

# Stand Up Paddle Board Public Safety Recommendation

City Commission Meeting  
March 6, 2019

## The Hollywood Beach Safety Division

- The Division is registered as an Advanced (Highest Level) Lifesaving Agency with the United States Lifesaving Association (USLA). It is 1 of 2 Advanced Agencies in Broward County and 1 in 4 from Palm Beach South to Key West.
- The USLA certifies the standards and training programs of open water (beach) lifeguard providers, including recommending policies and procedures to minimize hazards and risks to beach patrons and beach safety professionals.
- The Beach Safety Division guards 4.5 miles of public beach and protects an estimated 7 million beach visitors annually. It operates 365 days a year, 9AM to 5PM October thru April and 9AM to 6PM, April thru October.

Year	Drowning Rescues	Medical Emergencies	Preventative Actions	Deaths
2017	183	115	93,654	0
2018	193	89	81,700	0

## **The Department has been asked to review current stand up paddleboard policies to evaluate changes being requested.**

This review included:

- Review of the current City Ordinance
- Input from Citizens
- Input from several City Departments including Police and Parks and Recreation
- Survey of Broward and Dade County Beach Safety Agencies
- Research on safe practices for recreational water use and statistics on drowning and deaths related to paddleboard and other water recreational uses
- An assessment of hazards and risks associated with requested changes
- An estimate for providing enhanced safety measures required to minimize death and injury risks

## Current City of Hollywood Ordinance Chapter 99: Municipal Beach

- Swimming in an area within 150 feet from the shore, except in designated vessel launching areas. Beyond 150 feet swimmers must have a "Diver Down Flag".
- Surfing from Franklin to Meade Street and Georgia Street to Azalea Terrace. Other areas of the beach may be designated for surfing at the discretion of the Fire Chief or his/her designee. Such areas will be designated by the appropriate Black Flag being posted in the area.
- The launching of non-motorized vessels is permitted between Meade Street and Custer Street, between Bougainvillea and Azalea Terrace and eastward of the beach access walkway south of 3101 South Ocean Drive and north of 3505 South Ocean Drive.

**The primary function of Hollywood's Beach Safety Division is to protect the public by minimizing hazards and risks associated with recreational water use.**

- Stakeholders include:
  - Residents
  - Visitors
  - Tourists
  - Swimmers
  - Water Sports Enthusiasts
  - Hotel Guests
  - Businesses
  - City Policy Makers
  - Emergency Service and Public Safety Providers
- The Division applies best practices and recognized safety standards to maximize public safety, minimize risk and perform due diligence in protecting the public from harm.

## Drowning and Injury Risk

- Swimming and other water recreational activities place individuals at greater risk of drowning.
- “Human factors such as swimming skill, aquatic safety knowledge, poor judgment, social pressures, trauma, inexperience, pre-existing illness, and intoxication are substantial contributors to drowning.” *Open Water Lifesaving, The United States Lifesaving Association Manual, pg. 104*
- “Most drownings are preventable through such means as restricting swimming areas, posting warning signs and fencing the perimeters of pools and waterways.” *Lifeguard Effectiveness: A Report of the Working Group. Atlanta: Centers for Disease Control and Prevention, pg. 1*
- “There are four activities (angling, sailing, jetskis and manually powered crafts) where the rate of accidental death is defined as high. Outdoor swimming is in the cusp of moderate to high risk.” *Science of Beach Lifeguarding, pg. 42*

### 10 Leading Causes of Unintentional Injury Death by Age Group, Florida Residents - 2017

Rank	Age Groups											All Ages
	<1	1-4	5-9	10-14	15-19	20-24	25-34	35-44	45-54	55-64	65+	
1	Suffocation 120	Drowning 61	Drowning 11	MVT Occupant 16	MVT Occupant 123	Drug Poisoning 242	Drug Poisoning 1,233	Drug Poisoning 1,110	Drug Poisoning 968	Drug Poisoning 693	Fall 2,817	Drug Poisoning 4,445
2	Drowning 6	MVT Occupant 10	MVT Occupant 7	MVT Pedestrian 13	Drug Poisoning 36	MVT Occupant 181	MVT Occupant 288	MVT Occupant 206	MVT Occupant 197	Fall 217	MVT Occupant 404	Fall 3,183
3	MVT Occupant 4	Suffocation 7	Fire / Flame 4	Drowning 10	MVT Motorcyclist 28	MVT Motorcyclist 103	MVT Motorcyclist 126	MVT Motorcyclist 81	MVT Pedestrian 111	MVT Occupant 176	Suffocation 233	MVT Occupant 1,612
4	Fire / Flame 1	MVT Pedestrian 6	Suffocation 4	MVT Pedalcyclist 7	MVT Pedestrian 22	MVT Pedestrian 36	MVT Pedestrian 92	MVT Pedestrian 72	MVT Motorcyclist 90	MVT Pedestrian 137	Unspecified 224	MVT Pedestrian 632
5	Natural / Environmental 1	Natural / Environmental 4	MVT Pedestrian 4	Drug Poisoning 4	Drowning 13	Drowning 24	Drowning 48	Non-Drug Poisoning 43	Fall 82	MVT Motorcyclist 86	Drug Poisoning 158	MVT Motorcyclist 574
6	MVT Pedestrian 1	Firearm 3	MVT Other / Unspecified 4	Fire / Flame 4	MVT Pedalcyclist 6	MVT Other / Unspecified 18	MVT Other / Unspecified 29	Fall 39	Drowning 52	Drowning 66	MVT Pedestrian 138	Suffocation 473
7	Firearm 1	MVT Other / Unspecified 3	MVT Pedalcyclist 2	Transport, Other 2	MVT Other / Unspecified 6	Transport, Other 7	Non-Drug Poisoning 26	Drowning 36	Non-Drug Poisoning 47	Suffocation 60	Drowning 112	Drowning 439
8		Other Specified, Classifiable 2	Pedestrian, Other 2	Other Specified, NEC 2	Transport, Other 4	Suffocation 5	Fall 21	Other Specified, Classifiable 24	Other Specified, Classifiable 28	Non-Drug Poisoning 41	MVT Motorcyclist 59	Unspecified 293
9		Pedestrian, Other 2	Struck By / Against 1	Suffocation 2	Non-Drug Poisoning 3	Firearm 4	Other Specified, Classifiable 13	MVT Other / Unspecified 18	MVT Other / Unspecified 24	Other Specified, Classifiable 36	Fire / Flame 57	Non-Drug Poisoning 197
10		Drug Poisoning 1	Non-Drug Poisoning 1	Fall 1	Fire / Flame 2	Non-Drug Poisoning 4	MVT Pedalcyclist 11	Transport, Other 15	MVT Pedalcyclist 22	Unspecified 34	Other Specified, NEC 55	MVT Other / Unspecified 167

Produced by: Violence and Injury Prevention Program, Division of Community Health Promotion, Florida Department of Health, Tallahassee, Florida 32399, (850) 245-4455  
 Data Source: Florida Department of Health, Bureau of Vital Statistics DeathStat Database  
 Data Notes: Injury Underlying Cause of Death, ICD-10 V01-X59, Y85-Y86  
 MVT - motor vehicle traffic, NEC - Not Elsewhere Classifiable

## Drowning and Injury Risk Reduction

- Drowning prevention is the primary function of the lifeguard's job and requires continual surveillance of the water and crowd to recognize people in danger or engaging in dangerous activities.
- Many victims of drowning go under water suddenly and do not show signs of a struggle, especially small children.
- Aside from Lifeguards, one of the best safety practices to minimize risk of injury is to use boundaries or zones to separate incompatible activities.
- Not only does separating activities reduce risk of physical harm, but it minimizes conflicts between users.
- When lifeguards have to address conflicts between users, it detracts from their surveillance activities putting the rest of the public at risk.



## Examples of Agencies and Research that support Separation of Activities

- *Open Water Lifesaving*, The United States Lifesaving Association Manual
- The World Health Organization's (WHO) new *Guidelines for Safe Recreational Water Environments*
- *Aquatic Safety Assessment & Recommendations*, Brevard County, Florida
- *Lifeguard Effectiveness: A Report of the Working Group*. Atlanta: Centers for Disease Control and Prevention
- *The Science of Beach Lifeguarding*, M. Tipton & A. Wooler
- *Washington State designated Swim Area Guidelines*, Washington State Department of Health
- Manual No. 1110-1-400 Engineering and Design, *RECREATION FACILITY AND CUSTOMER SERVICES STANDARDS*, Department of the Army, U.S. Army Corps of Engineers, Washington D.C.

# Separating Incompatible Activities

“There are a wide variety of activities practiced at aquatic areas. These activities are sometimes incompatible. Conflicts can arise which cause disputes and can threaten public safety. An effective practice in promoting beach and water safety is taking steps to separate incompatible activities. An obvious example of incompatible activities is motorboating and swimming. A swimmer can easily be injured or killed by a motorboat, so it is important to try to keep motorboats away from swimmers. Another example is surfing and swimming. On the beach, keeping ballgames away from sunbathing activities could be expected to reduce conflict and injury. Rules and regulations may also establish special procedures for participating in particular water or beach activities. Permits may be necessary for surfing or scuba diving and those activities may be restricted to established time periods. Evaluating these issues in advance and taking proactive steps to separate incompatible use can reduce the potential for injury, while enhancing the enjoyment of everyone.”

*Open Water Lifesaving, The United States Lifesaving Association Manual, pg. 126*



Signs divide swimming and surfing areas.  
Credit: B. Chris Brewster

# Coast Guard Designation of Paddleboard

- The U.S. Coast Guard (USCG) has determined that a paddleboard is a vessel in most situations and is required to have the same safety equipment as other small human-powered vessels such as canoes and kayaks
- Unless the paddleboard is being used within a “swimming, surfing or bathing area,” the paddleboard must have a USCG-approved life jacket for each person and a sound-producing device on board while on the water.

## Top 10 tips for stand-up paddleboarding

### COAST GUARD Compass

Official Blog of the U.S. Coast Guard

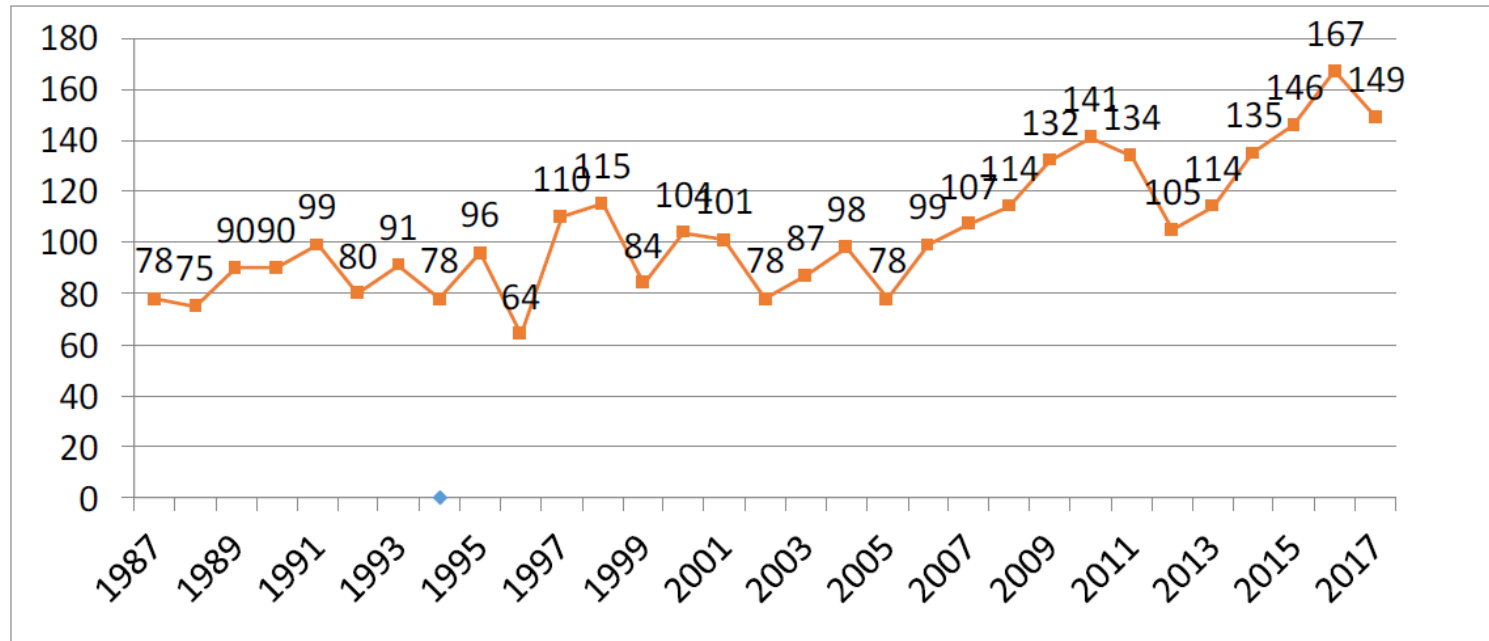
Whether you are a seasoned paddleboarder or new to the activity, here are some other tips when it comes to using stand-up paddleboards.

1. Wear a lifejacket and carry a whistle
2. Be a competent swimmer
3. Know how to [self rescue](#)
4. Know how to tow another board
5. Know the local regulations and [navigation rules](#)
6. Understand the elements and hazards – winds, tidal ranges, current, terrain
7. Know when to wear a leash
- 8. Be defensive – don't go where you aren't supposed to be and avoid other swimmers, boaters, paddleboards**
9. Use proper blade angle to be the most efficient paddle boarder
10. Take a safety [course](#)

# 2017 US Coast Guard National Paddlesports Fatalities

## USCG Recreational Boating Statistics

### Paddlesports Fatalities



Canoe, Kayak, & SUP Fatalities



## **We can Reduce Risk but not Eliminate it**

“Public education and separating incompatible activities can be expected to reduce the incidence of injury and death, perhaps markedly. They certainly demonstrate a sincere community effort to protect residents and tourists alike. These actions alone however, will not prevent drowning.

Despite best efforts, some will not be exposed to aquatic safety related public education. Others will ignore it. Still others, despite being knowledgeable, will overestimate their capabilities or simply be overwhelmed by unexpected water conditions.”

*Aquatic Safety Assessment & Recommendations Brevard County, Florida pg. 15*

# Survey and Comparisons

- The Department surveyed all guarded beaches in Miami-Dade and Broward Counties looking at size, attendance, length of guarded areas versus unguarded areas, and what activities are allowed and where they are allowed.
- Miami Beach and Ft. Lauderdale are the two closest in scope with respect to the parameters surveyed including; length of beach, number of lifeguard towers and number of visitors a year.

# Survey and Comparisons

## **Miami Beach:**

- 7.5 miles long
- Approximately 6 miles of guarded beach – not continuous/ approximately 1.5 miles of unguarded beach
- 36 lifeguard towers
- 15.2 million visitors in 2018 as reported to USLA

## **Ft. Lauderdale:**

- 6 miles long
- 3 miles of guarded beach – continuous/ approximately 3 miles of unguarded beach
- 20 lifeguard towers
- 3.7 million visitors in 2018 as reported to USLA

## **Hollywood**

- 4.5 miles long
- 4.5 miles of guarded beach – continuous/ 400 feet of unguarded beach north of Dania Pier
- 28 lifeguard towers
- 7.2 million visitors in 2018 as reported to USLA
- 2.0 miles long of unguarded beach Mizell-Eula/Johnson State Park



# Survey and Comparisons

## ACTIVITIES

### **Miami Beach:**

- Miami Beach considers the area 400 feet on either side of the lifeguard tower a guarded area (restricted swimming area) and recreational activities including watercraft are not allowed in these areas.
- Areas where the towers are separated by wider distances are considered unguarded or (non-restricted swim areas) and recreational activities that include watercraft are allowed in these areas.
- Surfboards, skim boards and sailboards are allowed south of 3<sup>rd</sup> Street to the Government Cut Jetty – 635 yards. Stand-up paddleboards are allowed also.
- Kiteboards are allowed in an the area of 25<sup>th</sup> Street and in any unguarded areas (non-restricted swim areas) north of 29<sup>th</sup> Street

# Survey and Comparisons

## ACTIVITIES

### **Ft. Lauderdale:**

- Ft. Lauderdale has two launch zones where manually powered watercraft are permitted to launch – kayak, stand-up paddleboard, inflatables, and outrigger canoes. Sail powered watercraft are also permitted to launch in these areas. Watercraft launched in these areas must remain beyond the vessel exclusion buoys when traversing north south. The buoys are 150 yards from shore.
- Ft. Lauderdale also has a Designated Activity Area between Lifeguard tower 16 and NE 18<sup>th</sup> street. If you consider the launch area at Tower 15 (Sunrise Blvd.) to be contiguous to the Activity area then it all adds up to 1800 yards.
- Watercraft permitted in the Designated Activity Area include surfboards, stand-up paddleboards, kayaks, inflatables, outrigger canoes. The watercraft in the Activity Area must be manually powered or wave powered e.g. surfboard.

# Survey and Comparisons

## ACTIVITIES

### **Hollywood:**

- Hollywood has two surfing areas: one in the north end from Franklin St. to Meade St. and one in the south from Georgia St. to Azalea Terrace. Surfing and stand-up paddling are allowed in these two areas. They add up to approximately 800 yards.
- Hollywood also has three launch zones: one at Meade Street, one at Azalea Terrace and one at 3105 S. Ocean Drive. 3105 S. Ocean Drive is only for kayaks and stand-up paddle boards. Kayaks, stand-up paddleboards, outrigger canoes and wind powered watercraft are allowed to launch at Meade Street and Azalea Terrace.
- Kite boarding is currently limited to launching at Meade Street on weekdays only and the area north of Dania Pier at any time.

# RECOMMENDATIONS

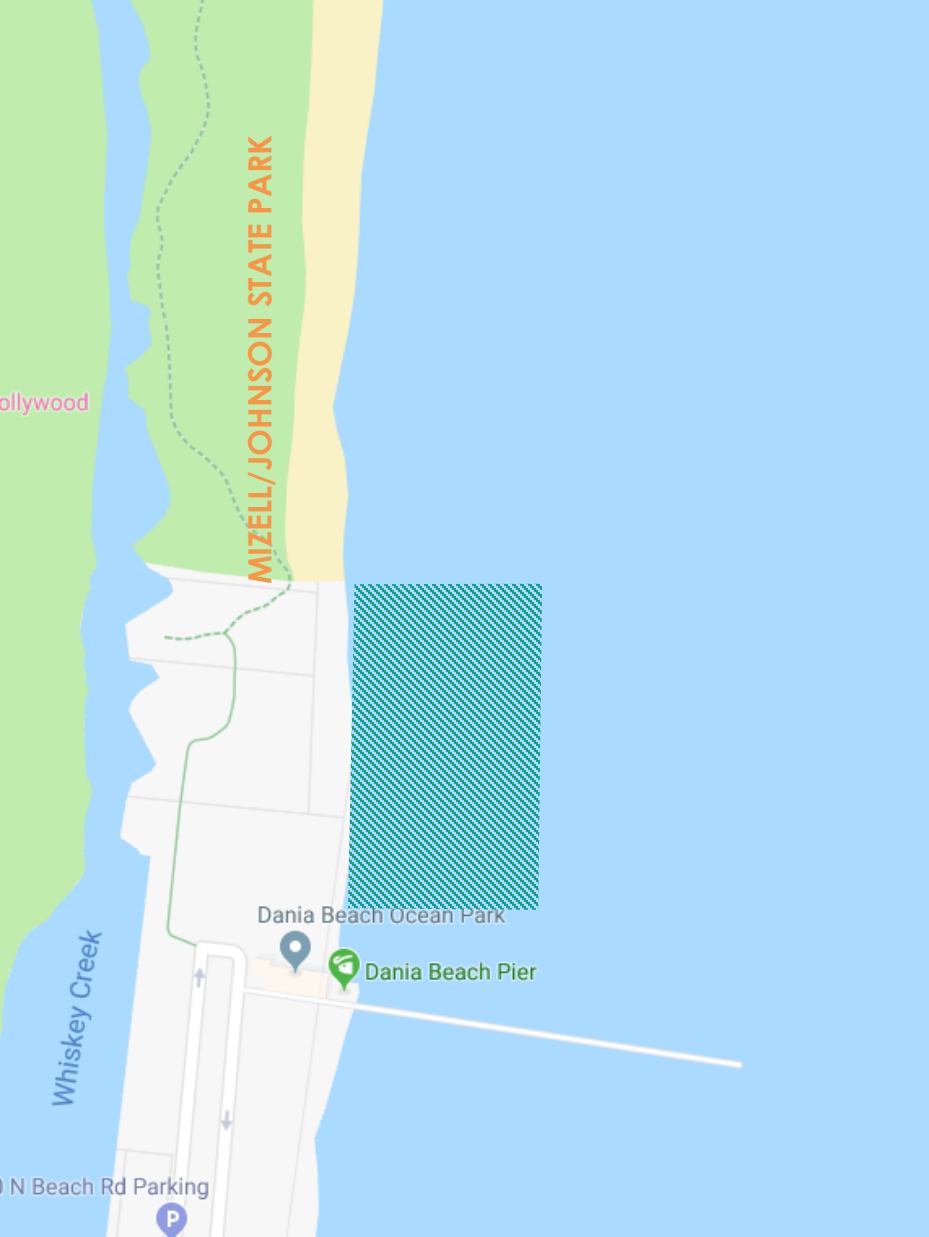
- LAUNCH ZONES EXPANSION
- ESTABLISHMENT OF OCEAN RECREATION ZONES

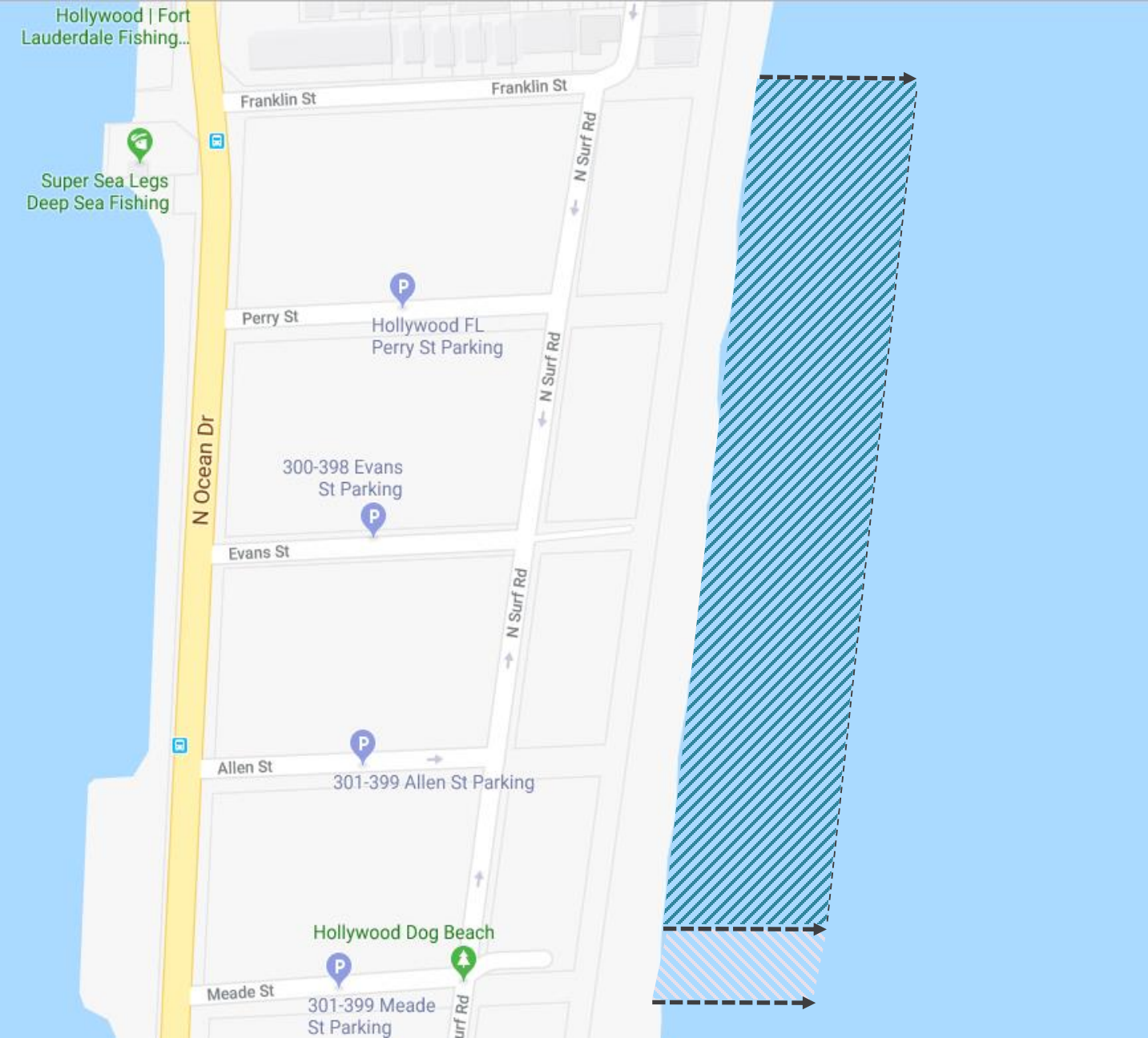
# Current

## CURRENT UNGUARDED RECREATION AREA

95 YARDS NORTH OF DANIA PIER.  
EXTENDS 400 FEET NORTH TO  
MIZELL/JOHNSON STATE PARK BORDER.

- Kite boarding
- Surfing
- Kayaking
- Stand-up paddling
- Skim boarding





# Current

### **NORTH SURF ZONE:**

MEADE ST. TO FRANKLIN ST. – 375 yards



Accessible to:

- Surfing
- Swimming/bathing
- Stand-up paddling

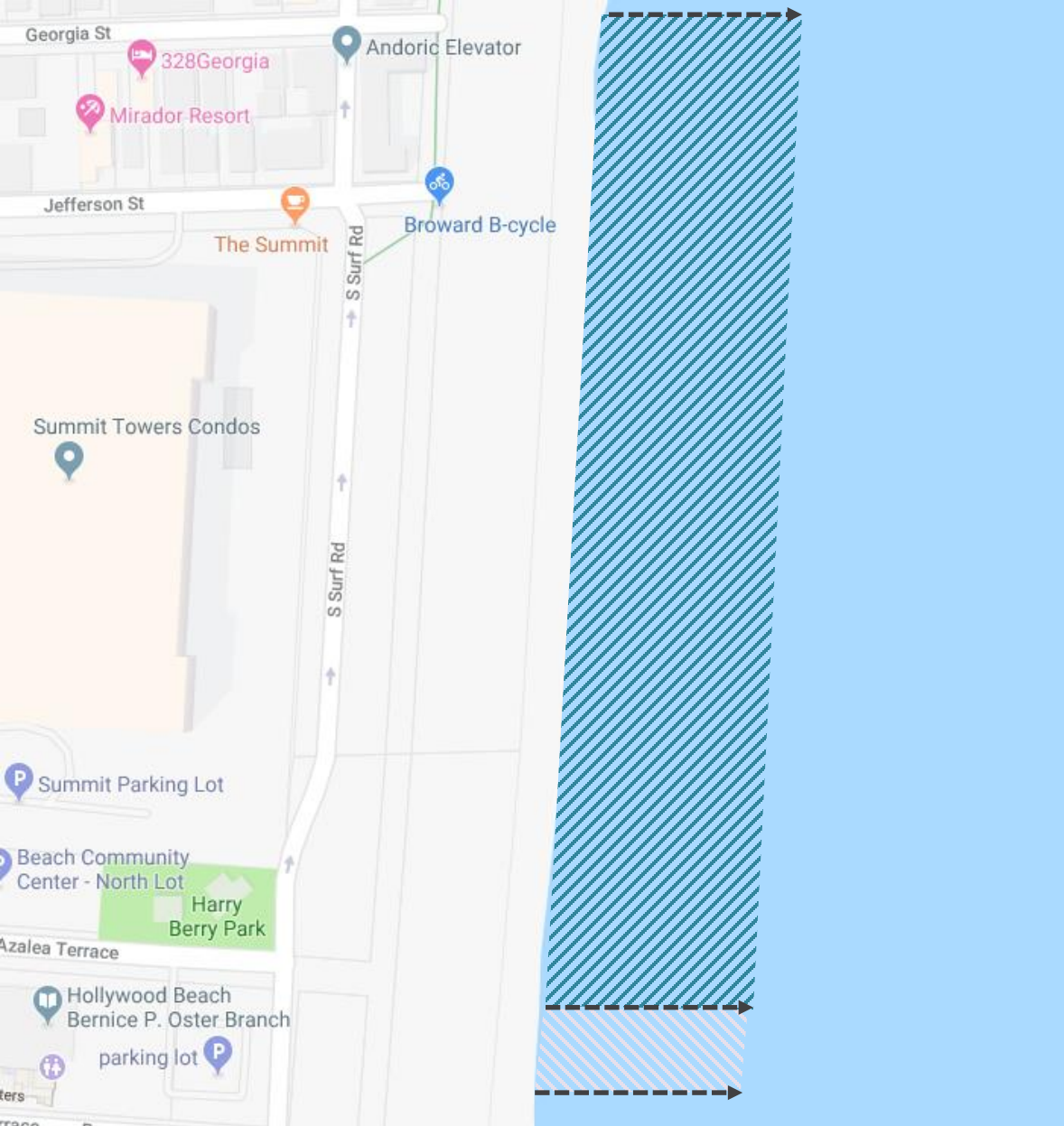
### **WATERCRAFT LAUNCH AREA**

MEADE ST. TO CUSTER St. – 95 yards



Launching of:

- Catamarans
- Windsurfers
- Kiteboards
- Small sailboats
- Kayaks
- Stand-up paddleboards



# Current

## CURRENT SOUTH SURF ZONE

GEORGIA ST. TO AZALEA TER. – 360 yards

Accessible to:

- Surfing
- Swimming/bathing
- Stand-up paddling



## WATERCRAFT LAUNCH AREA

AZALEA TER. TO BOUGANVILLE TER. – 75 yds.

Launching of:

- Windsurfers
- Small sailboats
- Kayaks
- Stand-up paddleboards





# Current

## CURRENT WATERCRAFT LAUNCH AREA SOUTH

3105 - 3505 S. OCEAN DR.

Launching of:

- Kayaks
- Stand-up paddleboards





# Recommendation

Our proposal seeks to expand launch zones for manually powered watercraft as well as expand the current surfing areas into recreation areas that will allow more ocean related activities. We also propose changes to the hours these activities will be allowed. The distance to shore requirement in non-recreation areas will also be updated.

## **ESTABLISHMENT OF TWO NEW DESIGNATED LAUNCHING ZONES**

- (1) Simms Street and (2) Hollywood Blvd.
- Watercraft allowed will be kayaks and stand-up paddleboards
- Channels are 75 yards wide and marked by three sets of buoys at 33 yards, 66 yards and 100 yards
- Launching zones are channels for launching and returning watercraft only
- Once beyond 100 yards watercraft may operate on a north south course

## **ESTABLISHMENT OF TWO NEW RECREATION AREAS**

- Expanding in size the current surfing areas
- The North Recreation Area will extend from the Dania Beach border (Dania Beach Boulevard) to Douglas Street
- The South Recreation Area will extend from Georgia Street to Eucalyptus Terrace
- Recreation areas will allow surfing, kayaking, stand-up paddle boarding, and skim boarding
- Wind powered watercraft will still be able to use the launching areas at Meade Street and Azalea Terrace. Kite Boarding will remain at Meade Street.
- Total area of the two recreational areas is 2,320 yards or approximately 1.3 miles

# Recommendation

## HOURS AND DISTANCE LIMITS

- Under the proposed changes stand-up paddleboards and kayaks will be allowed to launch and paddle until 10:00 am. Paddlers must be back on shore by this time.
- Kayaks and stand-up paddleboards may also launch after 4:30 pm during Standard Time and 6:00 pm during Daylight Saving Time if conditions present don't preclude it, e.g. high bather load, dangerous conditions.
- The bathing limit will remain at 50 yards from shore.
- All manually powered watercraft must remain 100 yards from shore when traversing north or south.
- It is our recommendation that vessel exclusion buoys will be installed at 150 yards, one in front of every lifeguard tower, to demarcate a visible limit for boaters and as a reference point for paddlers and Beach Safety personnel.

# Current and Proposed

## PROPOSED NORTH RECREATION AREA DANIA BEACH BLVD. TO DOUGLAS ST.

1 680 yards

Surfing, kayaking, skim boarding and stand-up paddling permitted throughout the proposed recreation area



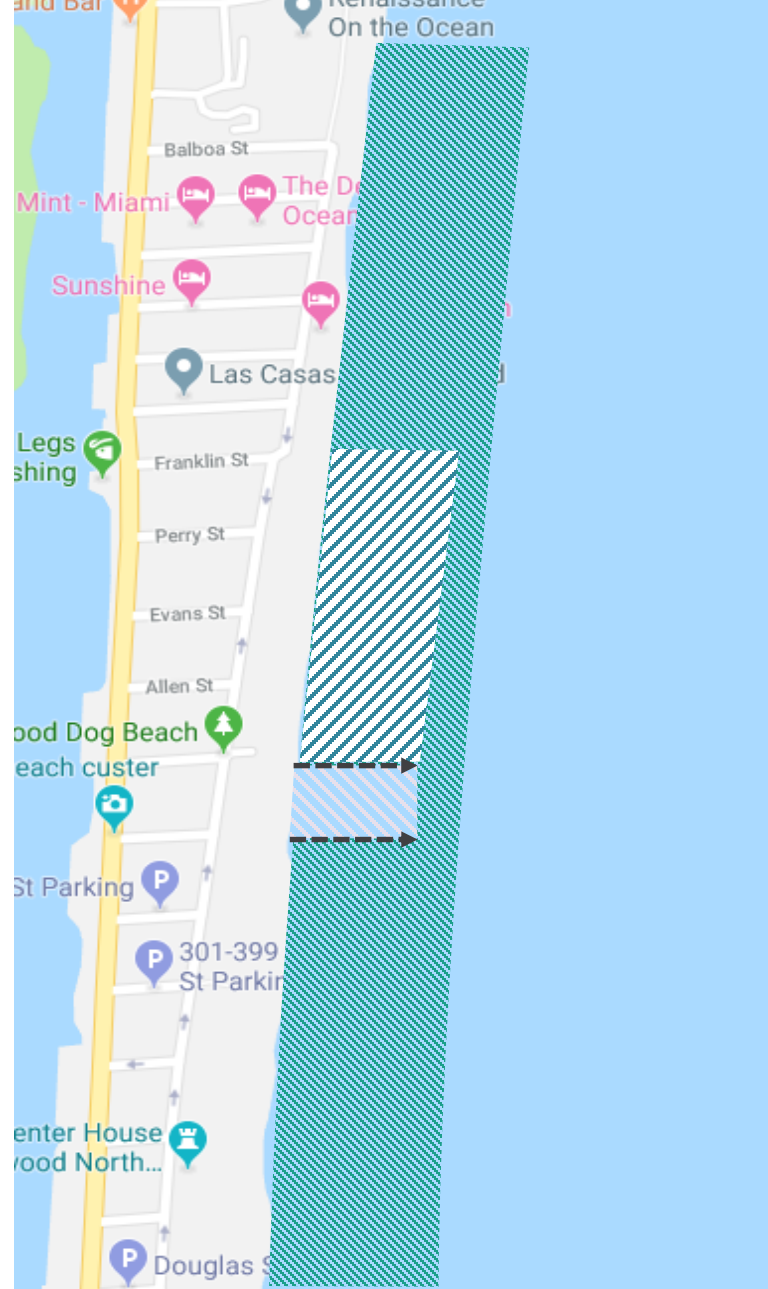
## WATERCRAFT LAUNCH AREA MEADE ST. TO CUSTER ST.

75 yards

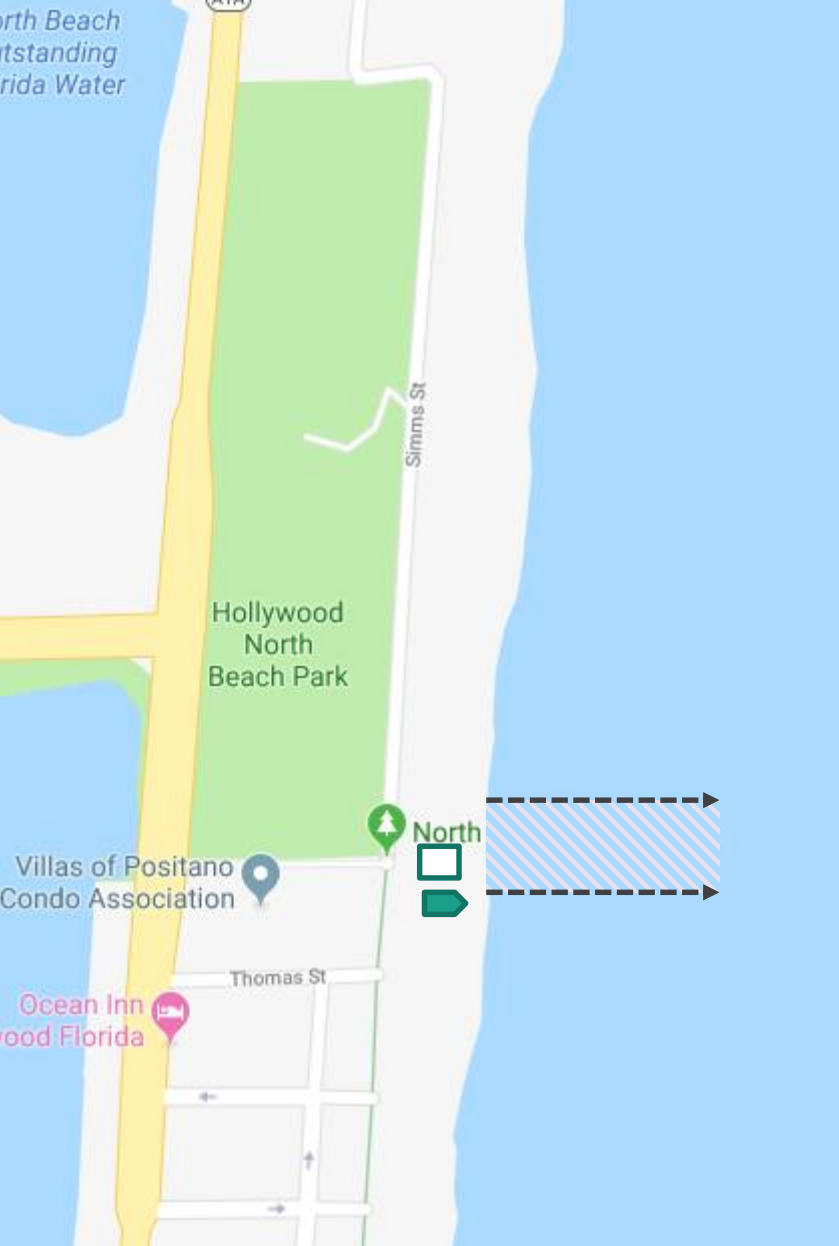
Wind powered watercraft, such as sailboats, windsurfers, kite boarders would continue to launch from the designated area at Meade Street





## CURRENT NORTH SURF ZONE MEADE ST. TO FRANKLIN ST. – 375 yards



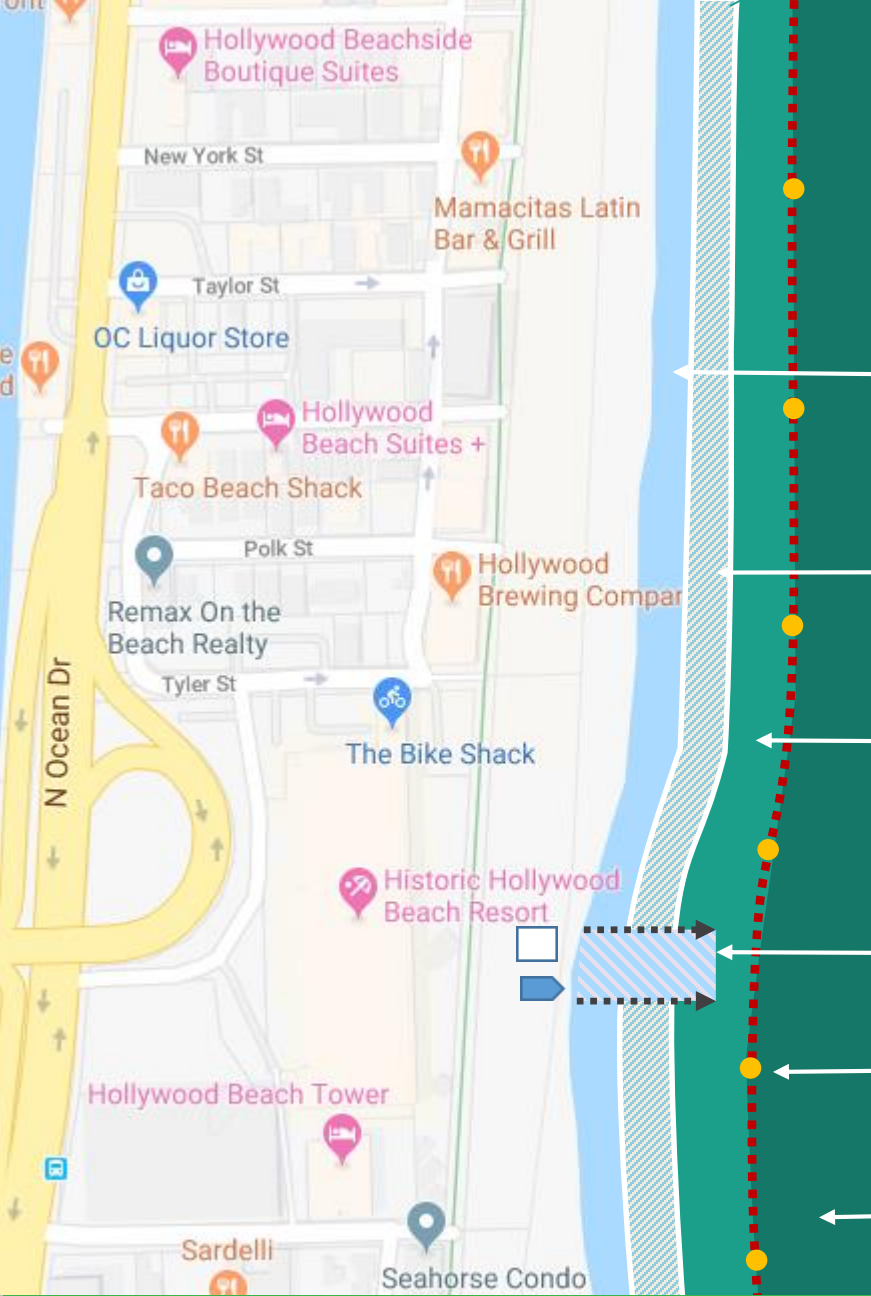
# PROPOSED ADDITIONAL KAYAK AND SUP LAUNCH AREA



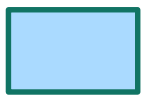
SIMMS ST. – 75 yards wide

- Launching limited to kayaks and stand-up paddle boards.
- Launch zone is only an East/West lane, not a surf area.
- Kayaks and stand-up paddle boards must remain 100 yards from shore when traversing North/South.
- Proposed location for additional PRWC (Jet Ski) 
- N8 – Existing Lifeguard tower 

# PROPOSED ADDITIONAL KAYAK AND SUP LAUNCH AREA



BATHING AREA SHORE - 50 YARDS



- HOLLYWOOD BLVD.
- Launching limited to kayaks and stand-up paddle boards.

BUFFER ZONE 50 - 100 YARDS



- Launch zone is only an East/West lane, not a surf area

SUP/KAYAK ZONE 100 - 150 YDS.



- Kayaks and stand-up paddle boards must remain 100 yards from shore when traversing North/South

SUP/KAYAK LAUNCH AREA 75 YARDS WIDE



□ - S2 – First Aid Station

EXCLUSIONARY BUOY

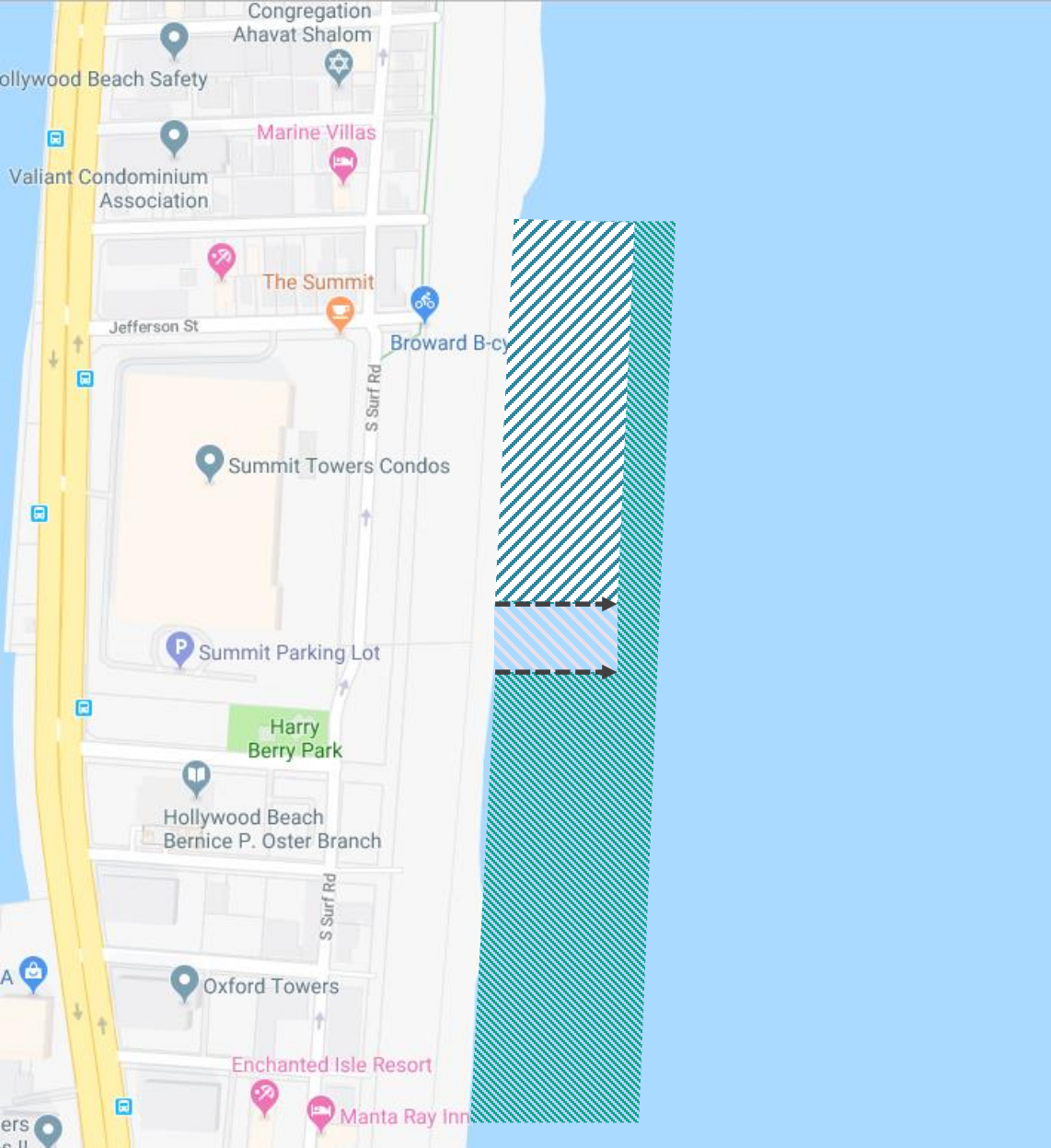


➡ - Current PRWC (Jet Ski) location

BOATING AREA



# Current and Proposed



## **PROPOSED SOUTH RECREATION AREA**

Georgia St. to Eucalyptus Tr. – 640 yds.  
Surfing, kayaking, skim boarding and stand-up paddling permitted throughout the recreation area



## **CURRENT SAIL CRAFT LAUNCH AREA**

Azalea Tr. To Bouganvilla Tr. – 75 yds.  
Wind powered watercraft such as windsurfers and small sailboats will continue to launch from the designated area at Azalea Terrace



## **CURRENT SOUTH SURF ZONE**

GEORGIA ST. TO AZALEA TER. – 360 yards



## ESTIMATED COST

- 2 PRWC (Jet Ski) - \$24,000
- 2 Rescue Sled - \$4,000
- 2 PRWC trailer - \$2,000
- 3 Rescue Boards - \$3,000
- Launch channel buoys – 30 x \$75 - \$2,250
- Signage and Safety Pamphlets– cost to be determined
- Supply and Installation of vessel exclusion buoys (highly recommended to maximize safety) –\$1300 X 29 = \$37,700
- Additional costs may be required for Consultant Services, Engineered Drawings, Surveys, Inspections, Soil Samples or Density tests and permits to Federal and State Agencies.

## **If the City Commission decides to proceed, we recommend:**

- 1) Implement the proposed recreation areas and additional launch zones
- 2) Monitor and evaluate during a six month trial period
- 3) Provide signage and public education
- 4) Provide additional public safety resources
- 5) Evaluate the impact after the trial period and amend the code of ordinances if required



# Conclusion

The Beach Safety Division exists to ensure the safety of sunbathers, swimmers, divers, surfers and paddlers on our beach. Some of these activities need to be separated due to possible dangers they represent to each other. This is the accepted best practice in other beach municipalities comparable to ours. It is our duty to consider the safety of all visitors in the decisions that we make.

The safety of all beach patrons is first and foremost in any decision made. The Beach Safety Division, in accordance with our current code of ordinances, reserves the right to suspend any activity deemed unsafe or to close portions of the beach due to the size of the crowd, weather, the ocean conditions or the nature of the activity.