

U.S. Coast Guard Model Maritime Auxiliary Guide



April 2006



As the Chief Director of Auxiliary and National Commodore of Auxiliary for the United States Coast Guard, it is our pleasure to present the *Model Maritime Auxiliary Guide* to the international maritime community. This guide describes how the U.S. Coast Guard Auxiliary is structured and operates, providing a model to the international community for possible use by countries operating or wishing to develop a volunteer-based maritime service.

The *Model Maritime Auxiliary Guide* is based upon the organization, authority and mission expectations of the U.S. Coast Guard Auxiliary. Our world is marked by political and economic change as well as evolving demands on our maritime services' limited resources. It is my hope that this guide will assist other nations in developing volunteer maritime services to meet the challenges of the twenty-first century.

It is not the intent of this guide to imply that this is the best way or only way to create and structure a maritime auxiliary service. Many nations have established world-class volunteer Coast Guard Auxiliaries to assist them in their efforts to address domestic maritime needs.

Our goals and missions have evolved over many years, and our operations continue to change in response to the needs of our times and the responsibilities our experience demands of us. It is my hope that the *Model Maritime Auxiliary Guide* will provide a solid foundation for those nations wishing to establish an auxiliary force to assist their navies or coast guards.

I wish you the best and applaud your efforts as you conduct the maritime operations so vital to your nation's well-being. The men and women of the United States Coast Guard and the United States Coast Guard Auxiliary look forward to working with you as we come together to face the challenges and opportunities of the global maritime domain.

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Chief Director of Auxiliary
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Introduction

The United States Coast Guard Auxiliary has written these International Guidelines for the benefit of individuals and groups that have a sincere desire to establish a Coast Guard Auxiliary or similar government affiliated volunteer Search and Rescue (SAR) Organization in their country.

The United States Coast Guard Auxiliary is the uniformed volunteer component of the United States Coast Guard, as well as the lead volunteer force in the Department of Homeland Security. Founded in 1939 by an Act of Congress, the 38,000 volunteer members (men and women) donate thousands of hours in support of Coast Guard missions such as Search and Rescue (SAR), Public Education, Marine Environmental Protection, Maritime Domain Awareness and commercial and recreational vessel safety checks.



These volunteers come from all walks of life, i.e. recreational boaters, fishermen, emergency medical technicians, firefighters, accountants, doctors, lawyers, tradesmen, business people, active duty and retired Coast Guard and other military branches, etc., ranging from 17 to 80+ years of age.

These International Guidelines are designed to share knowledge, international experience and expertise with fellow volunteers who are dedicated to assisting their Coast Guard, Navy, Defense Forces or similar government authorities involved in Recreational Boating Safety, Public Education, Marine Environmental Protection, Maritime Awareness, and Disaster Response. Good communication and cooperation with government authorities and other agencies are essential, in order to succeed. We realize that different countries have different cultures, traditions, environments, rules and regulations and we cannot write a template to fit all countries. However, we hope that these Guidelines cover the basics needed to assist you in establishing or broadening the scope of an existing Coast Guard Auxiliary or similar Volunteer Search and Rescue Organization.

(For the purposes of this document, all future references to government maritime agencies shall be referred to as 'Coast Guard' and references to a volunteer organization shall be referred to as the 'Auxiliary'.)

Section 1. Assessing the Need

A needs assessment should be done by the country's Coast Guard prior to any action to establish an Auxiliary.

Establish the **Current State**:

1. Evaluate the requirements of the local maritime needs, including search and rescue, boater education, maritime security, and environmental protection. Include the impact of commercial and local subsistence fishing traffic,



commercial shipping, maritime tourism activities, local transportation ferries, and recreational boating.

2. Compare those needs to the Coast Guard's capability by listing:
 - Number of rescue vessels available, safety equipment and operational bases,
 - Trained crews to run the vessels,
 - Personnel to accomplish all other responsibilities of the government's maritime organization, including administrative functions and boater education programs,
 - Communications facilities,
 - Coordination capabilities during critical incident situations,
 - Additional personnel needed during surge/critical incident operations.

Establish the **Desired State**:

1. List the resources, personnel and capabilities needed to meet the needs of the local maritime environment and related Coast Guard activities in terms of:
 - Vessels, safety equipment and operational bases,
 - Trained crews to run the vessels,
 - Personnel to accomplish all other responsibilities of the government's maritime organization, including administrative functions and boater education programs,
 - Communications facilities,
 - Coordination capabilities during critical incident situations,
 - Additional personnel needed during surge/critical incident operations.

Determine the **Gap** between the current state and the desired state by comparing the differences and separating them into three main categories:

1. Equipment
2. Personnel
3. Training

If it is determined that any portion of the established Gap in performance can be filled with volunteer assistance, then it is feasible to establish an Auxiliary. Volunteers can provide personnel, and in many cases equipment. Initially they will require training, making that gap even larger, but once a core membership is established, they will be able to assist in filling that gap also.

Through this assessment, a need will have been established and now a specific, prioritized list of activities for the volunteers can be generated. The list should include activities that require minimal training that volunteers can support while they also take the time for more extensive training for activities such as search and rescue.



Section 2. Linking to Support

2.1 Coordination with Government Authorities

Now that the need for volunteer support of the Coast Guard has been established, thought should be given as to how this volunteer unit will interface with the Coast Guard as well as other government agencies. It is at this point that the decision should be made whether the Auxiliary will be:

- Entirely government administered and funded,
- A combination of government affiliated/ funded and volunteer administered/ funded.
- Entirely volunteer administered and charitably funded

Issues such as balancing the needs with funding sources, training mechanisms, and availability of facilities and personnel interchange should be addressed in the decision as to what type of organization will be formed.

If the initial unit is established on a strictly local basis, to be coordinated by one local Coast Guard station, many of the issues listed above may also be handled on a local basis. However, issues involving governmental funding support may need to be coordinated with other government authorities and forecasted for future budget consideration. The cost and availability of training, facilities, equipment, and organizational uniform (if any) should be in the initial consideration for start up.

Before you begin a marketing campaign for membership, it will be important that other agencies understand your vision for a volunteer Auxiliary and the role of the future volunteers. Volunteer member activities may eventually interface with the Harbor Master, port and airport authorities, law enforcement agencies, emergency services, government marine departments, and other military agencies. These agencies can be essential supporters to your recruiting efforts. Their support in the initial phases of the Auxiliary development will ensure future support of the volunteer members as their activities overlap and compliment one another.

2.2 Legal Protections

Certain types of legal protections for a newly created, government administered or affiliated Auxiliary should be provided by a parent organization or sponsoring government agency. These legal protections should include:

1. Stated purpose of the volunteer organization,
2. Membership Requirements,
3. Assigned authority,
4. Organizational structure and its rights, privileges, powers and duties,
5. Legal protections from civil liability when the volunteer is acting within the scope of assigned duties,
6. Liability protection for volunteer vessels and aircraft, as public vessels of the government while assigned to duty.



As an example of a legal framework, the link below provides access to an electronic copy of Title 14, USC, Chapters 821, 822, 823, 827, and 831, which describes the organization of the U.S. Coast Guard Auxiliary, its purpose, training requirements, and clarifies the status of Auxiliary surface and air facilities.

Reference: Title 14 US Code:
http://uscode.house.gov/title_14.htm

Section 3. Getting Started

Now that it has been established that volunteer members can fill a need for the Coast Guard, government support links have been initiated, and a list has been made of activities and training for the volunteers, the next step is to state the mission of your Auxiliary and your vision for the utilization of the volunteer members of the new organization. Your mission and vision will give you direction for your marketing plan to recruit volunteers. (refer to Section 5)

3.1 Mission Statement

In creating a mission statement for a government affiliated volunteer organization, it is important to include the Coast Guard mission support issues as well as the outreach activities to the boating public. This is a general statement of the overall purpose of the organization. Some examples are listed below:

- The mission of a volunteer Coast Guard Auxiliary is to promote boating safety within the community through active preventive search and rescue activities and assist the Coast Guard in performance of its non-military missions.
- The Auxiliary promotes safety and security at sea by developing, training and maintaining its volunteer members to provide services to the boating public and support to the civil missions of the Coast Guard .





3.2 Vision

As the sponsoring government agency for a new volunteer Auxiliary, the Coast Guard's vision for their volunteer members should be based on the needs of the Coast Guard, the boating public and the volunteer members. Some examples are listed below:

- The volunteer members will become a fully sustainable and professional Auxiliary that is adequately trained and equipped to support the Coast Guard and all its non-law enforcement missions.
- The volunteer members will provide support to the Coast Guard, ensuring operational readiness and a safer maritime environment, while enhancing personal development.
- The Auxiliary will maintain a qualified volunteer membership, whose activities focus on measures that prevent loss of life and property on and around the nation's waterways, by providing quality education to benefit the boating public and a ready force multiplier to fill the needs of the Coast Guard.



Section 4. Organizational Structure

Even though most new organizations have their beginnings on a local basis, thought should be given to future development of a National organization, and possibly Regional interface with other organizations. The first unit or flotilla will provide your core members of the organization who can then assist the Coast Guard in the training of others.

4.1 Local

A local flotilla or unit can be formed to support one particular Coast Guard station or area of responsibility. Functionally, 10 to 50 members is a good range to allow for the volunteers schedules. Larger units are certainly usable, but care should be taken that all members meet your requirements (see below) and show some level of participation, especially in the initial stages.



Leadership of the Auxiliary flotilla should be established as soon as possible, with one Flotilla Commander and one Vice Commander. This will facilitate communications between the Coast Guard liaison and the Auxiliary flotilla membership. The Coast Guard liaison can work directly with the leadership to discuss needs and schedule training, communications watch, administrative duties, discuss initiation of boating safety courses for the community and other activities. Meetings or training sessions with the entire flotilla membership can take place monthly or scheduled as needed.

As training and programs are established, the Auxiliary leadership can appoint specific members to take charge of the administrative details of certain programs, such as public education. These members can be given the title of staff officer or some other



designation that denotes added responsibilities. (Refer to Section 7 for program areas to be considered.)

4.2 National

As more flotillas are formed, a national administrative unit or Executive Committee could be formed that would develop and implement standards, policies and procedures for consistency across all Auxiliary units within the country. The Coast Guard may assign a Chief Director of the Auxiliary as the Commandant's designated representative to the National Executive Committee. The Chief Director would work with the National Executive Committee to coordinate policies that have a direct effect on the relationship between the Coast Guard and Auxiliary. (As an example, refer to COMDTINST M16790 series, Auxiliary Manual, for the U.S. Coast Guard Auxiliary organizational structure.)

4.3 Regional

Due to the International Search and Rescue Regions, countries forming volunteer Auxiliaries may want to coordinate their activities across their region. The sponsoring governments should assist individual National Executive Committees with this effort.

Section 5. Personnel Standards and Membership Recruiting

5.1 Membership Requirements

Membership requirements should be strictly established before launching a marketing/recruiting campaign for the Auxiliary members. These requirements should implement the minimum eligibility requirements established by statute or regulation. (Refer to Section 2.2) Depending upon the laws of the country, some of the requirements that might be considered are as follows:



- Ownership of a motorboat, yacht, aircraft, or radio station or persons who by reason of their special training or experience are deemed qualified for duty in the Auxiliary
- 17-18 years of age and older
- Willing to undergo a background security check
- Drug free
- No criminal record
- No major medical disorders for those involved in search and rescue

Unit membership requirements should establish the minimum number of members per unit or flotilla. If the minimum unit size is established at 15 members, then the core membership of the first flotilla should meet or exceed that requirement.



5.2 Establishing A Need Within the Community

The major beneficiary of a volunteer Auxiliary will be the maritime community who will receive enhanced service as a result of the combined effort of the Coast Guard and its volunteer members. In order that the community-at-large understand the need for maritime volunteer assistance, a marketing campaign should be launched in order to promote the benefits to the community, as well as solicit help from community organizations during the initial recruiting stages. This campaign can be initiated by inviting representatives of various community organizations to an informational briefing. Some of the community groups that should be considered for attendance are:

- Local media
- Fire, Police Departments, Emergency Services
- Other military services
- Captain of the Port / Harbor Master
- Marina Owners Association
- Charter Fisherman/Yachting Associations
- Dive Associations
- Ferry services
- All other maritime organizations
- Resort and Boat rental agencies
- Service organizations, such as Lions, Rotary, Kiwanis
- Insurance Companies
- Marine Suppliers



Press releases should be provided for the media, stating the mission of the Auxiliary, the benefits to the community and the benefits of individual membership. The other organizations in attendance should be provided with information on how they can help recruit members for the Auxiliary through their own networks.

5.3 Public Outreach for Membership Recruiting

Once the informational meeting has taken place, follow-up press releases and radio announcements could be provided to the local media on a weekly basis for at least a month. Informational fliers and application forms can be distributed through the Coast Guard, and possibly the fire and police stations, and Harbor Master's office. Initially, one member of the Coast Guard should be assigned the task of answering questions concerning the volunteer Auxiliary and the eligibility requirements.



The application forms should be filled out and returned to the Coast Guard. It should be advertised that all information will be held in strictest confidence and that each applicant will be screened and interviewed. Each member interviewed should be informed as to whether or not they have been selected as a member of the Auxiliary as soon as possible after the interview process. Selecting the core members of the new unit is an extremely important step, as once trained, they will assume many of the duties relative to recruiting, interviewing and training subsequent applicants.

Once the core members have been selected, this is a good opportunity for media coverage. A press release with a photo of the new members will give personal recognition to those citizens who have been selected and are willing to volunteer their time for a safer maritime environment, announce the actual chartering of the unit and



be a catalyst for further recruiting.

The initial meeting with the core members can be used to establish procedures for training, paperwork, assignments and procedures.

Section 6. Building Assets and Essential Resources

In Section 2.1, we considered the type of Auxiliary organization that could be established with regards to funding and asset support. Since this document deals with the establishment of a government affiliated Auxiliary, consideration should be given to a unit that is entirely government administered and funded OR a combination of government affiliated/ funded and volunteer administered/ funded. In either case, assets and resources are essential to the success of the Auxiliary. Although the volunteers do not get paid, their activities do require financial support and equipment.

6.1 Government Support

A government affiliated volunteer Auxiliary requires legal protections and safety considerations. Standards for training and equipment should be established and supported financially. The Coast Guard budget should be planned to support the items needed for the volunteers to provide effective service. This may come in the forms of reimbursement for gas and maintenance, providing protective equipment and radios, and possibly even providing vessels for their use.

The initial establishment of the core members of the flotilla will require the government to provide most of the resources to get started, along with the assets that the members themselves are willing and able to share in order to meet their mission. Some volunteer organizations utilize the members' vessels and the government either provides fuel or reimburses the member for the fuel consumed while assigned to duty. Other governments/organizations provide the vessels and the fuel.

Investigation of other sources of equipment such as the USCG Excess Defense Articles program, vessels confiscated from drug dealers and others that are abandoned or in need of minimal repair may also provide resources to enrich the volunteer program.

6.2 Community Support

The recruiting process for the Auxiliary starts with the community organizations, the local stake-holders. Beyond helping recruit new members, these organizations can also be looked to for equipment donations for your volunteers and possibly unsolicited financial support. Keeping the community involved in maritime safety issues will enhance your capabilities. Support can be found in such activities as:

- Providing classroom space for safe boating classes,
 - Promoting vessel examinations by paying for decals and forms,
 - Providing equipment, such as a radio, GPS or life jackets for volunteer members,
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- Providing first aid equipment

Other sources for community support of the Auxiliary are the members themselves, the general public, tourists and charitable foundations. Proper recognition of any donations will further enhance the probability of these charitable actions being repeated.

6.3 Fund Raising

If the government affiliated Auxiliary is given the autonomy to raise funds to supplement the government funds, many options are available. Boating safety courses are one example: books can be purchased by the volunteer unit and sold to the students at a slight profit. Everyone benefits from a safe boating course.

Social events and sporting tournaments can serve as good fund-raisers, while grants, legacies and donations provide a different opportunity. Some websites that provide guidance on fund raising are: www.non-profit.org and www.raise-funds.com

6.4 Asset Allocation

The separation of government funds and Auxiliary funds, and the determination of what funds can be used to support specific activities is an important issue. The first step is to prioritize your funding needs for the volunteer organization in terms of government resources, such as:

1. Rescue boats of various sizes and purposes
2. Fuel and maintenance costs
3. Communications equipment
4. Personal protection equipment
5. Pumps, fire extinguishers and other safety equipment
6. Brochures and informational pamphlets
7. Forms, computer and website costs
8. Training materials
9. Salaries for active duty support personnel
10. Travel

Recognition of funding requirements and a continuous cycle of budget preparation keeps the organization in a working mode. In the initial stages, maintenance of existing equipment and training might take priority. As the volunteer membership grows, funding requirements will also grow in order to utilize your volunteers effectively.

Once the volunteer Auxiliary is established, further assets may be needed for internal needs of the volunteer units, such as teaching materials and equipment, off site radio bases, fellowship, travel and supplemental training.



Section 7. Training and Qualifications for Mission Activities

7.1 Maritime Domain Awareness



- **Mission**

To assist the sponsoring organization in maintaining as complete an awareness of maritime activities as possible. This will increase the likelihood of identifying unusual or threatening activities through a sustained reconnaissance of Targets of Interest (TOI) throughout the area of responsibility.

- **References:**

1. [http://www.uscg.mil/news/reports and budget/ Marine strategy/USCG Maritime Strategy.pdf](http://www.uscg.mil/news/reports%20and%20budget/Marine%20strategy/USCG%20Maritime%20Strategy.pdf)
2. www.uscg.mil/d1/units/msoprov/mdabr.doc
3. www.uscg.mil/d8/mso/memphis/forms/brochure.doc
4. <http://www.uscg.mil/d8/mso/stlouis/RiverWatchBrochure11.pdf>
<http://www.uscg.mil/d8/mso/stlouis/RiverWatchBrochure12.pdf>
5. <http://cgauxed.org/national/Library/W/WWW/WWWpage.html>



- **Training Requirements**

Crews will require training for successful and efficient mission execution. Such training should include:

1. Those specific activities for which to be observant; knowledge of what constitutes suspicious activities.
2. Targets of Interest (TOI) lists. These lists should identify the TOI's with a ranking of importance, physical position, a photo if possible, and any security zones identified with a description.
3. After-mission reporting procedures.

Safety training is paramount and should be conducted in accordance with the above-cited references.

- **Process**

When speaking with anyone who has interaction with the maritime environment, volunteer members educate these individuals and groups on what constitutes suspicious activities and how to report them. Examples of venues where Maritime Domain Awareness (MDA) information may be presented include: boating education classes, vessel examinations, public affairs speaking engagements and news releases.



- **Resources**

Refer to references above for various brochures describing suspicious behavior and how to report it. Funding for brochures and presentations can be requested from local government agencies.

- **Reporting**

Suspicious activities are reported to the local authorities through the responsible government agency.

7.2 Search and Rescue

7.2.1 Surface Operations



- **Mission**

To provide operational, logistic and training support of Search and Rescue activities by providing vessel facilities and trained crews. These vessels and crews will conduct on-water searches; locate search objects and affect a rescue of persons on board.

- **References**

1. U.S. Coast Guard Auxiliary Boat Crew Training Manual, COMDTINST M116794.51
2. U.S. Coast Guard Auxiliary Boat Crew Qualification Guide, Vol. I: Crew Member, COMDTINST M16794.52
3. U.S. Coast Guard Auxiliary Boat Crew Qualification Guide, Vol. II, Coxswain, COMDTINST M16794.53
4. U.S. Coast Guard Auxiliary Boat Crew Qualification Guide, Vol. III, PWC Operator, COMDTINST M16794.54
5. U.S. Coast Guard Boat Crew Seamanship Manual, COMDTINST M16114.5B
6. U.S. Coast Guard Boat Crew Training Manual, COMDTINST M16114.9D
7. Interim Ch-1 To Coast Guard Boat Crew Training Manual, COMDTINST M16114.9D
8. National Search and Rescue Manual, Volume I: National Search and Rescue System, COMDTINST M16120.5 (series)
9. National Search and Rescue Manual, Volume II: Planning Handbook, COMDTINST M16120.6 (series).
10. U.S. Coast Guard Addendum to the National Search and Rescue Manual, COMDTINST M16130.2 (series)
11. U.S. Coast Guard Rescue and Survival Manual COMDTINST M10470.10E (series)



12. An overview of US Coast Guard Auxiliary Operations programs can be found at: http://www.uscgaux.org/~opr/ops_marine_safety.html
13. US Coast Guard Auxiliary Operations Boat Crew Program Manuals can be found at:
<http://www.cgaux.org/cgauxweb/manuals/BoatCrewManualLinks.htm>
14. U.S. Coast Guard Manuals referenced above can be found (click on “manuals”) at: http://www.cgaux.info/g_ocx/

- **Training Requirements**

A series of qualification tasks defines the knowledge and skills required for volunteer members as operators of air, surface and/or communications resources. Each task describes a certain job skill and states performance criteria for that skill. For example, a qualification task for a boat coxswain position is to take a vessel in stern tow. The volunteer member trainee completes the task by reading required reference material, reviewing the skills with a mentor who helps teach the task, then practicing the task. When the volunteer member trainee demonstrates mastery of the task, the task is signed-off by the mentor.

After all tasks are signed-off by a mentor, the volunteer member trainee then completes an oral examination and a practical skills demonstration with a Qualification Examiner, or QE. The QE is an experienced volunteer member appointed by the governmental unit to verify that the trainee meets the performance standards for qualification.

Upon completion of the oral exam and practical skills demonstration, the Qualification Examiner (QE) submits a recommendation to the appropriate office of the governmental unit, who then certifies that the volunteer member has attained the required competency. The volunteer member is then eligible to be assigned to duty under patrol orders.

The volunteer member maintains currency of certification by periodically meeting annual minimum standards.

- **Procedures for involvement**

The governmental unit may choose to train, examine, and qualify volunteer members before assigning them to duty. This is necessary to ensure the safety of volunteer members, as well as the safety of people who may be assisted by the volunteer organization.

Determination of Area Of Responsibility (AOR) may be established by the governmental unit that provides support and oversight to the volunteer organization. Within these operational boundaries, local AORs may be determined by the geographic distribution of volunteer members and available air, surface, and communications facilities.





- **Resources**

Surface resources (on-water facilities, search and rescue vessels) may be supplied by volunteer members who own these resources, or by governmental units that provide them to volunteer members. These resources should be equipped to certain written standards, and be inspected by competent authority, on a regular basis, to ensure they are equipped and capable of performing the required missions.



Radio facilities, both fixed and land mobile may be required to provide a robust communications net in the AOR. Please refer to the section on communications below.

- **Reporting procedures**

The volunteer organization will need an information system to track and process:

1. Certification of volunteer members who will conduct Search and Rescue missions
2. Requests for orders (authorization for conducting patrols)
3. Mission reporting
4. Volunteer member time
5. Air/surface/communications resource use and associated costs
6. Persons and property assisted/saved
7. Other items deemed necessary by the volunteer organization and associated governmental unit.

7.2.2 Air Operations

- **Mission**

To provide operational, logistic and training support of Search and Rescue activities by providing aircraft and trained air crews. These aircraft and crews will conduct aerial searches, locate search objects and direct surface recovery units to the search object. The Logistics and Passenger Transport mission is in support of local/regional governmental needs and internal needs of the volunteer search and rescue organization.



- **References**

1. USCG Auxiliary Operations Policy Manual COMDTINST M16798.3D
2. USCG Auxiliary Air Operations Training Text COMDTINST M16798.5A & 5B
3. IAMSAR - International Aeronautical and Maritime Search and Rescue Manual. The IAMSAR Manual is available for purchase through the International Maritime Organization (IMO) or International Civil Aviation Organization (ICAO).
4. U.S. National SAR Plan (NSP)
<http://www.uscg.mil/hq/g-o/g-opr/nsarc/nsp.doc>
5. U.S. National SAR Supplement (NSS)
<http://www.uscg.mil/hq/g-o/g-opr/nsarc/nsrsupp.pdf>
6. U. S. Coast Guard Addendum to the National SAR Supplement (CGADD), COMDTINST M16130.2C
7. U.S. Coast Guard Search and Rescue Web Site <http://www.uscg.mil/hq/g-o/g-opr/sar.htm>
8. National Association for Search and Rescue - <http://www.nasar.org/>
9. The “Equipped to Survive” web site - <http://www.equipped.org/>



- **Training Requirements**

Training requirements for Pilots and Crew are detailed in the references noted above. In brief, pilots must be qualified to at least a level equivalent to that of Federal Aviation Administration (FAA) Private Pilot certification. An instrument rating is not mandatory, but is desirable. Although searches occur during visual flying conditions, the ability to fly on instruments affords greater safety margins during hazy conditions, and inadvertent Instrument Meteorological Conditions.

Two pilot crews are not mandatory, but are desirable when possible. Observers must be trained in proper search observation and communication techniques as outlined in the above cited references.

All flight crews must be trained to work together effectively, using proper techniques of Crew Resource Management. All members of flight crews must have appropriate water survival training.

Training should be a regular part of the program, with initial and recurrent training a basic requirement. Funding should be provided for this to ensure the availability of training platforms and compliance with training mandates, especially in the absence of regular missions. Crews should practice together, and the use of simulators should be encouraged, and workshops on a yearly or semi-annual basis should be required.



- **Procedures for Involvement**



Search missions should be launched only on the authority of the appropriate governmental or civil authority charged with SAR responsibility in the jurisdiction. It is important that all SAR efforts in the region be coordinated to assure complete coverage of the search areas, to avoid duplication of efforts and to increase the safety of the search units.

Area of Responsibility for search operations will be determined by the effective range of communications, the effective range of the search and recovery units and by the relevant operational boundaries. Facilities should be assigned to specific AOR(s) and become familiar with their boundaries and characteristics.

7.3 Operational Support

7.3.1 Communications

- **Mission**

To support Government and Volunteer surface and air operations by extending Government telecommunications capabilities where terrain, distance, or other issue prevents providing mariners with emergency assistance.

- **References**

1. Communications Watchstander Qualification Guide, USCG COMDTINST M16120.7A
2. USCG Auxiliary Communications (AUXCOM), COMDTINST P16794.32B
3. Local Government equivalent of USCG COMDTINST M2000.3C, Telecommunications Manual

- **Training Requirements**

Volunteer owner/operators of telecommunications need to be familiar with surface and air operations procedures. Owner/operators should be trained to minimum communications watchstander requirements, including the operation of any communication links (telephone, VHF, HF, or other means) with the nearest Government Search and Rescue unit.

- **Process**

The volunteer communication facility provides scheduled distress watch and radio safety guard to underway government and volunteer assets in areas where government communications do not provide coverage. A reliable communications





link from the volunteer communication facility to the appropriate government search and rescue unit is used to relay public distress calls (and the government response), as well as status and control traffic for underway assets.

- **Authority**

When operating with a properly trained operator, a volunteer communication facility should be able to operate as a government station in terms of frequency and emissions allowed, as directed by the government search and rescue organization.

- **Resources**

A VHF marine radio and appropriate antenna, along with some means of communicating with the nearest search and rescue unit is required. This equipment could be provided by the government, with the volunteer pledging a commitment for training, supervision, and operation of the radio facility. Attention should be paid to rapid recovery of communications after weather disasters (telephone/power long term post-disaster outage, and physical protection of the equipment during the disaster are major issues).

- **Reporting**

Radio logs should be maintained, showing watch times and specific activities/responses. For distress cases or incidents with underway search and rescue assets, a timely copy of the relevant log should be provided to the appropriate search and rescue unit and involved government unit. The radio logs should be available for inspection, and may be required in later investigations and court proceedings. Some means of reporting the volunteer time spent on radio watches should be provided, allowing the total time used by volunteer members to be tracked and appropriate recognition provided to the volunteers.

- **Mission**

The Aids to Navigation mission is to assist in the verification of position, maintenance and discrepancy reporting of private and government aids to navigation and discrepancies in marking of bridges, providing information that will assist government authorities in updating charts and publications.

- **References**

1. “National Aids to Navigation and Chart Updating Guide” 1995
2. Various sites centrally located at <http://www.dirauxwest.org/ATON.htm>

- **Process**

The local government unit works with the volunteer member on practical skills

7.3.2 Aids to Navigation



and local knowledge before assigning private aids to the member for verification. Any volunteer member may perform bridge inspections and Chart Updating activities after attending a workshop on how to perform these inspections.

- **Resources**

The primary resource is the volunteer members themselves. They may do many of the inspections on land, however, most of the private aids require the use of an operational facility (boat) crewed by a trained crew and coxswain. Charts and charting tools as well as GPS units with Wide Area augmentation system (WAAS), differential capability or some method of locating the aids position are recommended.

- **Reporting**

In the case of discrepancies, reports of verification of aids to navigation are filed with the local government unit.

7.3.3 Administrative Support

- Administrative support functions can be performed by volunteer members at the discretion of the local government unit. Volunteer members who may or may not have the physical capability to participate in search and rescue activities, may be considered for assistance with paperwork, writing and filing orders, inventory activities and many other administrative details.



7.4.1 Pollution Prevention



7.4 Marine Environmental Protection

Environmental Protection is a critical mission area for the United States Coast Guard and the Auxiliary is proud to be of assistance in many environmental missions. The inclusion of these mission types among the responsibilities of developing volunteer SAR organizations is strongly encouraged by the US Coast Guard.

The local legal framework for environmental protection will have to be considered as foreign equivalents of the Coast Guard begin to develop volunteer member components. The US Coast Guard has several legislative and treaty mandates to engage in specific environmental protection activities. The existence of similar mandates and the degree to which these mandates are transferable to volunteer organizations will fundamentally affect the character of their environmental protection activities.

- The proposed guidelines should strongly encourage foreign Auxiliaries to leverage their environmental protection activities by working closely with existing assets. The US Coast Guard Auxiliary's environmental education and outreach efforts benefit greatly from close coordination with numerous public and private agencies. The presence and strength of existing networks should be evaluated as new volunteer SAR organizations define their role in environmental protection.
- **Mission**
To assist in developing and implementing government policy on the utilization of Auxiliary assets in environmental protection missions.
- **References**
 1. A history of Coast Guard environmental missions
http://www.uscg.mil/hq/g-cp/history/h_environment.html
 2. USCG Sea Partners program
<http://www.uscg.mil/hq/g-m/nmc/seapart.htm>
 3. The Ocean Conservancy, authors of the Good Mate program
<http://www.oceanconservancy.org>
 4. Aquatic Nuisance Species Training Guide
<http://www.auxonline.org/~msep/anstrain.pdf>
 5. The 100th Meridian Initiative
 6. <http://www.100thmeridian.org/>
 7. US Coast Guard Auxiliary Incident Command System program support pages http://www.cgaux.org/cgauxweb/home_frame_955a.htm
 8. ICS documents and study materials
http://www.cgaux.info/g_ocx/training/ics100.html
 9. Excerpts from the Marine Safety Manual





<http://www.auxonline.org/~msep/MSM-for-NTRAIN.pdf>

10. All Auxiliary Marine Safety Professional Qualification Standards
http://www.cgaux.org/cgauxweb/home_frame_955a.htm

- **Training Requirements**

Participation in environmental protection missions involving the deployment of an operational facility requires the same qualifications necessary for participation in any other type of direct operational mission.

Participation in any pollution response or investigation activities requires training in Hazardous Waste Operations and Emergency Response and the Incident Command System (ICS). Completion of the appropriate training may be required by local commands before volunteer members are authorized to participate in pollution related operational missions.

The Auxiliary's pollution prevention activities are largely directed at public education and outreach. There are no training requirements for participation in these activities. However, all volunteer members are highly encouraged to take advantage of the many opportunities available to them to learn about marine environmental protection.

- **Process**

Volunteer members can assist the government by providing educational outreach and operational support in clean boating and clean marina practices, aquatic nuisance species mitigation, living marine resource conservation, and pollution prevention and response. The Environmental Protection Division of the U.S. Coast Guard Auxiliary Department of Marine Safety and Environmental Protection supports all of these activities by providing training and educational materials, serving as a focal point for sharing best practices and providing expert guidance that cultivates and maintains a highly motivated and qualified volunteer work force.

Environmental education information is delivered to the public in boater education programs, vessel safety checks, marine dealer visits, boat shows, informal dockside interaction with boaters and through formal presentations on the subject. Auxiliary assistance with pollution response and investigation activities is conducted according to procedures determined by local commands.



- **Resources**

A wide variety of public education materials are available including brochures, posters, and videos that are useful in environmental education and outreach. Many of these items are available through the U.S. Coast Guard.

7.5 Marine Safety Vessel Inspections

7.5.1 Commercial Fishing Vessels



- **Mission:**

To achieve a significant reduction in fatalities, injuries, vessel losses and damage due to the environment in the commercial fishing industry, through education and voluntary dockside examinations.

- **References:**

1. U.S. Commercial Fishing Industry Vessel Safety Act of 1988
2. U.S. Code of Federal Regulations Title 46, Part 28
3. Implementation of. the Commercial Fishing Industry Vessel Regulations COMDTINST 16711.13

- **Training Requirements:**

Must be familiar with commercial vessel safety equipment and local regulations and inspect a specific number of vessels, determined by the local government unit, under the supervision of a qualified Commercial Fishing Vessel Safety Examiner (CFVSE).

- **Process**

To become an examiner, a candidate must notify the Coast Guard or appropriate government authority his or her intent to become an examiner. The official will determine if there is a need for a CFVS examiner. If there is a need, the volunteer member will work through the area authorities to become qualified and fulfill the local training requirements. If the volunteer member successfully completes the training, a letter designating the candidate as qualified to perform inspections should be issued.

- **Authority and Resources**

The CFVS Program is a Coast Guard Program and should come under the authority of and receive funding from the Coast Guard. The Coast Guard unit is the only authority that can issue letters of designation for qualified examiners and is the only authority that can rescind the qualifications of a qualified examiner. COMDTINST 16711.13 series requires establishment of a program to carry out



voluntary dockside examinations of fishing vessels. Title 46 U.S. Code of Federal Regulations (CFR) Part 28 details equipment, design and operational requirements for commercial fishing industry vessels.

7.5.2 Passenger Vessels for Hire

- **Mission**

To reduce mishaps and injuries aboard Uninspected Passenger Vessels (UPV) for hire, such as charter boats and ferries.

- **References**

1. Code of Federal Regulations (CFR) - <http://www.gpoaccess.gov/ecfr/>
 - a. 46 CFR subchapter C - regulations for Uninspected Passenger Vessels (UPV)
 - b. 46CFR15.605-- Sec. 15.605 Licensed operators for uninspected passenger vessels
 - c. 46CFR10.467-- Sec. 10.467 Licenses for operators of uninspected passenger vessels of less than 100 gross tons.
 - d. 46CFR15-- Subpart E--Manning Requirements; Uninspected Vessels
 - e. 46CFR15.905-- Sec. 15.905 Uninspected passenger vessels
2. Personal Qualification Standard (PQS) booklet - [http://www.cgaux.info/g_ocx/publications/comdtinst/pqss/AuxUPVExaminer\(100102\).pdf](http://www.cgaux.info/g_ocx/publications/comdtinst/pqss/AuxUPVExaminer(100102).pdf)

- **Training Requirements**

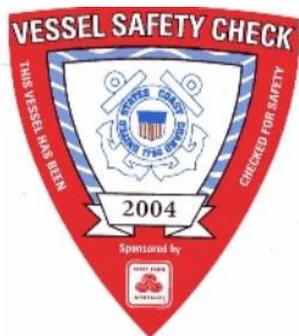
Must be qualified as a Vessel Examiner (see section 7.6.4. below) and receive additional training on the legal requirements for Uninspected Passenger Vessels. Additionally, the examiner must have permission of the Captain of the Port of the area where the examination is to occur to conduct UPV examinations.

- **Process**

After completing the required training, the volunteer member contacts operators of Uninspected Vessels and offers a safety check of the vessel, ensuring the operator knows that this is voluntary and no legal action will be taken as a result of any faults discovered in the examination. During the examination the volunteer member has an opportunity to discuss various safety issues, Maritime Domain Awareness, etc.

- **Reporting**

Inspections are reported to the government authority responsible for vessel inspections.





7.6 Preventive Search and Rescue Activities

7.6.1 Public Education

- **Mission**

To increase public awareness of recreational boating safety issues that will reduce injuries and fatalities, i.e., increased use of life jackets, use of float plans, communications.

- **References**

1. National Safe Boating Council www.safeboatingcouncil.org
2. USCG Auxiliary Education Department www.cgauxed.org
3. America's Boating Course (ABC) www.americasboatingcourse.com
4. USCG Office of Boating Safety; You're In Command brochures www.uscgoating.org/incommand

- **Training Requirements**

Volunteer members who will be teaching boating safety to the public need to be trained as effective instructors and need to have a working knowledge of local boating laws, regulations and recommended safety equipment.



- **Process**

Once the local organization has selected qualified individuals willing to teach boating safety education, they may then have the U.S. Coast Guard Auxiliary Education Department personnel conduct a two-day program that involves conducting the ABC course and, on the second day, a train-the-trainer session. (Refer to reference #2 above)

- **Resources**

Although any boating course may be utilized, the U.S. Coast Guard Auxiliary's ABC Course is highly recommended. It is continually updated, always available, is competitively priced and includes all important safety information. In addition to the textbook, it also includes a CD-ROM. The course is designed for presentation in the classroom or as a home-study course. If utilizing the ABC course, the local sponsoring organization will need to get access to projection equipment and classroom space.

7.6.2 Public Affairs

- **Mission**

To publicize the missions and accomplishments of the active duty Coast Guard and Coast Guard Auxiliary; promote boating safety through public announcements and articles; coordinates media, public outreach and communications for the Auxiliary;



manage Auxiliary public affairs, publications and history programs; coordinate public affairs missions with units.



- **References**

1. Public Affairs Department's web page www.auxpa.org
2. Public Affairs Officer's Guide, Publications Guide and Historian's guide are all to be found at www.auxpa.org
3. SITREP - web magazine www.teamcoastguard.org

- **Training Requirements**

Self guided through the use of the Public Affairs Officers, Publications Officers and Historians Guides. Skill sets required include writing and editing, design and layout, still and video photography, graphic arts, web design and web masters. The volunteer organization should promote and oversee upgrading of skills at all levels.

- **Process**

See above for specific programs. Running throughout the list is the common thread of establishing contacts with all media, civilian, Coast Guard and Auxiliary at all levels.

- **Resources**

Individuals involved in Public Affairs work will almost always require access to a computer and skills appropriate to position held.

7.6.3 Recreational Boating Safety Visitor Program



- **Mission**

To promote safe boating and Maritime Domain Awareness for the recreational boating public through continuing education via the general public, office, business and dealership managers and distribution of safety and boating related literature.

- **References**

1. Auxiliary Manual, COMDTINST M16790.1 series
2. Recreational Boating Safety Visitor Program Manual
3. Marine Dealer Visitor Manual, COMDTINST M16796.3 series
4. Vessel Safety Check Manual, COMDTINST M16796.8

- **Training Requirements**

Program Visitors should be experienced, knowledgeable volunteer members in



good standing, who have passed a basic boating course, completed training using manuals #2 and #3 above, and completed 2 visits under the supervision of an experienced Program Visitor.

- **Process**

The qualified Program Visitor initiates contact with a facility, business or office via the manager or owner. The program goals are explained in terms of the benefits of program participation to the facility or business, to the general boating public, the Coast Guard and the Auxiliary. A literature display rack is filled with brochures appropriate for the locale and placed in a prominent location determined by the manager/owner. Each month, the establishment is visited, the display rack refilled with literature, and problems, further participation and questions are discussed. The Program Visitor leaves a contact number with the display rack or manager/owner to facilitate contact between visits.

- **Resources**

Government funding should be allocated to support the program, including approved manuals, literature display racks, government published/approved boating safety literature, local and regional boating regulations, and schedules of local boating events and boating safety classes.

7.6.4 Vessel Safety Checks (VSC)

- **Mission**

To minimize the loss of life, personal injury, property damage and environmental impact associated with the use of recreational boats by achieving with one on one contact increased boater awareness of safety issues, encouraging voluntary compliance with boating safety laws, and encouraging the carriage of necessary safety equipment.

In order for the VSC Program to succeed, it should be understood by the vessel owner that the Vessel Safety Check is completely voluntary, and that deficiencies noted during the examination **will not** be reported to the authorities.

- **References**

1. Auxiliary Manual, COMDTINST M16790.1F
2. Auxiliary Vessel Examiner Manual, COMDTINST 16796.2E
3. Vessel Safety Check Program, COMDTINST 16796.7
4. <http://safetyseal.net>
5. <http://www.cgaux.org/cgauxweb/nved/>

- **Training Requirements**

Pass the core portion of a boating safety course.



Become knowledgeable of the Auxiliary Vessel Examiner Manual COMDTINST M16796.2E

Pass the current Vessel Examiner examination and successfully complete a Vessel Safety Check under the supervision of a qualified Vessel Examiner.

- **Process**

The process initiates with the request or permission of the boat's owner or operator to board the vessel and conduct a Vessel Safety Check. Once aboard, the examiner uses a standardized form for specific regulations, to check the items needed for meeting government requirements. The U.S. Coast Guard Auxiliary uses VSC Form 204 (www.cgaux.org/cgauxweb/home_frame_955a.htm), which complies with federal and state regulations in the U.S. Additional items and procedures that enhance boating safety are discussed during the course of the VSC. Upon successful completion of the VSC, the decal is awarded and a copy of the VSC form presented to the owner or operator. If all requirements are not met, the VSC form, identifying the deficiencies, is also given to the owner or operator and the boat may be rechecked after deficiencies are corrected.

- **Resources**

Government funding should be allocated to support the program materials.

- Vessel Safety Check Form.
- VSC Decals
- Form CG-5232 Action Information Notification - answers VSC questions that cannot be resolved locally.
- Regional and Local Recreational Boating Requirements and Regulations.

8. Keeping the Team Together

8.1 Leadership



The most important element in keeping a volunteer organization viable and successful is its leadership. Regardless of the process by which the volunteer leaders are chosen, it is essential for the health of the organization that training in leadership and management skills is provided for the volunteers. The Coast Guard cannot, past the initial stages of development, be maintained as the long-term, internal leader of the volunteer organization. The volunteers should do that for themselves, with support and advice from the government organization with which they are affiliated.

Leaders of volunteers need to influence the members to achieve the goals of the volunteer organization and the parent organization. For volunteers, there is no salary and no punishment for not doing a job, so understanding the motivation behind volunteerism is critical to a successful mission and membership retention.



Both leadership and management skills can be taught to those wishing to take on more responsibility within the organization. It is a good leader that can inspire volunteers to join, become active and remain in the organization as long-term members. Some reference for leadership training are:

United States Coast Guard Unit Leadership Program
<http://www.uscg.mil/hq/g-w/g-wt/g-wtl/unit/index.htm>

United States Coast Guard Leadership Competencies
<http://www.uscg.mil/hg/g-w/g-wt/g-wtl/deskref.htm>

Federal Emergency Management Agency – Developing and Managing Volunteers
<http://training.fema.gov/EMI/Web/IS/is244.asp>

U.S. Coast Guard Auxiliary Flotilla Procedures Manual – COMDTINST M16791.5

8.2 Training

The second element necessary for keeping the team together is a continuous program of training. Most volunteers join for the training that enables involvement in new activities and opportunities for service. Training to meet qualifications for specific activities that interest the volunteer is critically important, but once that has been completed, constant refreshers need to be offered. Regular in-flotilla training sessions are fundamental to keeping volunteer members informed, interested, qualified, and ready to participate fully in Auxiliary activities. Beyond the basic requirements, development of advanced courses will enhance the membership's capability and retention.

The on-line training website for the U. S. Coast Guard Auxiliary is a good reference for planning a volunteer training program: <http://auxetrain.org/>

8.3 Uniforms



The Auxiliary uniform is a very important symbol and should be owned and worn with pride. The uniform allows members to be readily identified by the public, presents an image of professionalism and authority to those they are engaging, and is a unifying source of pride and camaraderie amongst members. Each member is responsible for purchasing their own uniform and for its general maintenance and care. When in uniform, the Auxiliarist is a representative of his or her service and the national government. Appearance, uniform fit and grooming should reflect the pride of that representation. U.S. Coast Guard Auxiliary uniforms can be viewed on-line at: <http://www.lighthouseuniform.com/>

8.4 Fellowship

Meetings, training sessions, mission activities and social events all provide opportunities for fellowship amongst the volunteer members. Promoting and planning for fellowship activities will strengthen a volunteer organization. Members who form a personal connection with their fellow volunteers, as well as the active duty component, will be more likely to stay involved. Retention of members, especially volunteers in whom you have made an investment of time, materials and training, requires a strong



fellowship program.

8.5 Recognition

Recognition is the volunteer's 'paycheck' and an important element in membership retention. The satisfaction that members receive from volunteer service often depends upon positive feedback that acknowledges their performance. There are three types of recognition: formal, informal and day-to-day feedback. New organizations usually rely on the day-to-day feedback and informal recognition, while formal recognition procedures are developed later. Whatever type of recognition is developed for the volunteer members, it must be highly consistent, specific and sincere. A good reference is:

U.S. Coast Guard Rewards and Recognition Handbook COMDTPUB P1650.37

8.6 Recruiting



Volunteer organizations should be prepared for a certain amount of membership attrition each year. As people join, their personal circumstances may change or the organization may not fulfill their personal needs. In order to counterbalance attrition, an active recruiting program should be maintained. Year round recruiting provides the organization with a continuous flow of new and energetic members to compliment the experienced members and fill the gaps for those who have to leave the organization.

A good reference to help an organization set up a recruiting plan is:
U.S. Coast Guard Auxiliary Membership Recruiting and Retention Guide
COMDTPUB P16794.12B.



Section 9. Conclusion

Initiating a new volunteer organization is not an easy task, but it is a worthwhile endeavor. With proper planning, budgeting and marketing, the initial core members of an organization can be trained and active in a relatively short period of time. It is important to focus on one or two activities in the initial stages. As the Auxiliary matures, new opportunities for service will develop and further training can be implemented. Growth should be planned and done in stages so that training programs can keep pace with the increasing membership. The potential long-term benefits to the Coast Guard and maritime community far outweigh the initial investment of time and resources that are required to start a volunteer Auxiliary.

The United States Coast Guard Auxiliary serves as one example of a government affiliated volunteer search and rescue organization that has developed over a period of 65 years. In a typical year, their 36,000 volunteer members now save nearly 500 lives, fly 1600 air patrols, operate over 2300 radio stations, assist more than 11,000 boaters in distress, perform 200,000 vessel safety checks, educate over 500,000 students in boating safety classes and train for 45,000 hours to develop personal skills that can be used to assist the Coast Guard and the boating public. For further information on the U.S. Coast Guard Auxiliary as a model maritime organization, refer to the Directory of Services at http://www.cgaux.org/cgauxweb/boating/DoS_2004.pdf

