

better to invite a few key men in the publicity field and show them just what is available. Smother petty local rivalries wherever possible, but keep area competition keen on a friendly basis.

6. Once an official state organization has been established, encourage establishment of a cooperating group in the private enterprise field. This has been done with outstanding success in several coastal states. Those receiving the most from the sport fishing industry contribute the most to such organizations. Such groups generally have a paid director, familiar with both sport fishing and public relations, who is responsible to a managing board. The board itself, like the state advisory board, draws from all fields financially interested in marine angling. The purposes of such cooperating groups are to develop existing fisheries; investigate new fishery potentials and develop them; encourage investment in facilities catering to fishermen; publicize fishing available. The cooperating group does not duplicate the state work, but expands it and moves in areas where it is impossible for state officials to move.

7. Tournaments are one method of publicizing a fishing area. The state should not become involved in tournaments offering cash awards or merchandise prizes. Let such tournaments be sponsored by the cooperating group if desired or by local Chamber of Commerce, etc. A state wide tournament with trophy awards can be used to advantage, however. Although tournaments have been criticized as mere publicity gimmicks, they perform several valuable services. They call attention to a fishery which may not be well known and thus spread anglers over a wider area; they set standards of angling skill and sportsmanship; they build fellowship and good will among those participating.

8. Develop character in some phase of the fishery or in some area. This can be done by taking full advantage of every unusual aspect found. Local color, either from the point of view of personalities or of the character of the area itself, should be emphasized. For example, North Carolina's Outer Banks have been linked with channel bass fishing for years, Cape Cod in Massachusetts has meant striped bass and bluefin tuna have been associated with Wedgeport, Nova Scotia. Do not limit this character development to fishing only. Anglers have families and some aspect of an area may have special appeal to the non-fishing wives and children. Everything from she-crab soup to buried pirate treasure can be included.

9. Work for full cooperation between sport and commercial fishing groups. Both are working for the same thing—more and better fishing. Lack of understanding of problems involved has been the cause of most of the friction between the two groups. Arrange meetings between key men in both sport and commercial fishing camps, encourage anglers to take trips on commercial craft and commercial men to spend a day with anglers. When the two groups cooperate, they can demand and get a tremendous amount from state legislatures and others who hold the purse strings.

The development steps outlined above are basic, but of course must be altered in some degree to fit the fundamental state governmental organization. However, if states which have not established some sort of sport fishing program do not do so soon, they will find themselves far behind their coastal neighbors within a very few years. Worse, they will find that development in the future will be more costly and less effective than it is during this period of rapid expansion of the marine sport fishing industry.

DEVELOPING A STATE BOATING EDUCATION PROGRAM

By MATT J. KAUFMAN, *Manager, Boating Services and Education Department, Outboard Boating Club of America*

The Outboard Boating Club of America has been actively interested in the promotion of boating skills education since it was first organized some 15 years ago. Our major efforts in this area have been devoted to compiling statistical information on the causes of boating mishaps,

preparing, publishing and distributing some 5,000,000 pieces of educational materials annually and supporting the work of other organizations who have joined in the nation-wide campaign to "Keep Boating Safe."

There are no simple rules to follow in launching a successful boating education program. The problems and factors involved vary from state to state, even from community to community. However, it is necessary to establish a basic blueprint to guide your activities. While OBC lays no claim to being an expert in the field of state boating education programs, perhaps some of the ideas and suggestions I have to offer, based on our experience in working with many different organizations throughout the nation, will be of value to you in preparing a blueprint for a boating education program in your state.

It is obvious that you cannot deal effectively with a problem unless you have a clear picture of its nature and extent. To improve boating's safety record, therefore, you must assemble certain essential facts—how many accidents are occurring on our recreational waterways each year, what are their major causes, where and when they occur, and so forth. With this information, you can then launch an educational program that will do the job of reducing such accidents most effectively and efficiently.

While I am on this subject, I would like to call attention to a problem that faces all of us who are concerned with making our waterways safer.

Those of us who labor in the vineyard of "boating education" must be on the lookout for certain hazards. In attempting to develop an accurate picture of the boating safety problem, we must be careful not to run aground on misconceptions and misinformation that is frequently put forth by well-intentioned but misdirected persons who want to help keep boating safe, but who only succeed in muddying the waters. Some of the more typical "hazards" that we encounter frequently are the "fictional fact," and the "hysterical headline," usually based on limited personal experience or simple failure to check the facts.

A perfect case in point was brought to my attention recently in the October issue of the "Public Safety Newsletter" of the National Safety Council. Under the rather startling headline "Water Tops Traffic Deaths in New York on the Fourth," the "PS" Newsletter quotes an article which appeared in the July 17, 1961, edition of a New York newspaper. The article says: "For the first time in modern days, waterways produced a higher death toll over the July 4 weekend than highways in New York State. Autos killed 14, and water accidents caused 20 deaths, with 11 of them involving boats."

Naturally, we were shocked by this "statistic." Although we have established fairly reliable channels for obtaining data on boating mishaps, we had received nothing to indicate that the situation in New York was as bad as the article said it was. In fact, what information we had indicated that there probably would be a reduction of boating fatalities in New York during 1961.

Therefore, we checked with the only authoritative source of information on boating in New York—the Division of Motorboats of the New York State Department of Conservation. Here's what we discovered:

There were just *two* boating deaths in New York during the 1961 Fourth of July week end . . . not 11, as reported in the paper. In fact, there were only 8 boating fatalities in the state during the entire month of July! As of late September, there had been 42 boating fatalities in New York. In 1960, there were 72 boating fatalities in New York. With the boating season about over, therefore, it is safe to assume that there will be a rather substantial reduction in boating fatalities in New York this year—a very different picture than the one painted in the July 17 news story!

What was the source for the fictional figures? We have attempted to find out, but our efforts have been unsuccessful, so far. However, we think we know where they came from. Following is a direct quote from a story by the Associated Press with an Albany, N.Y. dateline: "Water was the big killer in New York State over the July 4 weekend. It claimed 20 lives. Highway accidents, usually the No. 1 holiday menace, took 14 lives. Of the water deaths, 11 involved the fast-growing sport of boating."

Obviously, this story contains the same "statistics" used in the news story about the 1961 Fourth of July week end.

The interesting point is that the AP story I quoted above appeared in newspapers on July 6, 1959 . . . two years ago!

We don't know, of course, whether this AP story actually was the source. We can only assume that it was. Regardless, it certainly is a classic example of the "fictional fact" and "hysterical headline" that has made our job of promoting boating safety more difficult.

OBC ACCIDENT STATISTICS

Getting back to my major theme—

We discovered a number of years ago that there was an appalling lack of knowledge about boating accidents. Therefore, we began in 1957 a program designed to provide us with essential facts we needed to conduct an effective program of education. We call it "A Study of Accidental Deaths Involving Small Boats." It is based on newspaper reports of boating accidents. We receive an average of 4.4 reports per accident. This information is then checked against data we receive from other agencies—reports from various state agencies, from other boating organizations, from the USCG and USCGA.

I would like to emphasize here that this study is devoted to determining the CAUSES of serious accidents. To learn how many persons actually die in accidents we depend on the National Office of Vital Statistics of the U.S. Public Health Service.

As you know, under the Federal Boating Act of 1958, the USCG has been given the responsibility for compiling a report on boating accidents that occur in Federal waters and in states which have USCG approved numbering laws. We feel this is one of the most vital, most valuable services the USCG can render to the cause of boating safety and we at OBC look forward to the time when we can withdraw completely from the business of tabulating boating accidents and leave the field entirely in the capable hands of the USCG.

In the meantime, let's take a look at some of the most important facts uncovered by the OBC study:

Our researchers have just completed a compilation of the figures for 1960. While it does not seem necessary to discuss here all of their findings, I believe the following data will be of special interest:

1. There has been a rather substantial reduction in boating fatalities over the past two years. Official figures show there were 1,279 boating deaths in 1959, compared with 1,391 in 1958. Our newspaper reports indicate there were about 1,079 boating fatalities in 1960, 200 less than last year.
2. The rate of boating fatalities also has gone down, from .47 per thousand outboards in use in 1949 to .22 in 1960.
3. The major cause of boating accidents continues to be "operator negligence"—overloading, going out in bad weather, standing up in a small boat, etc. In 1960, 48.9% of the boating fatalities were caused by negligence; 11.1% were caused by bad weather; 6.4% by mechanical fault.
4. Forty-five percent of the boat operators were engaged in general boating when the fatal accident occurred; 44.4% were fishing; 3.8% were hunting; only 1.8% were water skiing.
5. Most of the accidents involved boats in the 14 to 16-foot class on rivers and small inland lakes.
6. In more than 40% of the accidents, the operator was between 20 and 40 years of age, while only 3% of the boat operators involved in serious boating mishaps were under 15 years of age.

The study sheds some light on many other aspects of the boating accident picture. From the figures I have outlined above we can develop a fairly accurate picture of the typical boating accident victim—a man 20 to 40 years old, out fishing in a 14 to 16-foot boat on a small inland lake or river, who is guilty of negligence, such as overloading the boat, going out in bad weather, standing up, failing to keep a sharp lookout or making a high speed turn.

From this picture we can easily see that a boating education program must have two major objectives: (1) To overcome operator negligence by making it as easy and convenient as possible for new boat owners to obtain adequate instruction in the fundamentals of good seamanship;

(2) and to do everything we can to keep boating enthusiasts reminded to follow the basic rules of common sense and courtesy afloat.

Before suggesting more specific ways to meet these objectives, I would like to mention briefly a few interesting facts we recently uncovered in a nation-wide study. Our marketing experts refer to the study as "motivational research." It was designed to uncover data of value to advertising and sales promotion departments. However, it also revealed several valuable points which have very important implications in regard to boating education.

The study established the fact that the typical American is generally immune to the "scare head" approach—to such appeals as "the life you save may be your own." Our researchers found that the average American simply cannot identify himself with such messages. His typical reaction is: "This isn't meant for me. I'm a sane, sensible person. Therefore, such things can't happen to me."

The study also showed that most people are not especially concerned about death or injury. They are more worried about being caught in situations they cannot cope with—situations that will prove embarrassing to them.

As a consequence, I would recommend that your educational program be based on a *positive*, rather than a *negative* approach; that your basic appeal should be aimed at the natural desire we all have to excel at whatever we are doing and thus win the respect and admiration of others; that our educational messages should stress the fact that knowing and following safe boating rules will add to enjoyment of the sport.

Turning to specific ideas for launching an educational program, I would like to suggest that your first concern should be to make the best possible use of the services and facilities already at your disposal. In every state there is a tremendous pool of talent from which you can draw to launch your program. I am referring here to such organizations as the U.S. Coast Guard Auxiliary which has nearly 30,000 members organized into about 700 local Flotillas, the U.S. Power Squadrons with nearly 300 local Squadrons, the 2,000 local boating and water ski clubs with a total membership of nearly 250,000 and the approximately 20,000 marine dealers located in almost every town of any size. All of these groups are ready, willing and able to join with you in your efforts to "Keep Boating Safe." In addition, there are many other groups who can be called on to cooperate—Red Cross chapters, Boy and Girl Scouts, various civic and fraternal organizations, yacht clubs, sportsmen's clubs and so on.

To insure the interest and cooperation of these groups, the first logical step would be to establish a Boating Advisory Committee composed of one representative of each of the leading boating organizations in your state. The membership of such a group will vary from state to state of course. As an example, however, the following organizations are represented on the Midwest Small Boat Advisory Committee which works closely with the Illinois Department of Conservation—U.S. Coast Guard, U.S. Power Squadrons, Illinois River Carriers Association, Outboard Boating Club of America, Illinois Federation of Sportsmen's Clubs, Central Marine Chamber of Commerce, Illinois Water Ski Federation and Outdoor Writers Association of America. Also serving as members are representatives of the U.S. Coast Guard and the U.S. Army, Corps of Engineers.

Your Boating Advisory Committee can serve you in many ways:

1. To advise your department on all matters pertaining to your state boating laws.
2. To consult with you in regard to development of water recreational facilities areas in your state.
3. To serve as medium through which you can keep all water sports enthusiasts in your state informed on your programs and policies and thus assure their understanding and cooperation.
4. To assist your department in planning, organizing and carrying out a statewide boating education program.

In launching an educational program, the *first* concern of the committee should be to see to it that you are utilizing to the fullest the services and facilities already available to you. We already have mentioned the USCGA, USPS and other boating groups. I am sure you are

all familiar with the extremely valuable work they are doing to educate the boat-owning public. It would seem logical, therefore, that you should do everything possible to support, encourage and help to expand the work of these organizations.

Our experience indicates that only a very small percentage of boat owners know about these organizations—know that free instruction in small boat handling can be obtained in courses offered by the USCG and USPS. You can help to spread the word in a number of different ways—many of which already are being used in various states.

For example, every boat owner in Illinois receives with his boat number certificate a small pamphlet which tells him about the fine boating courses available to him in the state—with names, addresses and phone numbers of persons to contact for more specific information on where and when these courses are being held. Our Boating Advisory Committee serves as a clearinghouse for compiling the information that is included in this pamphlet.

You might also contact your State Department of Education to see what can be done about including some instruction in boat handling and water safety as part of the regular physical education program in your state schools. They would appreciate knowing that your Advisory Committee is willing to work with them in arranging to have qualified boating and water safety instructors visit schools throughout the state to instruct pupils in the fundamentals of boat handling, swimming, and common sense and courtesy afloat rules. A course of instruction in these subjects should also be a standard part of the adult education programs now being conducted in almost every state.

Call on your state and county police and ask for their cooperation. In many states highway patrolmen and county sheriffs have made it a practice of visiting schools to present lectures in traffic safety. Why not have them do the same for boating? In Michigan, each state police post was supplied with one of OBC's "Outboard Seamanship Course" kits—a complete short course in small boat handling—and urged to use this material as a basis for homeroom lectures in junior and senior high schools.

Your conservation agents could be asked to do the same. A supply of OBC course kits was sent to conservation agents in Wisconsin to conduct classes in boating throughout the Badger State. And all law enforcement officials—state police, county sheriffs, conservation agents—can also be utilized to put up safe boating posters at your most popular boating sites, and to distribute safe boating pamphlets at these same sites on weekends and holidays. Your Advisory Committee can help you develop such posters and pamphlets—or you can obtain such material most of it free of charge or at small cost—from many different sources, including OBC, the USCG, Red Cross and similar agencies.

Many municipalities sponsor recreation programs during the summer. Your Advisory Committee could offer the services of the organizations it represents in providing instructors and facilities for incorporating boating and water safety courses into such programs—a particularly appropriate summertime activity.

You can also call into play the many tools of publicity which have proved to be so effective in many different ways—from calling attention to the rather obvious charms of a Hollywood starlet, to reducing our annual loss from forest fires. Your publicity department should not overlook an opportunity to issue press releases supporting your program. Several releases issued when the boating season gets underway reminding boat owners of the importance of observing your boating laws undoubtedly would receive a great deal of attention. With a little ingenuity, it should be possible to issue a steady stream of releases during the height of the boating season that will help to keep boating enthusiasts reminded of good boating practices.

You might want to follow a successful plan launched in Ohio last year. The Conservation Department prepared a series of six slides featuring safe boating hints to be used as spot announcements. A set of 35 mm slides, accompanied by a script to be read by the announcer while the slides are being shown, was sent to each TV station in the state. The same scripts can be sent to all radio stations also, without the slides, since the message they carry can be delivered almost as effectively with-

out an accompanying illustration. You will find—as they did in Ohio—that most TV and radio stations are especially receptive to the idea of using public service messages at this time because of the pressures currently being applied by the Federal Communications Commission.

You might also consider producing and distributing a 16 mm sound and color movie film. The major objective of the film would be to publicize and promote the many fine boating areas in your state and the facilities available for water sports and outdoor enthusiasts. However, it should conclude with a brief review of your state boating regulations and some basic safe boating hints. We feel sure that such a film would prove to be extremely popular among boat, water ski and sportsman's clubs, as well as among conservation organizations, various civic and fraternal organizations, church groups and even schools.

Your Boating Advisory Committee could also provide invaluable service as a Speakers' Bureau. This activity has proved to be the most popular service offered by the Midwest Boating Advisory Committee in Chicago. Various groups who would like to have someone attend one of their meetings to present a short talk on boating contact the secretary of the Committee. He compiles all necessary information—name of the organization, size and type of membership, where and when the meeting will be held, major topic to be discussed, whom to contact to work out details, etc. The secretary passes along such requests to all members of the Committee. Usually, one of the Committee members handles the assignment. Sometimes, however, it is impossible for a Committee member to take on the assignment. This presents no serious problem since the secretary, through the Committee, has a direct pipeline to hundreds of knowledgeable, experienced speakers who are members of organizations represented on the Committee.

Through their Speakers' Bureau, the Midwest Boating Advisory Committee handled nearly 20 such assignments last spring—from a half-hour talk on water safety before 20 Boy Scouts to a three-hour short course in boating presented to some 500 members of a Moose Lodge.

Here is an excellent medium through which you can reach hundreds of interested persons, many of whom are boating enthusiasts, or who undoubtedly will find themselves in a boat at least once or twice during the vacation season.

Finally, your Boating Advisory Committee could serve as the sponsors of a state-wide program patterned after an event that has proved to be one of the most successful activities of the Midwest Small Boat Advisory Committee. Because this event was launched in my home state, it is generally referred to as "The Illinois Plan."

There are a great many details to be taken care of in a program of this type. I'll only cover the high points here. The "Illinois Plan," basically, is a series of two-hour sessions on boating and boating safety held in different locations throughout the state under the sponsorship of our Committee.

The first step is lining up a local sponsor. The local newspaper is your most logical prospect since this is a non-commercial, nonpartisan program—the type of event newspapers usually support. Furthermore, the publicity and promotion you will receive from the newspaper are invaluable. Other possibilities for a local sponsor include Chambers of Commerce, Rotary, Kiwanis, Lions or similar groups, the local boat, water ski or yacht clubs or similar groups. Major duties of the local sponsor include taking care of all arrangements to secure a meeting place for the program—the local high school auditorium is most frequently used—and publicizing the event through local news outlets, posters, bulletins, letters, etc.

All marine and sporting goods dealers in the area are asked to cooperate by displaying posters and bulletins advertising the program in their stores, by mentioning it in their ads and sending an announcement to all of their customers.

The basic format of the program is quite simple. Each person is asked to register at the door—giving his name, address and the type of boat he owns or hopes to own. The program gets underway with the showing of a movie on boating. If you have followed our earlier suggestion and produced a movie that promotes the many fine boating areas in your state, reviews your state's boating laws and concludes with some

basic boat handling instruction, this would be ideal for the program. However, many other fine films on boating and boating safety are available from different sources—including the U.S. Coast Guard, Red Cross, OBC and many marine manufacturers.

The movie is followed by short presentations by a representative of the state boating division, the U.S. Coast Guard Auxiliary, U.S. Power Squadrons and other appropriate persons. For example, in one city in Illinois the State Boating Safety Supervisor reviewed the major points of the state boating law. He was followed by a representative of U.S. Coast Guard Auxiliary who discussed important rules to remember when handling a small boat. A Power Squadron man stressed the importance of learning all you can about good seamanship to increase your boating enjoyment and mentioned the many courses in boat handling being conducted throughout Illinois by various organizations. The local Conservation warden ended this phase of the program by reviewing some of the major problems and regulations affecting boating in that particular locality.

The final and most lively part of the program is a question-and-answer session, during which the audience has the opportunity to inquire about any special problems they may have encountered. The local sponsor then expressed his appreciation to those who attended the program and made just one request—that each person present should pass along the information he acquired during the program to at least one other person. As the audience leaves, each person is presented with a packet of materials including a summary of state boating laws, a list of organizations who conduct boating instruction courses in the state with names, addresses and phone numbers to contact for specific information on where and when courses will be held, a booklet on small boat handling and a listing of boating recreational areas in the state.

Within two weeks, those who registered received a letter signed by the governor commending them for their interest in keeping boating safe and enjoyable, repeating the request that they pass along the information they obtained to at least one other person and asking for their continued cooperation in the state-wide effort to promote greater safety afloat. Enclosed with the letter is a card bearing the recipient's name certifying that he has participated in a state "Boat Handling Clinic" and enrolling him in the state's "Small Boat Seamanship Squadron."

Although this program is relatively new, we already have ample evidence that it is achieving its major objectives:

- To familiarize boating enthusiasts with the many opportunities to enjoy their favorite sport on our state's waterways.
- To inform them about state and federal boating regulations.
- To teach them some of the basic fundamentals of good seamanship and make them aware of the fact that following rules of common sense and courtesy afloat will add to their enjoyment.
- To encourage them to attend classes in small boat handling being conducted in their area by the USCGA, USPS and other organizations.

As I stated earlier, it is not possible to lay down any hard and fast rules on how to conduct a state-wide educational program, because the situation can vary widely from one area to another. You have to adapt the facilities and services at your disposal to the special problems of your particular state. However, I hope that some of the suggestions I have made will be helpful to you in launching your program successfully.

One final word: As I mentioned earlier, OBC has been actively interested in boating education for many years. As a matter of fact, I contend that every member of the OBC organization actually is working for me. This is literally true, because all of our activities—engineering, legislation, facilities, publicity, research—contribute in some measure to the nation-wide effort to keep boating safe. Therefore, if you feel we can be of some assistance to you in your educational efforts, please don't hesitate to contact me and we'll put our entire staff to work for you.