

COAST GUARD

PROCEEDINGS

OF THE MERCHANT MARINE COUNCIL



MOTORBOAT SAFETY ISSUE

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Problems and Programs . . .

Proposed Federal Boat Safety Act of 1970 . . .

1969—Year of Progress for the Auxiliary

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COVERS

FRONT COVER: A Coast Guard boating safety detachment (BOSDET) is on the alert to prevent unsafe operation of pleasure boats. This BOSDET is one of 41 such units at work throughout the country.

BACK COVER: Flipper the Skipper offers a timely message for the boating season.

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OF THE MERCHANT MARINE COUNCIL

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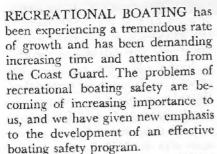
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PROBLEMS AND PROGRAMS

RADM Joseph J. McClelland, USCG Chief, Office of Boating Safety, Headquarters



It may appear that these problems have very little relationship to the shipping industry. I suggest that there are several areas of common concern. The environment is the same, and the hazards are similar; many items of marine equipment, such as lifesaving devices, are common on all types of vessels. Aids to navigation are of concern as much to the recreational boatman as they are to the ship master. The rules of the road affect all users on our waterways, and provisions affecting such items as navigation lights are of common concern.

Rear Admiral Joseph J. McClelland, Chief, Office of Boating Safety is a 1940 graduate of the Coast Guard Academy. He has seen service as Executive Officer of the icebreaker Northwind and Commanding Officer of the 327-foot cutter Bibb and has served in several administrative positions. RADM McClelland holds a Master of Arts degree in Education from Stanford University and a Master of Arts degree in International Affairs from George Washington University. He was appointed to flag rank in January 1969, and has held his present post since March of that year.

Environmental pollution problems are very much in the forefront these days. Pollution of the oceans and inland waters from oil and vessel wastes, and from sewage disposal, is a common problem.

The Coast Guard's Merchant Marine inspection program is an intensive, extensive safety program well known to the shipping industry. It could readily be considered as a pattern for insuring the safety and reliability of recreational boats, but



the standards required are of an entirely different nature, and a suitable inspection program must have a different approach. We do not intend to adopt similar procedures, and this approach may have a marked effect upon the vessel inspection program. I will cover this more specifically later.

There are other areas of common concern, but these which I have mentioned will, I hope, be sufficient to illustrate for you that this tremendously expanding recreational boating activity does relate directly to the shipping community. In addition, I am sure there are many boat owners reading this who are interested in what the Coast Guard is doing about boating safety.

STATISTICS

We estimate that there are over 8½ million recreational boats now in use, and we know that more than 300,000 new boats are being manufactured every year. More than 40

million people are estimated to go boating every year. That amounts to one boat for approximately every 25 people in our country, and about one out of every five persons goes boating. The boating business is a \$3.2 billion industry. Looking into the future, it seems certain that with increasing leisure time, with our society becoming ever more affluent, and with the areas and facilities for other types of recreation becoming more and more crowded, boating is going to continue to increase at an extravagant rate.

Inevitably, with this many boats and so many millions of people engaged in boating sports, there are going to be accidents. In 1969, 1,350 people lost their lives in boating accidents. These deaths, along with thousands of injuries and many millions of dollars' worth of damage to property, have brought the boating safety problem into the limelight and identified it as an important element of the public safety and consumer protection program.

There are a number of lesser boating problems, such as lack of uniformity in laws of States concerning numbering of boats and requirements for safety equipment. This is important for boatmen who move back and forth between jurisdictions, and the boating population is very mobile these days. This affects the manufacturers too, because it is difficult for any manufacturer with extensive distribution to know precisely how he must equip a boat or design associated equipment in order to comply with the laws.

There are problems with law enforcement also. As you know, present Federal boating laws apply only upon navigable waters of the United States. We know that approximately one-third of all boating accidents occur on waters that are solely under State jurisdiction and that almost one-half of all deaths from boating accidents occur on these waters. Thus, effective State boating safety programs are essential, and unfortunately not all

States do have such effective programs.

THE FOUR "E's"

In response to these problems, the Coast Guard has developed a program which basically includes four areas of activity. These are: Education, engineering standards, law enforcement, and a sort of catch-all which I call environmental concerns. Let me briefly consider each of these in turn.

Education

Education is, in my opinion, our greatest concern and yet our greatest opportunity. It is generally concluded from accident records that human error is the principal cause of boating accidents, since the specific cause is usually difficult to identify, and after all, the boatman is the last safety check in the chain of events which culminates in an accident. This error may result from lack of knowledge, lack of competence or judgment, or perhaps lack of information. There is, of course, an extensive educational effort in being. Several States have boating safety education programs, including courses given in the schools. The Coast Guard Auxiliary, the U.S. Power Squadrons, the American Red Cross, and other organizations offer free education courses all over the country. Hundreds of thousands of boatmen take advantage of these courses every year.

The Coast Guard and several of the States carry out modest public education programs through the public information media, through training films, and through displays at boat shows. Our boating safety detachments, which are mobile safety crews with a trailerable boat, do an outstanding job of public education. The combination of all these activities makes an educational program of considerable extent. We hope to improve this effort in the future by expansion and better coordination. We rely heavily upon the Coast Guard Auxiliary, and I anticipate significant increases in the Auxiliary's education program.

Engineering Standards

The purpose of a Federal boat safety standards program for recreational boats is to insure that the boat and associated equipment which reaches the consumer is reliable. Last year the Coast Guard responded to more than 31,000 calls for assistance from recreational boats. More than 48 percent of the search and rescue cases resulted from engine breakdown or boat systems failure of some nature. This would indicate that there is some room for improvement in the reliability of boats and their equipment.

The Motorboat Act of 1940 currently prescribes the Federal requirements for motorboats and equipment. The items regulated are limited to six specific items such as fire extinguishers, lifesaving devices, and navigation lights. No doubt the scope of these requirements was felt to be adequate in 1940, but the tremendous increase in recreational boating, technological changes such as the development of the inboard-outboard drive, and the use of new materials such as fiberglass in boat construction, have long ago created requirements far beyond these limited regulations. In addition, the development of factual information through collection of data in accordance with the 1958 Boating Act has helped to identify items for which regulations are needed.

Many States have developed their own safety requirements for State waters, and the boating industry has developed quite extensive voluntary standards for their own use. However, such voluntary standards do not provide the minimums needed, they are not universally accepted and followed, and there is no requirement for compliance. The Coast Guard is, therefore, now seeking new legislation which would update and expand Federal authority. It is intended to promulgate minimum safety stand-



Typical situation which effective boating engineering standards can help prevent

ards required for boating safety which will be established only where there is a demonstrated need. Such standards will be reasonable, and will be expressed in terms of performance insofar as practicable.

The 1940 act places responsibility for compliance with the law solely upon the boat owner/operator. This is true even for such things as backfire flame control equipment, which is almost always sold as an integral part of the boat. Responsibility for the design and construction of a boat, and for providing the boatman with a boat and equipment which meet Federal safety standards should properly lie with the manufacturer. A single set of standards, therefore, becomes mandatory. We intend to preempt the boating standards field in order that the manufacturer may more readily comply with the regulations, and the boatman will not have to be concerned when he moves between jurisdictions.

Enforcement

The Coast Guard's law enforcement activity with respect to boating involves enforcement of the requirements for equipment and numbering, and of the rules against reckless or negligent operation of boats. We work closely with the States, and in fact have cooperative agreements with the great majority of them. These agreements generally provide for joint enforcement of the law on waters which lie within the State and yet are navigable waters of the United States. We feel that local enforcement of the law with respect to

individuals is most effective, and through our proposal for a program of financial assistance we hope to encourage local law enforcement activity.

Environment

Those concerns of the boating safety program which relate directly to the environment include aids to navigation, the collection and dissemination of weather and marine information, and the efficient utilization of water areas by means of controls such as zoning. The Coast Guard is currently engaged in an extensive study of our Aids to Navigation System, and the needs of the Recreational Boatman are being kept very much in mind.

Presently the amount of weather information being disseminated to

the boatman is quite considerable. Those of you who go boating in many areas know that you can tune in to current weather broadcasts many times during the day. However, some boatmen simply neglect to tune in the weather, and many small craft aren't even equipped with radios. So we face a difficult problem in attempting to warn boatmen of impending squalls or heavy weather. Inability to reach the boatman while he is boating has resulted in a number of tragedies in recent years, such as the Coho Salmon disaster on Lake Michigan in 1967. We are hoping that a research and development effort will develop an inexpensive device for this purpose.

I am sure that zoning is going to come into greater use as our water areas become more crowded. Of course, we already have zoning of certain types, such as for anchorage and swimming, and we have speed limits in many places. No doubt areas will be set aside for water skiing and fishing, as well as for other purposes, as demand develops.

MEETING THE CASUALTY PROBLEM

It scarcely needs to be mentioned that the accident problem in boating is entirely different in nature from that with motor vehicles. A motor vehicle accident is almost always a collision with another vehicle, or at least an impact with some object which results in death and injury. Only a small minority of boating accidents are of this nature. The greatest single cause of deaths in boating accidents is drowning from capsizings or falls overboard. Thus the hazard of boating results largely from the environment.

This emphasizes what is perhaps our number one concern, the problem of lifesaving devices. The majority of drownings occur as a result of a sudden type of casualty in which there is no opportunity or time to get or put on a lifesaving device. Possibly as many as 1,000 of the 1,260 victims that drowned in 1969 did not have time to don a lifesaving device before going overboard. It appears that the only solution is to have the lifesaving device on or in hand at all times. At the very least, devices should be worn by all occupants when boating conditions are hazardous, and by children and nonswimmers at all times.

But how can we get people to wear life jackets? Much can be done through education, and regulations can have some effect. However, we hope to make the job easier by providing the boatman with a device which he will want to wear. Research and development assistance has been available recently in our efforts to determine how changes in design will affect the performance of flotation devices. We hope to use data from this study in conjunction with wear acceptability research to help us to develop improved specifications. This could significantly reduce the number of drownings.



Another project which has been in progress for some time is the updating and unification of the inland, western rivers, and Great Lakes rules of the road into a single set of U.S. rules, patterned generally after the international rules. A bill has been introduced before the house Committee on Merchant Marine and Fisheries to accomplish this.

Each of the sets of rules we are seeking to unify are, with some changes, still quite close to their original form. There are problems involved in asking three different groups of sailors to break with 100 years of tradition. But we believe the unified package to be a much improved version of all three sets of rules.

I hope that this brief article has indicated to you the balanced nature of our Coast Guard boating safety program. We hope that it will meet the needs of boating safety within the practical limitations of funds and resources. There are, however, two points which I would like to emphasize. First, although I have been talking about the Coast Guard program of boating safety, this Federal program can by no means operate successfully on its own. Full cooperation and coordination with the States is essential, and the extensive contributions of industry and of the many fine boating organizations are of paramount importance. The cooperation of all and the dedication of our legions of boatmen to boating safety are of the greatest value.

Secondly, I want to say that foremost in every element of this program is the interest of the boating citizen. It is the Coast Guard's mission to make his boating recreation as safe as reasonably possible, and yet insure that it will always continue to be recreation.

As part of the maritime community, I hope you will give whatever support you can to this challenging program.

PROPOSED FEDERAL BOAT SAFETY ACT OF 1970

RADM Joseph J. McClelland, USCG Chief, Office of Boating Safety, Headquarters

(Following is the text of the Coast Guard statement before the House Merchant Marine and Fisheries Committee on H.R. 15041 and identical bills. The statement was presented on March 23, 1970, by Rear Admiral Joseph J. McClelland, USCG, Ghief, Office of Boating Safety.)

MR. CHAIRMAN, members of the committee. It is a privilege and a pleasure to appear before you in support of H.R. 15041, which provides for a coordinated national boating safety program. This bill provides authority to establish minimum safety standards for boats and associated equipment, authorizes financial assistance to the States, directs that a Boating Safety Advisory Council be established, provides for the numbering of all undocumented vessels equipped with propulsion machinery, repeals the Federal Boating Act of 1958, and amends the Motorboat Act of 1940.

INTRODUCTION

Since enactment of the Federal Boating Act of 1958, and particularly during the last 2 years, the Federal Government, the States, and industry have developed their roles and responsibilities for boating safety. These are now fairly well established. The 1958 act aided greatly in defining responsibility by recognizing the need and establishing a basis for active State participation. It set forth

the policy of Congress promoting uniform laws concerning the boatman.

Since your committee hearings on a boating safety bill 2 years ago, we have worked closely with the States and with industry to develop a responsive and effective legislative proposal. We discussed the draft with your staff and incorporated your committee's recommendation that new legislation include existing statutory authority pertaining to boats as defined in the act. The shortcomings revealed by the hearings on the earlier bill have been corrected in H.R. 15041. Therefore, my remarks today pertain only to that and identical bills.

We can improve boating safety by providing the boatman with a boat built and equipped in accordance with the law, by educating him in safe operation and proper maintenance of his boat, and by giving him good information on the marine environment. We can do this in an effective manner without spoiling the fun in boating. Keeping in mind these broad objectives, and in the context of the bill's provisions, I will discuss deficiencies in our present authority, how the proposed bill will remedy these deficiencies, and how we propose to implement the legislation.

Safety Standards

1940 ACT INADEQUATE

The Motorboat Act of 1940 was responsive to the specific safety problems of recreational boating at that time. Thirty years of advances in engineering design and boat construction and the increase in recreational boats from some 1.8 million to over 8 million have made the 1940 rules inadequate. They are not broad enough in scope to meet modern needs. Not only are we unable to protect against the range of today's hazards, but we are unable to exempt certain types of boats from specific safety requirements which should not apply to them.

Some portable safety equipment such as a lifesaving device is approved by the Coast Guard and bears our approval number. For the present, at least, I feel that Goast Guard approval is warranted for these critical safety items. But most safety requirements for boats, engines and associated equipment can be met by compliance with performancetype standards, since they allow a maximum of design flexibility. They permit the manufacturer to take advantage of new technology, and provide the boatman with safety equipment at minimum cost, while retaining a competitive market.

Another problem is that the 1940 act places responsibility for compliance solely upon the hoat owner/operator. This is true even for such things as backfire flame control equipment, which is almost always sold as an integral part of the boat. Responsibility for providing the boatman with a boat and equipment

meeting Federal safety standards properly should lie with the manufacturer. A single set of standards is

therefore necessary.

The Federal Government cannot now preempt the hoating standards field. It is possible for States independently to establish safety standards and equipment requirements so varied as to make it difficult for the manufacturer to comply, and for the boatman to comply with the law when he moves between jurisdictions. These varying requirements also tend to raise the cost to the boatman, since the manufacturer must tailor his production for the area of boat use. These are some of the problems associated with safety standards.

DEVELOPMENT OF STANDARDS

How do we propose to implement provisions of the bill that correct these shortcomings? The most effective boat safety standards are those developed jointly by Government, the public, and industry. We intend to get this broad-based input to our standards-making program by pursuing the following course. The need for a standard will first be evaluated by the Coast Guard, usually based upon reports from within the Coast Guard or from the States. The need will be documented, including a statistical analysis of accidents and search and rescue assistance cases, or when pertinent an engineering evaluation which identifies a hazard before it results in statistics. The contribution the proposed standard will make to boating safety will be evaluated. A recommended method for developing the required Coast Guard standard will then be worked out.

The documents will be referred to the Boating Safety Advisory Council (BSAC) for review. Their recommendations will assist in the decision whether to establish a standards project, and just what the guidelines for development of the standards should be. In this regard, documen-

tation of need will be available at any time for public perusal.

In most cases we will work with the broad-based standards groups. If, for instance, an American Boat and Yacht Council (ABYC) advisory standard contains the essentials of what is needed in a mandatory Coast Guard standard, our staff will work with them to modify the format and content as necessary. If no standard exists, we would work with them in developing one. We expect that other interested groups and individuals would work along with us and the broad-based standards group. Once the draft standard is completed, the BSAC will review it. After this final review, the standard will be processed under the provisions of the Administrative Procedures Act for inclusion in the Code of Federal Regulations.

Although we anticipate working closely with the organized boating industry standards groups and with their trade associations, I emphasize that we also will make every effort to solicit and take fully into account the view of individual boat manufacturers. Generally, their opinions will no doubt be well presented by industry organizations, but there may be instances in which boat manufacturers wish to present directly their own special problems and circumstances. Not only will we be pleased to have these expressions, but we welcome and encourage their submission at every stage of the standardsdrafting process so that we can be certain that rules we promulgate will be reasonable, feasible, and, insofar as practicable, compatible with the situation of all boat producers.

In the final analysis, the purpose of this legislation is to enable us to promulgate standards that will enhance the safety of boating. Our overriding concern is to make boating safer and to this end the needs of safety clearly must govern. In most cases, we are confident that rules can be devised that will afford greater safety for the public and present no serious compliance problems for the

industry. Where a conflict appears to exist, it can usually be resolved with appropriate attention and discussion. But in those few cases where such agreement cannot be reached, there can be no question but that in our administration of the law the public interest in boating safety must prevail.

COMPLIANCE WITH STANDARDS

Once mandatory standards are promulgated, there must be a compliance system to assure that they are met. The boating industry has nearly 1,000 boat manufacturers, many accessory and equipment manufacturers, and thousands of distributors and dealers across the Nation. A complete Federal inspection program would be undesirable, impractical, and costly. A "manufacturer's responsibility" system can be effective and practical, and keep the paperwork to an absolute minimum for us and for the public and industry. In recognition of the advance planning required for a particular model year, we will provide manufacturers adequate time to comply with any new safety standard. In particular, we would avoid requirements that might result in a need to retool during production, unless a major safety hazard were found.

We will have a modest program of factory visits—on a random basis and on request-to assist the manufacturer in his compliance efforts and to observe his certification procedures. Each of our 12 districts will have sufficient staff to service the small manufacturer. We will also use testing laboratories, under contract to the Coast Guard, which will test boats and equipment purchased on the open market. We will bring any instance of failure to meet standards of these tested units to the manufacturer's attention. When a manufacturer makes timely disclosure in good faith of a defect in boat or associated equipment which he has certified to meet Federal regulations, and provides



prompt notification, such action will receive consideration in remission, mitigation or compromise of any penalty.

Each standard will be complete in itself and will have with it a test specification. This specification will tell the manufacturer how we will check compliance with the standard. It will establish in detail the requirements the product must meet. In most cases where testing would be an excessive financial burden to the low volume manufacturer, there will be a somewhat conservative empirical equivalent for the test specification.

CHAIN OF RESPONSIBILITY

With any boat which is not the product of a single manufacturerthat is, where any system or any item of associated equipment installed in or provided with a boat is not produced by the prime manufacturer-a chain of responsibility needs to be established. The manufacturer of each such system or item will be required to certify compliance with pertinent standards by appropriate statement on the invoice under which the system or item is shipped. Thus, at any level in the chain, these will be evidence that any item delivered down the line, and ultimately to the consumer, meets Coast Guard standards.

Each boat will have a plate or label attesting the fact that it meets Coast Guard safety standards. In addition to informing the buyer, the boat plate will show enforcement personnel that the boat was built to the required standards. It will still be the owner/operator's responsibility to maintain the boat properly and carry the re-

quired portable safety equipment. This is a continuation of his responsibility under present statute. Enforcement personnel will continue to check portable equipment, and additionally will be able to spotcheck certain of the construction standards. Where, as part of the enforcement process, an action for injunctive relief is contemplated against a domestic manufacturer, the Commandant will give notice to the manufacturer and afford him an opportunity to present his view before seeking the injunction.

EXISTING BOATS EXEMPT

Boats and associated equipment built prior to the effective date of any standard will, in general, not be required to meet that standard. However, the Secretary may require existing boats to meet a new standard which does not involve "substantial alteration"—for example the addition of a capacity or warning plate.

PRIORITIES FOR STANDARDS

I shall take a few moments to discuss those standards and regulations we are planning to develop. State boating administrators have strongly endorsed the need for boat-load capacity standards. Indeed, many States have already enacted laws requiring such standards, and requiring capacity plates. The need for capacity standards is well documented. In 1968, 610 fatalities resulted from boats capsizing, while 315 other fatalities occurred from falls overboard, overloading, improper loading or excessive power. Ninety percent of capsizing fatalities occurred from boats

18 feet or less in length. We intend, therefore, to develop regulations requiring capacity plates in those types of boats where the need has been demonstrated.

We also are convinced—as are the States—that lifesaving devices should be required on nearly all watercraft. At present, the Federal law requires such devices only on motorboats. Yet, of 1,203 drownings in 1968, about 25 percent occurred from boats not having propulsion machinery and therefore not required to carry lifesaving devices.

Before proceeding further with needed standards, I shall point out a practical problem which will result from Federal preemption of safety standards and changes in numbering requirements. Preemption will nullify any existing State standard which is not identical, and new legislation will be required in order that State officials may enforce the standard. Some State legislatures meet only every 2 years. Therefore, it may be necessary to grant exemptions in order to afford States the opportunity to bring their law into conformity with Federal law. Also, we intend to use the exemption where special local hazards exist so States can adequately regulate uncommon safety problems. It may be desirable to provide the States authority to require portable safety equipment in quantity greater than the Federal regulation, for example.

Continuing the review of needed standards, in a recent analysis of Coast Guard assistance reports, we found that 48 percent of recreational boating assistance cases could be attributed either to engine breakdown or system failures. It seems clear that system reliability on some recreational boats is not entirely satisfactory, since in fiscal year 1969 there were over 31,000 Coast Guard responses to assistance calls from recreational hoats. In the marine environment, breakdown is frequently a contributing cause to accidents. Safety and reliability go hand in hand. Although we have no intention of regulating general quality, since this is essentially self-policing in the marketplace, the system quality implicit in safety will help us to meet the problem. Performance safety standards should substantially reduce accidents and, at the same time, reduce demands on Coast Guard Search and Rescue Forces.

Statistics can be misleading at times. Our accident statistics show that about 70 percent of accidents are attributable to "fault of operator." But when we examine narrative accident reports, we can see a chain of avoidable circumstances leading to the accident. This is especially clear in work with fuel fires and explosions. Our present authority permits safety standards only with respect to ventilation and backfire flame control, and yet one inboard boat out of 1,900 has a reportable fuel fire or explosion each year. The boatman who fuels his boat and then tries to start the engine without checking the engine compartment for fumes makes a serious mistake-one that can cost his life. His mistake alone certainly did not cause that accident. There had to be fuel vapors in the boat, and a potential ignition source. His error-turning the ignition keymerely completed the chain of an accident waiting to happen. We believe that safety standards which would improve fuel and electrical systems could provide the boatman with a better, safer boat and equipment, thereby reducing the consequences of human error or neglect.

STANDARDS TO BE MINIMUMS

The proposed bill provides that safety standards will be minimumsand one of the criticisms often leveled at any safety program is that the minimums become the norm. We are fortunate in having both Government sponsored and industry programs which will assist in encouraging a general upgrading of safety. The Coast Guard Auxiliary courtesy motorboat examination program and the Boating Industry Association boat certification program are among those which contain standards probably not to be covered by mandatory Coast Guard standards. Continuation and expansion of these programs will certainly be in the interest of boating safety.

STATE PROGRAMS

The Federal Boating Act of 1958 has been a cornerstone of the boating safety program. Policy expressed in that act has resulted in increased State involvement in boating safety programs and improved coordination between the Coast Guard and the several States. This coordination is evidenced by cooperative agreements with 41 of the 53 jurisdictions. Through such agreements we are able to work together more closely, eliminating redundancy and achieving more uniform enforcement. Most of the States have boating safety laws which include the numbering system required by the 1958 act, Only three States and the District of Columbia do not have an approved numbering law. We are optimistic that these will soon join the others.

A number of factors support the need for greater State participation in boating safety programs. Approximately half of all fatalities occur in waters under sole State jurisdiction, while over one-third of all accidents occur on those waters. States have responsibility on waters under concurrent Federal/State jurisdiction too,

of course. This means that to attack the boating safety problem adequately, State participation is vital.

LAW ENFORCEMENT POLICY

While Federal preemptive measures are necessary to assure uniformity of safety standards, quite the contrary is true of enforcement and education. Concerning law enforcement generally, President Nixon has emphasized the critical need for decentralizing Government. Historically, the concept of a Federal Police Force has been repugnant and has been consistently rejected. Our goal, therefore, is to minimize Federal involvement in law enforcement actions directly involving the individual. On waters of the United States where both Federal and States authorities have jurisdiction, we look to State and local jurisdictions to enforce those safety requirements with which the operator must comply. Police activity related to the individual should remain a State function. Federal enforcement should be provided only where reasonable State capabilities are unavailable-particularly in coastal watersor when safety violations are observed by Coast Guard forces. From a purely economic viewpoint, it is less costly to enforce the law on internal waters with State and local officials than with Coast Guard personnel.

EDUCATION IN BOATING SAFETY

As for education, we all recognize that educating the boatman is a key element of any boating safety program. It presents a most difficult problem because an estimated 40 million people are involved. Even if we assume that, on the average, only two persons operate a given boat, we are still talking about some 17 million people. In sheer magnitude it is a staggering task, but many thousands of dedicated people are working at it. Indeed, the educational role is one we all share—industry, Federal and



Photo Courtesy Graydin DeCamp, CINCINNATI POST AND TIMES-STAR

SAFE OPERATING PRINCIPLES will always be the responsibility of the individual boatman. Failure to accept this responsibility may result in the worst kind of penalty—an accident. In the case above, a 17-foot runabout powered by a 75 h.p. engine was running at high speed when its operator saw three fishermen in a boat anchored in his path. As he swerved to miss the fishermen, he misjudged the distance and ran up the river bank onto a parked car.

State governments—together with the many fine nonprofit public organizations.

SUPPORT FOR STATE PROGRAMS

Considering these various factors, the National Association of State Boating Law Administrators passed a resolution requesting the Congress to "... give immediate consideration and support to a Federal matching grant program for enforcement of recreational boating safety laws and directly related safety programs..." They noted that State programs must be increased in quantity and quality.

The States estimate that they are now spending about \$12 million on boating safety programs. The administration proposal includes authorization for a \$5 million financial assistance program. We feel that this would encourage greater State participation and improve uniformity

among the various States laws, since one of the requirements for participation is substantial conformity with the model State Boat Act. Federal assistance will be granted to the States on a descending scale over the 5-year period authorized by the bill. Thus, to qualify for the same amount of assistance during each of the 5 years, a State would have to show a proportionate increase in its own funding level each year. The bill authorizes a maximum Federal share of 75 percent of the total annual cost of a State program the first year. No more than 5 percent of the total Federal appropriation for any year may go to one State, or to one or more National nonprofit public service organizations.

We are seeking improvement in two other areas of Federal/State Program Efforts—Numbering and Casualty Reporting. Under present law, motorboats of more than 10 horsepower are required to be num-

bered. State boating law administrators have urged by resolution that all undocumented vessels be numbered. The model State Boat Act also contains this provision. Since the major portion of our safety problem consists of those undocumented vessels equipped with propulsion machinery, we are suggesting that the next step in increasing the number of vessels to be covered by numbering provisions should cover these.

Casualty reporting provisions of the Federal Boating Act of 1958 suffer from the same problem of specificity as the standards provisions of the Motorboat Act of 1940. Broadened authority is needed to achieve uniform reporting and an adequate statistical base. This would improve our ability to analyze program effectiveness and evaluate the need for safety standards. At the request of the States, we intend to provide accident report copies to the State of registration when the accident occurs in some other State.

BOATING SAFETY ADVISORY COUNCIL

I am anticipating a healthy and productive relationship with the Boating Safety Advisory Council. Some concern has been expressed by both States and industry that we might not make full use of the council and that its composition would not be representative. The language of the bill is rather general in these respects, and I believe that it should be because of the rapidly changing nature of recreational hoating, developing technology, changing organizational concerns and interests, and the administrative difficulty of convening an advisory body of precisely defined composition. Too much specificity in the law would hamper the commandant in constituting and using the council effectively.

MEMBERSHIP OF COUNCIL

Nevertheless, I can understand the concern of industry and the States and therefore want the record to reflect our intentions concerning the makeup of the council and its functions. With respect to size, I believe that a council not to exceed 20 members would be adequately representative, would provide sufficient breadth of expertise and experience, and would not be so large as to be unwieldy.

The bill provides for membership from Federal, State and local governments, boat and associated equipment manufacturers, boating organizations, and the general public. These interests group into three categories: Government agencies (other than the Coast Guard) concerned with boating safety, the boating industry, and the boating public. In my view, except for Federal and local government, approximately equal representation from each of these three categories would be most effective. We propose to use the following guidelines:

- (1) Membership from Federal and local governments to be minimal, that is, one or two.
- (2) Representation from State governments and each of the other two categories above to be approximately equal; that is, one-third, and in no case less than one-fourth, of the total membership exclusive of Federal and local government members.
- (3) Individuals shall be selected for their expertise and experience in boating safety matters, and for their ability to render advice over a broad range of subjects leading to the determination of policy governing the Coast Guard's boating safety program.
- (4) Industry members shall be drawn from as broad a hase within industry as possible.
- (5) Boating public members shall be as broadly representative as possible of boatmen.

CONSULTATION WITH COUNCIL

As for consulting with this group, we intend to make maximum use of the council for advice on important boating safety matters, not just safety standards and those regulations which must be referred to the council. For example, I would expect to request the advice of the council on major legislative proposals or regulations that would have substantial impact upon boating safety. At the same time, I do not consider it wise that the Coast Guard be bound by a requirement to consult with the council on every matter, such as those of minor or administrative nature, nor is it reasonable to burden the BSAC with such administrative detail. Otherwise, the orderly administration of the boating safety program could be hindered.

It is our plan that the capability of the council be extended by the establishment of panels to the council. Such panels might be oriented toward boat and associated equipment standards, boating safety education, law enforcement, and environmental concerns. Panel members may or may not be members of the council, but will be persons with special interest or expertise in the panel program. We will suggest to the council that it designate and prescribe procedures for such panels as the council considers desirable.

MISCELLANEOUS PROVISIONS

Penalty Administration. Penalty administration at present is cumbersome and often arbitrary. The Coast Guard must assign the mandatory maximum penalty to any boatman cited in violation of regulations, implementing the provisions of the Motorboat Act of 1940. Mitigation can only result through additional correspondence, including a specific request from the boatman for such mitigation. Also, uncollectible penalties and criminal violations must be taken to a U.S. attorney whose higher priority problems virtually guarantee delay in prompt action.

By use of the words "not more than" in Civil and criminal penalty sections, complete flexibility over the range of zero-to-maximum is provided. Mitigation can occur without resort to burdensome administrative procedures. Authority to refer certain civil penalties to a Federal magistrate for prompt action similarly overcomes the delays inherent in the system of referral I noted a moment ago.

Summary Termination. Although we can cite boatmen for certain unsafe practices (including reckless or negligent operation), no authority short of actual arrest now exists to direct these boatmen to return to port if they violate a regulation or standard so as to create an especially hazardous condition. The nature of the marine environment makes arrest procedure cumbersome and somewhat impractical. Illustrative of the problem is the overloaded boat whose operator is cited but which continues to cruise in an overloaded condition. Under the authority contained in the bill, we intend to cite violators, and if the degree of hazard warrants, direct that the violation be remedied immediately.

Rendering Assistance. A "good samaritan" provision is needed to protect the boatman who goes to the assistance of his fellow boatman. This tradition of the sea is one that should be continued among recreational boatmen without fear of future legal responsibilities, assuming reasonable, prudent action is taken.

Coast Guard Auxiliary. Section 32 authorizes Coast Guard Auxiliary assistance for promotion of boating safety on State waters at the request of a State government. This is a further step to encourage greater State participation in boating safety programs, particularly education and patrol activities in this instance.

SUMMARY

In summary, I look at the respective roles of Federal and State Governments, industry, and the general public in the following manner.

The Coast Guard should prescribe minimum standards to the extent necessary to ensure that a safe, reliable boat and associated equipment reach the boatman. The manufacturer should be responsible for building to these standards. For the reasons stated earlier, this form of regulation should preempt State and local jurisdictions as their laws might affect the manufacturer.

The Coast Guard should regulate the individual only to the extent that his actions may affect the safety of others, and only to the extent that State and local enforcement capabilities are inadequate on waters of joint jurisdiction. We are not withdrawing from enforcement, and we will continue efforts to cooperate to the fullest extent and to provide enforcement where needed. But the principle seems well established that law enforcement should primarily be the concern and responsibility of State and local jurisdictions.

The boatman should be responsible for the maintenance of safety standards on his boat, particularly where failure to do so may have impact on his fellow boatmen or on his passengers. Compliance with principles of safe operation is likewise an

important responsibility.

I am convinced that adequate safeguards have been included in this bill to assure industry and the public reasonable relief from arbitrary safety regulation. Flexibility to respond to new safety problems is tempered by the requirement to demonstrate need, seek the advice of the Boating Safety Advisory Council, consider the reasonableness of a proposed regulation or standard, and consider the extent to which it will contribute to boating safety. An important responsibility of the Boating Safety Advisory Council will be to assure that problems of the small manufacturer are adequately weighed.

With respect to Federal/State activities on waters of concurrent jurisdiction, we expect this legislation to result in even greater coordination of effort, particularly in operations. Redundant boardings by Federal and State officials should virtually disappear.

The administration urges you to report favorably on H.R. 15041.

NATIONAL SAFE BOATING WEEK, 1970

By the President of the United States of America

A Proclamation

The pleasures of boating are known to many. Unfortunately, the potential hazards of boating are not so well known. As thousands of our fellow citizens take to the already-crowded waters each year, the potential danger to themselves—and to those who have enjoyed this pastime for many years—becomes increasingly apparent. Boating is and should be enjoyable, but it will remain that way only if the safety of all those engaged in boating is insured by knowledge and practice of boating safety rules.

Recognizing the need for emphasis on boating safety, the Congress, by a joint resolution approved June 4, 1958 (72 Stat. 179), has requested that the President proclaim annually the week which includes July 4 as National Safe Boating Week.

NOW, THEREFORE, I, RICHARD NIXON, President of the United States of America, do hereby designate the week beginning June 28, 1970, as National Safe Boating Week.

The theme for National Safe Boating Week 1970 reminds us, "Safe Boating Is No Accident." As insurance against accidents, I urge the American boatmen to take advantage of the numerous courses available in boating safety.

I also invite the Governors of the States and the Commonwealth of Puerto Rico and appropriate officials of all other areas under the United States flag to provide for the observance of this week. And to the many fine organizations who will voluntarily give of their time during this year's observance, I offer my appreciation in advance.

IN WITNESS WHEREOF, I have hereunto set my hand this 21st day of January in the year of our Lord, nineteen hundred and seventy, and of the Independence of the United States of America the one hundred and ninety-fourth.

RICHARD NIXON

COAST GUARD

BOATING

PUBLICATIONS

CG-151 "Emergency Repairs Afloat"—Because almost half of search and rescue cases involve mechanical breakdowns, this publication was created in an effort to help the boatman to help himself. The pamphlet does not try to replace owners' manuals, but rather offers basic advice on how to handle simple problems aboard boats before they turn into major distress situations.*

CG-290 "Pleasure Craft"—This pamphlet explains the Federal laws pertaining to recreational boats and offers a variety of safety and related information.*

CG-340 "Recreational Boating Guide"—This 93-page booklet also details the Federal laws, but much more extensively. In addition, it offers comprehensive information on boating safety and other items, such as emergencies, the Auxiliary, rules of the road, etc. Available for 45 cents from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

CG-357 "Boating Statistics"—This is the annual report by the Coast Guard on boating accidents. The information is broken down in several different ways.**

"Overloading and improper loading"—A flier emphasizing those dangers and offering preventative actions.*

*Available from local Coast Guard sources.

**Available from Commandant (BBA), U.S. Coast Guard, 400 7th St. SW., Washington, D.C. 20591.



AUXILIARY OPERATIONS-Through increased safety patrols, the boatman in distress can get more immediate assistance.

1969—YEAR OF PROGRESS FOR THE AUXILIARY

"The biggest and best ever" is the only way to describe the year which the U.S. Coast Guard Auxiliary had in 1969. Marked by an increase in membership and an increase in activity, the Auxiliary moved ahead on all fronts. A look at the Auxiliary and its accomplishments will evidence these advances.

The Auxiliary member is a volunteer dedicated to recreational boating safety. He (or she) devotes time and efforts aiding the Coast Guard to carry in out its mission of promoting safety and fostering a wider knowledge of the laws, rules, and regulations pertinent to recreational boating. In 1969, their number increased from just under 26,000 to nearly 28,500, or approximately 10 percent.

Growth in membership was accompanied by an intensification of Auxiliary activity. The three basic Auxiliary programs—Public Education, Courtesy Motorboat Examination, and Operations—made significant advances in 1969. Auxiliary programs serve a threefold purpose.

Public education courses strive to make the boat operator knowledge-able and safety conscious. Courtesy examinations attempt to insure that the operator's boat is well-found and free of obvious hazards to safety. Operations serve the boatman in distress, and take the form of safety patrols and search-and-rescue missions.

In terms of enrollees, the public education courses experienced a growth of approximately 15 percent.



COURTESY EXAMINATIONS are comprehensive, and cover the more obvious hazards to safety.



A qualified Auxiliary instructor works closely with a PUBLIC EDUCATION class in the fundamentals of chart use.

Over 400,000 people participated in this program in 1969. The courses are taught by qualified Auxiliary instructors and cover the rudiments of safe boating and, in the eight-lesson course, deal with maneuvering, charts and compasses, marlinspike scamanship, aids to navigation, and legal requirements.

The Courtesy Motorboat Examination program is a cornerstone of Auxiliary activity. The courtesy examination is conducted only upon the request of the boat owner, and no report of a boat failing the exam is

submitted to any law enforcement agency. The "Seal of Safety" decal is awarded to those boats which have met not only Federal requirements but also certain additional requirements specified by the Auxiliary.

The courtesy examination is free, and encompasses such items as life-saving devices, fire extinguishers, distress equipment (flares, etc.), lines, fuel tanks, ventilation, and backfire flame arresters. In 1969, nearly 200,000 examinations were performed, representing a 15-percent increase over Auxiliary effort in 1968.

While the examination cannot "guarantee" a safe boat, it is extremely valuable in eliminating major hazards to safety. Furthermore, it impresses upon the boat owner the fact that safe boating is dependent upon a well-found boat as well as a safe operator.

Operations represent what might be called the "corrective" function of the Auxiliary. Through operational activities, the Auxiliary is increasingly capable of rendering assistance to boatmen in distress. In 1969, over 30,000 assistance missions and

patrols were performed by Auxiliarists. Some of the rescue efforts were of such a vital nature that an estimated 276 lives were saved during 1969 alone.

The Coast Guard Auxiliary in 1969 was characterized by increased activity in all areas of endeavor. In the years ahead, as it did in 1969, the Auxiliary can be counted upon to help the Coast Guard honor its motto, "SEMPER PARATUS." &

1969 AUXILIARY STATISTICS as of 31 December

Membership	28,479
Courtesy Motorboat Exam- ination (1969)	192,011
Enrollees, Eight-Lesson Public Education Course (1969)_	42,569
Enrollees, One-lesson Public Education Course (1969)_	354,044
Total Patrols and Assistance Missions (1969)	30, 248



SEAL OF SAFETY DECAL—the mark of a well-found boat.

BOATING ACCIDENTS

For calendar year 1969, 5,239 vessels were involved in 4,067 recreational boating accidents. These acci-

dents resulted in 1,350 deaths, 1,004 injuries and \$6,371,900 in property damage. The accompanying table

gives the results of boating accidents for the last 5 years.

TYPES OF CASUALTY							RESULTS OF BOATING ACCIDENTS								
	FATALITIES					INJURIES					AMOUNT OF DAMAGE (DOLLARS)				
	1965	1966	1967	1968	1969	1965	1966	1967	1968	1969	1965	1966	1967	1968	1969
Grounding	12	19	7	6	22	49	84	50	46	38	455,200	860,700	649,500	597,100	855,70
Capsizing	549	621	621	610	562	19	87	50 79	97	38 64	134,600	213,400	256,100	367,800	324,90
Flooting	41	41	35	37	66	1	4	13	7	9	36,200	113,000	171,300	137,900	249,00
Sinking	152	101	91	103	50	3	9	9	26	19	580,400	955,900	421,200	514,800	475,30
Fire or Explosion of Fuel	18	23	14	17	14	214	295	206	206	155	1,391,300	1,689,800	1,269,800	2,047,700	1,885,30
Other Fire or Explosion	2		5		2	12	24	20	13	5	491,200	1,337,600	948,900	985,000	239,80
Collision with Another Vessel	38	65	24 38	59	45	243	571	465	413	310	824,800	1,210,100	1,037,400	1,147,800	1,082,90
Collision with Fixed Object	29	32	38	58	47	92	107	182	143	156	254,500	474,900	669,700	535,000	804,70
Striking Floating Object	24	10	13	22	23	29	12	34	26	29	364,600	269,900	416,500	160,700 135,000	321,70
Other Casualty to Vessel	58	37	43	38	23	7	21	26	20 87	24 46	107,300	177,200	198,000	2,000	104,80
Falls Overboard	340	315	338	315	351	9	39	60		7	1,700	30,700	9,300	2,000	10,10
Falls Within Boat Struck by Boat or Propeller		2	16	14	10	12	168	15 85	15 83	47	100,700	1,200	200	100	50
Other Personnel Gasualty	89	21 29	65	56	10 135	77	110	121	102	95	300	1,200	5,700	700	11,20
TOTAL	1360	1318	1312	1342	1350	927	1555	1365	1284	1004	4,742,800	7,334,500	6,054,100	6,631,600	6,371,90

LOSS OF LIFE

Vessel capsizings continue to account for more of the lives lost in boating accidents than any other type of casualty. 587 vessels capsized in 1969, causing 562 fatalities. The vast majority of capsizings are caused by some fault of the operator in his handling of the vessel. Foremost among these faults are: Overloading or improper loading of the boat; lack of operating experience; ignoring weather warnings, and boating in adverse weather.

PERSONAL INJURIES

Collisions with other boats or with a fixed object continue to account for more of the personal injuries than any other type of vessel casualty. A total of 2,838 vessels were involved in collisions, causing 466 injuries. The principal cause of these collisions was the failure of the operator to maintain a proper lookout. The increasing popularity of water skiing has contributed to this safety problem.

Also 371 fires or explosions of vessels resulted in the second largest number of personal injuries, 160.

PROPERTY DAMAGE

Fires or explosions continue to account for the greatest amount of property damage, with vessel collisions responsible for the second largest amount. \$2,125,000 was lost due to fires or explosions while \$1,887,000 worth of property damage was caused by collisions with other vessels or fixed objects. The majority of the cases of fires or explosions, where the cause of the accident could be determined, were due to: Operator negligence, such as improper installation or maintenance of engine or equipment; disregard of safe fueling practices; and lack of operating experience.

LIFESAVING DEVICES

There were 1,260 drowning victims for 1969. Of these, 47.8 percent were known to have had lifesaving devices available. Of those that had lifesaving devices available, 81.2 percent did not use them or used the devices improperly. No conclusive data are available concerning the number of persons who, by their use of a lifesaving device, prevented a boating "mishap" from becoming a reportable boating accident.

WEATHER AND WATER CONDITIONS

The type of waters vessels were on at the time of a reportable accident were: 57.3 percent were on nontidal waters; 35.2 percent occurred on tidal waters; 3.4 percent on the Great Lakes; and 4.1 percent on the oceans or the Gulf of Mexico.

The weather and water conditions at the time vessels became involved in accidents show that: In 58.6 percent of the cases the water was calm: in 78.8 percent of the cases the weather was clear; in 61 percent of the cases there was little or no wind; in 75.6 percent of the cases the visibility was good.

TIME, DAY OF THE WEEK, AND MONTH

A larger percentage of vessels, 20.7 percent, were involved in accidents between the hours of 2 to 4 p.m. than in any other 2-hour interval. The same percentage of fatalities, however, occurred between 4 to 6 p.m. as between 2 to 4 p.m., 17.7 percent.

The highest percentage of vessels involved in accidents, 28.2 percent, occurred on Saturdays, followed closely by the 27.7 percent of vessels involved in accidents that occurred on Sundays. Saturdays also accounted for the highest percentage of fatalities, 29.5 percent, compared to Sundays, 25.1 percent.

Most boating accidents occurred in the months of July and August, with 21.1 and 21.7 percent, respectively, of the vessels involved. The largest percentage of fatalities occurred in the month of May, with 16.1 percent. July had 13.2 percent of the fatalities and August 12.8 percent.

For more detailed information on



IGNORANT OR CARELESS? This skier, about to run down a skin diver displaying flag, emphasizes the need for more education and enforcement.

recreational boating accidents, copies of *Boating Statistics*, 1969, CG-357, are available to all interested parties.

Write Commandant (BBA) U.S. Coast Guard, Washington, D.C. 20591.

NATIONAL SAFE BOATING WEEK MATERIALS AVAILABLE

BUMPER STRIP (stock No. 082.54). "Safe Boating Is No Accident." Colorful, eye-catching, durable, printed in orange and green on self-sticking paper stock. Size; 3" x 13½". Prices, each: 100 (minimum order) to 499—\$0.11; 500 to 999—\$0.105; 1,000 or more—\$0.098. Mail order to: National Safety Council, 425 North Michigan Ave., Chicago, Ill. 60611. Prices on above items are

net, no discounts. Payment must accompany all orders of \$5 or less.

POSTER. This large eye-catching poster, similar to the one on BACK COVER, features the campaign theme and directs attention to National Safe Boating Week. 10 cents each—minimum order: 25. Mail order to: Outboard Boating Club of America, 333 North Michigan Ave. Chicago, Ill. 60601.

BOATING SAFETY INSTRUCTOR'S SCHOOL

The U.S. Coast Guard's Office of Boating Safety conducted its annual Boating Safety Instructor's School for marine law enforcement officers in December 1969 and January 1970. The national school, which provides an opportunity for State and Federal officials to get together to discuss boating safety related subjects of mutual interest, was held at Governors Island, N.Y. and Alameda, Calif.

Subjects discussed included such items as boarding procedures, law enforcement, accident reporting, infor-

mation and education, and the proposed Federal Boat Safety Act (H.R. 15041), to mention a few.

Highlights of the 5-day sessions were presentations by the FBI, communications specialists, and various State officials.



A PERFECT EXAMPLE of reckless or negligent operation—skiing too close to swimmers.

RECKLESS OR NEGLIGENT BOAT OPERATIONS

For the most part, recreational boatmen are very safety conscious and are careful how they operate their boats. There are a few people, however, who cast all their cares aside when they get on the water and operate their vessels in a reckless or negligent manner endangering anyone or anything that might be in or near their path. These unsafe boatmen are of great concern to all, and Coast Guard and other law enforcement efforts are being continually directed toward curtailing these illegal and unsafe acts.

Have you ever wondered how you could help the Coast Guard, other Federal agencies, or your State or local law enforcement agencies to prevent these people from getting away with this unsafe type of operation? If so, then what follows will be of interest to you.

First of all, an understanding of reckless or negligent operation is necessary. Negligent operation means lack of care under the circumstances; the failure to exercise that care which

a reasonable, careful, and prudent person would exercise under like circumstances; failure to exercise the care that the circumstances justly demand (culpably careless; inattentive; indifferent; inattentive to duty). Reckless operation signifies more than mere negligence and implies an extreme form of negligence. Reckless indicates an absence of all care. The term means a willful disregard for the safety of persons or property which involves intentional conduct but not intentional harm. To constitute reckless misconduct the operator must have known that his act created an unreasonable risk of harm, but he need not have intended actually to cause harm (i.e., wanton disregard for the rights of others; wanton indifference to the rights of others; rashness; wanton willful misconduct). It is interesting to note that either reckless operation or negligent operation is sufficient to constitute an offense. Both need not be present and there does not have to be an accident.

Some examples of actions that may constitute reckless or negligent opera-

tion under certain circumstances include, but are not limited to:

1. Excessive speed in close proximity to other boats such as near marinas, in narrow winding channels, or during periods of reduced visibility.

Overloading of vessels clearly beyond safe loading capacity as evidenced by instability, little freeboard, shipping water from slight wakes, etc.

 Operating while under the influence of intoxicants, drugs, etc., and recognizable by erratic operation.

- 4. Certain unsafe water skiing practices such as towing water skiers in the vicinity of other vessels, where the skier feels he may be hit by other vessels.
- 5. Operating within swimming areas where bathers are present.
- 6. Operating in the vicinity of dams when such areas are known to be hazardous.

The Coast Guard and other Federal, State, and local law enforcement agencies cannot, for obvious reasons, patrol every area where reckless or negligent operations could occur; therefore, they must depend on

other responsible sources to report these unsafe operations to them. These other sources are YOU, the law abiding boatman. It is impossible to tell in this article what law enforcement agency has responsibility for enforcing the laws prohibiting such operations in your particular area because of the various jurisdictions that

could be involved; i.e., Federal, State, or local. The best thing you can do, especially if you have had problems in the past, is to look up and record the telephone number of the nearest Coast Guard unit or the State agency responsible for boat numbering and safety laws, in advance, and be prepared to provide these officials with

the information they need to properly follow up your complaint, i.e., boat number, description, location of accident, names of witnesses, etc. Get to know the men responsible for enforcing the boating laws in your area. They are there to serve you and to insure that the waterways remain safe for all to enjoy.

NATIONAL SAFE BOATING WEEK

June 28-July 4, 1970

What is it?

National Safe Boating Week (NSBW) is designated by presidential proclamation each year to be that week which includes the 4th of July. Its purpose is to promote safe boating practices by focusing attention on the need for greater safety in boating.

The first real national effort to promote such a week was in 1956 by the Coast Guard Auxiliary. The program gained support and the interest of the Congress. On June 4, 1958, a joint resolution (Public Law 85–455) was approved, authorizing and requesting the President to proclaim the week annually. On the same day, the first proclamation was signed.

In order to coordinate NSBW efforts, the National Safe Boating Week Committee was formed and held its first meeting in October 1959. Since that time, the name has been changed to the National Safe Boating Committee to reflect the committee's interest in promoting safety the year round.

From relatively modest beginnings, the committee now has 21 members:

American Boat and Yacht Council, Inc. Box 752, Wall Street Station New York, N.Y. 10005

American National Red Cross 17th and D Sts. NW. Washington, D.C. 20006

American Power Boat Association 37 Hartford Terrace New Hartford, N.Y. 13413 American Water Ski Association Seventh St. & Avenue G, SW. Winter Haven, Fla. 33881

Boat Owners Association of the United States 1028 Connecticut Ave. NW. Washington, D.C. 20036

Boat Owners Council of America 333 North Michigan Ave. Chicago, III. 60601

Boy Scouts of America New Brunswick, N.J. 08903

Corps of Engineers Department of the Army Washington, D.C. 20315

Environmental Science Services Administration Rockville, Md. 20852

National Association of Engine & Boat Mfrs., Inc. 537 Steamboat Rd. Greenwich, Conn. 06830

National Association State Boating Administrators

State Office Bldg. Annapolis, Md. 21404

National Boating Federation P. O. Box 8 Jenkintown, Pa.

National Fire Protection Association 60 Batterymarch St. Boston, Mass. 02109

National Safe Boating Association 537 Steamboat Rd. Greenwich, Conn. 06830

National Safety Council 425 North Michigan Ave. Chicago, Ill. 60611

Outboard Boating Club of America 338 North Michigan Ave. Chicago, Ill. 60601

U.S. Coast Guard 400 7th St. SW. Washington, D.C. 20591

U.S. Coast Guard Aoxiliary 714 Stuart Ave. Mamaroneck, N.Y. 10543 U.S. Power Squadrons 99 Elmridge Rd. Mansfield, Ohio 44907

Underwriters Laboratories, Inc. 336 Old Hook Rd. Westwood, N.J. 07675

Young Men's Christian Association 291 Broadway New York, N.Y. 10007

The committee's prime contribution to NSBW is in providing promotional kits to local organizations and spot announcements to radio and television. In addition, the week is promoted nationally through each of the committee members.

The real burden of promotion falls on local organizations, principally representatives of committee members. The Coast Guard Auxiliary and U.S. Power Squadrons have traditionally been the leaders at the local level.

The theme for NSBW is "Safe Boating is No Accident," and the dates are June 28th through July 4th. The committee hopes to have almost 2,000 participating local organizations in 1970. While the local organizations are willing and enthusiastic they are always in need of backing in the form of funds, equipment or space. And if you think this is a pitch for help in promoting NSBW, it is. Besides being a great opportunity to promote safety, this is a fine way to better community relations.

BOATING SAFETY CENTERS



BOATING SAFETY CENTER Interior, Shilshole Marina, Seattle, Wash., 1968.

On July 19, 1968, the Commandant authorized the 3d Coast Guard District (New York), 9th Coast Guard District (Cleveland), 11th Coast Guard District (Long Beach), and 13th Coast Guard District (Seattle) to establish one Boating Safety Center as a pilot project in each of these districts at a location of the district commander's choice. The objective was to promote boating safety by furnishing the boating public with information and services and to collect pertinent data which the Coast Guard could use to improve future boating safety efforts. By August 17, 1968, all four of these Boating Safety Centers were in operation.

The 3d Coast Guard District adopted the mobile concept so as to be able to reach a large cross-section and variety of the boating public. This Boating Safety Center travels to and sets up its facilities at various launching ramps and marinas to provide boating safety information, literature, and Federal or Coast Guard Auxiliary

Courtesy Motorboat Examinations (CME's) to the boatman.

The 9th Coast Guard District located its center at a Chicago Park District Harbor where there were launching ramps as well as mooring facilities. The purpose behind locating the center in an area such as this was to enable the Coast Guard to provide information to the boatman just before his departure on Lake Michigan. Generally, the same services which were available at the 3d Coast Guard District's Boating Safety Center were available at the Chicago Center; however, one additional service was provided and that was continuous weather information. Because of limited public response at this particular center, it was closed after the 1968 season and it is not expected to open again.

The 11th Coast Guard District located its Boating Safety Center at U.S. Coast Guard Base Terminal Island, San Pedro, Calif. One major advantage of locating the center

there is that maximum services can be provided at a minimum of cost and there are excellent mooring facilities for 20 to 25 pleasure craft. The Coast Guard Auxiliary, U.S. Power Squadron, and Sea Explorer Scouts have been particularly active at this center and have helped to insure its early success. The same type boating safety services are provided here also.

The 13th Coast Guard District Boating Safety Center is located at the Shilshole Bay Marina, Seattle, Wash., where large numbers of yachts are moored and many boatmen gather. As at the other centers, the Coast Guard Auxiliary is active here also, helping to provide the boatman with necessary boating information.

During the first year these four Boating Safety Centers were in operation (1968), public response was light but favorable at the centers in New York, Seattle, and Chicago. The one at Long Beach was well received from the start. The 1969 boating season saw increased acceptance of the centers, 11,003 boatmen and 4,539 boats visited the three centers in New York, Seattle, and Long Beach. Because of this acceptance, the Coast Guard is planning to establish the Boating Safety Center concept as a continuing program. While the mobile center appears the most promising and is the concept used for future planning, fixed centers will be used in certain special locations.

What effects the Boating Safety Centers have had saving lives and in reducing boating accidents cannot be measured at this time but it has been noted that there has been a large increase in the numbers of persons attending safe boating courses, having their boats examined, and taking extra precautions prior to going out on a day's boating in the areas where the Boating Safety Centers are located.

BOATING SAFETY DETACHMENTS

Forty-one boating safety detachments (BOSDET's) are operational throughout the country representing the Coast Guard's primary vehicle for pursuing the balanced 4E boating safety program—education, enforcement, engineering standards, and environmental concerns. BOSDET emphasis is on education and enforcement.

Historically, the BOSDET's primary job has been enforcement of the boating and navigation laws on the navigable waters of the United States; however, increasing attention is now being given to education of the boatman. Several years have elapsed since the advent of the "safety patrol" concept which replaced the Coast Guard's longstanding mass boarding program. By covering more territory and concentrating on detection and prevention of reckless and negligent operation, the Coast Guard believes it is making a more significant contribution to the safety of the boatman. The fact that the number of fatalities resulting from boating accidents has remained steady over the past 5 years in spite of dramatic increases in the number of pleasure boats tends to validate this approach.

BOSDET's are becoming increasingly involved in boating safety education for the public as well as Coast Guard, State, and local boating safety law enforcement personnel. The BOSDET's are now under direct operational control of the chief of the boating safety branch in the district office and under his supervision arebeing utilized full-time (including the winter months) in the mission of boating safety. In areas that experience a change of season, this results in a full-scale winter effort in public appearances, assistance in Auxiliary



MOBILE BOARDING DETACHMENT, Norfolk, Va., Left to right: Paul W. Caviness BMCM-P1 OIC, Vernon L. Williams EN1 Paul G. West, Jr. BM1.

classes, speaking engagements, boat show exhibits, factory visits, etc.

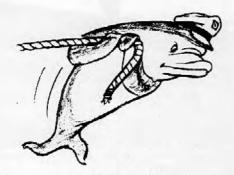
Present planning calls for a phased increase in the number of our BOSDET's which, hopefully, will result in approximately 130 detachments by fiscal year 1976. The Coast Guard feels that this number of BOSDET's combined with boat and associated equipment standards and increased State participation in boating safety, will make boating much safer and a more enjoyable pastime. \$\Psi\$

BOARDING POLICY

The Coast Guard no longer conducts mass routine boardings on a nationwide basis as in the past. The present concept is the Boating Safety Patrol, which places primary emphasis on curtailing unsafe practices such as excessive speed, overloading, improper loading, operating in swimming areas, operating in posted dangerous waters, erratic operations, etc. This does not mean that the Safety Patrol concept has eliminated all boardings in the enforcement of

motorboat laws, only that the Coast Guard is placing added emphasis on penalizing unsafe boatmen and obvious violators. Boats in obvious violation, except for numbering violations, are stopped, boarded, and cited or issued a written warning depending on the severity of the situation, and results of the boarding. Even though the concept of mass boardings has been terminated, Coast Guard district commanders still have discretionary authority to conduct routine boardings, if they feel that a major safety problem exists in their area, to determine the causes of the problem and to take corrective action to alleviate or terminate the situation.

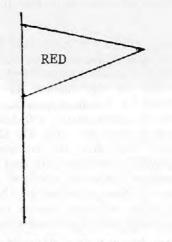
The Safety Patrol concept has been criticized by some who think it is not as effective as the earlier mass boarding program; however, the Coast Guard has found this method to be the most effective since it enables limited resources to cover more area and be seen by more boatmen (which in itself is a deterrent to unsafe practices). Further, it permits attention to be focused in the areas of greatest need, and it reduces the possible harassment of the law-abiding boatman.



- Q. In fog, if you hear 3 blasts of the whistle, namely one prolonged blast followed by two short blasts, it is:
 - (a) A vessel at anchor;
 - (b) A vessel in distress;
- (c) A sailing vessel with wind aft:
 - (d) A steam vessel towing.
 - A. (d) A steam vessel towing.
- Q. The purpose of the shut-off valve at the gasoline tank, operable from outside the tank space is to:
- (a) Control the amount of gasoline to the engine;
- (b) Shut off the gasoline supply at the tank in case of fire;
- (c) Be used if the gasoline tank leaks:
- (d) Provide each of the above.
- A. (b) Shut off the gasoline supply at the tank in case of fire.
- Q. If the barometer on your vessel suddenly began falling at a rapid rate, you should:
- (a) Wonder what the weather is going to do;
- (b) Immediately head for a safe harbor at a fast safe speed;
- (c) Disregard the barometer as it is probably broken;
- (d) Check the harometer every 8 hours to ascertain the amount of fall.
- A. (b) Immediately head for a safe harbor at a fast safe speed.
- Q. It is advisable to know what is predicted and to obtain each Weather Bureau Advisory, but the information should be used in conjunction with:
 - (a) The Farmers Almanac;
- (b) Various opinions on the weather;

- (c) Local barometer changes and winds;
 - (d) Nothing else.
- A. (c) Local barometer changes and winds.

WEATHER STORM SIGNAL



- Q. This storm signal at a storm warning display station indicates that winds are forecast that may be up to
 - (a) 14 knots
 - (b) 33 knots
 - (c) 47 knots
 - (d) 64 knots
 - A. (b) 33 knots
- Q. Attempts to restore a patient's breathing by artificial respiration should be continued for at least:
 - (a) 1 hour;
 - (b) 2 hours;
 - (c) 3 hours;
 - (d) 4 hours.
 - A. (d) 4 hours.
- Q. In fixing the position of a vessel, "doubling the angle on the bow" is used to:

nautical queries

- (a) Determine distance off
 a fixed object at a time of second
 bearing;
- (b) Determine distance between bearings;
- (c) Determine distance off fixed object at time of first bearing;
 - (d) None of the above.
- A. (a) Determine distance off a fixed object at a time of second bearing.
- Q. In piloting a vessel in the curved portion of a river, the swiftest current and deepest water are usually found:
- (a) Toward the inner edge of the curve;
- (b) No difference in depth or speed;
 - (c) On center line of river;
- (d) Toward the outer edge of the curve.
- A. (d) Toward the outer edge of the curve.
- Q. Kapok life preservers require proper care, and should not be:
- (a) Stowed near open flame or where smoking is permitted;
- (b) Used as seats, pillows, or footrests;
 - (c) Left on open decks;
 - (d) All of the above.
 - A. (d) All of the above.
- Q. A carbon-dioxide fire extinguisher should be recharged if the weight loss of the charge exceeds _____ percent of the total weight of the charge:
 - (a) 5 percent;
 - (b) 10 percent;
 - (c) 121/2 percent;
 - (d) 15 percent.
 - A. (b) 10 percent.

MERCHANT MARINE SAFETY PUBLICATIONS

The following publications of marine safety rules and regulations may be obtained from the nearest marine inspection office of the U.S. Coast Guard. Because changes to the rules and regulations are made from time to time, these publications, between revisions, must be kept current by the individual consulting the latest applicable Federal Register. (Official changes to all Federal rules and regulations are published in the Federal Register, printed daily except Sunday, Monday, and days following holidays.) The date of each Coast Guard publication in the table below is indicated in parentheses following its title. The dates of the Federal Registers affecting each publication are noted after the date of each edition.

The Federal Register will be furnished by mail to subscribers, free of postage, for \$2.50 per month or \$25 per year, payable in advance. The charge for individual copies is 20 cents for each issue, or 20 cents for each group of pages as actually bound. Remit check or money order, made payable to the Superintendent of Documents, U.S. Government Printing Office. Washington, D.C. 20402. Regulations for Dangerous Cargoes, 46 CFR 146 and 147 (Subchapter N), dated January 1, 1970 are now available from the Superintendent of Documents price: \$3.75.

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TITLE OF PUBLICATION

- 101 Specimen Examination for Merchant Marine Deck Officers (7-1-63).
- 108 Rules and Regulations for Military Explosives and Hazardous Munitions (5-1-68).
- 115 Marine Engineering Regulations and Material Specifications (3–1–66). F.R. 12–18–68.
- 123 Rules and Regulations for Tank Vessels (5—1—69). F.R. 10—29—69, 2—25—70.
- 129 Proceedings of the Merchant Marine Council (Monthly).
- Rules of the Road—International—Inland (9-1-65). F.R. 12-8-65, 12-22-65, 2-5-66, 3-15-66, 7-30-66, 8-2-66, 9-7-66, 10-22-66, 12-23-67, 6-4-68, 10-29-69, 11-29-69.
- 172 Rules of the Road-Great Lakes (9-1-66). F.R. 7-4-69.
- 174 A Manual for the Safe Handling of Inflammable and Combustible Liquids (3-2-64).
- 175 Manual for Lifeboatmen, Able Seamen, and Qualified Members of Engine Department (3-1-65).
- 176 Load Line Regulations (1-3-66). F.R. 12-6-66, 1-6-67, 9-27-67, 7-12-68, 6-5-69, 7-26-69, 10-29-69.
- 182 Specimen Examinations for Merchant Marine Engineer Licenses (7-1-63).
- 184 Rules of the Road—Western Rivers (9-1-66). F.R. 9-7-66, 5-11-67, 12-23-67, 6-4-68, 11-29-69.
- 190 Equipment Lists (8-1-68). F.R. 11-7-68, 11-8-68, 11-16-68, 11-19-68, 11-20-68, 12-11-68, 12-18-68.
 2-11-69, 2-18-69, 2-21-69, 2-26-69, 3-15-69, 3-27-69, 4-4-69, 4-12-69, 4-19-69, 4-25-69, 4-26-69,
 4-28-69, 5-3-69, 5-9-69, 6-18-69, 6-19-69, 7-11-69, 7-15-69, 7-17-69, 9-12-69, 9-25-69, 10-10-69,
 10-11-69, 10-22-69, 10-31-69, 11-19-69, 12-13-69, 1-27-70, 1-30-70, 2-3-70, 2-26-70, 3-11-70,
 3-14-70, 3-25-70, 4-14-70.
- 191 Rules and Regulations for Licensing and Certificating of Merchant Marine Personnel (5—1—68). F.R. 11—28—68, 4—30—70.
- 200 Marine Investigation Regulations and Suspension and Revocation Proceedings (5-1-67) F.R. 3-30-68, 4-30-70.
- 220 Specimen Examination Questions for Licenses as Master, Mate, and Pilot of Central Western Rivers Vessels (4—1—57).
- 227 Laws Governing Marine Inspection (3–1–65).
- 239 Security of Vessels and Waterfront Facilities (5–1–68). F.R. 10–29–69.
- 249 Merchant Marine Council Public Hearing Agenda (Annually).
- 256 Rules and Regulations for Passenger Vessels (5-1-69). F.R. 10-29-69, 2-25-70, 4-30-70.
- 257 Rules and Regulations for Cargo and Miscellaneous Vessels (8–1–69). F.R. 10–29–69, 2–25–70, 4–22–70, 4–30–70.
- 258 Rules and Regulations for Uninspected Vessels (3–1–67). F.R. 12–27–67, 1–27–68, 4–12–68, 12–28–68, 3–27–69, 10–29–69, 2–25–70, 4–30–70.
- 259 Electrical Engineering Regulations (3-1-67). F.R. 12-20-67, 12-27-67, 1-27-68, 4-12-68, 12-18-68, 12-28-68, 10-29-69, 2-25-70, 4-30-70.
- 266 Rules and Regulations for Bulk Grain Cargoes (5–1–68). F.R. 12–4–69.
- 268 Rules and Regulations for Manning of Vessels (5-1-67). F.R. 4-12-68, 4-30-70.
- 293 Miscellaneous Electrical Equipment List (9-3-68).
- 320 Rules and Regulations for Artificial Islands and Fixed Structures on the Outer Continental Shelf (11—1—68). F.R. 12—17—68, 10—29—69.
- 323 Rules and Regulations for Small Passenger Vessels (Under 100 Grass Tons) (7—1—69). F.R. 10—29—69, 2—25—70, 4—30—70.
- 329 Fire Fighting Manual for Tank Vessels (7–1–68).

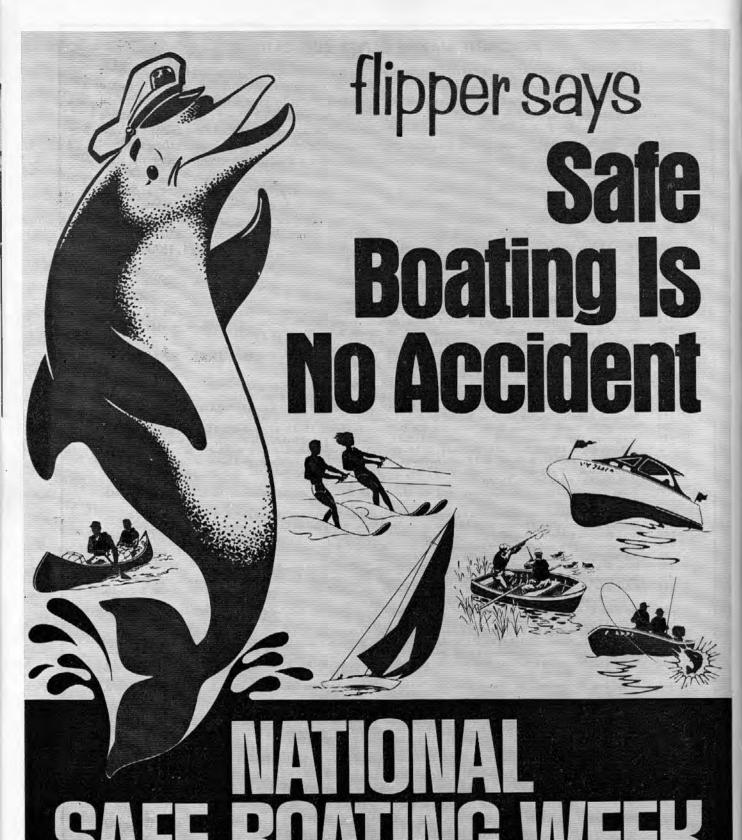
CHANGES PUBLISHED DURING APRIL 1970

The following have been modified by Federal Registers:

CG-190, Federal Register, April 14, 1970.

Subchapter A of Title 33 CFR, Federal Register April 15, 1970. CG-257 and Subchapter O of Title 46 CFR Federal Register of April 22, 1970.

CG-191, CG-200, CG-256, CG-257, CG-258, CG-259, CG-268, CG-323 and Subchapters R and U of Title 46 CFR, Federal Register of April 30, 1970.



JUNE 28-JULY 4 1970