

II. BY THE GOVERNMENT

A. The Federal Aviation Administration should launch immediately a program addressed to the scheduled air-taxi operators and the operators under contract with the Post Office Department, which would involve not only surveillance of the conventional type, but also the teaching of this group how better to perform a basically common carriage operation, with emphasis on associated safety aspects. This program should include sending in FAA teams to review and accomplish the necessary upgrading of their safety practices; and

B. That the FAA place the safety supervision of scheduled air-taxi operators and Post Office contract operators organizationally under FAA staff associated with the handling of air carrier safety operations, and proceed promptly to establish safety programs and standards for them commensurate with their current and long-range status, activities, and importance in aviation.

Admittedly, the programs recommended herein for action by the Federal Aviation Administration, the air carriers, and the air-taxi operators, are beyond the scope of what the administration and the industry have been either equipped or expected to do, and might not even be favorably received by the group of air-taxi operators such programs would be intended to help.

However, the need is real and immediate and it is our view that the situation will not wait either for "as usual" industry practices or for the ordinary regulatory process to catch up to it.

Sincerely,

JOSEPH J. O'CONNELL, Jr., *Chairman.*

JUNE 3, 1968.

Adm. WILLARD J. SMITH,
*Commandant, U.S. Coast Guard,
Washington, D.C.*

DEAR ADMIRAL SMITH: The Board shares your concern and that of the Department of Transportation regarding recreational boating safety. We are analyzing the individual accident reports involving loss of life, and also your annual report of boating statistics for 1967. President Johnson's consumer message announced the proposed Recreational Boating Act of 1968, and we will be interested to follow its legislative progress. The National Transportation Safety Board will be willing to assist you and the Department in any way we can to support this program, or others needed to improve boating safety.

After the Lake Michigan accident last August, the thought occurred to us that a larger number of marine boards of investigation would serve several useful roles in promoting recreational boating safety. More public information and safety education result from such public investigations than from the routine one-man investigations. Secondly, the final report of marine boards of investigation receives much wider distribution in the marine industry.

We appreciate the fact that these proceedings require more time of senior officers, but they are more apt to produce recommendations to prevent future accidents. The need for additional emphasis on recreational boating safety preventive programs is apparent from the relatively large number of fatalities in this field in comparison with those experienced by commercial vessels. For example, in the calendar year 1967, most of the 4,113 recreational boating accidents occurred on small open boats, as follows:

Size of boat involved	Number of boats involved	Cumulative percent, boats	Fatalities	Cumulative percent fatal	Number of persons injured	Cumulative percent injured
Less than 16 feet.....	1,501	28.5	677	51.6	442	32.4
16 to less than 26 feet.....	1,884	64.2	298	74.4	564	73.7
26 to less than 40 feet.....	716	77.8	76	80.1	148	84.5
40 to less than 65 feet.....	157	80.7	25	82.0	23	86.2
65 feet and over.....	22	81.2	1	82.0		86.2
Unknown.....	994	100.0	235	100.0	188	100.0
Total.....	5,274		1,312		1,365	

The predominance of accidents in such small boats warrants, we believe, selection of several such accidents, or a series of them at or about the same date, for marine boards of investigation. A few selected geographical areas of densely populated pleasure boats such as the Great Lakes, Gulf and Florida Coasts, In-