



people's panel



People's Panel life jackets and safe boating survey

19 July 2013

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2 Key findings

Key findings

- 54% felt the best safe boating practice in small boats was ensuring everyone (adults and children) wears a life jacket at all times. More 'seasoned' or regular boaties, who use a number of types of boats, are less likely to feel they need to wear a life jacket at all times, while less regular and non-boaties think this would be the safest practice
- 54% had been out in a dinghy in the past three years and almost half had kayaked and/or been out in a small/medium motorboat. Overall, 84% of the sample had been out in some kind of boat.
- Boaties using larger yachts tend to go out in them the most often (38% have been out at least once a month), followed by dinghy users (34% use them at least monthly).
- Those using smaller yachts, dinghies and motorboats were more likely to wear a life jacket at all times, while those in larger yachts and launches (6m or over) were more likely to wear a jacket when conditions are bad or when told to by the skipper.
- Those using jet skis, kayaks and dragon boats were more likely to wear a life jacket at almost all times, while paddle boarders, windsurfers and rowers were more likely to say they hardly ever / never wear a life jacket.
- 34% of participants had attended a boat safety course - the most frequently mentioned were Coast Guard courses (particularly their boating education, boat master and day skipper courses), and a range of courses through yacht clubs.
- There were no clear preferences in terms of future life jacket regulations, and opinions regarding each of the options were split. The two options with the most support were that life jackets must be carried and worn at the skipper's request, and that life jackets must be worn at all times – but these two options also had the highest proportion of "least preferred" rankings, so opinions were polarised.
- As to when people should wear a life jacket, non-boaties and less frequent/varied users of boats were more likely to support wearing life jackets at all times, while more seasoned boaties were more likely to support wearing life jackets at the skipper's discretion.

3 Background

3.1 Survey background

The Auckland region is home to an extensive coastline – stunning harbours like the Waitematā, Manukau and southern Kaipara, the Hauraki Gulf, as well as lake and rivers. Fishing, sailing and kayaking are among the popular activities carried out on our waters. Safety is an essential part of enjoying these activities and safe boating is promoted through a combination of regulations and education campaigns.

Current regulations require the person in charge of a recreational vessel to always carry, in easy reach, appropriate life jackets for everyone on board (this rule does not apply in a number of situations, e.g. for an unpowered vessel, a windsurfer wearing a wetsuit, or a person training or participating in a sporting event). Life jackets must be worn where bad weather, rough seas, tides, visibility, emergencies or other situations cause danger or a risk to the safety of people on board. However, there have been a number of incidents where people have drowned despite having life jackets on board.

Auckland Council is reviewing the regulations around the wearing of life jackets on board smaller recreational vessels and needs to hear the views of the boating public and the wider community.

The following report summarises the key results and comments identified in the survey.

3.2 About the People's Panel

The People's Panel aims to provide an opportunity for Aucklanders to get involved with a range of council issues, giving feedback by regularly completing online surveys and getting involved with focus groups and other activities as needed.

The panel ideally supplements other research, consultation and engagement activities used to provide public perceptions to help inform decision-making processes. Panellists are recruited to be 'typical' members of the public – that is they include members of the public who come from a range of backgrounds and a range of levels of involvement with the council.

At the time of surveying there were 11,000 people registered with the panel, with representation from residents of each local board area and by age group and ethnicity. The People's Panel is not yet representative of the wider Auckland population and further recruitment is under way to improve participation from particular areas, age groups and ethnicities.

For more information about the People's Panel visit www.aucklandcouncil.govt.nz/peoplespanel

3.3 Methodology

This survey sent to all members of the People's Panel and was open from 24 April to 1 July 2013. One reminder was sent to members who had not completed the survey. The survey was also made available to "Have your say" page on Auckland Council's website and promoted to the wider public through a number of channels including through boating clubs, the Hutchwilco NZ Boat Show, and an article in *NZ Boating*. In total 4,229 surveys were received including 3,324 through the People's Panel survey and 905 from the website.

In addition to this survey, public attitudes to life jacket regulations were sought in other ways to ensure a wide variety of opinions was heard. Intercept surveys were carried out at boat ramps (111 responses), community surveys were administered by Watersafe and Auckland Council's safety community officer (82 responses) and two questions were included in the annual Harbour Masters survey (868 responses). The results of this research will be reported separately and are not included in this report.

The feedback has been analysed in two ways:

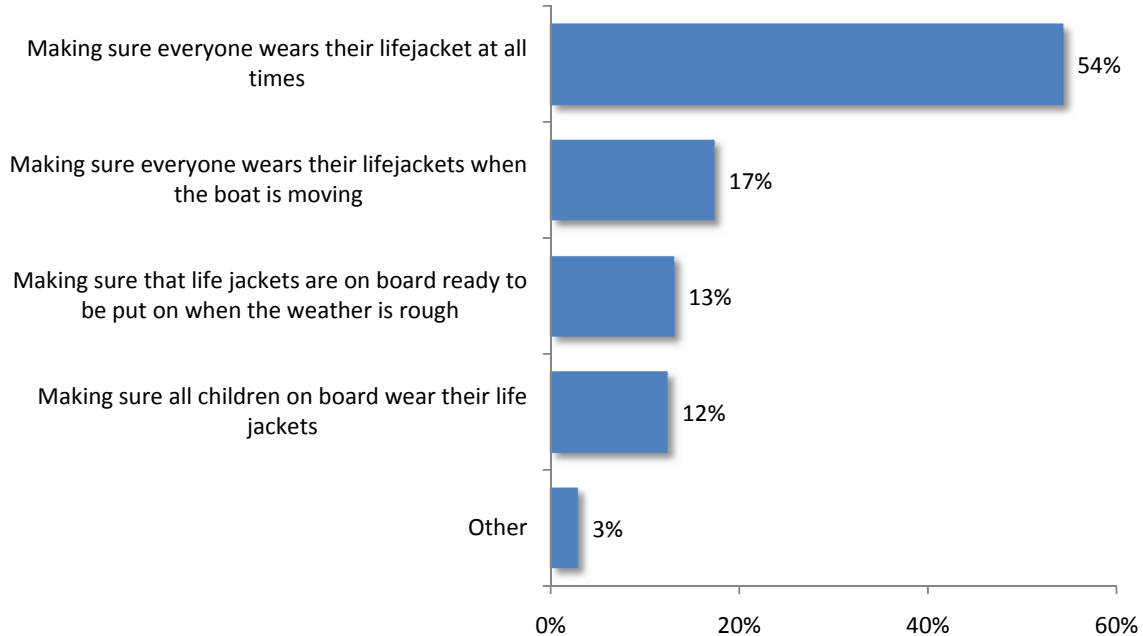
- For the tick box questions, responses to each option have been reported as proportions of the total sample and presented as charts (and tables in the appendix).
- Responses to open-ended questions ranged from one-word answers to lengthy comments with several points and ideas. Key themes from these comments have been identified and ordered by frequency. A selection of comments has been included in the report, to illustrate these themes.

Please note that results in charts and tables presented in this report may not sum to 100% because multiple responses were allowed for some questions and/or as a result of rounding.

4 Survey results

4.1 Current boating in Auckland

Q1A. Generally speaking, what would you consider the best safe boating practice in small recreational boats e.g. dinghies, kayaks or motorboats?



Base: All survey participants n= 4229

The best safe boating practice in small boats was considered to be ensuring everyone (adults and children) wears their life jacket at all times.

Pacific and Asian participants were more likely to feel that the safest practice was for everyone to wear their jackets at all times (76% and 72% respectively), as were women (65% compared to 45% of men).

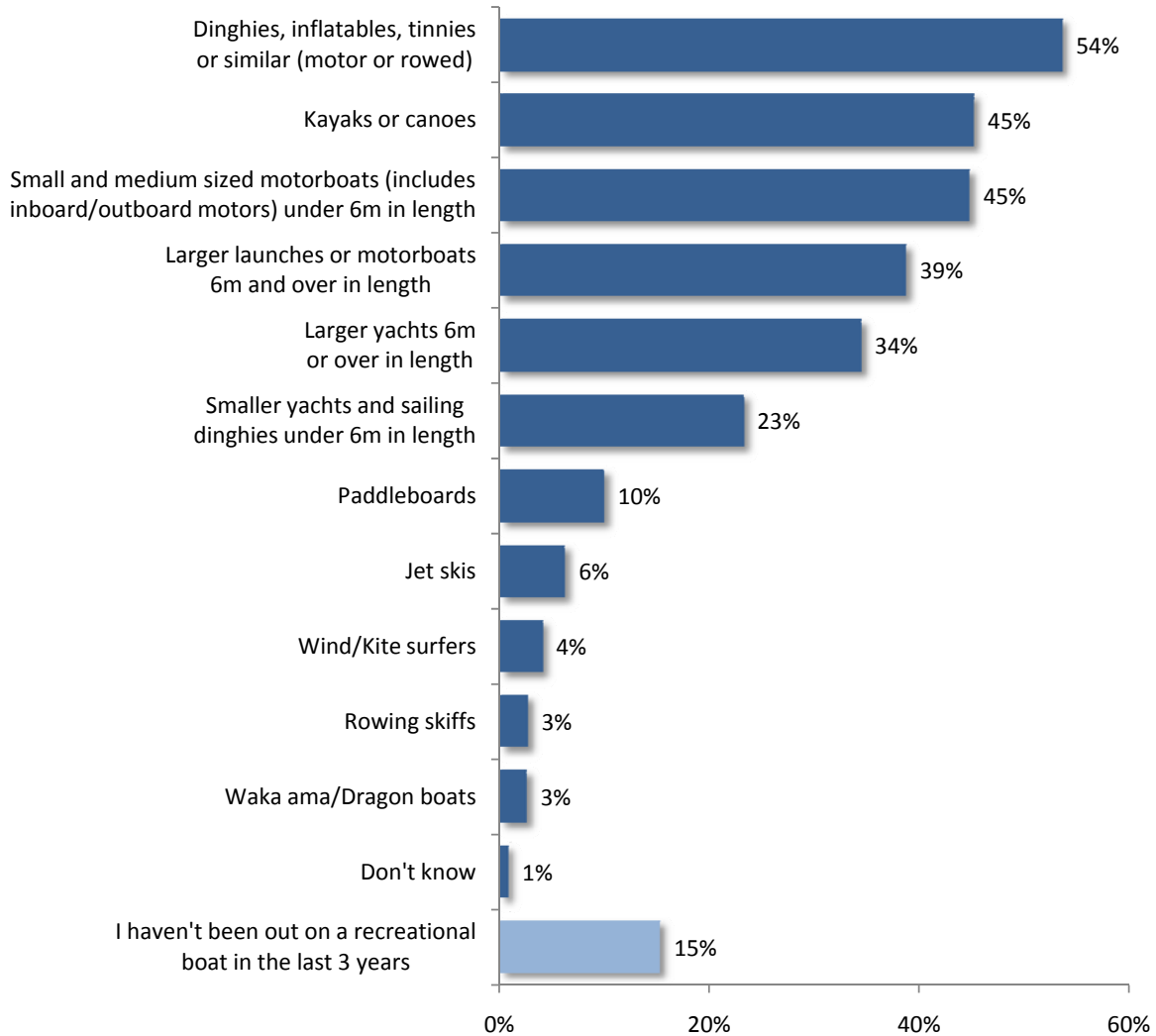
People's Panel participants were more likely to feel that the safest practice was for everyone to wear their jackets at all times (60%), while participants from the website were fairly evenly split between everyone wearing their jackets at all times (33%) and 'making sure that life jackets are on board ready to be put on when the weather is rough' (30%).

As per the table overleaf, boaties were less likely than non-boaties to feel that everyone should wear life jackets at all times (50%), particularly rowers (29%) and wind surfers (34%). However, even among boaties this was still the most preferred option. Interestingly, those boaties who had participated in 1-3 boating activities were more likely to feel everyone should wear life jackets at all times than those who had been in 4 or more types of boats (58% compared to 37%), while those who had been in 4 or more types of boats were more likely to feel people should put life jackets on when the weather gets rough (23%, vs 10% among those who had been in 1-3 types of boats). This indicates that more 'seasoned' or regular boaties, who use a number of types of boats, are less likely to feel they need to wear a life jacket at all times, while less regular and non-boaties think this would be the safest practice.

Q1A. What would you consider the best safe boating practice, by Q2A. Have you been out on the following types of boats in past 3 years	Total sample	All boaties combined	All non-boaties combined	Boaties										
				Dinghies, inflatables, tinnies or similar	Smaller yachts and sailing dinghies under 6m	Larger yachts 6m or over	Small & medium sized motorboats under 6m	Larger launches or motorboats 6m and over	Jet skis	Kayaks or canoes	Paddle boards	Wind / Kite surfers	Rowing skiffs	Waka ama / Dragon boats
Making sure everyone wears their lifejacket at all times	54%	50%	75%	43%	39%	36%	46%	44%	45%	50%	38%	34%	29%	54%
Making sure everyone wears their lifejackets when the boat is moving	17%	18%	13%	19%	16%	17%	19%	18%	17%	19%	18%	15%	15%	15%
Making sure that life jackets are on board ready to be put on when the weather is rough	13%	15%	4%	19%	23%	24%	17%	19%	20%	14%	23%	30%	26%	10%
Making sure all children on board wear their life jackets	12%	13%	8%	14%	16%	16%	14%	14%	12%	13%	15%	14%	17%	15%
Other	3%	3%	0%	5%	6%	6%	4%	4%	5%	3%	5%	7%	12%	4%
Unsure / Don't know	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	1%	1%	1%	2%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Sample	4228	3556	676	2265	980	1454	1891	1636	260	1909	418	169	110	106

In the table above, red text indicates a result that is significantly lower than the total sample (e.g. 50% of boaties saying everyone should wear a jacket at all times), and blue text indicates a result that is significantly higher (e.g. 75% of non boaties saying the same).

Q2A. Thinking about the last 3 years, have you ever been out on any of the following types of boats?

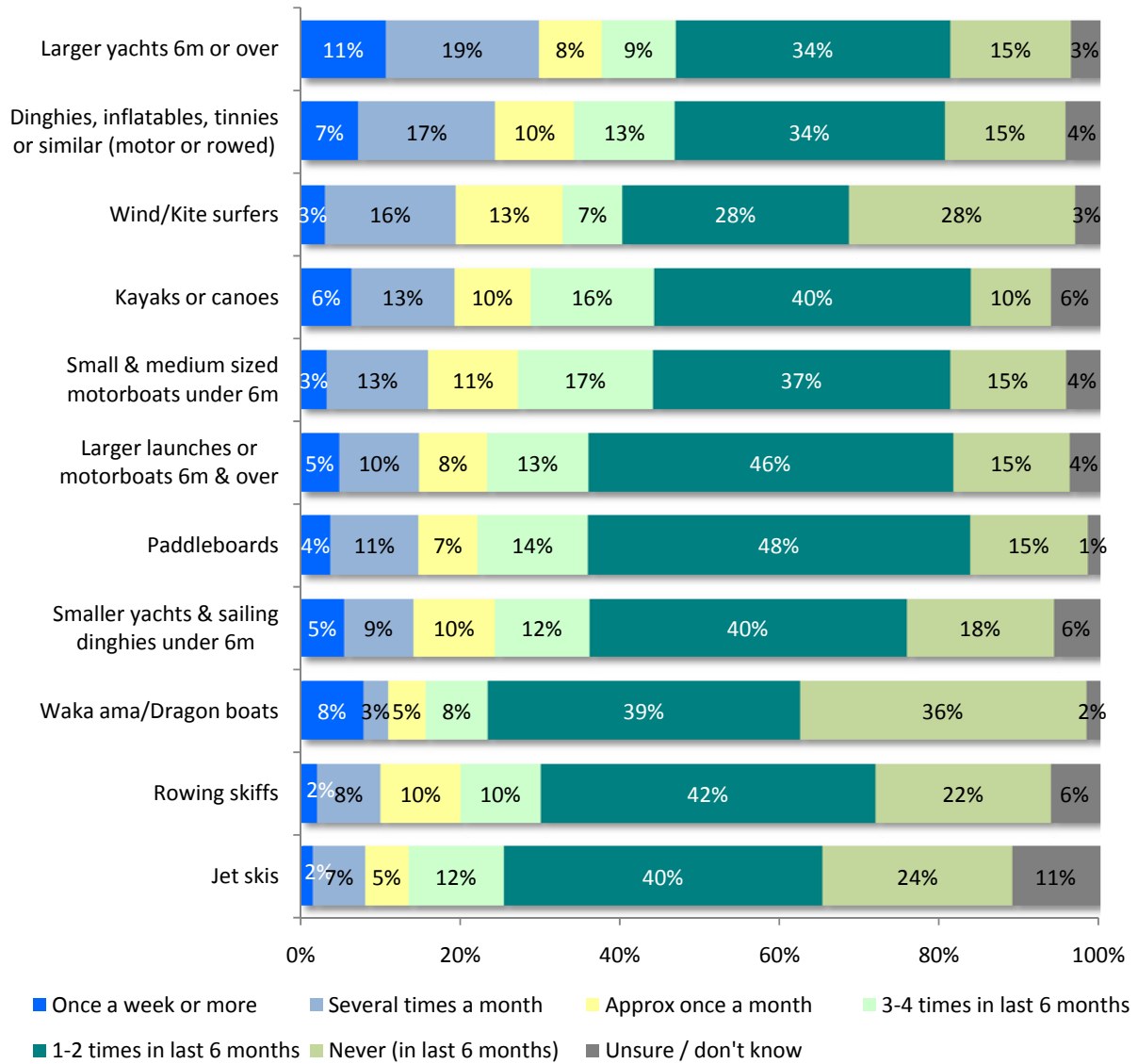


Base: All survey participants n= 4228

Just over half of participants had been out in a dinghy in the past three years and almost half had kayaked and/or been out in a small/medium motorboat. Overall, 84% of the sample had been out in some kind of boat (these people are referred to as 'boaties' throughout this report), while 15% had not and 1% didn't know.

Men were more likely than women to have been out in some kind of boat (90% compared to 78%) as were European and Maōri participants (85% in both cases, compared to 74% of Asian and 76% of Pacific participants). Those aged between 25 and 55 were more likely to have been in a boat than those aged 65 or over (89% compared to 74%).

Q3A. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat?

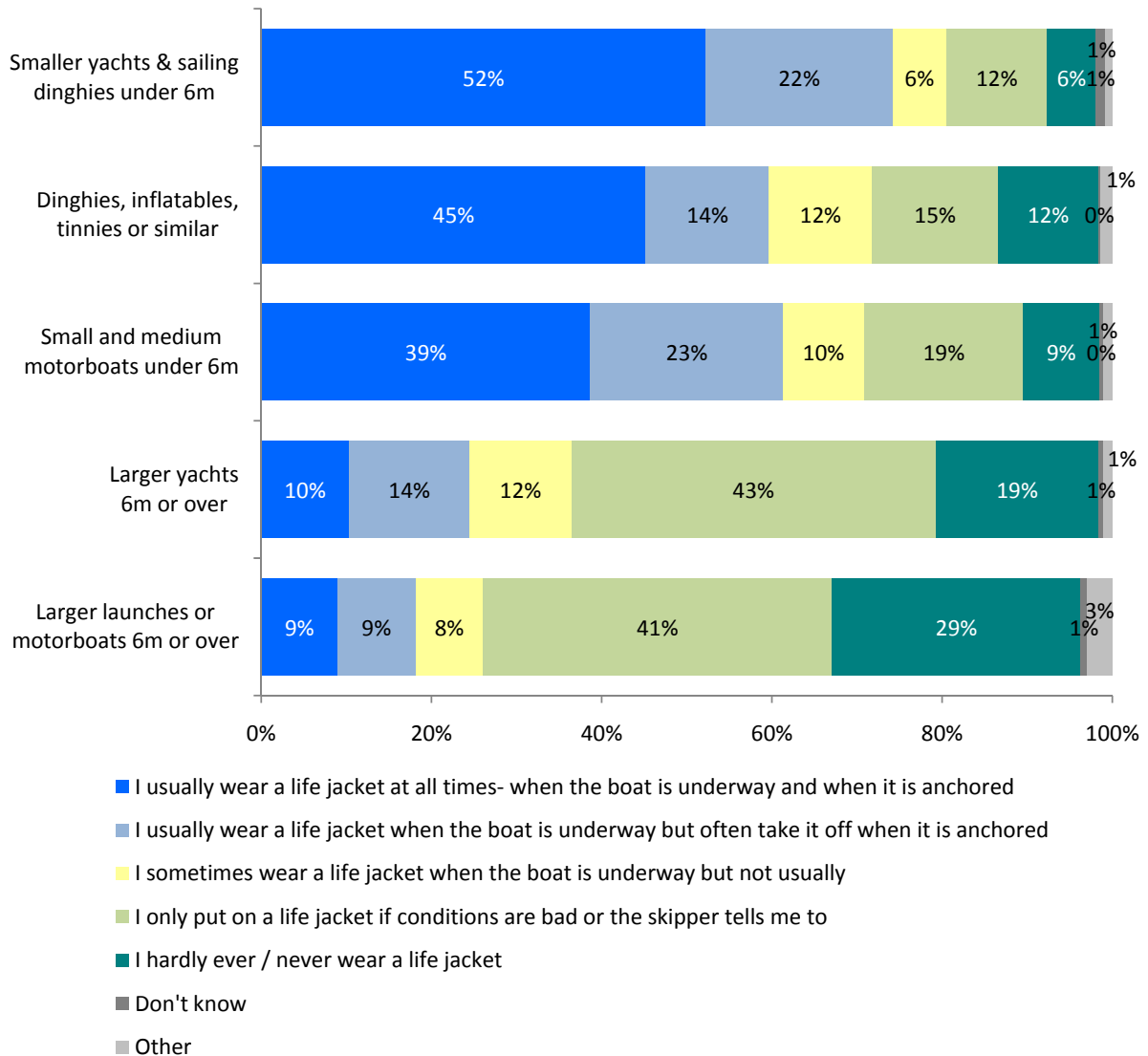


Base: Survey participants who had been in each of the above boats in the past 3 years from Q2A.

Boaties using larger yachts tend to go out in them the most often (38% have been out at least once a month), followed by dinghy users (34% use them at least monthly).

4.2 Current use of life jackets

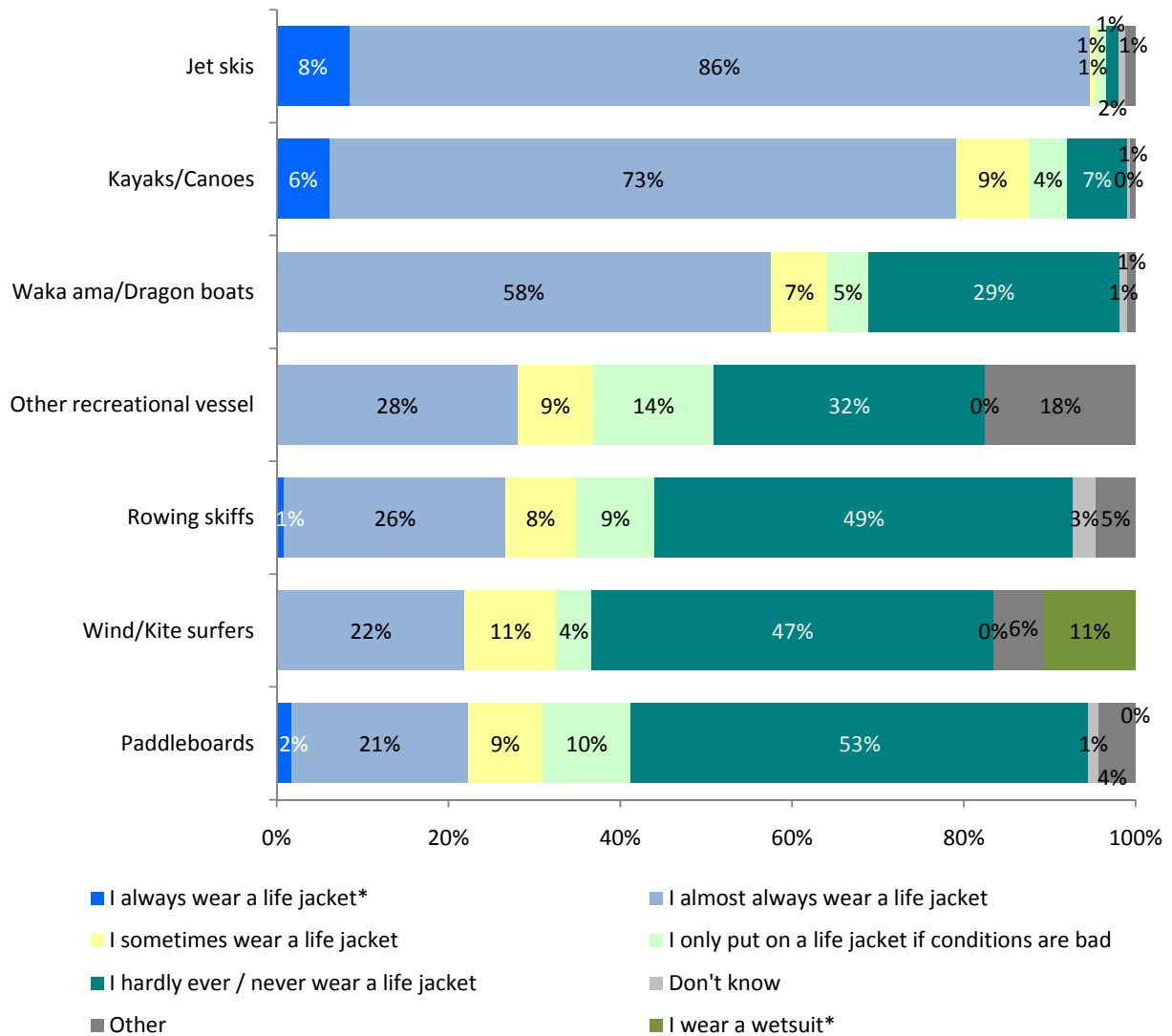
Q4A. Thinking about the times you go out on the following boats, how often do you wear a life jacket?
In this question "life jacket" also includes flotation vests and Personal Flotation Devices (PFDs)



Base: Survey participants who had been in each of the above boats in the past 3 years from Q2A.

There is a clear difference in current life jacket use between users of different kinds of boats. Those in smaller yachts, dinghies and motorboats are more likely to wear a life jacket at all times, while those in larger yachts and launches (6m or over) are more likely to wear a jacket when conditions are bad or when told to by the skipper.

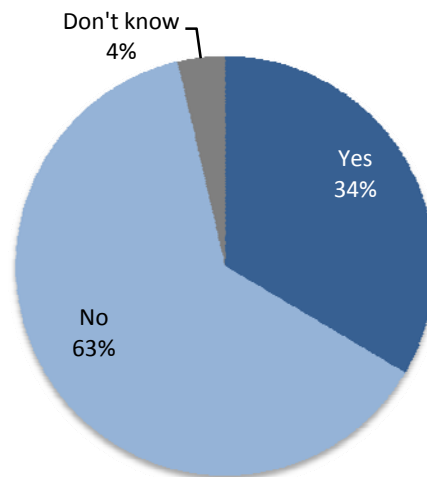
**Q5A. Thinking about the times you go out on the following boats, how often do you wear a life jacket?
In this question "life jacket" also includes flotation vests and Personal Flotation Devices (PFDs)**



*Base: Survey participants who had been in each of the above boats in the past 3 years from Q2A. *These were not given as response options, but were common themes from the 'other, specify' comments.*

Again, there is a difference in current life jacket use between users of different kinds of vessels. Those using jet skis, kayaks and dragon boats are more likely to wear a life jacket at almost all times, while paddle boarders, windsurfers and rowers are more likely to say they hardly ever / never wear a life jacket.

Q6A. Have you ever attended boating safety training or courses which included information about life jackets e.g. coastguard courses, with Water Safe, or with a boating, yachting or other organisation or group?



Base: All survey participants n= 4228

A third of participants had attended a boat safety course – details of the specific courses are overleaf.

Not surprisingly, boat users were more likely to have attended such courses than non-boaties, particularly rowers (63%), larger yacht users, smaller yacht users and windsurfers (56% in each case). However, even then only 38% of all boaties had attended a boat safety course, compared to 9% of non-boaties. Those boaties who had used 4 or more different types of vessel were more likely to have attended a course than those who had used 1-3 types of vessel (57% compared to 27%).

European participants were more likely to have attended such a course (35%) compared to 24% of Maōri and Pacific participants and 8% of Asian participants. Those aged 45 years and over were more likely to have attended a course than those aged under 45 years (37% compared to 27%), and men were more likely than women to have done so (45% compared to 21%).

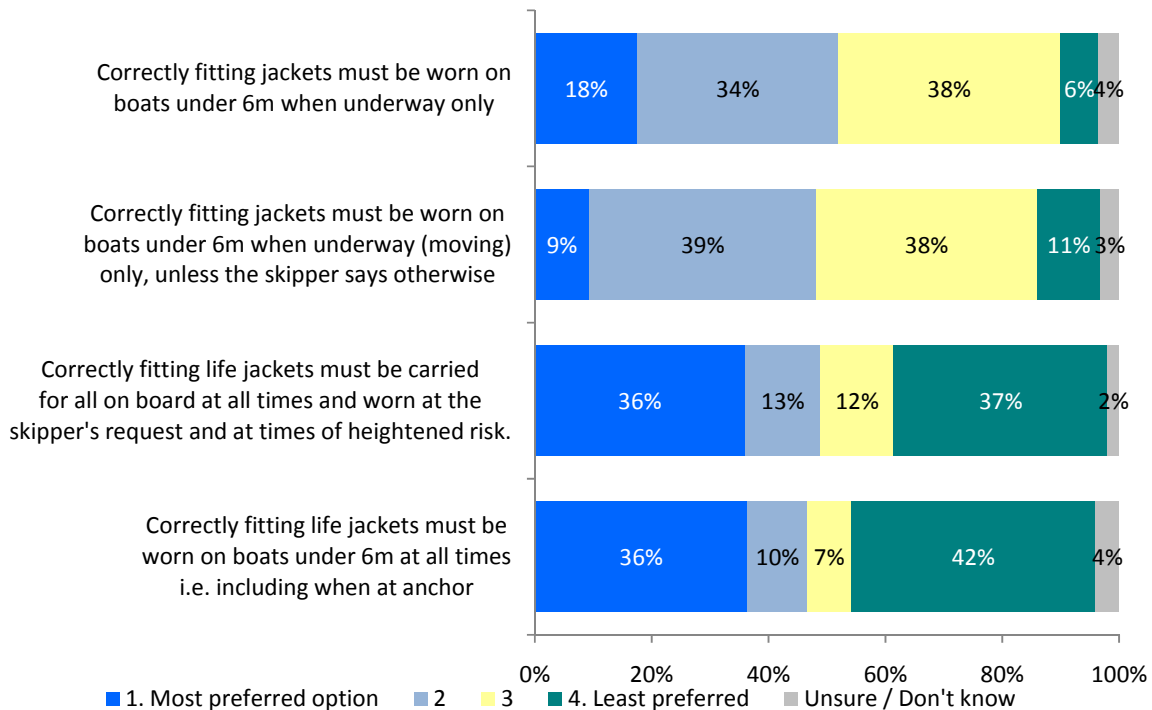
Among those who had attended courses, the most frequently mentioned were Coast Guard courses (particularly their boating education, boat master and day skipper courses), and a range of courses through yacht clubs.

Have you ever attended boating safety training or courses which included information about life jackets? Yes – please tell us the course and/or organisation	Number of responses n=1,417	% of responses
Course/s through the Coast Guard	888	63%
Boating Education course - Coast Guard	337	24%
Boat Master course - Coast Guard	330	23%
Day Skipper course - Coast Guard	192	14%
Yacht club in general	85	6%
Overseas courses/ coastguard	76	5%
Yacht Master - Coast Guard	62	4%
Canoe/ Kayak club/ Waka	54	4%
School/ polytech/ education in general	51	4%
Waterwise	49	3%
RYA	39	3%
Boating Club	37	3%
Workplace/ volunteer	32	2%
Advanced Sea Survival - Coast Guard	29	2%
Yachting NZ	27	2%
Scouts/ Sea Scouts/ Sea Cadets	27	2%
Watersafe	27	2%
Surf Life Saving	23	2%
Navy/ Army/ Airforce	18	1%
Penny Whiting	11	1%
Safety at Sea	10	1%
Sailing/ learn to sail	10	1%
Various / multiple courses unspecified	10	1%
Maritime Museum/ Maritime NZ	9	1%
Yakkity Yak	9	1%
Marine Medic (Coastal/Offshore) - Coast Guard	8	1%
Spirit of Adventure	8	1%
Can't remember/ don't know	12	1%
Other	55	4%

4.3 Potential future regulation of life jackets

Panellists were told “Auckland Council is currently reviewing its Navigation Safety Bylaw, including the regulations regarding the wearing of life jackets. The current regulations in the Auckland Region state that correctly fitting life jackets need to be carried for all on board a recreational vessel and worn at the skipper’s request and at times of heightened risk. Other proposals are also being considered in order to reduce recreational boating drownings. Please note, the proposals outlined below are subject to exceptions e.g. life jackets do not have to be worn during certain sporting events or when sleeping below deck. These proposals would apply to boats under 6m (20ft). For boats over 6m (20ft) the regulations would remain that correctly fitting life jackets must be carried for all on board and worn at the skipper’s request and at times of heightened risk.”

Q7A. How do you think life jacket use should be regulated? Listed below are four proposals for regulating the use of life jackets in boats of under 6m (20ft). Please rank them in order from 1-4, by selecting 1 for the option you most prefer and 4 for the option you least prefer.



Base: All survey participants n= 4228

Unfortunately, there were no clear preferences and opinions regarding each of the above options were split. The two options with the most support (in terms of number 1 rankings) were that life jackets must be carried and worn at the skipper’s request, and that life jackets must be worn at all times – but these two options also had the highest proportion of “least preferred” rankings, so opinions were polarised. The two options under which life jackets must be worn only when the vessel is moving received the least support, but also the lowest proportion of ‘least preferred’ rankings. In fact all four options received a roughly equal number of 1 (most preferred) and 2 (second preference) rankings.

As shown in the tables overleaf, boaties were more likely than non-boaties to support wearing life jackets at the skipper’s request (39% vs 21%), but 34% of boaties said this was their least preferred option (opinions were still polarised among boaties). 55% of non boaties said wearing life jackets at all times was their most preferred option, compared to 33% of boaties (45% of boaties said this was their least preferred option).

Wearing life jackets at the skipper's request was the most preferred option among those participating in 4 or more boating activities (50% compared to 32% among those participating in 1-3 boating activities and 21% among non-boaties), while 26% said this was their least preferred option (39% of those participating in 1-3 boating activities). Wearing life jackets at all times was the most preferred option among those participating in 1-3 boating activities (38% compared to 24% among those participating in 4 or more boating activities), while 38% said this was their least preferred option (58% of those participating in 4 or more boating activities).

Again, this shows that non-boaties and less frequent/varied users of boats are more likely to favour using life jackets at all times, while more seasoned boaties are more likely to support using the skipper's discretion.

Similarly, those completing the survey on the have your say website were more likely to support using the skipper's discretion (this was the preferred option among 59% vs 30% of People's Panel members), while People's Panel members were more likely to feel life jackets should be worn at all times (this was the preferred option among 41% of panellists vs 21% of have your say participants).

Among men the most preferred option was wearing life jackets at the skipper's discretion (46% vs 25% of women), while among women the most preferred option was wearing life jackets at all times (45% vs 29% of men).

There were no clear differences in opinion by age or ethnicity.

In the tables below, **red** text indicates a result that is significantly lower than the total sample, and **blue** text indicates a result that is significantly higher.

Q7Ai Correctly fitting life jackets must be carried and worn at the skipper's request and at times of heightened risk by Q2A. Have you been on the following types of boats	Total sample	All boaties combined	All non-boaties combined	Boaties										
				Dinghies, inflatables, tinnies or similar	Smaller yachts and sailing dinghies under 6m	Larger yachts 6m or over	Small & medium sized motorboats under 6m	Larger launches or motorboats 6m and over	Jet skis	Kayaks or canoes	Paddle boards	Wind / Kite surfers	Rowing skiffs	Waka ama / Dragon boats
1. Most preferred option	36%	39%	21%	44%	50%	52%	41%	46%	41%	38%	49%	59%	53%	42%
2	13%	13%	13%	12%	11%	12%	13%	12%	10%	13%	13%	12%	12%	13%
3	12%	12%	14%	11%	12%	10%	12%	11%	14%	12%	11%	11%	9%	16%
4. Least preferred	37%	34%	50%	30%	25%	24%	32%	29%	31%	35%	25%	14%	20%	25%
Unsure / Don't know	2%	2%	2%	2%	2%	2%	2%	2%	5%	2%	3%	4%	6%	4%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Sample	4228	3556	676	2265	980	1454	1891	1636	260	1909	418	169	110	106

Q7Aii Correctly fitting jackets must be worn on boats under 6m when underway only, unless the skipper says otherwise by Q2A. Have you been on the following types of boats	Total sample	All boaties combined	All non-boaties combined	Boaties										
				Dinghies, inflatables, tinnies or similar	Smaller yachts and sailing dinghies under 6m	Larger yachts 6m or over	Small & medium sized motorboats under 6m	Larger launches or motorboats 6m and over	Jet skis	Kayaks or canoes	Paddle boards	Wind / Kite surfers	Rowing skiffs	Waka ama / Dragon boats
1. Most preferred option	9%	9%	9%	10%	9%	9%	10%	9%	10%	9%	10%	9%	7%	9%
2	39%	41%	29%	45%	48%	50%	43%	46%	43%	41%	48%	51%	51%	42%
3	38%	36%	46%	33%	29%	29%	34%	31%	32%	36%	29%	24%	25%	26%
4. Least preferred	11%	11%	12%	10%	10%	9%	10%	10%	10%	11%	8%	11%	9%	18%
Unsure / Don't know	3%	3%	4%	3%	3%	2%	3%	3%	5%	3%	4%	6%	7%	5%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Sample	4228	3556	676	2265	980	1454	1891	1636	260	1909	418	169	110	106

Q7Aiii Correctly fitting jackets must be worn on boats under 6m when underway only by Q2A. Have you been on the following types of boats	Total sample	All boaties combined	All non-boaties combined	Boaties										
				Dinghies, inflatables, tinnies or similar	Smaller yachts and sailing dinghies under 6m	Larger yachts 6m or over	Small & medium sized motorboats under 6m	Larger launches or motorboats 6m and over	Jet skis	Kayaks or canoes	Paddle boards	Wind / Kite surfers	Rowing skiffs	Waka ama / Dragon boats
1. Most preferred option	18%	18%	15%	17%	15%	15%	18%	17%	16%	19%	16%	12%	15%	14%
2	34%	32%	44%	29%	28%	26%	30%	28%	34%	32%	27%	22%	23%	25%
3	38%	40%	28%	45%	47%	50%	43%	46%	38%	41%	47%	56%	53%	40%
4. Least preferred	6%	6%	9%	5%	5%	5%	5%	5%	6%	5%	5%	3%	3%	13%
Unsure / Don't know	4%	3%	4%	4%	5%	4%	3%	4%	6%	4%	6%	7%	6%	8%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Sample	4228	3556	676	2265	980	1454	1891	1636	260	1909	418	169	110	106

Q7Aiv Correctly fitting life jackets must be worn on boats under 6m (20ft) at all times by Q2A. Have you been on the following types of boats	Total sample	All boaties combined	All non-boaties combined	Boaties										
				Dinghies, inflatables, tinnies or similar	Smaller yachts and sailing dinghies under 6m	Larger yachts 6m or over	Small & medium sized motorboats under 6m	Larger launches or motorboats 6m and over	Jet skis	Kayaks or canoes	Paddle boards	Wind / Kite surfers	Rowing skiffs	Waka ama / Dragon boats
1. Most preferred option	36%	33%	55%	29%	24%	23%	30%	28%	31%	33%	23%	17%	20%	30%
2	10%	10%	10%	9%	9%	8%	10%	9%	7%	11%	7%	7%	7%	12%
3	7%	8%	7%	7%	7%	7%	7%	7%	9%	7%	7%	5%	5%	9%
4. Least preferred	42%	45%	24%	51%	56%	59%	49%	52%	47%	46%	56%	66%	60%	38%
Unsure / Don't know	4%	4%	4%	4%	4%	4%	4%	4%	6%	4%	6%	6%	7%	10%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Sample	4228	3556	676	2265	980	1454	1891	1636	260	1909	418	169	110	106

Q7B Thinking about the question above, what do you think should be the exceptions to the regulations of wearing life jackets?

From the comments received, over a third of panellists felt there should be no exceptions. Other participants mentioned exceptions around when the boat is moored, age related (i.e. children should always wear but adults could use their discretion), skipper’s discretion and distance from the shore.

Thinking about the question above, what do you think should be the exceptions to the regulations of wearing life jackets?	Number of responses n=3126	% of responses
No exceptions/ all persons should always wear	1144	37%
At anchor/ moored/ not moving	364	12%
Children / under 16s should always wear life jackets	287	9%
At skipper's discretion/ common sense	233	7%
Distance from shore/ water depth	229	7%
Condition/ weather dependant	207	7%
Sleeping/ below deck/ in the cabin	202	6%
Going ashore/ in tender	172	6%
Adults - should be optional/ personal discretion	156	5%
Windsurfers/ paddle boarder/ canoe/ kayak/ skiffs/ surfers	156	5%
Sport dependant/ racing	154	5%
If wearing wet suit/ diving/ other flotation device	145	5%
Large boats/ boat type/ charters/ ferry	135	4%
Swimming ability dependent	129	4%
As per current rules/ no changes in legislation required	108	3%
If swimming from the boat	108	3%
If wearing a lifejacket inhibits activity	68	2%
Physical ability - medical/ disabled/ pregnant	49	2%
When fishing	48	2%
If formal training undertaken/ more education required	37	1%
Don't over regulate/ not council business	35	1%
Emergency/ rescue situation	31	1%
Don't know	61	2%
Other	106	3%

Selection of comments
<ul style="list-style-type: none"> • <i>“Life jackets worn at all times no matter what the weather when the boat is moving. Wear it when anchored if skipper says wear it and at times of heightened risk and bad weather. All persons aged 15 or under should have to wear a lifejacket at all times, so including when at anchor. Lifejackets have to be the correct size.”</i> • <i>“All persons should be wearing jackets when the boat is moving. Children should wear jackets at all time in a boat. There should be a licence requirement before you can take passengers out on a boat.”</i> • <i>“Compulsory wearing of life jackets at all times. If not the person not wearing a life jacket should be fined. However if those persons under the age of 18yrs are not wearing a life jacket then the skipper of the boat should be fined. If a person drowns through not wearing a life jacket then I feel a case for manslaughter should apply. THERE IS NO EXCUSE FOR NOT WEARING A LIFE JACKET!!”</i> • <i>“Exceptions should not be made. Life jackets should be worn once boarding vessel until vessel has docked.”</i> • <i>“Don't think there should be exceptions. If not wearing them and call the emergency services</i>

they should pay the full cost."

- *"Don't see a need for exceptions on boats. They are in the water, so wear a life jacket."*
- *"Given the lack of formal training undertaken by most skippers, a more mandatory requirement is preferred."*
- *"Everyone should wear a life jacket no matter how often they go out on a boat i.e. like doing your seatbelt up when in a car."*
- *"Given the present situation with people being able to buy and use both recreational and sports craft -without any formal training for their usage -life jackets should be worn at all times on sea going craft where the (skipper) has no experience or competency in using the craft -there should be no exception -It is a straight forward scenario -use the hierarchy of control. The hazard has been identified so control the hazard, i.e. Eliminate Isolate or Minimise."*
- *"NO EXCEPTIONS. I'm of Pacific Island Descent and too many of the Pacific people have died because of: 1. Ignorance/Arrogance/Invincibility!!! 2. Unprepared for the sea 3. Unaware of the dangers - water safety - Boating mishaps/Cold water etc. 4. Alcohol and Sea don't mix. 5. Lack of Responsibility & Accountability."*
- *"Maybe when in shallow water and not moving."*
- *"Lifejackets could be removed when: 1 the person inside an enclosed cabin on a 5m - 6m yacht or launch. 2. the boat is pulled up to a beach."*
- *"Life jackets should be allowed to be removed when at anchor and safe to do so - e.g. at anchor at a safe swimming area or where other aquatic activities are being undertaken."*
- *"It shouldn't be necessary to wear life jackets while anchored and fishing in calm conditions."*
- *"It's hard to say. It's a nuisance wearing the jacket when you're moored and I'm guilty of taking it off then. But I've also seen a few accidents and you never know when someone will slip or if a rogue wave will come barrelling in from nowhere. I'm not sure about exceptions, I don't spend enough time at sea to make a call on it."*
- *"It's not much fun on a calm stinking hot day wrapped up in a life jacket, some of the crew might mutiny! Also if a person won't wear one when told to, really, what can you do, I think when you're over the age of about 12-15 it's about time you made your own choices if you won't do as you're told. The skipper has to provide the jackets isn't that enough?"*
- *"All children under 16 should wear a life jacket at all times."*
- *"All children under 16 years of age must wear a life jacket at all times and correctly fitting life jackets must be carried for all on board at all times. If you can't swim you must wear a life jacket."*
- *"Good conditions, at anchor or underway are reasonable times to not wear them, if conditions are rough I like that it is the skippers choice that you put them on. I'd prefer a boat licence where you have to do a skippers course to helm a boat so skippers have more safety knowledge. However I wouldn't object to children under 10 having to wear one at all times."*
- *"A must in bad weather, but people have to use their common sense. Skipper is in charge and he should be able to judge when life jackets are needed. Cannot always do everything to the lowest denominator. Every boat should have life jackets on board and accessible at all times."*
- *"An exception could be granted if the Skipper has a Boatmaster or equal qualification and is a responsible, knowledgeable person for the waters he is operating in and will request lifejackets be worn when deemed necessary."*
- *"An experienced skipper should be the judge of conditions, he knows his boat, possibility of capsize, or man over board, don't overload etc. Common sense and always take care and be alert to the dangers. Small boats are far more at risk and life jackets should be worn."*
- *"Don't have to wear one when very close to shore."*

4.4 Final comments

Do you have any other comments to add on these regulations around wearing life jackets on boats?	Number of responses n=1578	% of responses
Wearing lifejackets at all times should be compulsory	283	18%
Awareness - compulsory education, licensing, registration, advertising campaign	253	16%
Regulations must be enforced/ fines	217	14%
Don't over regulate	185	12%
Concerns regarding overloaded boats, poor maintenance, people making poor choices, alcohol	182	12%
All children and non-swimmers should wear life jackets at all times	176	11%
Lifejacket/PFD - must fit correctly, pass a warrant, one for each on board	154	10%
Personal discretion/ common sense	125	8%
Boat owner/ skipper accountability	85	5%
Current regulations are adequate	84	5%
Price of lifejackets - expensive, should be subsidised, available to hire	73	5%
Support regulation/ good work	72	5%
Location/ conditions - close to shore, in tender, at anchor, water depth, weather	63	4%
Keep rules simple and easy to interpret	48	3%
Central govt responsibility, not local	35	2%
Small craft at all times/ kayaks	30	2%
Lifejackets should not be required while racing/ water sports	24	2%
If wearing a lifejacket inhibits activity	21	1%
Rock fishermen should be required to wear lifejackets	14	1%
Large boats exempt	12	1%
Wet suits/ other buoyancy devices exempt	9	1%
Other	82	5%

5 How these results have been used

These results, together with feedback from the wider public consultation on this matter, enabled officers to further develop the options and to provide advice to the local boards and the Regulatory and Bylaws Committee on the views of the community. This advice enabled the selection of an initial preferred option that requires the compulsory wearing of life jackets (subject to exemptions). The proposed Navigation Safety Bylaw will be open for public feedback in February 2014.

Appendix I Questionnaire with tables:

Q1A. Generally speaking, what would you consider the best safe boating practice in small recreational boats e.g. dinghies, kayaks or motorboats?	Number of responses n=4229	% of responses
Making sure that life jackets are on board ready to be put on when the weather is rough	550	13%
Making sure all children on board wear their life jackets	522	12%
Making sure everyone wears their lifejackets when the boat is moving	732	17%
Making sure everyone wears their lifejacket at all times	2295	54%
Other	120	3%
Unsure / Don't know	10	0.2%

Base: Panellists participating in survey n= 4229

Q2A. Thinking about the last 3 years have you ever been out on any of the following types of boats?	Number of responses n=4229	% of responses
Dinghies, inflatables, tinnies or similar (motor or rowed)	2265	54%
Smaller yachts and sailing dinghies under 6m (20ft) in length	980	23%
Larger yachts 6m (20ft) or over in length	1454	34%
Small and medium sized motorboats (includes inboard/outboard motors) under 6 m (20ft) in length	1891	45%
Larger launches or motorboats 6m (20ft) and over in length	1636	39%
Jet skis	260	6%
Kayaks or canoes	1909	45%
Paddleboards	418	10%
Wind/Kite surfers	169	4%
Rowing skiffs	110	3%
Waka ama/Dragon boats	106	3%
I haven't been out on a recreational boat in the last 3 years	644	15%
Other recreational boats	16	0.4%
Don't Know	32	1%

Base: Panellists participating in survey n= 4229

Q3Ai. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Dinghies, inflatables, tinnies or similar (motor or rowed)	Number of responses n=2265	% of responses
Once a week or more	162	7%
Several times a month	390	17%
Approximately once a month	224	10%
3-4 times in the last 6 months	285	13%
1-2 times in the last 6 months	766	34%
Never	344	15%
Unsure / Don't know	94	4%

Base: Panellists who had been out in dinghies, inflatables, tinnies or similar (motor or rowed) n= 2265

Q3Aii. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Smaller yachts and sailing dinghies under 6m (20ft) in length	Number of responses n=980	% of responses
Once a week or more	53	5%
Several times a month	85	9%
Approximately once a month	100	10%
3-4 times in the last 6 months	116	12%
1-2 times in the last 6 months	390	40%
Never	181	18%
Unsure / Don't know	55	6%

Base: Panellists who had been out in smaller yachts n= 980

Q3Aiii. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Larger yachts 6m (20ft) or over in length	Number of responses n=1454	% of responses
Once a week or more	154	11%
Several times a month	280	19%
Approximately once a month	114	8%
3-4 times in the last 6 months	135	9%
1-2 times in the last 6 months	500	34%
Never	221	15%
Unsure / Don't know	50	3%

Base: Panellists who had been out in larger yachts n= 1454

Q3Aiv. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Small and medium sized motorboats (includes inboard/outboard motors) under 6 m (20ft) in length	Number of responses n=1889	% of responses
Once a week or more	61	3%
Several times a month	241	13%
Approximately once a month	212	11%
3-4 times in the last 6 months	319	17%
1-2 times in the last 6 months	704	37%
Never	274	15%
Unsure / Don't know	78	4%

Base: Panellists who had been out in small and medium sized motorboats n= 1889

Q3Av. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Larger launches or motorboats 6m (20ft) and over in length	Number of responses n=1637	% of responses
Once a week or more	78	5%
Several times a month	165	10%
Approximately once a month	139	8%
3-4 times in the last 6 months	207	13%
1-2 times in the last 6 months	749	46%
Never	239	15%
Unsure / Don't know	60	4%

Base: Panellists who had been out in larger launches and motorboats n= 1637

Q3Avi. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Jet skis	Number of responses n=260	% of responses
Once a week or more	4	2%
Several times a month	17	7%
Approximately once a month	14	5%
3-4 times in the last 6 months	31	12%
1-2 times in the last 6 months	104	40%
Never	62	24%
Unsure / Don't know	28	11%

Base: Panellists who had been out jet skis n= 260

Q3Avii. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Kayaks or canoes	Number of responses n=786*	% of responses
Once a week or more	50	6%
Several times a month	101	13%
Approximately once a month	75	10%
3-4 times in the last 6 months	122	16%
1-2 times in the last 6 months	312	40%
Never	79	10%
Unsure / Don't know	47	6%

Base: Panellists who had been out kayaks or canoes and who completed this question n= 786

NB A software error meant not all participants completed this question

Q3Aviii. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Paddleboards	Number of responses n=217*	% of responses
Once a week or more	8	4%
Several times a month	24	11%
Approximately once a month	16	7%
3-4 times in the last 6 months	30	14%
1-2 times in the last 6 months	104	48%
Never	32	15%
Unsure / Don't know	3	1%

Base: Panellists who had been out on paddleboards n= 217

NB A software error meant not all participants completed this question

Q3Aix. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Wind/Kite surfers	Number of responses n=67*	% of responses
Once a week or more	2	3%
Several times a month	11	16%
Approximately once a month	9	13%
3-4 times in the last 6 months	5	7%
1-2 times in the last 6 months	19	28%
Never	19	28%
Unsure / Don't know	2	3%

Base: Panellists who had been out on wind/kite surfers n= 67

NB A software error meant not all participants completed this question

Q3Ax. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Rowing skiffs	Number of responses n=50*	% of responses
Once a week or more	1	2%
Several times a month	4	8%
Approximately once a month	5	10%
3-4 times in the last 6 months	5	10%
1-2 times in the last 6 months	21	42%
Never	11	22%
Unsure / Don't know	3	6%

Base: Panellists who had been out on rowing skiffs n= 50

NB A software error meant not all participants completed this question

Q3Axi. Now thinking about the last 6 months, how often would you say you have been out on each of the following types of boat? Waka ama/Dragon boats	Number of responses n=64*	% of responses
Once a week or more	5	8%
Several times a month	2	3%
Approximately once a month	3	5%
3-4 times in the last 6 months	5	8%
1-2 times in the last 6 months	25	39%
Never	23	36%
Unsure / Don't know	1	2%

*Base: Panellists who had been out on waka ama/dragon boats n= 64**

NB A software error meant not all participants completed this question

Q4A. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Dinghies, inflatables, tinnies or similar (motor or rowed)	Number of responses n=2265	% of responses
I usually wear a life jacket at all times - when the boat is underway and when it is anchored	1024	45%
I usually wear a life jacket when the boat is underway but often take it off when it is anchored	328	14%
I sometimes wear a life jacket when the boat is underway but not usually	273	12%
I only put on a life jacket if conditions are bad or the skipper tells me to	336	15%
I hardly ever / never wear a life jacket	267	12%
Don't know	6	0%
Other	31	1%

Base: Panellists who had been out in dinghies, inflatables, tinnies or similar (motor or rowed) n= 2265

Q4B. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Smaller yachts and sailing dinghies under 6m (20ft) in length	Number of responses n=980	% of responses
I usually wear a life jacket at all times - when the boat is underway and when it is anchored	512	52%
I usually wear a life jacket when the boat is underway but often take it off when it is anchored	215	22%
I sometimes wear a life jacket when the boat is underway but not usually	62	6%
I only put on a life jacket if conditions are bad or the skipper tells me to	116	12%
I hardly ever / never wear a life jacket	56	6%
Don't know	11	1%
Other	8	1%

Base: Panellists who had been out on smaller yachts and sailing dinghies n= 980

Q4C. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Larger yachts 6m (20ft) or over in length	Number of responses n=1454	% of responses
I usually wear a life jacket at all times - when the boat is underway and when it is anchored	150	10%
I usually wear a life jacket when the boat is underway but often take it off when it is anchored	206	14%
I sometimes wear a life jacket when the boat is underway but not usually	174	12%
I only put on a life jacket if conditions are bad or the skipper tells me to	622	43%
I hardly ever / never wear a life jacket	279	19%
Don't know	8	1%
Other	15	1%

Base: Panellists who had been out in larger yachts n= 1454

Q4D. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Small and medium sized motorboats (includes inboard/outboard motors) under 6m (20ft) in length	Number of responses n=1889	% of responses
I usually wear a life jacket at all times - when the boat is underway and when it is anchored	731	39%
I usually wear a life jacket when the boat is underway but often take it off when it is anchored	427	23%
I sometimes wear a life jacket when the boat is underway but not usually	180	10%
I only put on a life jacket if conditions are bad or the skipper tells me to	354	19%
I hardly ever / never wear a life jacket	168	9%
Don't know	9	0%
Other	20	1%

Base: Panellists who had been out in small and medium sized motorboats n= 1889

Q4E. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Larger launches or motorboats 6m (20ft) and over in length	Number of responses n=1637	% of responses
I usually wear a life jacket at all times - when the boat is underway and when it is anchored	147	9%
I usually wear a life jacket when the boat is underway but often take it off when it is anchored	150	9%
I sometimes wear a life jacket when the boat is underway but not usually	130	8%
I only put on a life jacket if conditions are bad or the skipper tells me to	670	41%
I hardly ever / never wear a life jacket	480	29%
Don't know	11	1%
Other	49	3%

Base: Panellists who had been out in larger launches and motorboats n= 1637

Q5A. Thinking about the times you go out on the following boats, how often do you wear a life jacket?	Number of responses n=260	% of responses
Jet skis		
I always wear a life jacket	22	8%
I almost always wear a life jacket	224	86%
I sometimes wear a life jacket	2	1%
I only put on a life jacket if conditions are bad	3	1%
I hardly ever / never wear a life jacket	4	2%
Don't know	2	1%
Other	3	1%

Base: Panellists who had been out jet skis n= 260

Q5B. Thinking about the times you go out on the following boats, how often do you wear a life jacket?	Number of responses n=1909	% of responses
Kayaks/Canoes		
I always wear a life jacket	118	6%
I almost always wear a life jacket	1392	73%
I sometimes wear a life jacket	163	9%
I only put on a life jacket if conditions are bad	83	4%
I hardly ever / never wear a life jacket	135	7%
Don't know	6	0%
Other	12	1%

Base: Panellists who had been out kayaks or canoes n= 1909

Q5C. Thinking about the times you go out on the following boats, how often do you wear a life jacket?	Number of responses n=417	% of responses
Paddleboards		
I always wear a life jacket	7	2%
I almost always wear a life jacket	86	21%
I sometimes wear a life jacket	36	9%
I only put on a life jacket if conditions are bad	43	10%
I hardly ever / never wear a life jacket	222	53%
Don't know	5	1%
Other	18	4%

Base: Panellists who had been out on paddleboards n= 417

Q5D. Thinking about the times you go out on the following boats, how often do you wear a life jacket?	Number of responses n=169	% of responses
Wind/Kite surfers		
I always wear a life jacket	0	0%
I almost always wear a life jacket	37	22%
I sometimes wear a life jacket	18	11%
I only put on a life jacket if conditions are bad	7	4%
I hardly ever / never wear a life jacket	79	47%
Don't know	0	0%
Other	10	6%
Wetsuits	18	11%

Base: Panellists who had been out on wind/kite surfers n= 169

Q5E. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Rowing skiffs	Number of responses n=109	% of responses
I always wear a life jacket	1	1%
I almost always wear a life jacket	28	26%
I sometimes wear a life jacket	9	8%
I only put on a life jacket if conditions are bad	10	9%
I hardly ever / never wear a life jacket	53	49%
Don't know	3	3%
Other	5	5%

Base: Panellists who had been out on rowing skiffs n= 109

Q5F. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Waka ama/Dragon boats	Number of responses n=109	% of responses
I always wear a life jacket	0	0%
I almost always wear a life jacket	61	58%
I sometimes wear a life jacket	7	7%
I only put on a life jacket if conditions are bad	5	5%
I hardly ever / never wear a life jacket	31	29%
Don't know	1	1%
Other	1	1%

Base: Panellists who had been out on waka ama/dragon boats n= 109

Q5G. Thinking about the times you go out on the following boats, how often do you wear a life jacket? Other recreational vessel	Number of responses n=57	% of responses
I always wear a life jacket	0	0%
I almost always wear a life jacket	16	28%
I sometimes wear a life jacket	5	9%
I only put on a life jacket if conditions are bad	8	14%
I hardly ever / never wear a life jacket	18	32%
Don't know	0	0%
Other	10	18%

Base: Panellists who had been out on other recreational vessels n= 57

Q6A . Have you ever attended boating safety training or courses which included information about life jackets?	Number of responses n=4228	% of responses
Yes	1417	34%
No	2657	63%
Don't know	154	4%

Base: Panellists participating in survey n= 4228

Q7Ai. How do you think life jackets use should be regulated? Correctly fitting life jackets must be carried for all on board at all times and worn at the skipper's request and at times of heightened risk.	Number of responses n=4229	% of responses
1. Most preferred option	1522	36%
2	547	13%
3	527	12%
4. Least preferred	1553	37%
Unsure / Don't know	80	2%

Base: Panellists participating in survey n= 4229

Q7Aii. How do you think life jackets use should be regulated? Correctly fitting life jackets must be worn on boats under 6m (20ft) when underway (moving) only unless the skipper says otherwise	Number of responses n=4229	% of responses
1. Most preferred option	395	9%
2	1642	39%
3	1597	38%
4. Least preferred	462	11%
Unsure / Don't know	133	3%

Base: Panellists participating in survey n= 4229

Q7Aiii. How do you think life jackets use should be regulated? Correctly fitting jackets must be worn on boats under 6m (20ft) when underway (moving) only	Number of responses n=4229	% of responses
1. Most preferred option	745	18%
2	1448	34%
3	1613	38%
4. Least preferred	272	6%
Unsure / Don't know	151	4%

Base: Panellists participating in survey n= 4229

Q7Aiv. How do you think life jackets use should be regulated? Correctly fitting life jackets must be worn on boats under 6m (20ft) at all times i.e. including when at anchor	Number of responses n=4229	% of responses
1. Most preferred option	1539	36%
2	436	10%
3	313	7%
4. Least preferred	1773	42%
Unsure / Don't know	168	4%

Base: Panellists participating in survey n= 4229

Q7B: Thinking about the question above, what do you think should be the exceptions to the regulations of wearing life jackets?	Number of responses n=	
Open text		

Appendix II Respondent profile

	All respondents n=4229	Percentages (%) n=4229	Statistics NZ Percentages (%) 2006 census data
Gender			
Female	1982	47%	51%
Male	2217	52%	49%
Prefer not to say/Unknown	30	1%	
Age			
15-24 years	116	3%	20%
25-34 years	335	8%	19%
35-44 years	798	19%	21%
45-54 years	977	23%	17%
55-64 years	898	21%	12%
65-74 years	670	16%	7%
75+ years	159	4%	6%
Prefer not to say/Unknown	276	7%	
Ethnicity (Multiple response)			
European	3859	91%	55%
Maōri	208	5%	11%
Pacific Peoples	123	3%	15%
Asian	145	3%	18%
Middle Eastern, Latin American, African	31	1%	1%
Other	0	0%	8%
Prefer not to say/Unknown	77	2%	
Local Board			
Albert-Eden	288	7%	7%
Devonport-Takapuna	222	5%	4%
Franklin	197	5%	4%
Great Barrier	5	0%	0.1%
Henderson-Massey	213	5%	8%
Hibiscus and Bays	356	8%	6%
Howick	285	7%	9%
Kaipātiki	256	6%	6%
Mangere-Otahuhu	91	2%	5%
Manurewa	100	2%	6%
Maungakiekie-Tāmaki	177	4%	5%
Orākei	338	8%	6%
Ōtara-Papatoetoe	56	1%	6%
Papakura	76	2%	3%
Puketāpapa	82	2%	4%
Rodney	336	8%	4%
Upper Harbour	132	3%	3%
Waiheke	70	2%	1%
Waitākere Ranges	216	5%	3%
Waitematā	403	10%	5%
Whau	145	3%	5%
Other/Prefer not to say/Unknown	185	4%	-

Demographics from People's Panel registration information