMORANDUM OF UNDERSTANDING
Between the
United States Fish and Wildlife Service
the
Sport Fishing and Boating Partnership Council
the
International Association of Fish and Wildlife Agencies
and the
Recreational Boating and Fishing Foundation

This Memorandum of Understanding (Agreement) is entered by the United States Fish and Wildlife Service (Service), the Sport Fishing and Boating Partnership Council (SFBPC), the International Association of Fish and Wildlife Agencies (IAFWA), and the Recreational Boating and Fishing Foundation (RBFF).

I. Authorities

The Sportfishing and Boating Safety Act of 1998 (the Act), Fish and Wildlife Coordination Act, 16 U.S.C. 460l, and the Federal Advisory Committee Act (FACA), 5 U.S.C. App. 1.

II. Purpose

The purpose of this Agreement is to establish a framework for a 5-year collaborative effort to implement the National Outreach and Communications Program (Program), pursuant to the Act and Presidential Executive Order 12962, with the goal of increasing public participation in recreational fishing and boating activities and increasing public awareness of the need for aquatic resource conservation. Under the Act, the Secretary of the Interior is charged with developing and implementing in cooperation and consultation with the SFBPC a national plan for outreach and communications. A Strategic Plan for the Program has been developed and was approved by the Secretary on February 23, 1999. The Program is designed to improve communications with anglers, boaters, and the general public regarding angling and boating opportunities, to reduce barriers to participation in these activities, to advance adoption of sound fishing and boating practices, to promote conservation and the responsible use of the Nation's aquatic resources, and to further safety in fishing and boating. The RBFF was established in October 1999 to implement the Program. The Act appropriates: \$5,000,000 for Fiscal Year 1999, \$6,000,000 for Fiscal Year 2000, \$7,000,000 for Fiscal Year 2001, \$8,000,000 for Fiscal Year 2002, and \$10,000,000 for Fiscal Year 2003, to implement the Program.

III. Statement of Principles

The Service and its aforementioned partners mutually benefit from a strong constituency of recreational fishers and boaters.

Citizens who participate in recreational fishing and boating activities tend to place a higher value on aquatic resources. They are also more likely to develop a personal conservation ethic and to support fish and wildlife conservation efforts, including those of state and Federal resource agencies. Because of this increased awareness of the need for conserving aquatic resources, the Service and State resource agencies are better able to accomplish their missions for conserving, protecting, and enhancing fish and wildlife and their habitats for the continuing benefit of the American people.

Recreational anglers and boaters help fund state and Federal conservation efforts benefitting aquatic resources through special taxes on angling equipment and motorboat fuels. These funds are collected and then apportioned to the states and territories under the Sport Fish Restoration Program. A strong and active partnership of boaters, anglers, industry, and conservation groups supports the Sport Fish Restoration Program and the state-managed aquatic resource conservation programs it funds.

The economic impact from the estimated 55 million recreational fishers and the 65 million boaters is substantial. The American Sportfishing Association estimates a net economic impact of more than \$108 billion for recreational fishing. Rural economies benefit directly from these expenditures through local product sales and service industries.

After years of steady growth, since 1990 recreational boating and fishing participation did not maintain parity with the Nation's population growth, with some states experiencing actual declines in boat sales and fishing license sales. Declines are occurring in some states despite their extensive education and outreach efforts. State and Federal resource agencies, the recreational fishing and boating industries, rural economies, and aquatic resources could all suffer detrimental impacts if, in future years, fewer fishers and boaters participate in their respective activities with subsequent reduced investment in restoration work through the Sport Fish Restoration Program.

Outreach and communication are tools for maintaining an active constituency investing in these natural resource conservation efforts. The Program is designed to complement ongoing outreach, communication, and conservation work by the signatories.

IV. Undertakings of the Agreement Participants

1. The Service, under authority of the Act, will provide management connectivity between signatories and the various Federal agency programs that are necessary to implement this Program. The Service will establish a liaison function under the Chief, Conservation Partnerships Liaison Division, to manage/coordinate Service administration of grants and processes necessary to implement the Program; manage/coordinate communication with signatories, partners, and stakeholders; and continuously seek opportunities to expand awareness and communication of this program to the American public. Although this position, which will be known as the RBFF Coordinator, will be located in a division within the Service's External Affairs function, all matters pertaining specifically to the RBFF will be reported directly to the Deputy Director.

In accordance with the FACA, the Service will provide staff assistance to the SFBPC, a federally chartered advisory committee. The assistance function will be known as the SFBPC Coordinator. The SFBPC Coordinator will coordinate all interactions necessary to fulfill the advisory responsibilities of the SFBPC under the Act.

2. SFBPC, under authority of the Act and the Federal Advisory Committee Act will provide advice to, consult and collaborate with the Secretary of the Interior, through the Director of the Service. Consultation, collaboration, and advice will be provided to the Secretary in order to oversee implementation of the Program in a manner to satisfy the needs of the Secretary's recreational fishing and boating constituency. The SFBPC will facilitate the exchange of information and ideas between the Secretary and the SFBPC's mutual constituents. The SFBPC will monitor the implementation of the Program, will evaluate effectiveness of the program by communicating regularly with its stakeholders and will regularly report findings to the Secretary and the signatories of this agreement.

3. The IAFWA, pursuant to the Act, will serve as liaison with the States and the signatories of this agreement. The IAFWA will serve as the repository of State Outreach Plans required under the Act.

4. The RBFF, pursuant to the Act, will contribute professional expertise and experience necessary to implement the Program. RBFF staff will be responsible for daily operations of the Program; financial management/accounting; sub-grant and contract administration; annual work plan development; and annual budgeting. The RBFF President/CEO will serve as the primary point of contact for the Program.

V. Conflict of Interest Provisions for Service Participation

To avoid the possibility of an actual or apparent violation of ethics laws and rules, when official time is used for service as a member of the Board of Directors for the RBFF, the following will apply:

- a. Federal employees may not represent anyone other than the United States before an agency or court in connection with a particular matter in which the United States is a party or has a direct and substantial interest (18 U.S.C. § 205).
- b. Unless waived under applicable procedures, Federal employees are required to refrain from working on particular matters as a Government employee when the employee is serving as an officer in a private organization and the organization in which he is serving has a financial interest in those Government matters (18 U.S.C. § 208).
- c. If a Federal employee's participation in a project undertaken in conjunction with a private organization was done as a part of his official duties, the employee is prohibited from sharing in any compensation by the dual compensation provisions of law (18 U.S.C. § 209).
- d. Federal employees are prohibited from using official time and Government equipment to lobby on any issue pending before the Congress (18 U.S.C. § 1913; see also the Omnibus Consolidated Appropriates Act for Fiscal Year 1999, Public Law 105-277, Division A, Title III, Section 303).
- e. Federal employees are prohibited from controlling or assuming any measure of practical responsibility for the fund raising activities of private individuals or organizations (E.O. 12731); see also 5 C.F.R. § 2635.808.

Federal employees must consult their agency ethics officials and the Solicitor's Office if they have any questions about the scope of these restrictions.

VI. Period and Terms of Agreement

1. This Agreement will be in effect from the date of execution through September 30, 2003.
2. Authorized officials of each signatory may terminate this Agreement, or any renewals, within 60-days written notification to the other parties.
3. Transfers of funds, contracts, or other assistance will be executed in separate written instruments in accordance with all applicable laws and regulations.

4. The Parties may revise this Agreement as necessary through the issuance of a written amendment signed and dated by authorized officials.

5. The Parties shall comply with all Federal laws relating to discrimination. These laws include but are not limited to: Title VI of Civil Rights Act of 1964 (42 U.S.C. 2000d-1), Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S.C. 794); the Age Discrimination Act of 1975, as amended (42 U.S.C. 6101 *et seq.*); and applicable regulatory requirements to the end that no person in the United States will, on the grounds of race, color, national origin, disability or age, will be excluded from participation in, denied the benefits of, or be otherwise subjected to discrimination under any program or activity conducted within the scope of this agreement.

6. The relationship between the Service and the other participants under this agreement is intended to enhance service to the American public through more efficient application of Service programs. All actions will be directed toward attainment of that mutually beneficial goal.

7. Nothing in this agreement may be construed to obligate the department or the United States to any current or future expenditure of resources in advance of the availability of appropriations from Congress.

VII. Principal Contacts

The following individuals will be the principle contacts for their respective organization, however, either Party may substitute other individuals upon written notice to the other parties.

Guy P. Million, Chief
Conservation Partnerships Liaison Division
U.S. Fish and Wildlife Service
4040 N. Fairfax Drive
Arlington, VA 22203

Tom Bedell, Chair
Recreational Boating and Fishing Foundation
One Berkley Drive
Spirit Lake, IA 51360-1040

R. Max Peterson, Executive Vice President
International Association of Fish and
Wildlife Agencies
444 N. Capitol St., NW, Suite 544
Washington, D.C. 20001

Helen Sevier, Chair
Sport Fishing and Boating Partnership Council
1033 N. Fairfax St., Suite 200
Alexandria, VA 22314

IN WITNESS WHEREOF, the Participants hereto have executed this Agreement as of the date first written above.

Guy P. Million
Guy P. Million
Chief, Conservation Partnerships Liaison Division
U.S. Fish and Wildlife Service

9/16/99
Date

Kurt E. Baum
Deputy Ethics Counselor, U.S. Fish and Wildlife Service

9/10/99
Date

Dalen Savier
Chair, Sport Fishing and Boating Partnership Council

9/16/99
Date

Roger M. Holmes
President, International Association of Fish
and Wildlife Agencies

9/16/99
Date

T. R. M.
Chair, Recreational Boating and Fishing Foundation

9/16/99
Date

Amendment to
MEMORANDUM OF UNDERSTANDING
Between the
United States Fish and Wildlife Service
The
Sport Fishing and Boating Partnership Council
The
International Association of Fish and Wildlife Agencies
and the
Recreational Boating and Fishing Foundation

This amendment to the Memorandum of Understanding (MOU) between the U.S. Fish and Wildlife Service (USFWS), the Sport Fishing and Boating Partnership Council (SFBPC), the International Association of Fish and Wildlife Agencies (IAFWA), and the Recreational Boating and Fishing Foundation (RBFF) extends the Memorandum of Understanding of September 16, 1999, an additional six years and updates the principal contacts and signatories for the MOU. This MOU is in effect from date of execution until September 30, 2009, or until replaced.

II. Principal Contacts

The following individuals will be the principle contacts for their respective organizations, however, any Party may substitute other individuals upon written notice to the other parties.

Marshall P. Jones, Deputy Director
U.S. Fish and Wildlife Service
1849 C Street, NW, Room 3238
Washington, D.C. 20240-0001

Jeff Pontius, Chair
Recreational Boating and Fishing Foundation
601 N. Fairfax Street, Suite 140
Alexandria, Virginia 22314-2084

John Baughman, Executive Vice President
International Association of Fish and
Wildlife Agencies
444 N. Capitol Street, NW, Suite 544
Washington, D.C. 20001-1527

William W. Taylor, Chair
Sport Fishing and Boating Partnership
Council
4401 N. Fairfax Drive, MS-4036-AEA
Arlington, Virginia 22203-1610

IN WITNESS WHEREOF, the Participants hereto have executed this Agreement as of the date first written above.

Marshall P. Jones Jr.
Deputy Director, U.S. Fish and Wildlife Service

26 Feb 04
Date

Bonnie Schuss
Deputy Ethics Counselor, U.S. Fish and Wildlife Service

2/26/04
Date

William W Taylor
Chair, Sport Fishing and Boating Partnership Council

2/26/04
Date

John Baughman
Ex. Vice President, International Association of Fish
and Wildlife Agencies

3/4/04
Date

WJPA
Chair, Recreational Boating and Fishing Foundation

2/27/04
Date

Exhibit 6: RBFF Assessment. Inventory of Resources.

1. National Campaigns

1-1. Campaign Summary Report, May 16, 2005. Prepared by The Richards Group (*Campaign Summary Report for W Tilt 5-16-06.doc*). 7 pp.

1-2. 2Q 2006 Media Coverage Report. Report on all earned media between April 1 and September 30, 2005 prepared for RBFF by Barton Gilanelli & Associates.

1-3. RBFF Advertising Tracking Study Final Report, 2005. PowerPoint presentation prepared by Russell Research, July 2005 (*2005 RBFF Advertising Tracking Study Ex Summary.ppt*; *2005 RBFF Advertising Tracking Study Final Report.ppt*; *2005 RBFF Advertising Tracking Study Ex Summary.ppt*).

1-4. RBFF Advertising Tracking Study Final Report, 2005 (Appendix). PowerPoint presentation prepared by Russell Research, July 2005.

1-5. An Evaluation of Planning and Support for National Fishing and Boating Week, 2003 Summary.

1-6. National Fishing and Boating Week Steering Committee. Strategic planning meeting of the National Fishing and Boating Week Steering Committee, held August 2-3, 2001.

1-8. TakeMeFishing Web Site Usage Report, September 2005 (*TakeMefishing Usage Report 9-2005.doc*).

1-9. Take Me Fishing Web Site Usage Report, October 2005.

1-10. RBFF Advertising Tracking Study Final Report, 2004. PowerPoint presentation prepared by Russell Research, July 2004 (*2004 WWW Ad Campaign Russell Media Ex Summary.pdf*; *2004 WWW Ad Campaign Russell Media Report 7-2004.ppt*; *2004 WWW Ad Campaign Russell Media Report 7-2004 ExSum.pdf*; *2004 WWW Ad Campaign Russell Media Report 7-2004 ExSum.ppt*).

1-11. RBFF Advertising Tracking Study Final Report, 2003. PowerPoint presentation prepared by Russell Research, July 2004 (*2003 WWW Ad Campaign Russell Media Ex Summary.ppt*; *2003 WWW Ad Campaign Russell Media Report 7-2003.ppt*; *2003 WWW Ad Campaign Russell Media Ex Summary.pdf*).

1-12. Water Works Wonders Ad Campaign, Shugoll Post Wave Report 2002 (*2002 WWW Ad Campaign-Shugoll Post-Wave Report.ppt*).

1-13. Boating and Fishing Attitude Segmentation Study. Report prepared for RBFF by Siddall, March 31, 2003 (*Boating & Fishing Attitude Segmentation Study 3-2003 Shortened.ppt*; *Boating & Fishing Attitude Segmentation Study 3-2003 ExSum.ppt*; *Boating & Fishing Attitude Segmentation Study 3-2003 ExSum.pdf*).

1-14. National Fishing and Boating Week. Comparison of 2001-2003 Evaluation Survey Results. Excel spreadsheet (*NFBW 2001-03 Comparison of Data.xls*)

1-15. National Fishing and Boating Week. Comparison of 2001-2004 Evaluation Survey Results. Excel spreadsheet (*NFBW 2001-04 Summary Data-Final*)

1-16. Summary of Media Campaign, 2001-2006 (*Historical Fact Sheet for Campaign Summary.xls*).

1-17. An Evaluation of Planning and Support for National Fishing and Boating Week, 2001 and 2002 Summary (*NFBW 2001-2002 Evaluation Summary.doc*). 3 pp.

1-18. Angler's Legacy Brochure (*Angler's Legacy Endemic Media Brochure Final.pdf*). 3 pp.

1-19. Angler's Legacy Brochure (*Angler's Legacy Endemic Media Reply Card Final.pdf*). 1 page.

1-20. Angler's Legacy Proclamation (*Anglers Legacy Proclamation Final.pdf*). 1 page.

1-21. Angler's Legacy Evaluation Plan (*Anglers Legacy One Voice Evaluation Plan 11.05 Final.doc*). 3 pp.

2. Stakeholder Programs/State Pilots

2-1. Marketing Material Usage Letter and Form. Letter and form to RBFF partners requesting information on how information used (*Marketing Material Usage Letter and Form.doc*).

2-2. Priority States Presentation, Part 1, Brown Bag Lunch. PowerPoint presentation prepared by Stephanie Hussey, RBFF Manager, State Outreach (*Brown Bag Lunch - Priority States Presentation-Part 1.ppt*).

2-3. Priority States Presentation, Part 2, Brown Bag Lunch. PowerPoint presentation prepared by Stephanie Hussey, RBFF Manager, State Outreach (*Brown Bag Lunch-Priority States Presentation-Part 2.ppt*).

2-4. An Evaluation of the Southeast Michigan Discount Card Program Pilot Project. Prepared by Tony Fedler, Human Dimensions Consulting, March 2006 (*Michigan_Discount_Card_Final_Report.pdf*) and preliminary draft October 2005 (*SE Michigan Discount Card Program Preliminary Report 10-24-05.doc*).

2-5. Water Works Wonders for the Arizona Game and Fish Department. 2-page flyer.

2-6. Water Works Wonders for the Kentucky Department of Fish and Wildlife Resources. 2-page flyer.

2-7. Water Works Wonders for the Oklahoma Department of Wildlife Conservation. 2-page flyer.

2-8. Water Works Wonders for the Ohio Division of Wildlife. 2-page flyer.

2-9. Take Me Fishing™ in Idaho: An Evaluation of the IDFG's 2005 Angler Recruitment And Retention Program. Prepared for Recreational Boating and Fishing Foundation and Idaho Department of Fish & Game by Dr. Tony Fedler, March 2006 (*Idaho Pilot Final Report 3-2006.doc*). 20 pp.

2-10. Take Me Fishing™ in Iowa: An Evaluation of the 2005 Iowa DNR Marketing Program. Prepared for Recreational Boating and Fishing Foundation and Iowa DNR by Dr. Tony Fedler, March 2006 (*Iowa Pilot Final Report 3-2006.doc*). 28 pp.

2-11. Take Me Fishing Marketing Guide. Produced by RBFF. 30 pp + 2 CDs.

2-12. Take Me fishing Event Planning Kit. Produced by RBFF. Binder plus CD.

2-13. Mobile Marketing Tour 2005, Discover Boating and Take Me Fishing. NMMA Tour Recap, prepared by Amy Murray, January 24, 2006 (*Mobile Marketing Tour Recap 2005.doc*). 11 pp.

2-14. Mobile Marketing Tour 2004, Discover Boating and Fishing Tour. NMMA Analysis, prepared by Steve Tadd, September 20, 2004 (*Discover Boating and Fishing Tour 2004.doc*). 11 pp.

2-15. Summary of Survey of Cooperators Use of RBFF Materials (*Coop Survey Response Total Dollars WT Edit.xls*). 24 pp.

2-16. Coop Material Usage Survey Results. Summary prepared by Norm Thompson, March 7, 2006 (*Coop Material Usage Survey Result 3-7-2006*). 3 pp.

2-17. Take Me Fishing in Idaho and Iowa. PowerPoint presentation on pilot programs in Idaho and Iowa (*ACI 2006 Presentation.ppt*).

2-18. State Usage Snapshot 2004. Excel spreadsheet (*Snapshot of RBFF Programs by State 7-2-04.xls*).

2-19. Marketing Partnerships. ACI Panel Discussion: RBFF, Texas Parks & Wildlife, Florida Fish and Wildlife Conservation Commission (*Marketing Partnerships ACI 2006-RBFF abstract.doc*). 2 pp.

3. Best Practices and Education

3-1. Best Practices Tool Kit. CD including Program Development Workbook, Information Sheets, PowerPoint presentation, Trainer's Guide, Promotional Brochure, Research Document (January 2004)

3-2. Best Practices Workbook for Boating, Fishing, and Aquatic Resources Stewardship Education (October 2003). Notebook containing series of chapters on best practices directed at Aquatic Educators.

3-3. Best Practices in Boating, Fishing, and Aquatic Resources Stewardship Education Information Sheets (August 2003). 11 sheets.

3-4. Resolution Encouraging Use of Best Practices in Education. Adopted by the International Association of Fish and Wildlife Agencies, September 30, 2004.

3-5. O'Malley, M. and P. Seng. 2002. Theory into Action: Best Practices in Fishing, Boating and Aquatic Stewardship Education Tools for Educators. 2002 Aquatic Resources Education Association Conference, Pray, Montana (*Theory into Action Best Practices in Fishing etc O'Malley & Seng 2001.pdf*). 16 pp.

3-6. Defining Best Practices in Fishing, Boating and Aquatic Stewardship Education. Prepared for RBFF under contract. Edited by Anthony Fedler (*Defining Best Practices in Boating Fishing Stewardship Education 2001.pdf*). 17 pp.

3-7. RBFF Best Practices Module 1 PowerPoint presentation "Make Out Program the Best It Can Be!" 22 slides (*RBFF Best Practices1 Make Our Program the Best.pdf* and *RBFF Best Practices1 Make Our Program the Best.ppt*).

3-8. RBFF Best Practices Module 2 PowerPoint presentation "Implementing Best Practices" (*RBFF Best Practices 2 Implementing BP.ppt*). 151 slides (ppt.).

3-9. RBFF Best Practices Module 3 PowerPoint presentation "History and Development." 18 slides (*RBFF Best Practices 3 History & Development.ppt*. and *RBFF Best Practices 3 History & Development.pdf*).

3-10. Best Practices Review Panel. From RBFF website at www.rbff.org/page.cfm?pageID=98.

3-11. 2002 National Aquatic Education Leadership Summit. Pre-Summit Survey Results (*Natl Aquatic Ed Summit 2002 final survey report.pdf*). 32 pp.

3-12. National Fishing and Boating Education Grant Initiative: 2003-2004 Evaluation Survey Results. Prepared for RBFF by Tony Fedler, Human Dimensions Consulting, October 2004.

3-13. National Fishing and Boating Education Grant Initiative: 2004-2005 Evaluation Survey Results. Prepared for RBFF by Tony Fedler, Human Dimensions Consulting, January 2006. (*Natl Fishing & Boating Education Grants 2004-05 Evaluation.pdf*).

3-14. National Fishing and Boating Education Grant Recipients: 2003-2005. Excel spreadsheet (*PE Grant Recipients 2003-2005.xls*).

4. FWS Cooperative Agreements, Annual Reports, and Financial Statements

F-1a. Cooperative Agreement between the U.S. Fish and Wildlife Service and the Recreational Boating and Fishing Foundation. Agreement # 982105J004 for \$5,664,765.00, April 2005.

F-1b. Cooperative Agreement between the U.S. Fish and Wildlife Service and the Recreational Boating and Fishing Foundation. Agreement # 98210-0-J079 for \$8,914,480, 2000.

F-1c. Cooperative Agreement between the U.S. Fish and Wildlife Service and the Recreational Boating and Fishing Foundation. Agreement # 14-48-98210-9-J053 for \$1,176,014, 1999.

F-2. RBFF Statement of Finances, as of 3/31/2002. Statement of Financial position, activities, cash flow, etc.

F-3. RBFF Statement of Finances, as of 3/31/2003. Statement of Financial position, activities, cash flow, etc.

F-4. RBFF Statement of Finances, as of 3/31/2004. Statement of Financial position, activities, cash flow, etc.

F-5. RBFF Statement of Finances, as of 3/31/2005. Statement of Financial position, activities, cash flow, etc.

F-6. Financial Statements and Independent Auditor's Report, Years ended March 31, 2005 and 2004. 19 pp.

F-7. Financial Statements, Year Ended March 31, 2004, draft. 13 pp.

F-8. Financial Statements and Additional Information, As of March 31, 2003 and 2002. 14 pp.

F-9. Financial Statements and Additional Information, As of March 31, 2002 and 2001. 13 pp.

F-10. Financial Statements and Additional Information, As of March 31, 2001 and 2000. 13 pp.

F-11. RBFF Annual Report- April 1, 2001 to March 31, 2002, Taskforce Operations 98210-0-J079 (*RBFF Task Force Ops Annual Report April 2001-March 2002.pdf*). 6 pp.

F-12. RBFF Annual Report- April 1, 2001 to March 31, 2002, Operations and Communications 98210-9-J053 (*RBFF Ops & Comm Annual Report April 2001-March 2002.pdf*). 4 pp.

F-13. RBFF Annual Report- April 1, 2002 to March 31, 2003, Taskforce Operations 98210-0-J079 (*RBFF Task Force Ops Annual Report April 2002-March 2003.pdf*) 5 pp.

F-14. RBFF Annual Report- April 1, 2002 to March 31, 2003, Operations and Communications 98210-9-J053 (*RBFF Ops & Comm Annual Report April 2002-March 2003.pdf*). 4 pp.

F-15. RBFF Accomplishments: 1999-2003. Report on Programs and Activities (*RBFF Accomplishments Report 1999-2003.pdf*). 47 pp.

F-16. RBFF 2005 Program Update, June 3, 2005 (*2005 Year-end Update - FINAL.doc*). 7 pp.

F-17. RBFF 2006 Program Update, May 23, 2006 (*2006 Year-end Update - FINAL.doc*). 6 pp.

F-18. Annual Progress Report. Draft report to FWS August 7, 2006 (*RBFF Annual Report to FWS FY 2006 Draft August 2006.doc*). 11 pp.

5. Stewardship

5-1. Request for Proposals (RBFF-03-C-007) to quantifiably test the relationship between participation in recreational boating and fishing and stewardship of aquatic resources nationally.

5-2. Virginia Tech Proposal to RBFF. The making of a Resource Steward: defining the relationship between aquatic recreation and aquatic stewardship and charting a path for the development of new resource stewards, May 30, 2003 (*Final VT Proposal.doc*).

5-3. National Survey of Environmental Attitudes and Participation in Outdoor Recreation. Virginia Tech pretest survey instrument (*VT Stewardship Survey Pretest.pdf*). 12 pp.

5-4. National Survey of Attitudes Toward the Environment and Participation in Outdoor Recreation. Virginia Tech survey instrument. 12 pp.

5-5. The Making of a Resource Steward, defining the relationship between Aquatic Recreation and Aquatic Stewardship. Final Report, Executive Summary (*VPI Making of a Resource Steward Executive Summary 12-2005.doc*). 4 pp.

5-6. The Making of a Resource Steward, defining the relationship between Aquatic Recreation and Aquatic Stewardship. Final Report (*Stewardship Mkt Research Final Report.pdf*). 320 pp.

5-7. Stewardship Market Research 1-11-2006 Presentation (*Stewardship Market Research Presentation for Board Meeting 1.06 v3.ppt* and *Stewardship Market Research 1-11-2006 Presentation Handout.pdf*).

5-8. A Report of the Aquatic Stewardship Workshop Conducted in Cooperation with RBFF by Crux Research, May 24-25, 2006 (*Stewardship Workshop Report-May 2006.ppt*). 20 pp.

6. Legislation, Original Strategic Plan, Bylaws and SFBPC Assessment

L-1. PL 105-178, Transportation Equity Act for the 21st Century. Bill including the Sportfishing and Boating Safety Act of 1998 (P.L. 105-178, Section 7402(a)), part of the Transportation Equity Act for the 21st Century, amended the 1950 Federal Aid in Sport Fish Restoration Act (16 USC 777 et.seq.) and authorized \$36 million for FY 1999-2003 for a National Outreach and Communications Program (*Public Law 105-178 Transportation Equity Act 1998.pdf*). 403 pp.

L-2. Sportfishing and Boating Safety Act. Summary prepared by Whitney Tilt (*Sportfishing and Boating Safety Act of 1998 TILT Summary.doc*)

L-3. Strategic Plan for the National Outreach and Communication Program as required by the Sportfishing and Boating Safety Act of 1998. Final Report, September 18, 1998.

L-4. Summary of 1998 Strategic Plan. Prepared by Whitney Tilt (*RBFF 1998 Strategic Plan Summary WT.doc*).

L-5. Implementation of the Strategic Plan for the National Outreach and Communication Program. Prepared by the Sport Fish and Boating Partnership Council Accountability Committee, March 2002 (*SFBPC Strategic Plan Implementation Assessment Report 3-2002.pdf*).

L-6. RBFF Bylaws effective March 1 2003 (*RBFF Bylaws effective March 1 2003.pdf*). 11 pp.

L-7. MOU between the U.S. Fish and Wildlife Service, Sport Fishing and Boating Partnership Council, International Association of Fish and Wildlife Agencies, and the Recreational Boating and Fishing Foundation. Executed September 1999, and amended March 2004 (*MOU RBFF SFBPC FWS IAFWA 1999-2004.pdf*). 8 pp.

L-8. Strategic Plan for the National Outreach and Communication Program. Final Report, September 18, 1998 (*SFBPC 1998 Strategic Outreach Plan.ppt*). 89 pp.

7. RBFF Strategic Planning

SP-1. Summary RBFF Stakeholder Strategic Planning Recommendations and Stakeholder Feedback Survey (*Stakeholder Feedback Survey APCP 2003.pdf*), as presented and fully considered by RBFF Board of Directors at September 2003 strategic planning meeting.

SP-2. Reengineering RBFF. Internal report of Board and staff examining strategic direction, August 18, 2004 (*Reengineering Master 18 Aug 04.doc*).

SP-3. Final Report: RBFF Strategic Planning 2004-2009 (*Final Report Strategic Planning 2004-2009—Final.doc*).

SP-4. Synopsis of Key Stewardship-Related Initiatives. RBFF document. Unknown date

SP-5. RBFF Strategic Plan for Fiscal Year 2005, April 1, 2004 – March 31, 2005, Draft #2– January 6, 2004 (*Draft FY2005 Strategic Plan – version 2.doc*).

SP-6. Strategic Plan October 1, 2005 – March 31, 2010, Final, Approved by Board of Directors January 10, 2006 (*RBFF Strategic Plan 2005-2010 FINAL 1-10-2006.pdf*). 13 pp.

SP-7. RBFF Reengineering Phase-in Plan. Internal report of Board and staff approved October 22, 2004.

SP-8. Board of Directors Briefing Book. Binder including Articles of Incorporation, Bylaws, Overview, Operations Manual, Conflict of Interest Policy, Board Meeting Minutes, Board Updates, Miscellaneous.

SP-9. Final Report: RBFF Strategic Planning 2004-2009. October 20 2003 (*RBFF 2004-09 Strategic Plan 10-2003.doc*). 5 pp.

SP-10. RBFF Strategic Planning for Fiscal Year 2004. Progress to Plan as of January 6, 2004 (*RBFF Strategic Plan FY 2004 REVISED AGCO.doc*). 5 pp.

8. RBFF Accountability (internal and joint)

A-1. RBFF Ad Hoc Accountability Committee Report (*Situation Analysis Accountability 31 August 04.doc*).

A-2. Accountability Next Steps. Memo reporting on April 28, 2004 meeting of Joint Work Group (*Accountability Next Steps RBFF Staff Report 25 May 04.doc*).

A-3. Accountability Next Steps/Meeting Agenda. Memo to the Ad Hoc Accountability Committee Report. Not for general distribution, June 15, 2004.

A-4. Joint SFBPC and RBFF Ad Hoc Committee on Implementation Assessment (*Summary of Joint Council RBFF ad hoc meeting 28 July 2004.doc*).

A-5. Summary, Meeting of SFBPC/RBFF Joint Committee on Implementation Assessment (*Implementation Joint Committee July 28 Meeting Summary.doc*).

A-6. Summary of 4/29/04 Meeting of Joint Work Group on RBFF Accountability (*Meeting Summary-Joint Work Group 28 April 04.doc*).

A-7. Summary: June 23, 2004 RBFF Ad Hoc Accountability Committee Conference Call (*Summary Ad Hoc Accountability June 23 04.doc*).

A-8. Board Meeting Follow-up, clarifications and action agenda, June 15, 2004 (*June 04 Board Followup.doc*).

A-9. Board of Directors Meeting, Alexandria, VA, June 8, 2004 Minutes (*RBFF Board Meeting Minutes June 8,2004.doc*).

A-10. RBFF Accountability Committee, Conference Call Minutes, October 10, 2003 (*RBFF Accountability Committee Report 20 October 03.doc*).

9. Fishing and Boating Attitudes Research & Trends Data

PR-1. Fedler, A. J., R. B. Ditton, and M. D. Duda. 1998. Factors influencing recreational fishing and boating participation. Sportfishing and Boating Partnership Council, Alexandria, VA.

PR-2. Fedler, A.J. and R.B. Ditton. 2000. Developing a National Outreach Strategy for Recreational Fishing and Boating. Fisheries 25(1):22-28.

PR-3. Fedler, A.J. and R.B. Ditton. 2001. Dropping Out and Dropping In: A Study of Factors for Changing Recreational Fishing Participation. North American Journal of Fisheries Management 21(1):283-292. Abstract.

PR-4. Sportfishing in America, values of our traditional pastime. Report prepared by American Sportfishing Association presenting 2001 data (*Sportfishing in America ASA.pdf*). 12 pp.

PR-5. Ditton, R.B. and S.G. Sutton. 2004. Substitutability in Recreational Fishing. Human Dimensions in Wildlife. 9:87-102 (*Substitutability_in_recreational_fishing-Ditton&Sutton.pdf*), 16 pp.

PR-6. Responsive Management. 2000. Factors Related to Recreational Boating Participation in the United States. A Review of the Literature (*Boating Participation Literature Review-2000.pdf*). 121 pp.

PR-8. Responsive Management. 2001. Maintaining and Increasing Fishing Participation and Fishing License Sales in Georgia: A Market Study. Conducted for Georgia Wildlife Resources Division, July 2001 (*Georgia Fishing Participation ResMgt 2001.pdf*). 100 pp.

PR-9. Responsive Management. 1998. Women's, Hispanics', and African American's Participation in, and Attitudes toward Boating and Fishing. Focus Group Report. Submitted to the Sport Fishing and Boating Partnership Council (*Women Hispanic AfAm Boating & Fishing Focus SFBPC 1998.pdf*). 33 pp.

PR-10. Responsive Management. 2001. Boating Professionals' Attitudes Toward the Future of Boating in the U.S. Conducted for the National Association of State Boating Law Administrators (*Boating Professionals Attitudes ResMgt 2001.pdf*). 87 pp.

PR-11. Responsive Management. 2001. Anglers' and Boater' Attitudes Toward Various Messages that Communicate the Benefits of Fishing and Boating: Results of a Series of Nationwide Focus Groups. Conducted for RBFF (*Anglers' & Boaters Attitudes RBFF Focus Groups 2001.pdf*). 57 pp.

PR-12. Fedler, A. 2000. Participation in Boating and Fishing, A Literature Review. Prepared for the RBFF, September 2000 (*Participation in Boating & Fishing Literature Review-2000.pdf*). 69 pp.

PR-13. Sport Fish Restoration Apportionment History. FY 1952-2005. U.S. Fish and Wildlife Service, Federal Aid. (<http://federalasst.fws.gov/apport/SFRAHistory.pdf>).

PR-14. Sport Fish Receipt Forecast. FY 2005-015. U.S. Fish and Wildlife Service, Federal Aid (*Sportfish 2007 PB estimates 01.03.06.xls*).

PR-15. Fishing State License Data, 1958-2002. U.S. Fish and Wildlife Service, Federal Aid (federalasst.fws.gov/financialinfo/finainfo.html). 135 pp.

PR-16. Fishing State License Data, 2003. U.S. Fish and Wildlife Service, Federal Aid (federalasst.fws.gov/financialinfo/finainfo.html). 1 page.

PR-17. Fishing State License Data, 2004. U.S. Fish and Wildlife Service, Federal Aid (*FWS 2004 Fish License Data.pdf*). 1 page.

PR-18. Fishing State License Data, 2005. U.S. Fish and Wildlife Service, Federal Aid (*2005 National Fishing License Draft Summary.pdf*). 1 page.

Exhibit 7

Fishing State License Holder Certifications: Total Paid License Holders, 1985-2005

State	1985	1990	1995	1999	2000	2001	2002	2003	2004	2005	change 02-05
Arizona	498,799	429,952	468,527	472,927	462,068	436,544	384,829	381,705	361,958	399,148	3.7%
Florida	823,333	928,135	1,049,704	1,202,501	1,180,331	1,102,562	1,090,692	1,045,564	1,296,328	1,377,692	26.3%
Idaho	444,609	417,864	420,002	449,535	439,606	419,189	411,055	395,964	403,741	407,648	-0.8%
Iowa	460,366	424,795	414,336	399,646	404,571	405,599	389,148	418,786	429,689	422,110	8.5%
Kentucky	627,250	635,336	581,858	570,522	624,859	615,606	585,611	580,447	580,917	592,708	1.2%
Michigan	1,414,914	1,577,875	1,464,027	1,322,134	1,271,245	1,251,146	1,233,739	1,189,822	1,171,742	1,161,432	-5.9%
Ohio	1,189,217	1,358,991	1,153,771	1,168,134	955,376	938,602	979,308	950,767	917,902	874,366	-10.7%
Oklahoma	632,673	575,613	551,517	641,313	651,027	637,154	634,865	584,596	668,924	641,090	1.0%
Texas	1,652,893	1,876,801	1,755,976	1,469,815	1,459,843	1,479,070	1,491,109	1,479,414	1,632,016	1,565,384	5.0%
50 States	29,776,079	30,731,821	30,498,008	29,713,123	29,585,729	29,452,379	28,859,584	27,908,272	28,499,206	28,452,179	-1.4%

Source: U.S. Fish and Wildlife Service, Federal Assistance (federalasst.fws.gov/financialinfo/finainfo.html and federalasst.fws.gov/Reports/2004FishLicenseData.pdf)

Sport Fish Restoration: Apportionment to States, 1985-2005

State	1985	1990	1995	1999	2000	2001	2002	2003	2004	2005	change 02-05
Arizona	\$742,235	\$555,011	\$4,101,117	\$4,470,437	\$5,089,496	\$5,104,112	\$6,168,683	\$5,588,641	\$5,080,854	\$5,922,343	-4.0%
Florida	729,253	1,371,578	5,033,984	5,409,229	6,221,202	6,786,688	8,192,210	7,422,217	6,709,079	7,914,307	-3.4%
Idaho	602,397	470,357	3,337,973	3,569,438	4,114,980	4,184,546	5,054,689	4,579,437	4,346,375	5,001,608	-1.1%
Iowa	527,218	454,769	2,693,322	2,878,704	3,318,153	3,235,203	3,976,820	3,602,952	3,547,516	4,232,551	6.4%
Kentucky	578,430	669,494	3,151,494	3,166,640	3,486,222	3,544,162	4,620,993	4,186,668	3,938,491	4,629,054	0.2%
Michigan	1,282,344	7,216,420	7,502,157	7,392,964	8,544,705	8,295,510	9,875,162	8,946,956	8,756,422	9,945,909	0.7%
Ohio	857,348	1,366,165	5,288,680	5,316,884	6,254,392	6,236,489	6,510,566	5,898,692	6,014,871	6,878,971	5.7%
Oklahoma	703,834	555,117	3,800,362	4,180,766	4,694,058	4,642,549	5,723,808	5,185,748	5,074,677	5,623,487	-1.8%
Texas	1,753,000	2,517,857	9,996,650	10,621,457	12,046,916	12,042,643	14,639,339	13,262,060	13,026,348	14,734,564	0.7%
50 States+ Terr	\$35,060,000	\$179,800,000	\$199,933,000	\$212,429,143	\$240,938,312	\$240,852,863	\$292,786,775	\$295,241,214	\$260,526,978	\$294,691,282	0.7%

Note: Additional revenues available beginning in FY1986 from expanded taxable items, and motor boat fuel receipts beginning in FY 1989.

Source: U.S. Fish and Wildlife Service, Federal Assistance (federalasst.fws.gov/apport/apport.html)

Boating Participation and Sales: 1985–2005

Category	1985	1990	1995	1999	2000	2001	2002	2003	2004	2005	change 02–04/05
Boating Participation (in millions)	N/A	73.40	76.80	70.80	68.90	68.00	71.60	68.70	69.00	71.30	-0.4%
New Boat Sales (# of units)	533,300	435,500	663,800	584,900	576,800	880,300	844,100	837,900	870,100	N/A	3.1%
New Boat Sales (in millions\$)	13.28	13.73	17.22	22.32	\$27.07	\$29.71	\$31.50	\$30.30	\$32.95	N/A	4.6%
Used Boat Sales (in millions\$)	N/A	N/A	N/A	N/A	\$5,791.00	\$7,486.00	\$7,983.00	\$7,362.00	\$7,900.00	N/A	-1.0%

N/A = not available Source: National Marine Manufacturers Association

Boat Registrations: 1996–2004

Category	1996	1999	2000	2001	2002	2003	2004	2005	change 02–04
Arizona	150,107	153,517	148,748	148,623	147,829	147,213	147,294	N/A	-0.4%
Florida	749,323	805,079	840,684	902,964	922,597	939,968	946,072	N/A	2.5%
Idaho	80,682	83,554	85,438	81,932	81,844	82,676	83,639	N/A	2.2%
Iowa	201,436	201,947	223,573	210,841	229,705	210,836	228,140	N/A	-0.7%
Kentucky	156,666	169,759	169,670	171,930	173,900	173,418	174,463	N/A	0.3%
Michigan	945,817	985,732	1,000,049	1,003,947	1,000,337	953,554	944,800	N/A	-5.6%
Ohio	398,388	407,347	416,798	414,658	413,276	413,048	414,938	N/A	0.4%
Oklahoma	220,979	229,770	230,524	229,454	228,064	229,778	206,049	N/A	-9.7%
Texas	611,374	629,640	626,761	621,244	624,390	619,088	616,779	N/A	-1.2%
50 States+Terr	12,056,975	12,735,612	12,782,143	12,876,346	12,854,054	12,794,616	12,781,476		-0.6%

Source: 2004 U.S. Recreational Boat Registration Statistics, National Marine Manufacturers Association

Exhibit 8: Sport Fish Restoration Program, Summary of Funding Allocations

The Secretary of the Interior must distribute 18 percent of each annual appropriation in the manner provided in the 1990 Coastal Wetlands Planning, Protection, and Restoration Act. Of the remaining balance, the Act requires that \$10,000,000 for fiscal year 1993, \$15,000,000 for each fiscal year 1994 and 1995, and \$20,000,000 for each fiscal year 1996 and 1997 be used as follows: one-half must be transferred to the Secretary of Transportation for state recreational boating safety programs; one-half must be available for two years for obligation under the Clean Vessel Act of 1992 for project grants made by the Secretary. Amounts unobligated after two years must be transferred to the Secretary of Transportation for state recreational boating safety programs. In fiscal year 1998, \$20,000,000 must be transferred to the Secretary of Transportation for these programs. The Secretary may use six percent of the remaining appropriated funds for administering the Act.

Appropriate State agencies are the only entities eligible to receive grant funds. Each State's share is based 60 percent on its licensed anglers (fishermen) and 40 percent on its land and water area. No State may receive more than five percent or less than one percent of each year's total apportionment. Puerto Rico receives 1 percent, and the Virgin Islands, Guam, American Samoa, Northern Mariana Islands, and the District of Columbia each receive one-third of 1 percent. Sums unexpended or unobligated at the end of the succeeding fiscal year may be spent by the Secretary for the Fish and Wildlife Service's research program on fish of material value for sport or recreation.

The program is a cost-reimbursement program, where the state covers the full amount of an approved project then applies for reimbursement through Federal Aid for up to 75 percent of the project expenses. The state must provide at least 25 percent of the project costs from a non-federal source. States are permitted to use contribution of funds, real property, materials, and services on approved projects to meet this matching requirement.

Sport Fish Restoration and Boating Safety Trust Fund FY 2005

Receipts by Treasury Category (FY 2004) (in thousands \$)

Gas (Motorboat)	238,636.000
Fishing Equipment (10%)	100,699.000
Electric Sonar & Trolling motors (3%)	3,304.000
Gas (Small Engines)	73,003.000
Import Duties/Customs (boats, fishing equip.)	40,186.109
Outboard Motors*	N/A
Fishing Tackle Boxes*	N/A
Subtotal, Excise Taxes	455,828.109
Interest on investments	4,924.303
Total Receipts	\$460,752.412

Sport Fish Grants Apportionment to States

Boat Safety Improvement transfers to Coast Guard	(64,000.000)
Coastal Wetlands-Army Corps of Engineers	(58,054.804)
FWS Wetlands Grants (12,440.315)	
FWS North American Wetlands Conservation Act	(12,440.315)
Pumpout Facility Grants (FWS)	(10,000.000)
Non-trailerable Rec. Vessel Access (FWS)	(8,000.000)
National Outreach and Communications Program (RBF via FWS)	(10,000.000)
Multi-State Conservation Grants Program	(3,000.000)
Special Funding for Commissions and Boating Council	
Atlantic States Marine Fishery Commission	(200.000)
Gulf States Marine Fishery Commission	(200.000)
Pacific States Marine Fishery Commission	(200.000)
Great Lakes Fishery Commission	(200.000)
Sport Fishing Boating Partnership Council	(400.000)
Sport Fish Program Administration	(8,611.000)
Total Apportionment	\$273,005.978

* Receipts added under 2005 reauthorization, available in FY 2006.

Exhibit 9: Recreational Boating and Fishing Foundation

Year End Financial Reviews, FY 2004-FY 2006

Expenses	Year Ending 3/31/2006 Budget		Year Ending 3/31/2005 Actual		Year Ending 3/31/2004 Actual	Note 1
National Media Campaigns						
TMF-WWW National Awareness Campaigns	5,896,125		6,016,335		6,393,715	
Subtotal	\$5,896,125	50%	\$6,016,335	55%	\$6,393,715	60%
Outreach						
National Fishing & Boating Week	147,000		121,105		157,118	Note 2
Angler's Legacy (One Voice) Initiative	465,600		--		--	
Industry Outreach- Brothers	200,000		239,541		356,319	
Coupon Book	--		95,637		372,421	
Communications-External/PR/Earned Media	440,000		428,121		437,613	
Communications-Stakeholder	137,500		70,265		122,941	Note 3
WWW/TMF.org websites	189,000		379,589		162,979	Note 4
RBFF.org website (incl -education)	45,000		38,982		12,173	Note 4
Product Fulfillment	60,000		--		--	Note 5
State Comm/outreach/media (Case)	75,000		211,711		90,136	
Subtotal	\$1,759,100	15%	\$1,584,951	15%	\$1,711,700	16%
Targeted Initiatives						
TMF Mobile Marketing Tour	350,000		301,403		258,709	
TU Youth Initiative	--		45,912		9,295	
National Physical Education Initiative (w/F3)	300,000		270,808		255,215	
Public-Private-Tourism/Underserved (State Pilots)	235,000		64,476		53,141	
Compendium (Underserved-TJ Murray)	--		20,176		64,009	
SE Michigan	195,000		94,757		--	
NRPA/Flyfishing/Youth Agency Initiatives	150,000		--		--	Note 6
Best Practices	97,000		121,473		266,023	
Meetings, Workshops & Sponsorships	160,000		75,177		34,095	
Misc Projects/Other	43,000		66,138		66,828	Note 7
Subtotal	\$1,530,000	13%	\$1,060,320	10%	\$1,007,315	9%
Evaluation & Research						
Evaluation-Campaign (Russell etal)	100,000		145,497		106,753	
Evaluation-Programs (Fedler)	153,000		115,182		54,787	
APCO Stakeholders Survey	--		--		156,755	
Stewardship & Participation Research (VPI)	150,000		213,937		27,466	
Subtotal	\$403,000	3%	\$474,616	4%	\$345,761	3%
Operations						
Noncontractual travel (staff, taskforces, etc.)	250,000		132,142		122,352	
Personnel allocated to objectives	1,451,025		1,028,587		895,597	
Overhead allocated to objectives	327,952		184,721		174,508	
Computer/IT support	20,000		37,348		6,766	
Accounting & Legal	30,000		22,755		52,846	
Other Professional Fees	39,000		201,571		9,299	Note 8
Equipment	85,000		137,140		9,583	
Subtotal	\$2,202,977	19%	\$1,744,264	16%	\$1,270,951	12%
	\$11,791,202	100%	\$10,880,486	100%	\$10,729,442	100%

Notes

- 1 FY 2002 and 2003 Financial Reviews did not break finances into details required for this spreadsheet.
- 2 Including National Spokesperson, Passport and website.
- 3 Primary stakeholders are 1) Industry (manufacturers, retailers, etc.), 2) State F&G agencies, and 3) Aquatic Educators.
- 4 Water Works Wonders and Take Me Fishing web sites targeted at end user (e.g. occasional/lapsed angler).
RBFF.org (incl. RBFF-education) directed at Stakeholders.
- 5 Prior to FY 2006, fulfillment accounted for under program line item (ie., Best Practices for sending out binders)
- 6 Each program budgeted @ \$50K.
- 7 Includes: Insights Report, WWW Writers Contest, Marine Access Database, MOAA Database.
- 8 Example: Ad Agency Search (FY03).

Exhibit 10: State natural resource agency web survey, june 2006

State	website	Home Page	Fishing Page	Other Page	Other:where	Query*	Notes
Alabama Dept. of Conservation Resources	www.outdooralabama.com/	No	No	No	Fish regulations	No	Featured NFBW, Take a Kid & Natural fishing license plates, angler survey
Alaska Dept. of Fish & Game	www.adfg.state.ak.us/	No	No	No	Fish regulations	No	"It takes a watershed to raise a fish"
Arizona Game and Fish Dept.	www.gf.state.az.us/	No	No	Yes	Fishing regulations (ad on p.46 no mention as web link on p.43), Education; Public fishing program	Yes	Thank dad for all those great fishing trips, "Father of the Year"
Arkansas Game & Fish Commission	www.agfc.state.ar.us/	No	No	No	Fishing guide		AGFC Family and Community Fishing Program; BOW; HOFND
California Dept. of Fish and Game	www.dfg.ca.gov/	No	No	Yes	Passport page, no Freshwater fishing guide or Ocean Fishing guide	Yes	Take the California Fishing Passport Challenge! TMF is partner. CA Fishing Passport program to be launched in 2007
Colorado Division of Wildlife	wildlife.state.co.us/	No	No	No	Fishing regulations	No	"Take a Family Fishing Program
Connecticut DEP	dep.state.ct.us/	No	No	No	Marine Fish Regulations	No	"No child left inside" program
Delaware Div. of Fish and Wildlife	www.fw.delaware.gov/	No	No	No	Fishing guide	No	BOW
District of Columbia Fisheries & Wildlife	dchealth.dc.gov/DOH/cwp/view,a,1374,Q,584657,dohNav_GID,1837,,asp	No	No	No	Fishing regulations	N/A	
Florida Fish & Wildlife Commission	myfwc.com/	No	Yes	Yes	Take a Kid Fishing	Yes	Take a Kid Fishing quick click on home page
Georgia DNR	georgiawildlife.dnr.state.ga.us/	No	No	Yes	Fishing regulations, TMF logo on cover	No	Take a Kid Fishing featured but no mention of TMF or RBFF
Hawaii Dept. of Land & Natural Resources	www.state.hi.us/dlnr	No	No	No		No	
Idaho Fish & Game	fishandgame.idaho.gov/	No	No	Yes	Family Fishing Waters, no in on-line fishing regulations	Yes	Idaho Family Fishing Waters
Illinois DNR	dnr.state.il.us/	No	No	Yes	Fishing regulations, p.57 (WWW). No for Education; Public fishing program	No	Rod and Reel Loaner program
Indiana DNR	www.in.gov/dnr/fishwild/	Yes	No	No	Fishing guide, Free Fishing Weekend	N/A	Hotlink to takemefishing.org; "Make Fishing Elementary"
Iowa DNR	www.iowadnr.com/	Yes	Yes	Yes	multiple	Yes	"Discover the Joys of Fishing in Iowa" linked with TMF. TMF not a link on fishing page however
Kansas Dept. of Wildlife & Parks	www.kdwp.state.ks.us/	No	No	Yes	How to Fish	Yes	
Kentucky Dept. of Fish & Wildl. Res.	www.kdfr.state.ky.us/	No	Yes	Yes	How to Fish	No	Take a Kid Fishing radio spot
Louisiana Dept. of Wildlife & Fisheries	www.wlf.state.la.us/	No	No	No	Fishing regulations	No	BOW
Maine Inland Fisheries & Wildlife	www.maine.gov/ifw/	No	No	No	Fishing opportunities	No	
Maryland DNR	www.dnr.state.md.us	No	No	No	Recreational fishing	No	
Massachusetts Div. of Fisheries & Wildlife	www.mass.gov/dfwele/dfw/	No	No	No	Wildlife law digest	No	
Michigan DNR	www.michigan.gov/dnr/	No	No	Yes	Free Fishing Weekend	No	
Minnesota DNR	www.dnr.state.mn.us/index.html	No	Yes	Yes	Metro area shore fishing	Yes	TMF banner on fish pages take you "takemefishing.org
Mississippi Wildlife, fisheries & parks	www.mdwfp.com/	No	No	No	Links	No	
Missouri Dept. of Conservation	www.mdc.mo.gov/	Yes	Yes	Yes	Free Fishing Days	Yes	
Montana Fish, Wildlife & Parks	fwp.mt.gov	No	No	No	Fishing guide	N/A	would not allow "take me fishing" query
Nebraska Game & Parks Commission	www.ngpc.state.ne.us/	No	No	Yes	Fishing Guide ad, p.34	No	PATH "Passing along the heritage" Step Outside; BOW; I-80 Fishing Guide; Angler recognition certificate

State	website	Home Page	Fishing Page	Other Page	Other:where	Query*	Notes
Nevada Division of Wildlife	ndow.org/	Yes?	No	Yes	Fishing Regs; no for Where to fish with kids	No	use photo for boating link; first-ever Free Fishing Day poster contest
New Hampshire Fish & Game Dept.	www.wildlife.state.nh.us/	Yes	Yes	Yes	Shorebank fishing guide	No	Home page and fishing page use TMF banner to take viewer to online fishing license purchase
New Jersey Div. of Fish & Wildlife	www.state.nj.us/dep/fgw/	No	Yes?	Yes	Fishing Never Been Better	Yes	Step Outside on home page; Take a Kid Fishing on Fishing page, click to go to "fishing's never been better in NJ featuring TMF media and link to Water Works Wonders
New Mexico Game & Fish	www.wildlife.state.nm.us/	No	No	No	Fishing regulations	N/A	
New York DEC	www.dec.state.ny.us	No	No	Yes	Fish regulations, p.78. No mention in Free Fishing/ Links of Interest	No	
North Carolina Wildlife Resource Commission	www.ncwildlife.org/	No	No	No	Fish regulations, Fish for Fun; Community Fishing Program	No	Fish for Fun, Loaner program, Mobile Aquarium
North Dakota Game & Fish	gf.nd.gov/	No	No	No	Fishing regulations, Education/Outreach	No	BOW; Hooked on Fishing
Ohio DNR, Div. of Wildlife	www.ohiodnr.com/wildlife/	No	No	No	Fishing regulations, Taking Kids Fishing	Yes	RBFF listed as link; Take Me Boating pledge cards
Oklahoma Dept. of Wildlife Conservation	www.wildlifedepartment.com/	No	Yes	No	Fishing regulations, Aquatic Resources Education Program	N/A	RBFF listed as link
Oregon Div. of Fish & Wildlife	www.dfw.state.or.us/	No	No	Yes	Free Fishing Weekend	No	
Pennsylvania Fish & Boat Commission	sites.state.pa.us/PA_Exec/Fish_Boat/mpag1.htm	No	No	Yes	National Take Me fishing Website listed on Free Fishing Days page	Yes	Start Smart—Safety first, manners are important, appreciate clean water, return your catch, teach others to be SMART anglers
Rhode Island DEM	www.dem.ri.gov/index.htm	No	No	No	Fishing regulations, Aquatic Resource Education	No	Take a Kid fishing
South Carolina DNR	www.dnr.sc.gov/			Yes	SCReelKids.com	Yes	Passport program/WWW PSAs
South Dakota Game, Fish & Parks	www.sdgifp.info/	No	No	Yes	Fishing Handbook, p.7	No	
Tennessee Wildlife Resources	www.state.tn.us/twra/	No	Yes	Yes	Take it to the Bank publication lists WWW and uses WWW logo	No	Interactive banner on fish page. First Fish Award; Angler Recognition Program
Texas Parks & Wildlife	www.tpwd.state.tx.us/	No	No	Yes	Learn to Fish lists Texas Fishing Guides using RBFF materials +Free Fishing plus links to RBFF	No	
Utah Div. of Wildlife	wildlife.utah.gov/index.php	No	No	Yes	Yes, as sponsor for Nat. Fishing & Hunting Day. No in Community Fishing, Free Fishing Day; Utah Fishing Guide	No	
Vermont Fish & Wildlife Dept.	www.vtfishandwildlife.com/	No	No	No	Fishing Guide	N/A	
Virginia Game & Inland Fisheries & Virginia Marine Resources Commission	www.dgif.virginia.gov/ & www.mrc.virginia.gov/regulations/regindex.shtm	No	No	No	Regulations, links, Aquatic Resources Education	No	Mother & Daughter Outdoors; Basic Angling Education series;
Washington Dept. of Fish & Wildlife	wdfw.wa.gov/	No	No	No	Fishing regulations, not listed as link or place to get more fishing information	No	
West Virginia DNR	www.wvdnr.gov/	No	No	No	Fishing regulations, fishing brochure	No	
Wisconsin DNR	dnr.wi.gov/	No	No	No	New to Fishing, Fishing regulations	No	
Wyoming Game & Fish	gf.state.wy.us/	No	No	Yes	Fishing Regs Booklet, p23; no for Free Fishing Day (does mention being part of NFBW)	Yes	

Highlighted areas
25 of 51 web sites contained some mention
5 of 51 on Home page
9 of 51 on Fishing/Fisheries page
24 of 51 on page/document other than Home/Fish page
13 of 45 on query

All queries conducted by Whitney Tilt during June 20-26, 2006. All efforts made to get a positive response, including search of *if website had query function typed "take me fishing." Searched page 1 or first 10+ entries
State fishing guides consistently featured ANS PSAs, and many/most featured some form of advertising or PSA opportunity

Exhibit 11: Survey of RBFF Stakeholders

As a result of your interest, involvement and leadership in recreational boating and fishing, you have been identified as one of a select number to be polled by the Sport Fish and Boating Partnership Council's Assessment Team. This effort is part of the Council's programmatic assessment of the Recreational Boating and Fishing Foundation (see page 4 for more information on the assessment's conduct).

This information is considered confidential and not for attribution. Survey results will be rolled up into general responses for major stakeholders groups (i.e., fishing and boating manufacturers, retailers, state resource agencies, etc.). If another representative in your Company/Agency/Organization is more appropriate to assess RBFF and its activities, please provide this survey to them and notify the SFBPC Assessment Team member who sent you this survey of the transfer so they may follow up with the appropriate person. The survey will take approximately 10 minutes to complete.

NAME: _____ TITLE: _____

COMPANY: _____

ADDRESS: _____

PHONE: _____ EMAIL: _____

Please provide a brief summary of your Company/Agency/Organization's involvement in recreational boating and fishing (unit sales, employees, number of licensees or members, etc.):

1a. Are you familiar with Water Works Wonders and/or Take Me Fishing campaigns?

If yes, where have you seen the campaign (check all that apply):

- Water Works Wonders Television Newspaper Outdoor Advertising
- TakeMeFishing Magazine Internet Other _____

1b. In terms of promoting recreational boating, sport fishing, and aquatic stewardship, how would you rate these campaigns? *3-very effective, 2-somewhat effective, 1-ineffective, 0-unable to evaluate*

Encouraging Recreational Boating 3 2 1 0

Promoting Fishing 3 2 1 0

Developing Aquatic Stewardship 3 2 1 0

2a. Does your Company/Agency/Organization utilize Water Works Wonders (WWW), TakeMeFishing (TMF), or other RBFF products and technical expertise? Yes___ No___ If yes, please check all that apply:

RBFF Cooperative Programs

- | | |
|--|--|
| <input type="checkbox"/> Utilize WWW/TMF logos in your communications | <input type="checkbox"/> Incorporate RBFF Best Practices in Aquatic Education into own programs |
| <input type="checkbox"/> Place WWW/TMF ads in your publications at your cost (pro bono) | <input type="checkbox"/> Host <i>Passport to Boating and Fishing</i> education sessions |
| <input type="checkbox"/> Place WWW/TMF ads in your publications at discounted cost | <input type="checkbox"/> Use <i>Reel Lines</i> and other RBFF information as part of your staff training |
| <input type="checkbox"/> Co-brand your brand(s) with WWW/TMF logos | <input type="checkbox"/> Provide links to RBFF on your website |
| <input type="checkbox"/> Participate in marketing workshop(s) offered by RBFF | <input type="checkbox"/> Provide content to RBFF-hosted website(s) |
| <input type="checkbox"/> Partner in RBFF's <i>Anglers Legacy</i> program | <input type="checkbox"/> Other (describe): _____ |
| <input type="checkbox"/> Utilize <i>National Fishing and Boating Week</i> planning materials and/or host NFBW events | _____ |

2b. Please indicate years you have participated in one or more of these cooperative programs:

2003 2004 2005 2006

2c. What Products, Brand, Programs have you associated with these RBFF programs?

2d. How would you rate RBFF's cooperative involvement with you in terms of the following:

3-very effective, 2-somewhat effective, 1-ineffective, 0-unable to evaluate

Assisting Your Organizational Mandate 3 2 1 0

Helping You Sell Your Product(s) 3 2 1 0

Improving your Public Image 3 2 1 0

2e. How would you characterize your cooperation with RBFF: what are the motivations?

3-very effective, 2-somewhat effective, 1-ineffective, 0-unable to evaluate

Working with a valuable partner to strengthen your products 3 2 1 0

Fulfilling Company/Personal Commitment to Boating/Fishing/Aquatic Resource 3 2 1 0

A charitable activity similar to participating in the United Way, etc. 3 2 1 0

3. Do you work with RBFF staff? Yes ___ No ___ If yes:

Contact with RBFF staff: regularly occasionally rarely never

RBFF Staff Assistance Is: very valuable somewhat valuable not valuable unable to rate

4. The purpose of this survey is to strengthen RBFF's program with its stakeholders.

To this end, do you have recommendations on how RBFF can improve its services to you?

5. If you are not working with RBFF, why? Please briefly describe reasons and barriers.

Programmatic Assessment of the RBFF

This assessment is conducted by the Council at the request of the U.S. Fish and Wildlife Service under the directive of the 1998 Sport Fishing and Boating Safety Act.

The Act authorized the establishment of an "outreach and communications program" to improve communications with anglers, boaters, and the general public regarding angling and boating opportunities, reduce barriers to participation in these activities, advance adoption of sound fishing and boating practices, promote conservation and the responsible use of the Nation's aquatic resources, and further safety in fishing and boating.

Consistent with the Act, a "Strategic Plan to Develop a National Outreach and Communications Program" was developed by the Council through a stakeholder-led process. The Recreational Boating and Fishing Foundation was established in 1999 to conduct the activities necessary

to achieve the mission and goals of this strategic plan.

The Act also calls for a periodical review of the outreach and communications program by the Secretary of the Interior which has led to the Service's request to the Council.

The assessment is being conducted by the Council's Implementation Assessment Team which consists of Doug Boyd, Noreen Clough, Monita Fontaine, Kenneth Haddad, Robin Knox, and Ryck Lydecker. In turn, they are assisted by Service Liaison Doug Hobbs and Consultant Whitney Tilt.

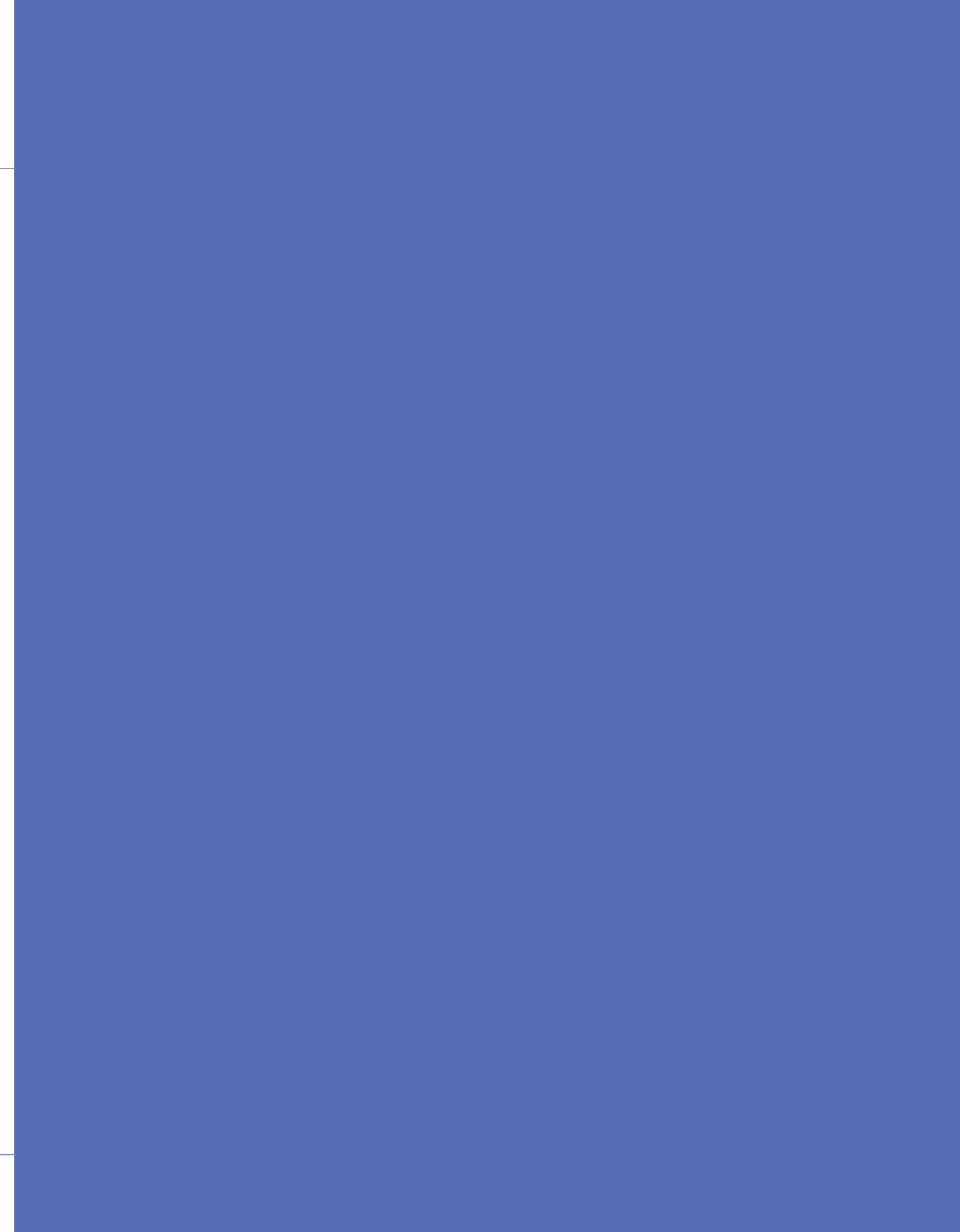
If you have any questions concerning this survey or the conduct of the assessment, please contact any member of the Council's Assessment Team or Whitney Tilt (whitney@sonoran.org).

Exhibit 12: Site Map of Education Resources on RBFF.org

As of August 18, 2006

Educational Resources	#	Fishing Information	#	Organizations	#
Aquatic	106	Access	38	Aquariums	7
Boating	104	Bass	25	Boating	19
Evaluation	14	Fly Fishing	49	Boating Info.	D
Fishing	64	Ice Fishing	11	Org:Govt:State	D
For Kids	76	Recipes	11	Business	4
Grants	27	Records	29	Boating	20
No Child Left Behind	0	Regulations	75	Education	4
Research	11	Reports	39	Fishing	62
		Regulations	75	Technical	2
Aquatic Science		Saltwater	D	Conservation	72
Estuarine	19	Special Needs	18	Woods Hole Inst.	3
Fisheries Science		Stocking	31	Education	33
Aquaculture	18	Trout	41	Fish and Fishing	32
Fish Biology	21	Walleye	14	Govt:Fed:Fishing	NF
Freshwater	72			Govt:State:Fishing	NF
Species	85	Boating Information		Government	3
Intertidal	6	Access	49	Federal	6
Invasive Species	28	Navigation	12	EPA	44
Organizations	6	Paddle Sports	26	NOAA	36
Saltwater		Personal Watercraft	20	Coast Guard	3
Species	41	Power Boats	10	FWS	30
Fishing Info-Salt	45	Regulations	76	USGS	30
Tackle	3	Safety	164	States	0
Water Quality	57	Sailing	17	All 50 States	1,297
Watersheds	41			Total Entries =	3,469
Wetlands	55				
		Publications			
		Books	10		
		Internet Directories	61		
		Magazines	9		
		Newsletters	7		
		Research	6		
		Videos & TV	15		

Searched August 18, 2006
D=Duplicated Elsewhere
NF= Link Not Found





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