

Chapter 18

MARINA SERVICES
AND
RECREATION SAILING PROGRAM

1801. References

- (a) CNETINST 1520.10E, Professional Seamanship Training and the Navy Sail Training Program, of 24 Mar 92 (NOTAL)
- (b) CNET P-1552/1, USN Offshore Sail Training Manual (NOTAL)
- (c) CNET P-1552, USN Basic Sailing Curriculum (NOTAL)
- (d) CNET P-1552/7A, USN Inshore Sail Training Manual (NOTAL)
- (e) CNET P-1552/6/14/15A, USN Programmed Instructions for Basic Sail Training (NOTAL)
- (f) CNET P-1552/2A, USN Qualification Record Book (NOTAL)
- (g) CNET P-1552/9, USN Junior Sailing Syllabus (NOTAL)
- (h) CNET P-1552/12A, USN Boardsailing Instructor's Guide (NOTAL)
- (i) CNET P-1552/13A, USN Boardsailing Training Manual and Log (NOTAL)
- (j) CNET P-1552/20, Additional Qualification Designator Record Card (NOTAL)
- (k) OPNAVINST 5100.25A, Navy Recreation, Athletics and Home Safety Program of 25 Sep 90

1802. Marina Services. Navy marina programs maintain rental craft appropriate for the local environment, and encourage water sports activities. These activities include sailing, power boating and fishing. Some marinas provide services such as private berthing slips, storage facilities for privately owned boats, and retail sales (e.g., specialty items such as gas, ice, tackle, bait, and fishing licenses).

1803. Information. Official Navy sailing policy, as delineated in reference (a) is to provide basic sailing skills to every line officer, with the expectation that these officers will continue their mastery of recreational sailing. It is desirable to introduce basic sailing skills to all enlisted personnel and, where possible, provide ongoing recreational sailing opportunities for all eligible patrons of MWR programs. CNO has recognized recreational sailing as directly contributing to the acquisition and maintenance of seamanship skills. Consequently, the existence of a recreational sailing fleet, wherever feasible, now assumes an importance beyond its recreational value. This chapter provides additional guidance on program operations and training qualifications.

1804. Responsibilities

a. NAVPERSCOM (PERS-65)

(1) Develop and provide guidance concerning general operation of recreational sailing programs.

(2) Monitor operations and provide technical assistance to commands.

(3) Provide administrative support to the Director of Navy Sailing (DONS), which is under the auspices of the Chief of Naval Education and Training, and the United States Naval Sailing Association (USNSA) for the Navy Recreational Sailing Program.

(4) Provide support to DONS and USNSA to conduct annual sailing championships.

b. Commanding Officers

(1) Survey surrounding communities and assess the need for Navy operated recreational sailing programs.

(2) Be responsible for administration and operation of recreational sailing programs for the installation on which sailing facilities and equipment are maintained.

(3) Be responsible for procurement, operation and maintenance of sailing craft and support facilities, training and qualification.

(4) Assure compliance with established Navy policy and standards.

(5) Establish local policies governing day-to-day operations.

(6) Monitor and approve activities of any United States Naval Sailing Association Branch or other club on base to ensure compliance with applicable regulations and standards.

c. DONS

(1) Serve as the officer responsible for the coordination of the overall Navy sailing program, excluding the Naval Academy.

(2) Serve as the principal staff officer for NAVPERSCOM (PERS-65) providing technical advice/support for the Recreational Sailing Program.

(3) Provide instructional and qualification material upon request and coordinate procurement of sailing craft and equipment to obtain the lowest possible price.

1805. Program Development. In determining the feasibility of a recreational sailing program, all assets should be considered and the environment carefully studied. The DONS will provide study support upon request. A vigorous instructional program is required because of the length of duty assignments of most active duty patrons. The material contained in this chapter will be used as guidance to operate such a program. All MWR sailing programs will recognize the qualifications established in references (a) through (j).

1806. Operation Procedures

a. Where established, recreational sailing will be an element of the overall MWR program. Basic and advanced instruction in sailing skills, using the material identified in

references (a) through (j), should be offered to encourage maximum program participation.

b. The primary responsibility of sailing clubs or branches of the USNSA is to provide volunteer instructors, assist with competitions, and act as a liaison with other civilian and Navy sailing activities. These clubs act as an advisory group to assist in development of the overall Navy sailing program and are available to advise the commanding officer, through the marina manager and MWR director, on matters relating to the sailing program.

c. The United States Naval Sailing Foundation (USNSF) maintains vessels that are chartered to MWR activities as public vessels to support and facilitate sail training programs.

d. The DONS and USNSA have been established to provide commanding officers with a central point of contact for advice and technical expertise regarding the Recreational Sailing Program. Direct liaison is encouraged.

1807. Funding. APF support is authorized as specified in NAVSO P-1000, Financial Management Policy Manual, and as described in sections 1807a and 1807b. Such support should be used to the maximum extent authorized. Financial support from MWR NAFs for recreational sailing is authorized. A limited MWR NAF subsidy is authorized if necessary to ensure fees and charges are maintained at a reasonable level to encourage maximum participation.

a. Boating activities without resale and private berthing slips are Category B MWR activities and authorized to receive direct APF support up to 65 percent of total program costs (i.e., APF and NAF). When ancillary Category C program components (e.g., small resale operations and limited private berthing capacity) are part of the marina program, expenses for these ancillary program components are not authorized to be supported with APFs. The pro-rata cost of expenses should be determined and paid using MWR NAFs.

b. Marinas with resale and private berthing capacity are Category C MWR activities and are required to maintain self-sufficient operations with only indirect APF support.

1808. Insurance. This section sets forth uniform legal procedures and guidelines that must be followed by all commanding officers in administering Navy recreation sailing programs that are financially supported in whole or part by MWR NAFs.

a. Admiralty Claims. In general, all incidents involving waterborne recreational boating and sailing vessels and harborage are within the purview of admiralty law. The Judge Advocate General of the Navy [OJAG (Code-11)] issues policies and procedures for processing and adjudicating all admiralty claims in the Navy. The provisions set forth in the Manual of the Judge Advocate General (JAGINST 5800.7C), chapter XII will apply in all cases of potential governmental liability arising out of waterborne boating and harborage.

b. Contracts and Agreements. The provisions of the contracts and agreements with MWR, i.e., sample formats shown in appendices F, G and H, will be the minimum used by all commands responsible for recreational boating and sailing facilities financially supported in whole or part by MWR NAF. These agreements cover boat mooring and storage, boat and equipment rental to patrons, and volunteer services agreements. The purpose of these agreements is to record and acknowledge the rights and liabilities of all patrons, instructors, crews, and guests using MWR or other recreational boats and sailing facilities.

c. Installation Commander. Commanding officers administering Navy recreational boating and sailing vessels and facilities will:

(1) Ensure the use of the provisions of the contracts and agreements, (appendices F, G, and H). These agreements will be used by naval activities for rentals of mooring and storage spaces, boat and equipment rentals, and for voluntary sailing instruction, where such activities receive any financial or other support from the MWR fund;

(2) Report any incident of personal injury or property damage, which may potentially result in an admiralty claim according to the provisions of chapter XII of the JAG Manual.

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Questions concerning these matters should be directed to the Admiralty Division, Office of the Judge Advocate General [OJAG (Code-11)] at commercial (202) 685-5040, DSN 325-5040, or E-Mail, admiralty@jag.navy.mil;

(3) Be responsible for thorough investigation of any admiralty claim arising from recreational boating and sailing vessels or activities. Authority to negotiate settlement of admiralty claims is vested in the JAG and the United States Attorney. Sailing clubs and sailing associations should not conduct their own investigations in cases that may lead to admiralty claims against NAVPERSCOM (PERS-65) central NAFs. The Admiralty Division of JAG should provide advice for any admiralty report (investigation). The investigation should be routed to OJAG (Code-11) via the commanding officer and chain of command. Investigation must contain facts and must not contain any opinions of liability and offers of settlement. Investigations should be confined strictly to fact-finding, and labeled "For Official Use Only" or "Attorney Work Product", depending on advice from OJAG (Code-11);

(4) Publish local operating procedures, rules, and regulations applicable to the recreational boating and sailing program, and ensure that local instructions or notices are not in conflict with any of the provisions within this instruction;

(5) Not solicit, accept, or use privately-owned boats. (Navy recreation program is self-insured and there are no provisions for extension of insurance coverage to privately-owned boats. Navy will neither protect nor defend owners of such vessels in any claim, admiralty or otherwise. USNSF-owned craft may be chartered to MWR activities and operated as a "public vessel" under the terms of a charter agreement); and

(6) Upon acquisition, identify and report any MWR-maintained vessels over 25 feet in length to NAVPERSCOM (PERS-655) by written memorandum. Include acquisition source/date, make/model/year and function as an MWR vessel, e.g., sail training, charter, fishing. In addition, installations must identify and report any vessels qualifying as Naval Sea System Command (NAVSEA) Service craft and Boat Accounting Report (SABAR) boats. These are public vessels having the same status as a utility boat assigned to a naval

station operations department. They may have been purchased with APFs, donated, chartered from USNSF, or transferred to the Navy from another activity, (e.g., Drug Enforcement Agency). Installation commanders are advised that SABAR boats are typically obtained for "training" purposes and may be assigned to MWR departments for operational control.

1809. Availability of Training Materials. DONS and USNSA are the source of training materials for the Navy Sailing Program, including references (a) through (j) and other materials, as they become available. Commands may obtain these materials through direct liaison with DONS and USNSA. All commands are required to use CNET-provided training materials to ensure Navy-wide standardization of qualifications. For address see section 1814i of this chapter.

1810. Instructors. Commanding officers must ascertain to their own satisfaction that instructors in their sailing program are qualified and competent. Instructors do not have to be active duty Navy personnel. The USNSA branches can assist in creating a nucleus of competent sailing instructors. Red Cross certification for instructors is not required. Instructor certification by the DONS and USNSA is required. Information on certification may be obtained from DONS and USNSA.

1811. Waivers. Commanding officers or their designated representatives may waive specific requirements of the inshore ratings at their discretion based on the experience of the candidate. Commanding officers may also issue local qualifications for offshore-capable boats. Waivers for the offshore ratings will not be granted.

1812. Disqualification. If commanding officers find that qualified skippers should be reduced in rating, they may do so at their discretion for inshore ratings. For offshore ratings, commanding officers may withhold skipper privileges while a recommendation for disqualification is submitted to the DONS and USNSA for final determination.

1813. Certification. USN Qualification Record Book, reference (f), is the standard qualification record book. Its use is mandatory for all Navy sailing programs to ensure Navy-wide

standardization of qualifications. These books are available from USNSA at a nominal charge.

1814. Recreation Sailing Program Operating Guidance

a. Relationship with USNSA Branch. Most recreational programs find that sailing clubs provide qualified sailing instructors through a sizable pool of volunteers. Regular membership, with nominal dues, should be available for those who wish to join the social and competitive activities of the sailing club. For competitive events, which are sponsored by the sailing club, an entry fee is appropriate for nonmembers. Day-to-day operation of the sailing activity should remain firmly within the cognizance of the MWR director, with the volunteer USNSA branch providing advisory support. Where clubs provide instruction, commanding officers should also ensure that sailing club instructors complete the training expeditiously so active duty personnel on fleet or squadron duty can achieve qualification. CNET publication listed in reference (e) is the basic Navy sailing curriculum and must be followed for all sailing programs.

b. Relationship with Naval Reserve Officer Training Corps (NROTC) Units and the Fleet. Sometimes, use of recreational equipment for fleet and NROTC training may be more efficient than creation of another fleet of small boats. Such use must be the subject of a written agreement for services if APFs are used to pay for rentals. Also, such use must be on a non-interference basis. Arranging recreational equipment use outside peak hours should not adversely affect MWR patrons and will provide additional income for the MWR marina facility. In the case of NROTC students, they are considered members of Reserve components during periods of "inactive duty training".

c. Involvement of Minors in Boat Operations. Participation of minors as skippers is not recommended unless a parent submits a specific statement of parental responsibility to the MWR activity for the minor. This statement should be renewed annually, and should be kept on file by the marina manager. A listing of those minors whose responsibility statements are held on file should be available at the marina, and managers should verify parental consent before checkout of a boat to a minor.

For transient personnel, parents may make on-the-spot statements of responsibility for their children who are otherwise qualified.

Statement of Parental Responsibility

"I give permission for my minor child (Child's name) to participate in the Recreational Sailing Program at (base). The MWR fund does not provide any liability coverage of the Renter against claims, which may arise from the use of the boat and/or equipment. The parent or guardian of the Renter further agrees to defend and indemnify the MWR fund, the United States, the Department of the Navy, its officers, enlisted, and civilian personnel from any and all liabilities and costs of defense for any damages arising in any manner whatsoever incurred in the course of, or in any way incidental to, the rental, use, or operation of the boat, or equipment rented herein arising out of and through any negligent act of omission by the Renter, the Renter's crew, guests, and/or invitees."

d. Marina Operation. Sailing program and MWR marina facility support the objectives of the Navy Sail Training Program. Providing berths for privately-owned boats enables naval personnel to make the significant investments involved in boat ownership, knowing that they will find accommodations for their boats in their transient active duty careers. Expansion of the marina to the limits of local demand is strongly recommended, as berthing/mooring income goes far in supporting the marina and sailing program.

e. Safety Standards. An active safety program for all elements of marina operations is essential to ensure the safety of employees and patrons. Activities are encouraged to develop safe boating and sailing procedures, which should include:

- (1) An equipment inspection and preventive maintenance program;
- (2) An equipment usage qualification process; and

(3) An education program to include classes in marine "rules of the road", use of float plans, proper use of floatation devices, water survival techniques, trailer towing, drinking and boating, use of distress signals, etc. Such rules shall be consistent with U.S. Coast Guard and requirements.

(4) Patrons renting MWR boats will be provided qualification training by MWR staff members which includes basic rules of the road, knowledge of personal flotation devices, applicable safety requirements and emergency procedures. Qualifications will be noted and evaluated. State agencies, U.S. Coast Guard Auxiliary, U.S. Power Squadrons, and the American Red Cross offer courses. Completion of such a course is evidence of qualification.

(5) MWR staff members should perform a pre-seasonal safety survey of boats and equipment. During season, equipment should be inspected daily prior to use. MWR safety coordinator will document semi-annual inspections, as appropriate and forward discrepancies to the recreation, athletics, home and safety (RAHS) manager. RAHS manager will conduct annual inspections.

(6) U.S. Coast Guard-approved personal flotation devices (PFDs) will be worn while operating canoes, paddleboats, personal watercraft, rowboats and sailboats without fixed keels which rely on crew weight for stability such as sailboards, monohulls, catamaran, motorboats less than 16 feet in length. PFDs will be ready for immediate use by operators and crew of all other MWR watercraft. All boats, regardless of size, when used for training or if operated between the hours of sunset and sunrise (except for charter boats), will require the use of PFDs. Marina operators may set stricter requirements for use of PFDs based on evaluation of patrons' qualifications and weather conditions. For boats 16 feet and longer, a Type IV throwable device will also be provided. PFDs will be free of rips, tears, and other unserviceable conditions. In addition to the requirement for patrons of Navy MWR boating operations to wear a PFD, Navy personnel using recreational watercraft rented or borrowed from other DOD facilities will wear U.S. Coast Guard-approved PFDs.

(7) Motorboats (except outboard and diesel) will be equipped with a U.S. Coast Guard-approved carburetor backfire flame arrestor. For boats with enclosed gasoline engines, a ventilation system is required. A U.S. Coast Guard or Underwriter's Laboratories "marine type" fire extinguisher will be provided on boats with enclosed or permanently installed gas tanks. A load-capacity plate with occupancy limits (weight and number of persons and horsepower) will be posted in each boat. Boats 16 feet and longer navigating on coastal waters or the Great Lakes will carry three daytime and three nighttime visual distress signals. Boats less than 16 feet in length only will carry night signals when operating at night. Shelf-life date for pyrotechnic signals will be current. Flares should be stored in fireproof containers while in the facility if not provided with a suitable storage container. Fire department personnel should determine if a fire symbol should be located on the outside door of the storage area. No smoking signs will be posted.

(8) Boats used between sunset and sunrise will be equipped with lights. All boats less than 12 meters in length will have a sound-signaling device such as a horn or whistle. A bell as well as a whistle or horn will be provided for boats over 12 meters in length. A float plan should be provided so boaters can indicate departure time, destination and time of return.

(9) Charter boats less than 65 feet in length carrying six or fewer passengers require an operator who holds a U.S. Coast Guard Limited Operator of Uninspected Passenger Vessel license. If more than six passengers are carried, a Master's license is required and the boat will be inspected by the U.S. Coast Guard. Charter boats that carry passengers for hire will comply with special Federal operating requirements including safety orientation, stowage locations of PFDs, proper donning of PFDs, and posting of emergency instructions.

(10) All walking surfaces on piers and docks will be free of protruding nails, splinters, holes or loose boards and have a slip-free surface. Adequate lighting will be provided on piers and docks. Standard handrails with intermediate railings should be provided for main entrance walkways to docks and piers. At least one U.S. Coast Guard-approved throwable device

such as a life ring with 60 feet of 3/8-inch diameter rope should be available on each dock. On docks more than 200 feet in length, a device should be located every 200 feet. For piers and docks, the local fire department should be asked to determine fire extinguisher requirements.

(11) Marina or boatyard operator will post in a prominent location or provide boat operators a list of safe operating procedures including the use of portable charcoal grills for cooking, trash disposal, no-smoking areas, location of fire extinguishers and hoses, instructions for turning in a fire alarm, and fueling instructions. Gasoline delivery nozzles will be equipped with a self-closing control valve that will shut off the flow of fuel when the operator's hand is removed from the nozzle. An emergency fuel shut-off control switch will be installed more than 20 feet but less than 100 feet from the gasoline dispenser. The control switch will be readily labeled and accessible at all times of operation.

(12) Electrical wiring located near boat ramps will be installed underground to avoid possible contact with masts and other parts of boats. If electrical wiring is not installed underground, the wiring within yard areas will be routed to avoid wiring within or across any point of the yard that may be used for moving boats. Additionally, avoid overhead wiring closer than 20 feet from the outer edge or any portion of the yard that may be used for moving boats or stepping or unstepping masts. Clearance for wiring in other portions of the yard will be not less than 18 feet above grade in open areas and not less than 8 feet above the highest point of roofs when above buildings. Warning signs to alert people of wire clearance will be located so as to be clearly visible.

f. Fees and Charges. Generally, charges for use (i.e., rental) of boats, storage, or marina berthing should be within 25 percent less than that of the average local rate for comparable activities in the civilian community. A reduced rate may be desirable to increase usage during non-peak hours, for training, or for junior sailing programs. In every case, charges for rental should be logically derived in a comprehensive manner, and established to produce the necessary income to pay for boat expenses including maintenance. A reasonable fee can serve a dual purpose if it is

applied to an equipment recapitalization plan. Details on the initiation of a cooperative instruction/equipment replacement plan are available from DONS.

g. Useful Life Expectancies of Boats and Equipment. Like other recreational equipment, boats, cordage, and sails have limited lifetimes. This is particularly true in a rental business, where attractiveness is an important element of success. As a rule, small centerboard boats have a useful life cycle of 5-7 years; large daysailers, 7-10 years; and cruising-type boats, 6-8 years. Larger, unpowered boats such as Shields sloops have very long life spans. Beyond these time standards, boats require increasing maintenance and will lose attractiveness rapidly with "make-do" maintenance. Sometimes, major rehabilitation may extend the lifetime of a boat by half again, but usually the labor costs involved override the gain. A sail replacement plan should be an integral part of every sailing program. Sails last about 5 years in normal use and are competitive for about 2 years. Rule of thumb is to use a new sail only for competition in its first 2 years; for general recreational use the next 2 years; and for training use in the final year.

h. Standard Boats. Since easy access to boats for transient active duty personnel is an essential element in the Navy Sailing Program, standard boats have been identified in each of several size ranges. Recreational fleets should consist primarily of these standard boats. Standardization provides advantages in logistics, as well as operation, and parts can be stocked for maintenance and repairs. Local environmental conditions may dictate departure from these standard boats, and in these cases, DONS should be consulted as a technical advisor. In cases of local procurement, DONS can provide current benchmark prices for most types of boats. All purchases must comply with pertinent APF and NAF fund procurement regulations. Authorization must be given by NAVPERSCOM (PERS-655) for the purchase of any watercraft over 25 feet in length.

i. Availability of Assistance. The DONS exists to provide technical advice to commands operating or initiating sailing programs. The DONS may be reached at:

DIRECTOR OF NAVY SAILING	Telephone:
NAVSTA/DONS	Voice: (Comm) 410-293-2130/2341
58 Bennion RD	
Annapolis, MD 21402-5054	FAX: (Comm) 410-267-4845
Message: NAVSTA ANNAPOLIS MD (PASS TO DIRECTOR OF NAVY SAILING) INFO NAVPERSCOM MILLINGTON, TN (PERS-655)	

1815. Registration of MWR-Owned Boats with State Authorities

a. Federal law requires all military and public recreational-type vessels equipped with "propulsion machinery" of any type, used on waters subject to the jurisdiction of the U.S. to be numbered and registered.

b. Department of Transportation (Coast Guard), which is responsible for this law, has delegated authority to each State to act as their agent in administering the law. See section 515b for further information.

1816. Financial and Operating Standards and Guidelines. See chapter 28.