THE UNITED STATES COAST GUARD AUXILIARY

A HISTORY 1939–1999

John A. Tilley

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by
John A. Tilley

United States Coast Guard
Washington, D.C.

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Introduction

The United States government got into the business of maritime life saving in 1848, when Congress appropriated $10,000 for the purchase of "surf boats, rockets, carronades and other necessary apparatus for the better preservation of life and property from shipwrecks on the coasts of New Jersey." CAPT Douglas Ottinger, of the U.S. Revenue-Cutter Service, thereupon took a trip to New Jersey and supervised the construction of a series of wooden sheds at likely-looking spots along the shoreline. Each of these structures was outfitted with a surf boat, a mortar (for shooting lines to wrecked ships), stocks of ropes and flares, and a watertight metal "life car" that could be loaded with survivors and hauled along a line from the wreck to the beach.

The government paid for all this apparatus, but the law made no provision for employing people to use it. At each life-saving site Captain Ottinger picked some trustworthy-looking personage from the local populace and handed him a key to the shed and a set of printed instructions for using the gear. The Revenue-Cutter Service, and the rest of the federal government, then officially forgot about the matter.

This rather casual if economical system got a chance to prove itself in dramatic fashion two years later when, in the middle of a blizzard, the British immigrant ship *Ayrshire* piled onto the New Jersey shore near Squan Beach. Sailors and fishermen from nearby communities broke out the local life saving station's mortar and life car, and rescued all but one of the 203 people on board. During the next five years civilian volunteers using government equipment rescued nearly three thousand survivors from shipwrecks on the coasts of New Jersey and Long Island.

Almost a century later, the government again called on an organization of volunteers to take responsibility for the safety of life and property on the nation's waterways. The seamen who hauled the survivors of the *Ayrshire* to safety in the middle of that stormy night in 1850 were, in a sense, the ancestors of the modern U.S. Coast Guard Auxiliary.

This project originated when, in 1988, the Historian of the Coast Guard Auxiliary, Orville W. Martin, Jr., initiated the concept of collecting the

organization's records in one central repository. Auxiliarist Martin, known to everybody who knew him even casually as "Sonny," eventually worked out an arrangement whereby that repository would be the J.Y. Joyner Library at East Carolina University. During the next several years Auxiliary units around the country sent their records to E.C.U., where the documents were sorted, catalogued, and placed in an ever-expanding trove of archival boxes. With the approach of the Auxiliary's sixtieth anniversary, in 1999, the Coast Guard commissioned me to write a history of the organization in book form.

I confess that, in my capacity as an E.C.U. professor of military history and museum studies who once distinguished himself by getting seasick while lying on a waterbed, my previous acquaintance with the Coast Guard Auxiliary had been minimal. I had done a number of research and writing projects in conjunction with the Historian's Office of the Coast Guard, and quite a few years earlier I had taken (and passed, with flying colors) the Auxiliary's "Boating Skills and Seamanship" course. But it took several months of plowing through those boxes of documents to make me aware that the Auxiliary did indeed have quite a story to tell. It is the story of how a unique and powerful relationship came to be forged between the United States' smallest armed service and an organization of volunteers. And it is a story of quiet but determined dedication on the part of thousands of men and women to a worthy cause, frequently under trying circumstances.

This book goes to press at a turning point in the history of both the Coast Guard and its Auxiliary. Shortly after the tragic events of September 11, 2001, President George W. Bush announced two of the largest military operations since the Gulf War of 1991. Operation Enduring Freedom sent thousands of American military personnel into action against terrorism on foreign soil. Enduring Freedom's domestic counterpart, Operation Noble Eagle, was to focus on protecting the United States and its borders against future terrorist attacks. Since those borders include ninety-five thousand miles of coastline, a key element of Noble Eagle would be the Coast Guard. This was, in fact, to be the most massive homeland and port security operation the service had undertaken since the Second World War.

The Coast Guard, as usual in times of national crisis, confronted a severe shortage of personnel. Headquarters immediately mobilized two thousand members of the Coast Guard Reserve. And as Coast Guard cutters and patrol boats began putting in overtime hours on security patrol, and regulars and reservists took on new duties associated with Enduring Freedom and Noble Eagle, a call for help inevitably went out to the Coast Guard Auxiliary.

It is too early to write the full history of Operation Patriot Readiness, the Auxiliary's contribution to the fight against international terrorism. The

Commandant of the Coast Guard, ADM Thomas H. Collins, summarized the first phase of the operation when, on September 2, 2002, he awarded the Coast Guard Unit Commendation to the Coast Guard Auxiliary:

Citation

For exceptionally meritorious service from 11 September 2001 to 1 September 2002 for providing unprecedented levels of dedicated public service and operational, logistical and administrative volunteer support to the United States Coast Guard and the Nation. Immediately following the events of 11 September, Auxiliarists stood up to the plate as never before, supporting operations to keep America's coasts, harbors and waterways secure. To increase overall operational readiness and capability in order to provide the best support possible for both new and traditional missions, the Auxiliary initiated and then executed Operation Patriot Readiness. In the first year since implementation, the highly successful operation has resulted in an estimated one-half million hours of dedicated volunteer support for the maritime security mission, through operations involving multi-mission harbor surface and air patrols, backfill search and rescue support and standby duties, and administrative and logistics activities. Further, the operation has been highly successful in preparing the Auxiliary for support for potential future maritime security surge operations. Since 11 September, Auxiliarists have proudly stood the watch side by side with Coast Guard active duty, reserve, and civilian shipmates onboard cutters and at stations, groups, air stations, and marine safety offices throughout America. They have patrolled waters across the country to ensure the safety of our citizens and the security of our port facilities, vessels, dams, and power plants. At the same time, Auxiliarists have continued to save lives and property at sea, and assist mariners in distress. They have never wavered in their strong commitment to the prevention of loss of life at sea through ongoing recreational an commercial vessel safety checks at berths and boat ramps, boating safety courses in classrooms, and marine dealer visits to promote the boating safety program. The generous, patriotic spirit of America's Volunteer Lifesavers has exemplified our Nation's standard for volunteerism. The professionalism and devotion to duty of the 36,000 members of the Coast Guard Auxiliary are in keeping with the highest traditions of the United States Coast Guard.

The Operational Distinguishing Device is authorized.

Thomas H. Collins
Admiral, U.S. Coast Guard
Commandant

With the war on terrorism likely to continue for several years, it seems probable that the Coast Guard will assume a higher profile in national affairs than ever before. As this is written the Congress is considering the President's proposal to transfer the Coast Guard from the Department of Transportation to a newly-created Department of Homeland Security. The implications of

such a move would be profound, not only for the Coast Guard but for the Auxiliary. The next few decades of the Coast Guard Auxiliary's history may be the most important yet.

Acknowledgments

In the course of this undertaking I have received invaluable help from a considerable number of people. The whole project has been conducted under the auspices of the Coast Guard Historian, Dr. Robert Browning, whose knowledge, sense of humor, and patience have - albeit sometimes, I suspect, with difficulty - risen to every challenge I have thrown at him. Arthur Johnson, Chief of the Auxiliary Administration Division at Coast Guard Headquarters in Washington, has read the entire manuscript chapter by chapter and served as a source of both knowledge and encouragement.

I got to meet Sonny Martin only for a few days, when he paid a visit to E.C.U. at the start of the project. He passed away on January 27, 1999, at the age of seventy-five, succumbing to an illness that, due to the man's phenomenal energy and good humor, few people had suspected was serious. A few months earlier he had read, and made some valuable comments on, the first three chapters of the manuscript. Sonny's successor as Auxiliary Historian, Auxiliarist C. Kay Larson, is carrying on his work with equal enthusiasm. Her comments and suggestions, via Dr. Browning's office, have been extremely helpful.

My good friend Donald R. Lennon, former Director of Special Collections at the E.C.U. Library, was a major force in getting the Auxiliary Records Collection under way, and provided a great deal of support for the writing of this book before his well-earned retirement. The Curator of Special Collections, Mary Boccaccio, has served willingly as my chief guide through the collection from beginning to end, assisted by an ever-helpful staff of graduate students. The people who work in Special Collections play a large part in making the reading room on the top floor of Joyner Library one of the nicest work environments on the campus.

Finally, I want to acknowledge the enormous contribution that my wife, Anne, made to this book. In addition to applying her skills as a former military journalist to the job of proofreading, and serving as a sounding board for numerous ideas (some of which actually worked), she kept me at it until this unexpectedly long project was finished.

John A. Tilley
East Carolina University
September 3, 2002

Chapter One

Origins
1934 - 1941

The first third of the twentieth century was a golden age of American pleasure boating. Steady improvements in mass-production techniques and small gasoline-powered engine technology let companies like Chris-Craft and Dodge produce boats that the upper middle class, at least, could afford to buy in considerable numbers. By the middle of the 1930s, despite the pressures of the Great Depression, more than three hundred thousand motorboats and four thousand sailing yachts with auxiliary power were registered in the United States. New boaters formed yacht clubs and power squadrons; they held races, regattas, and marine parades, and they organized club cruises.

Presiding over this genial armada, at least in theory, was the United States Coast Guard. The Coast Guard's missions included the enforcement of federal laws and safety standards for watercraft. Statistical reality, however, eroded the service's ability to carry out that mandate. Depression-era budget cuts had reduced the Coast Guard's strength to fewer than ten thousand officers and enlisted men. Few of these personnel were stationed on inland waterways (where the majority of pleasure boats operated), and other duties siphoned off most of the Coast Guard's energy and resources.

Coast Guard patrol boats turned up at the biggest and best-publicized regattas to keep spectators away from the courses, and occasionally fined someone for kicking up too big a wake or failing to maintain running lights. But the boating hobby was growing so fast that the Coast Guard could not keep pace with it. As the number of pleasure boats in operation increased, so did the number of groundings, broken-down engines, collisions, fires, and injuries. Buying a boat only required money. Too many enthusiastic amateur sailors failed to realize that operating a boat responsibly also required at least a little knowledge - knowledge of mechanics, navigation, weather, and maritime law.

2 The United States Coast Guard Auxiliary

One of the recreational boating organizations that sprang up in the mid-thirties was the Pacific Writers Yacht Club. Headquartered in Los Angeles, it was founded in the summer of 1934. Its roster included several Hollywood scriptwriters, one of whom, Malcolm Stuart Boylan, was elected the club's first commodore.

Malcolm Boylan's name appeared on the screen for the first time in 1925, when he wrote the script and captions for a silent film called "Speed Mad." By 1934 he was well-known in industry circles as a journeyman writer of considerable versatility. He had written the scripts of twenty-five movies, including romantic comedies, westerns, and several films with military settings. The latter included the silent drama "What Price Glory," which the *New York Times* dubbed one of the best films of 1926, and the service comedies "A Girl in Every Port" and "Sharp Shooters," both premiering in 1928. Boylan had also written the more recent sound films "Shipmates" (with Robert Montgomery), "Hell Divers" (with Wallace Beery and Clark Gable), and "Devil Dogs of the Air" (with James Cagney and Pat O'Brien).[1] He had spent considerable time around military men, liked them, and considered himself knowledgeable in military matters.

As one of its first outings the Pacific Writers Yacht Club planned a 26-mile cruise to Catalina Island. The cruise was to start at Watchorn Basin in Los Angeles harbor, where most of the club members kept their boats. Boylan was proud of the way he maintained his own craft, the *Chula*, but he was worried that some of the other boats might not be in shape to make such a long cruise.

Also at anchor in Watchorn Basin were two 165-foot (B) class Coast Guard cutters, the *Aurora* and the *Hermes*. Boylan paid a call on LCDR C.W. Thomas, commanding officer of the *Hermes* and the senior Coast Guard officer present, and persuaded him to inspect the club's boats. Thomas was unable to accept Boylan's invitation to go along on the Catalina Island cruise with the club, but it was agreed that the commanding officer of the *Aurora*, LT Francis W. Pollard, would make the trip on board Boylan's boat.

During the cruise Boylan and Pollard had several lengthy conversations, in which Pollard gave Boylan a sketch of the Coast Guard's history and traditions and, apparently, mentioned the fact that the Coast Guard had no organized reserve. On August 23, 1934, Boylan sent Pollard a portentous letter:

> My dear Lieutenant:
>
> I have been dwelling on our recent conversations concerning the Coast Guard and your most informative explanation of its origin, traditions and function. Out of this the thought has come to me that the Coast Guard alone of all the armed services has no organized reserve, whereas the Navy, the

most comparable service, has in reserve sixty-five hundred officers and seventeen thousand enlisted men!

Perhaps because I have written and supervised so many motion pictures based on the services, I am interested in all of them and particularly now in the Coast Guard from the glamorous account of its history I have heard from you. This brings me to the suggestion that a Coast Guard Reserve would be an excellent thing to perpetuate these traditions, preserve its entity, and, more practically, to place at the disposal of the Coast Guard officers, auxiliary flotillas of small craft for the frequent emergencies incident to your twenty-two prescribed and countless unexpected duties.

For instance, there are approximately five hundred pleasure boats in these immediate waters of various sizes and auxiliary power. All of these vessels are owned by men who love and respect the sea and have acquired a sufficient economic standing to possess them. Many of them are manned by professional sailors, the majority of whom have Merchant Marine rating.

These facts may suggest to you that it might be of benefit to the Service to set in motion the machinery to organize a Coast Guard Reserve. I think you will agree with me that not more than one hundred men should be commissioned throughout the country to preserve a proper ratio of your permanent commissioned personnel of five hundred and fifty.

I know from our conversations that you will also agree that commissions should be issued only to those of high qualifications; men who have not only seamanship, but - and I hope my use of the term will not be misunderstood - personal standards - calculated to uphold the dignity of the Service.

I would also suggest C.P.O. ratings for those of our regularly employed skippers who can meet your exacting requirements, and encouragement for properly qualified young men who are imbued with a love of the sea and a desire to serve. My thought is that the personnel of the reserve should be privileged to serve for limited periods of active duty without compensation.

Cordial personal regards to you and Mrs. Pollard,

Sincerely,

Malcolm Stuart Boylan[2]

Lieutenant Pollard forwarded Boylan's letter through channels to the office of the Commandant of the Coast Guard in Washington.

The summer and fall of 1934 were tense times in the Commandant's office. The current occupant of the position, RADM Harry G. Hamlet, was not an especially popular officer, and he had inherited the job at a turbulent juncture. The Coast Guard was feeling a backlash from the effects of the Eighteenth Amendment, which had been repealed the previous year. In the 1920s the service had been the federal government's principal weapon in its efforts to keep liquor smugglers out of the nation's seaports. The Coast Guard had received one of the larger infusions of money, equipment, and manpower in its history, but its cutters and patrol boats had found the pursuit of the

"rum runners" a exasperating exercise. The experience had done little for the service's morale or its public reputation.

With Prohibition over and the Depression near its depth, cost-conscious politicians were questioning whether the country needed a Coast Guard at all. President Franklin Roosevelt was considering a proposal to transfer the service's ships and personnel to the Navy. The Coast Guard's image suffered another blow when, in September, the passenger liner *Morro Castle* caught fire and ran aground off the coast of New Jersey. The resulting inquiry held poor Coast Guard radio communications partially responsible for the loss of more than a hundred lives in the tragedy. Shortly thereafter Admiral Hamlet suffered a heart attack. He recovered fully, but it is scarcely surprising that, in the atmosphere that permeated Coast Guard headquarters that autumn, a wealthy yachtsman's adventurous suggestion about a Coast Guard reserve got little attention.[3]

Malcolm Boylan's letter did, however, make an impression on Admiral Hamlet's aide, CDR Russell R. Waesche. In 1936 Hamlet retired and, after considerable tactical maneuvering in Congress and the Treasury Department, Waesche, at the age of fifty, was promoted to rear admiral (over the heads of the Coast Guard's twenty captains) and appointed Commandant.[4]

Russell Waesche was to lead the Coast Guard for the next nine years, which proved to be among the most crucial in its history. He was a dynamic, energetic man who inspired loyalty and enthusiasm in virtually everyone with whom he came into contact. He also was a man of ambition. Hamlet had fought to save the Coast Guard from extinction. When Waesche took command it was in failing health, and he was determined to heal it.

Waesche recognized that manpower was one of the service's most serious concerns - and he realized that the problem was going to get more serious in the near future. In its present organizational form the Coast Guard dated back to 1915, when Congress had amalgamated the old Revenue Cutter-Service and Life Saving Service. The legislation creating the Coast Guard had labeled it "an armed service," but its personnel policies were different from those of the Army and Navy.

Most Army and Navy enlisted men retired and began collecting modest pensions after twenty years' service. Thousands of veterans supplemented their incomes by volunteering for reserve duty after they retired. The influx of temporary draftees during the First World War had left the Army Reserve and Naval Reserve with massive sources of trained, experienced manpower for use in future national emergencies.

As Malcolm Boylan's letter had pointed out, the Coast Guard possessed no such asset. Coast Guardsmen did not become eligible for retirement until they served thirty years, by which time most were well into or beyond middle

age. Few Coast Guard retirees had either the will or the physical ability to serve again.

Russell Waesche had been stationed in Washington since 1928, knew his way around the Treasury Department and the Congress, and was sensitive to the tenor of the times. The concept of overhauling the Coast Guard's retirement system, the admiral knew, would get a sympathetic hearing in the Washington of the New Dealers - if he could convince them that such a move would save the government money in the long term.

By the spring of 1939, Waesche developed a proposal to change the retirement system so that Coast Guardsmen, like their Army and Navy counterparts, would be able to retire after twenty years - and be available for recall should the Coast Guard ever need them. The change would make only a couple of hundred men eligible for retirement immediately but, since the average Coast Guardsman was getting older every year, this informal reserve would grow significantly over the next few decades. In the intervening period, the Commandant reasoned, the Coast Guard would need a reservoir of manpower that it could call upon in emergencies - which seemed to be getting more frequent all the time, as the government assigned more duties to the Coast Guard without increasing its budget. Just how the concept developed in the Commandant's office is not documented, but somewhere in the planning process Admiral Waesche or a member of his staff pulled Malcolm Stuart Boylan's 5-year-old letter out of a file folder.

Before he took his scheme to the Congress, Waesche mustered a formidable roster of supporters. He showed a draft of his scheme to the acting Secretary of the Treasury, the Secretary of Commerce, and the Director of the Bureau of the Budget, all of whom agreed to support the concept. Waesche then approached the Honorable Schuyler Otis Bland, Democratic Member of the House of Representatives from Virginia and a longtime friend of the Coast Guard. Bland agreed to sponsor a series of bills in the House of Representatives to revamp the retirement system and create a Coast Guard reserve.

On April 24, 1939, Congressman Bland introduced his package of bills on the floor of the House. The bills were referred to the Committee on Merchant Marine and Fisheries, which Bland chaired.[5]

The legislative package, as it related to the Coast Guard reserve concept, comprised two bills. The first revised the Coast Guard's retirement policy, setting up a board of at least three officers who would convene each year and recommend individual enlisted men with more than twenty years' service for retirement. The final decision as to whether they would receive such permission would rest with the Commandant. A retired Coast Guardsman's monthly pension check would be equal to 2 percent of his monthly base pay

plus all permanent additions, multiplied by his years of service, with a 1 percent bonus for men cited for extraordinary heroism or averaging 97.5 percent on their "marks in conduct." The Secretary of the Treasury would have the authority to recall any retired enlisted man "into active service for such duty as he may be able to perform."[6] The circumstances under which the Secretary might do so were not specified.

The second bill, H.R. 5966, was entitled "An Act to establish a Coast Guard Reserve to be composed of owners of motorboats and yachts." It laid the foundations of what was to become the U.S. Coast Guard Auxiliary - though the adoption of that name lay two years in the future.

In those days of the New Deal the Congress worked fast. On April 25, the day after it received the bills from the full House, the Committee on Merchant Marine and Fisheries met to hold hearings on them. The hearings began at 10:00 a.m. and lasted about an hour. None of the twenty-two committee members spoke in opposition to either of the bills, and Chairman Bland called only one witness to speak in their behalf: Admiral Waesche.

Waesche put on a virtuoso performance, presenting several pages of statistics to prove how desperately the Coast Guard needed to revamp its retirement system and how cheaply it could do so. Since 1923 the number of Coast Guard enlisted men with twenty years or more of service had risen from 76 to 254, out of a total strength of 8,803. By 1950 the number of 20-year veterans would approach 1500. To pay those men pensions and replace them with new enlistees, Waesche said, would save the government money. And the Coast Guard was no place for a man in his forties or fifties. "As you gentlemen know," said the admiral, "the Coast Guard seagoing branch consists of small vessels. A lot of our men go to sea on 75-foot patrol boats, 100-foot patrol boats, and 125-foot patrol boats, and it takes a young men to go to sea on boats of that character....You gentlemen from up around the coast of Maine know very well what it takes to tramp the beach of Cape Cod and elsewhere in the wintertime, and it is required of these men to do just that....The Coast Guard job is a young man's job."[7]

The explosion in the popularity of recreational boating, the admiral said, had stretched the Coast Guard's resources beyond their capacity.

> We now have in our waters some 300,000 motorboats, and 4,000 or more yachts. The duty of the Coast Guard, as the Nation's maritime police force, is to board those vessels and see that they comply with the navigation and other laws and also to assist them when they get into trouble.
>
> Last year, I believe we had more than 14,000 cases of assistance, which were largely incident to the operation of motor boats. We have found by actual survey that a large percentage of those motorboats that get into

> difficulty do so because of the incompetence of the operators, or lack of proper equipment, or lack of compliance with the law.[8]

The Coast Guard, Waesche explained, was proposing to create a new organization that, though it would be labeled a "reserve," would differ in nature and function from the reserve forces of the Army and the Navy. It would be made up of men who owned motorboats and yachts, and who would volunteer their - and their boats' - services to assist the Coast Guard.

> The idea is to form a Coast Guard Reserve, whereby the owners of...boats and yachts, under rules and regulations that we will draw up, after a certain inspection of the craft and certain examinations of the operators, will enroll....They will be given a Coast Guard Reserve flag to fly....We will also give the owners an insignia, the idea being that a motorboat or yacht going down the Potomac River, or the Washington Channel, or the Detroit River, or elsewhere, flying that flag, is serving notice, "I have been examined and passed on; I know the rules of the road; I know how to operate a motorboat; I have a seaworthy craft, properly equipped, in compliance with the law," and it will be a matter of pride for motorboats to fly that flag....It will also be an incentive to the other fellow, who is not as proficient, to become competent in the various factors bearing upon the operation and navigation of motorboats and yachts, the have the privilege and pride of flying this Coast Guard Reserve flag.

Waesche assured the committee that the new organization would not cost the government any money. It would be run entirely by volunteers, loosely supervised by Coast Guard officers. The members of the reserve would even pay for the flags their boats flew. The reserve would, in fact, save money. One of the committee members, Congressman Frank Keefe, of Wisconsin, was a recreational boater himself; in the previous year he had participated in a regatta on Lake Winnebago, which had been policed by a Coast Guard patrol boat. The Coast Guard had fined the Congressman $7.80 for not having a whistle on board his boat. Under Keefe's questioning, Waesche confirmed that a reservist's boat, with regular Coast Guard personnel temporarily in command, could perform such law-enforcement duties.[9]

The Committee voted unanimously to report favorably on the bills to the full House of Representatives. Congressman Bland made the report on May 9, 1939, and the package came up for a vote six days later. The Speaker Pro Tempore, Congressman Lindsay C. Warren of North Carolina, spoke in support of the retirement provisions: "There is no finer or nobler service on earth than the Coast Guard....I congratulate the Coast Guard over this action of Congress, and, knowing them as I do from a long and close association with them, I know how deeply it is appreciated by them." The package passed the House.

On the following day, May 16, the Senate took up H.R. 5966 and referred it to the Committee on Commerce. On June 7 the chairman of that committee's Coast Guard Subcommittee, Senator Claude Pepper of Florida, delivered a favorable report, and six days later the Senate held a short debate on the bill. Senator Tom Connally, of Texas, brought up an obvious question:

> Mr. Connally: Under the bill, will members of the Reserve draw pay?
>
> Mr. Pepper: None whatever.
>
> Mr. Connally: What will they do that they do not now do? They will not get any pay. There is no compulsion on them. What privileges will they get under this bill?
>
> Mr. Pepper: The chief privilege they will have is that of receiving instruction from the Coast Guard if they present themselves to the Coast Guard for instruction and comply with the Coast Guard requirements. They also will have the privilege of flying pennants on their vessels to indicate that they are members of a voluntary organization which is taking instruction from and cooperating with the United States Coast Guard.[10]

The bill passed the Senate with scarcely any further discussion, and President Roosevelt signed it into law on June 23, 1939.[11]

The Coast Guard Reserve Act of 1939 was the key legislation in the founding of what became the Coast Guard Auxiliary. The second of the act's eight sections spelled out what continued to be the organization's basic purpose and functions sixty years later.

> In the interest of (a) safety to life at sea and upon the navigable waters, (b) the promotion of efficiency in the operation of motorboats and yachts, (c) a wider knowledge of, and better compliance with, the laws, rules, and regulations governing the operations and navigation of motorboats and yachts, and (d) facilitating certain operations of the Coast Guard, there is hereby established a United States Coast Guard Reserve...which shall be composed of citizens of the United States and of its Territories and possessions...who are owners (sole or in part) of motorboats or yachts, and who may be enrolled therein pursuant to regulations prescribed under the authority of this Act.

The next section gave the Commandant the authority to prescribe the regulations under which the Coast Guard Reserve would operate. Section 4 provided that, in addition to volunteering their own services, reservists would be encouraged to put their boats at the Coast Guard's disposal:

> The Coast Guard is authorized to utilize in the conduct of duties incident to the saving of life and property and in the patrol of marine parades and

> regattas any motorboat or yacht temporarily placed at its disposal for any of such purposes by any member of the Reserve: *Provided*, That no such motorboat or yacht shall be assigned to any such Coast Guard duty unless it is placed in charge of a commissioned officer, chief warrant officer, warrant officer, or petty officer of the Coast Guard during such assignment; *Provided further*, That appropriations for the Coast Guard shall be available for the payment of actual necessary expenses of operation of any such motorboat or yacht when so utilized [i.e., the Coast Guard would pay for the gas], but shall not be available for the payment of compensation for personal services, incident to such operation, to other than the personnel of the regular Coast Guard.

Under Section 5 of the act, a pleasure boat on such temporary service would "be deemed to be a public vessel of the United States and...a vessel of the United States Coast Guard." Section 6 authorized the Secretary of the Treasury to "prescribe one or more suitable distinguishing flags to be flown from the motorboats and yachts owned by members of the Reserve, and one or more suitable insignias which may be worn by such members." The Coast Guard would sell these devices at cost, and any non-reservist caught flying a Coast Guard Reserve flag or wearing one of the insignia could be fined up to a hundred dollars.

The seventh section of the act emphasized the difference between the new organization and the Naval Reserve: "No member of the Reserve, solely by reason of such membership, shall be vested with or exercise any right, privilege, power, or duty vested in or imposed upon the personnel of the Coast Guard." The last paragraph specified that "the services and facilities of the Coast Guard may be employed in the administration and operation of the Reserve; and the appropriations of for the Coast Guard shall be available to effectuate the purposes of this Act." Nowhere else did the act mention funding. If the Coast Guard wanted a reserve, the Coast Guard would have to find the money in its existing budget.

In those eight paragraphs of legislation Admiral Waesche had achieved several of his goals. The law brightened the lives of middle-aged Coast Guardsmen, created a small but ever-growing reservoir of veteran Coast Guardsmen who could be called back into service in an emergency, and gave the Coast Guard a potentially enormous volunteer support group. The boating community generally welcomed the idea with enthusiasm. *Yachting* magazine editorialized that "between the written lines of the enabling act we see a friendly determination to bring Coast Guard and yachtsmen closer together so that both groups may, in understanding one another better, work in closer harmony."[12]

Not everyone, however, was delighted with the way the Commandant and the Congress had handled the matter. The concept of a volunteer, civilian

organization attached to an armed service was unique in the federal government. Only the most optimistic boosters of the idea thought it would achieve any popularity; the only tangible benefit of membership, after all, was the opportunity to buy a flag and a lapel pin. Malcolm Boylan, whose "founder's letter" had initiated the idea, wrote later that "with war a probability even at this date [1939], it seems peculiar that the Reserve was pointedly deprived of any martial status....Why the Reserve was not at once made a military organization, as was the intent of the originator, is even now not clear."[13] Boylan described the Coast Guard Reserve Act of 1939 as "a law written in double-talk."[14]

Admiral Waesche had no such reservations. He assigned LCDR Merlin O'Neill, LCDR Alfred C. Richmond, and Mr. John Myers, a civilian employee with the Coast Guard's lifesaving branch, the task of drawing up the regulations under which the new Coast Guard Reserve would operate.

Twenty-five years later, on his retirement from the post of Commandant with the rank of admiral, Richmond reminisced about the early days of what was to become the Coast Guard Auxiliary.

> ...The basic legislation...was poorly conceived, and drafted in haste to meet a specific need. Neither those who drafted the legislation, the sponsors, nor the Congress...had any conception of the details of how the organization could be formed, made to operate or for that matter whether boat owners would respond in sufficient numbers to make the idea feasible....The Coast Guard was in the position of a man who needs a house so badly that he must build without architect's plans and hope that house is liveable after being built.
>
> ...The Auxiliary is a unique and original organization....[It] might be described as a "quasi-governmental organization, retaining to itself a large measure of autonomous civilian control, while simultaneously combining many aspects of a military reserve, a yacht club, a fraternal organization" [, to which list,] recognizing the dedication of many members, could be added , - "and a religious order."[15]

O'Neill, Richmond, and Myers worked out an organizational scheme that, with a few variations, the Auxiliary retained for the next sixty years. Membership would be open to anyone who owned a motorboat or yacht. An applicant would have to pass a short examination to prove he was familiar with the nautical rules of the road, the buoyage system of the United States, the navigation laws applicable to his boat, and the basic principles of boat handling and safety. His boat would have to pass an inspection to establish that it was shipshape, well-founded, and equipped with the required ground tackle, signaling devices, and safety equipment.[16]

The basic unit of the Coast Guard Reserve would be the flotilla, consisting of ten or more boats and presided over by an elected reservist with the title of Flotilla Commander, with a Vice Commander and a Junior Commander to assist him. Five or more flotillas would compose a division, with an elected Division Captain, Vice Captain, and Junior Captain at its head. The regular Coast Guard's administrative structure was divided into fourteen districts, corresponding to the naval districts established by the Navy Department. The Reserve Divisions within each district would be administered by reservists called the District Commodore and Vice Commodore. The Coast Guard would run the Reserve through a regular officer with the title of Chief Director of the Reserve, whose office would be in Washington. Fourteen regular Coast Guard officers (one in each district) would be designated District Directors. Someone at headquarters designed the new Coast Guard Reserve ensign: a blue rectangular flag bearing the Coast Guard emblem in white, with "United States Coast Guard Reserve" in the circle around the shield.

Waesche appointed Commander O'Neill the first Chief Director.[17] He and the District Directors began recruiting for the Coast Guard Reserve in October, 1939. Within eight months they enrolled twenty-six hundred men and twenty-three hundred boats. With the Commandant's approval, Coast Guard bases began offering training courses for reservists. The Reserve Act effectively prohibited them from holding military ranks, but those who passed the courses were appointed to three "reserve grades": Senior Navigator, Navigator, and Engineer.

In July, 1940, Admiral Waesche was able to write, in a memo distributed throughout the Coast Guard, that

> the Commandant has watched with much interest and satisfaction the growth of the Coast Guard reserve since its inauguration in October of last year. Slow and steady progress in the development of the Reserve, rather than rapid expansion, is desired in order to build a sound and efficient basic structure which will permit a normal increase in the future....While the Commandant realizes that recent expansion of Coast Guard functions has placed additional duties and responsibilities on personnel, he desires to impress upon the Service the need for full cooperation in order to build the Reserve into an effective adjunct of the Coast Guard.[18]

Waesche's remark about "additional duties and responsibilities" was well-founded. On July 1, 1939, a week after the creation of the Reserve, President Roosevelt had signed a law amalgamating the Coast Guard and the U.S. Lighthouse Service. The Coast Guard thereby took responsibility for maintaining some thirty thousand aids to navigation, ranging from floating

lightships to lighted and unlighted buoys. The merging of the two services was designed to save the government money, but in the short term it created an administrative headache. The Lighthouse Service had boasted a strength of more than five thousand civilian employees, and a board of Coast Guard officers had to be set up to identify those who should be invited to join the Coast Guard - and what ranks and ratings they should receive.[19]

Two months after the Coast Guard absorbed the Lighthouse Service, Germany invaded Poland. A week later President Roosevelt declared a national emergency, and the federal government began the ponderous but remarkably steady process of mobilizing the nation to fight in the Second World War.

The 1915 act creating the Coast Guard specified that, like its predecessor, the Revenue- Cutter Service, it would be transferred from the Treasury to the Navy Department upon a declaration of war. In the Second World War the Coast Guard got plenty of warning that its conversion to a fighting service was imminent. Late in 1939 cutters and patrol boats began pulling into navy yards to have anti-aircraft and anti-submarine weapons installed.

In April of 1940 the German war machine overran Denmark. Shortly thereafter the United States quietly took over responsibility for the defense of the former Danish colony of Greenland, and Coast Guard cutters inaugurated what was to become the famous Greenland Patrol. The Coast Guard began offering "Special Temporary" enlistment contracts of three years. In September, 1940, Congress passed the Burke-Wadsworth Act, initiating peacetime military conscription for the first time in American history. The Coast Guard luxuriated in a healthy recruiting season, with many young men signing up in order to escape the clutches of the Army.[20]

The war in Europe brought new pressures to bear on all the American military services, and the Coast Guard was no exception. The ports of the United States were disgorging an increasingly heavy traffic of merchant ships headed for Britain. The Coast Guard was responsible for the policing of that activity. Coast Guard officers took charge of the movement and anchorages of merchant ships in American seaports, and supervised the loading and unloading of explosives. Admiral Waesche became concerned that the port cities would offer tempting environments for German spies and saboteurs. Therein he found a new role for the Coast Guard Reserve.

On August 8, 1940, the Commandant's office sent out a request to all Coast Guard Reservists that they be on the lookout for "suspicious activities which they may observe off the coasts in and about the harbors, rivers, lakes and other navigable waters of the United States." The "activities" in question included "smuggling of arms, aliens, narcotics, etc., and subversive and

unneutral activities, such as contacting vessels offshore for the purpose of delivering supplies or information or landing spies, subversive agents, saboteurs, sabotage materials, etc."[21] Each reserve flotilla received a stack of mimeographed forms labeled "Report of Suspicious Maritime Activities." The forms provided blanks in which the reservist was to enter a detailed description of the "suspicious vessel" he had seen, the course it had been steering, and the weather conditions.[22] How many copies of the form got filled out and mailed to the Coast Guard District Commanders is unrecorded; there is no record of any Nazi saboteurs being apprehended as a direct result of actions by the Coast Guard Reserve during this period.

The heady atmosphere of near-wartime expansion convinced Admiral Waesche that Malcolm Boylan had been right: the Coast Guard needed a military-style reserve similar to the Navy's. The Commandant was much impressed, however, by the reception the boating community had given the civilian reserve, and he continued to believe that civilian enthusiasts had a role to play in the functioning of the Coast Guard. In the autumn of 1940 Waesche had a series of discussions with his staff, the Secretary of the Treasury, and the Chief of Naval Operations, ADM Harold R. Stark. In October the Commandant paid another visit to Congressman Bland, and on the seventeenth of that month bills reorganizing the Coast Guard Reserve were introduced in the House of Representatives and the Senate.

The bills proposed in the House and Senate were identical. Each was divided into two parts, or, in legal terminology, "titles." Title I would repeal the Coast Guard Reserve Act of 1939 and establish a new, essentially identical institution to be named the United States Coast Guard Auxiliary. Title II would create a new Coast Guard Reserve, which would function on a military basis like its Army and Navy counterparts. Coast Guard Auxiliarists would be boat owners who would donate a percentage of their time and the use of their boats to Coast Guard duties, presumably while holding civilian jobs. Coast Guard Reservists would enlist for three-year terms, pass a fairly stringent physical examination, undergo military-style training, and be assigned ranks, ratings, and uniforms. The Secretary of the Treasury would have the authority to call the Reservists to active duty in the event of war or other national emergency, and such service would make them eligible for retirement and other federal benefits.

In late 1940 both the Commandant's and the Congress's agendas were packed, and it was not until January 28, 1941 that the House Merchant Marine and Fisheries Committee held hearings on Waesche's new proposal.[23] Once again the hearings only lasted about an hour. No one appeared to testify against the measure, and the only witness called was Admiral Waesche. The admiral explained to the committee that

> The need for this military reserve grows out of the emergent duties of the Coast Guard, which place upon our service the control of all merchant shipping and the security of our waters and harbors....We do not have sufficient equipment or personnel to carry out these duties efficiently....The military reserve for the Coast Guard answers the questions, to our mind, 100 percent as the most economical and efficient way that the Federal Government can handle these additional duties which have been conferred upon the Coast Guard.[24]

Waesche also took the opportunity to praise the existing Coast Guard Reserve (soon to be renamed the Coast Guard Auxiliary).

> Gentlemen, that organization has been very successful. There has been great enthusiasm among the yacht and motorboat owners for this organization. We have had, you might say, in a way, to put the brakes on this organization so that it did not grow too fast. We much prefer that we would have a slow, healthy growth, rather than to grow too fast and have an unwieldy organization.[25]

Section 2 of the bill declared that the Auxiliary would have four purposes:

> (a) to further interest in safety of life at sea and upon the navigable waters,
> (b) to promote efficiency in the operation of motorboats and yachts,
> (c) to foster a wider knowledge of, and better compliance with the laws, rules, and regulations governing the operation of motorboats and yachts, and
> (d) to facilitate operations of the Coast Guard.[26]

Except for the omission of the word "certain" before "operations" in item (d), the verbiage was virtually identical to that of the corresponding section in the old Reserve Act of 1939. During the next few years, however, the phrase "operations of the Coast Guard" would come to embrace considerably more than even Admiral Waesche envisioned in early 1941.

The Commandant, he explained to the Congressmen, saw the Auxiliary as a general-purpose source of temporary manpower and equipment that could be of use to the Coast Guard in a vast number of ways - not only to save lives and property, but to enforce the law. As an example, he described the impact that one of the New Deal's crown jewels, the Tennessee Valley Authority, was having on the Coast Guard. The TVA, by means of strategically placed dams and locks, had turned the Tennessee River into a series of freshwater lakes. The agency

> has navigable waters which are now being used for the transportation of gasoline, fuel oil, and many other products out in the section where we are now building munitions plants, and the Coast Guard has responsibility for seeing that the thousands of motorboats using those waterways are not performing any illegal acts or are not going to do damage to the locks....The

> regulation is there, but there is not a single boat to enforce it....The man who is well known in the community, and who is anxious to do his bit, who is a fine citizen in every respect, will be brought into this Reserve with his boat....Local knowledge is more valuable to us than putting a Coast Guard vessel down there, or even putting naval vessels there.[27]

Waesche realized that, in making use of Auxiliarists as law enforcement officers, the Coast Guard would be in danger of tripping over a key provision of Title I: the statement, carried over from the 1939 law, that "no member of the Auxiliary, solely by reason of such membership, shall be vested with or exercise any right, privilege, power, or duty vested in or imposed upon the personnel of the Coast Guard." The solution was to create a new personage in the American military establishment: the "temporary reservist." Title I, Section 5 stated that "members of the Auxiliary may also be enrolled in the Coast Guard Reserve...and membership in the Auxiliary shall not be a bar to membership in any other naval or military organization."[28] That provision, as Admiral Waesche explained, would enable the Coast Guard to take the owner and crew of a boat into the service along with the boat itself - and give those individuals the authority to enforce federal laws.

> We know that the man who has been operating the engine since the boat was built, or for several years before we take it over, is familiar with the engine. We do not want to put a new man there to run the engine. We also want the operator of a boat who is thoroughly familiar with the harbors in the locality in which he has been operating....We want to make use of that local knowledge of the owner of the boat as well as the knowledge that the crew of the boat has in the operation of the boat. If we were to take them into the regular Coast Guard Reserve, which entitled these men to retirement and all of the major benefits, we would necessarily have to give them a strict examination, and if they were not physically perfect we could not bring them into the Reserve. So, we have provided a temporary appointment and can bring them into the Reserve without giving them the benefits of retirement, and can use the crew.[29]

The legislation did not spell out the nature of that "temporary appointment" with any precision, and the Committee apparently paid little attention to the point.

The House Merchant Marine and Fisheries Committee and the Senate Commerce Committee reported favorably on the bill to their respective full chambers in early February. The Senate passed it on February 10, and the House followed suit the next day. President Roosevelt signed the bill into law, and the U.S. Coast Guard Auxiliary officially was born, on February 19, 1941.[30]

The former Coast Guard Reservists who now found themselves labeled "Auxiliarists" had decidedly mixed reactions to all these developments. A columnist in *Yachting* was enthusiastic: "A new chapter in American yachting is about to begin," he wrote. "Boating during the last war was in its infancy. But in the years since the 1920's yachting has come of age and is ready to do its share in defending the Nation."[31] Some people assumed, though the law made no such provision, that membership in the Coast Guard Auxiliary would render a young man immune from the draft. The boat ownership requirement probably led more than one wealthy American to buy his son an expensive boat as an excuse to get him into the Auxiliary.[32] When genuine patriots did join the organization, the regular Coast Guard officers frequently were not sure what to make of them. Malcolm Boylan asserted later that during this period the Coast Guard District Directors, as often as not, "regarded the Auxiliary as a nuisance."[33] The first Auxiliary uniform regulations, issued early in 1941, got a lukewarm reception. The elected Flotilla, Division, and District officers would be permitted to wear jackets, trousers, and peaked caps similar to those of Coast Guard officers, but without shoulder boards. To the uninitiated - and frequently to the regular Coast Guardsman - such an outfit looked like a slovenly imitation of the real thing.[34]

The Auxiliary was taken seriously in at least one crucial place: the Commandant's Office. In the spring of 1941, Admiral Waesche and the Assistant Commandant, RADM Leon Covell, compiled a list of some 280 Auxiliarist-owned boats that the Coast Guard intended to take into service for wartime patrol duty. Each District Director prepared a scheme for arming the craft, and sent Washington a request for a small arsenal of Lewis machine guns, Thompson submachine guns, rifles (complete with bayonets), and pistols.[35] By the end of the summer, eighty-five "reserve vessels" had been placed at the Coast Guard's disposal. Membership in the Auxiliary had reached 4,224, of whom 150 had agreed to enroll in the new Coast Guard Reserve as "Temporary Reservists."[36]

In 1939 the Coast Guard had been an understaffed, underfunded service with a dubious public reputation and its head perilously close to the congressional chopping block. Two years later, the groundwork had been laid for a complicated but flexible administrative system that would let the Coast Guard utilize boat owners and other volunteers in virtually any capacity it found desirable and convenient - while imposing scarcely any financial or legal obligations on itself.

On November 1, 1941, President Roosevelt signed an order transferring the Coast Guard from the Treasury Department to the Department of the Navy. Five weeks later Russell Waesche got his chance to find out whether the system he had designed would work.

Chapter Two

The Auxiliary At War

1941 - 1945

In late 1941 the Fourteenth U.S. Naval District comprised the Hawaiian Islands chain (including Midway and Palmyra Atolls), Wake Island, and the section of the Pacific Ocean that lay between them and the continental United States - about twelve million square miles of water. Coast Guard strength in the Fourteenth District consisted of the 327-foot cutter *Taney*, the 125-foot cutters *Reliance* and *Tiger*, two buoy tenders, five patrol boats, and the thirty officers and two hundred enlisted men who were attached to the Coast Guard base at Honolulu. Hawaiian yachtsmen and motor boat enthusiasts had formed three Coast Guard Auxiliary flotillas: two on the big island of Hawaii and one on Oahu.

On the morning of December 7, 1941, the *Taney* was berthed at a pier adjacent to the Coast Guard station in Honolulu Harbor. At about eight o'clock its commanding officer learned by radio that the Navy base at Pearl Harbor, five miles away, was under air attack. The *Taney*'s crew went to battle stations, and during the course of the day fired on several marauding Japanese aircraft.[1]

Many of the local Auxiliarists, anxious to do what they could, drove to the Coast Guard station. They spent the afternoon of December 7 patrolling the harbor until Coast Guard craft could be spared to take over the duty. The Honolulu flotilla thereby conducted the first wartime operations of the Coast Guard Auxiliary.

Hawaii was home to a substantial number of Japanese and Japanese-Americans, many of whom made their living in the commercial fishing business. In the near-panic that followed the attack on Pearl Harbor, the Navy ordered the Coast Guard to impound all pleasure boats and fishing craft that were owned by Japanese aliens and "AJA" (Americans of Japanese ancestry). The Coast Guard Auxiliary, its boats freshly painted with Coast Guard-

supplied grey paint, conducted this "sampan fleet" to Kapalama Basin, where the boats were to be tied up and kept under Auxiliary surveillance.[2]

During the Second World War the Coast Guard underwent the most dramatic expansion in its history. In the summer of 1941, Admiral Waesche had under his command 613 officers, 764 chief warrant and warrant officers, 17,450 enlisted men, and the 199 cadets of the Coast Guard Academy in New London, Connecticut.[3] By the end of the war the number of men and women in Coast Guard uniforms swelled to more than 175,000.[4] Coast Guard cutters covered their white-and-buff peacetime paint with Navy camouflage and became convoy escorts, patrol boats, and supply ships. Coast Guardsmen manned escort vessels, troop transports, weather ships, and cargo ships for the Navy and the Army. All of the American military offensives took place overseas, and had to be supported by a constantly-expanding traffic of merchant shipping. The Coast Guard took over the operation of the nation's seaports, and absorbed another government institution, the Bureau of Marine Inspection and Navigation. As the historian Samuel Eliot Morison put it, during the war years the service was required "to do a little of everything - the Coast Guard is used to that."[5]

The coming of the war changed Admiral Waesche from the head of a small military service that most Americans ignored most of the time into a key player in the war effort. He understood from the beginning that the Coast Guard was going to have to preside over a range of activities far wider than any of the peacetime duties it had ever performed. One of his responses to the challenge was to expand the roles of the Coast Guard Reserve and the Coast Guard Auxiliary. Waesche and the Chief of the Auxiliary Division, CAPT Chester H. Jones, worked out a scheme to make the Auxiliary part of the war effort. In the first few weeks of the war no one in Washington or elsewhere was quite sure what the wartime function of the Auxiliary should be. Within a year after Pearl Harbor, however, the Auxiliary had become a major, if frequently unrecognized, supporter of the Coast Guard's military effort.

On December 19, 1941, Waesche circulated a letter to "All Senior Coast Guard Officers" in each naval district regarding the "present and future importance of [the] Coast Guard Auxiliary":

> 1. This letter is submitted to emphasize the importance of the Coast Guard Auxiliary in the present war and the necessity for continued Auxiliary progress along all lines.
>
> 2. . . . Following are some of the more general classifications of desired assistance from individual members and from flotilla organizations:
> (a) Furnishing information for Intelligence Department.

(b) Arranging schedule for immediate availability of patrol craft for emergency duty for occasions when service craft are insufficient or unavailable.
(c) Cooperation with local defense agencies.
(d) Instruction of men of military age for naval service.
(e) Cooperation with Coast Guard Stations to assist with duties in emergencies.[6]

A month later the Auxiliary got a reminder that it was now an adjunct to the armed forces. Waesche directed that all Auxiliarists and new applicants for membership, in addition to passing the usual examinations, sign an oath of allegiance to the United States. At the top of this document was a brief questionnaire:

Are you a member of any Communist or German Bund organization or any political party or organization which advocates the overthrow of our constitutional form of government in the United States, or do you have membership in or any affiliation with any group, association, or organization which advocates, or lends support to any organization or movement advocating, the overthrow of our constitutional form of government in the United States? Answer "Yes" or "No", _____. If so, name the organization and give complete details on sheet to be attached hereto.[7]

Henceforth each membership application would be accompanied by a photograph of the applicant and a set of his fingerprints. The naval war was about to enter American waters, and the Auxiliary would have a role to play in it.

Adolf Hitler, absorbed in the details of his great offensive against the Soviet Union, seems to have taken remarkably little interest in the impact that American belligerency might have on the war in Europe. For the time being he was content to leave the direction of the Battle of the Atlantic in the hands of the Commander in Chief of the German navy, *Grossadmiral* Erich Raeder, and the commander of the U-boat arm, *Admiral* Karl Dönitz.

The Battle of the Atlantic had turned into a war of attrition, with the victor by no means certain. Allied merchant ship losses in 1941 had come close to wrecking the British economy, and the demand for escort vessels to protect convoys from U-boats and surface raiders was crippling the Royal Navy's ability to take the offensive in any other theater. Since the summer of 1941 American destroyers had been shouldering some of the burden, but the numbers seemed irrefutable. In the first eleven months of 1941, the U-boats had sunk 408 allied merchant vessels in the Atlantic.[8] If the Germans continued destroying merchantmen at this rate, Great Britain would starve. From the German side, though, the picture looked almost as bleak. In 1936 Dönitz had calculated that three hundred German submarines could win a

protracted commerce war against Britain. On January 1, 1942, the Atlantic U-boat fleet consisted of sixty-four vessels.[9]

Dönitz recognized that the *Kriegsmarine* was being presented with a potential strategic advantage at the beginning of 1942 - and that the opportunity was likely to be fleeting. Much of the United States's industry depended on coastal shipping, and dozens of big ocean-going freighters and tankers plied the east coast each week on their way to the convoy rendezvous points at Boston and New York. Some time would elapse before the U.S. Navy would be able to set up an effective system to protect all that traffic. In the meantime, the east coast of North America would be a nearly ideal hunting ground for German submarines. Dönitz received Hitler's permission to send a small force of U-boats to America.

On December 18, 1941, U-125, the first of five long-range, Type IX U-boats detailed to Operation *Paukenschlag* ("Drumbeat") sailed from L'Orient, in German-occupied France, bound for a cruising station off the coast of New Jersey. By mid-January two more submarines, U-123 and U-66, had taken station off Long Island and Cape Hatteras, respectively. They were operating at the extreme limit of their range, with every bit of available space crammed with extra supplies.[10] On January 12, off the coast of Nova Scotia, U-123's commanding officer, *Korvettencapitän* Reinhard Hardegen, sighted the British freighter *Cyclops*. The 9,100-ton ship was steaming alone, without an escort. Hardegen sank it with two torpedoes. On the following day he sank the 9,600-ton Panamanian tanker *Norness* in Long Island Sound.[11]

By the end of January, ten U-boats were patrolling the east coast of the United States. The damage they did to American shipping was out of proportion to their numbers. By February 1, thirty-five allied merchant vessels had fallen victim to German torpedoes in the coastal waters between Maine and Texas.[12] American naval strategists could not ignore those figures.

The Navy chain of command on the east coast ran from the Chief of Naval Operations, Admiral Stark, through the Commander-in-Chief, U.S. Fleet, ADM Ernest J. King, and the Commander, Eastern Sea Frontier, VADM Adolphus Andrews, with the Commander-in-Chief, Atlantic Fleet, ADM Royal B. Ingersoll, in direct command of the warships participating in the campaign. Admiral Waesche and the Assistant Commandant, RADM Lloyd T. Chalker, administered the forces of the Coast Guard through a captain or rear admiral, with the title District Coast Guard Officer, in each naval district. In early 1942 these six officers and their staffs tried to work out a solution to the U-boat problem.

The obvious answer was a convoy system, centered around a fleet of warships that could shepherd the merchantmen along the east coast to their destinations. The Navy, however, was unable to provide such a force.[13]

Prewar planning had not given anti-submarine warfare a high priority. The ships equipped most effectively to deal with the U-boat threat were the Navy's destroyers, but in traditional naval thinking the destroyer was primarily an offensive weapon. Its principal function was to fire torpedoes at enemy warships, not to defend merchant vessels. The typical destroyer of 1942 was fast (not the most important attribute in anti-submarine work), big, and packed with men, and its turning radius was far larger than that of a U-boat. Plans for several new classes of smaller, cheaper destroyer escorts were on the drawing boards, but such vessels would not begin emerging from the shipyards in large numbers before the end of the year.

The hardware for finding and sinking submarines was in its adolescence. The standard U.S. Navy depth charge had a maximum effective depth of three hundred feet, at least a hundred feet shallower than the maximum at which a U-boat could operate comfortably. The best underwater detection gear available was an early form of sonar, which sent sound waves through the water to bounce off the submarine's hull. American scientists were working on a number of promising new concepts in anti-submarine weaponry, such as high-frequency direction finding ("Huffduff") and airborne magnetic anomaly detection ("MAD"). Radar, with which a ship could detect an enemy on the surface in bad weather or in the dark, was just making its way into the fleet.

The Coast Guard was doing its best to fill the gaps in the Navy's antisubmarine fleet. The big 327-foot cutters of the "Treasury" class, with their beamy hulls, capacious fuel tanks, and comprehensive medical facilities, made good long-range convoy escorts. The Navy put six of them to work on the dangerous run across the North Atlantic to Britain. The service's next-largest ships, the ten 250-foot "Lake" class cutters, had been transferred to the Royal Navy in January 1941. The medium-endurance cutters of the *Tampa* class and the 165-foot (A) class were reasonably well-suited for operations in the Arctic, and were sent to the convoy routes off Greenland and Alaska.

The biggest ships the Coast Guard could spare for anti-submarine patrol duty off the east coast were ten 165-foot (B)-class cutters: the *Argo*, *Calypso*, *Dione*, *Galatea*, *Icarus*, *Nemesis*, *Nike*, *Pandora*, *Thetis*, and *Triton*. These vessels had been designed in the 1920s to chase "rum runners" during Prohibition. Their official Coast Guard designation as "submarine chasers" was optimistic. Each carried a single 3-inch gun, one "Y-gun" for throwing depth charges abeam, and a pair of short depth charge tracks, without reloads, at the stern. They were fitted with basic sonar sets, but were far down the list of ships waiting for radar.[14] Until the Navy could spare some new destroyers from the Pacific, or the shipyards could begin cranking out new escort vessels,

those ten little ships would have to form the nucleus of the anti-U-boat campaign in American coastal waters.

The cutter captains had to invent their own anti-submarine warfare doctrine as they went along, and nothing they tried seemed to work.[15] Patrols in geometric patterns turned up nothing. Reasoning that the U-boats must be detecting the sounds of the cutters' engines, some captains ordered their ships' engines shut down at sunset and spent long, nervous nights sitting dead in the water, listening with hydrophones. Weeks went by in which no Coast Guard cutter came close to sighting a U-boat. And night after night the sinkings continued. Between February 1 and May 1, the U-boats destroyed a hundred merchantmen between Nova Scotia and Texas.[16] Residents of North Carolina's Outer Banks could look out their windows and watch allied tankers and freighters burning on the horizon.

The American boating community wanted to help. Every yachtsman in the country had read the story of how, in June 1940, a fleet of British workboats and pleasure craft had crossed the English Channel and helped the Royal Navy rescue what was left of the British Expeditionary Force at Dunkirk ("a name forever engraved in the hearts of yachtsmen," as one Auxiliary historian later put it).[17] As early as March 1941, the Cruising Club of America had offered the Eastern Sea Frontier the loan of thirty sailing yachts with auxiliary engines to use as patrol vessels. The Navy had turned down the offer, asserting that its construction programs were adequate to provide for any likely war scenario. As the number of victims of "Operation *Paukenschlag*" multiplied, yachtsmen bombarded Admiral Andrews, and their local newspaper editors, with letters.[18] ("You can creep up on 'Jerry' with a stitch of canvas," asserted one optimistic yacht owner from Ohio.)[19] Some Auxiliary flotillas took matters into their own hands. In late March 1942, Auxiliarists in the New York area began organizing "rescue crews."[20] Three Philadelphia doctors set up an "Auxiliary Emergency Hospital" in the basement of a waterfront house and made it available to survivors of sunken merchantmen.[21]

On May 4, 1942, Admiral King, now functioning as Chief of Naval Operations as well as COMINCH, gave in. He authorized the creation of what became known as the Coastal Picket Force, under the administration of the Coast Guard.[22]

The Navy specified that yachts and motorboats accepted for use as coastal pickets must be "capable of going to sea in good weather for a period of at least 48 hours at cruising speeds" and carrying at least one .50-caliber machine gun, four 300-pound depth charges, and a radio set.[23] The Coast Guard promised to pay all the operational expenses and, when the emergency ended, return the boats in good shape to their owners - or make good any damage.

Manning the Coastal Picket Force presented some legal and administrative problems. The major source of boats would, it was assumed, be the Coast Guard Auxiliary. The Auxiliary, however, was, under the terms of the 1939 and 1941 legislation, strictly a civilian organization. Its members did not hold military ranks, and could not exercise military authority. Under international law a non-uniformed yachtsman who was captured by the enemy might be charged with espionage. Furthermore, the Auxiliary had always been an organization of boat owners. A good-sized sailing yacht or cabin cruiser with anti-submarine armament and communications gear needed a crew of five or ten in addition to the owner, and those crewmen were not eligible for Auxiliary membership.

The solution was to create another incarnation of the temporary reservist. On June 6, 1942, Congress passed another amendment to the Coast Guard Auxiliary and Reserve Act of 1941. The Commandant of the Coast Guard was thereby

> authorized to enroll as temporary members of the Reserve, for duty under such conditions as he may prescribe, including but not limited to part-time and intermittent active duty with or without pay, and without regard to age, members of the Auxiliary, such officers and members of the crew of any motorboat or yacht placed at the disposal of the Coast Guard, and such men who by reason of their special training and experience are deemed by the Commandant to be qualified for such duty....When performing active duty with pay, as herein authorized, temporary members of the Reserve shall be entitled to receive the pay and allowances of their respective ranks, grades, or ratings, as may be authorized for regular members of the Coast Guard Reserve.[24]

The concept of the temporary reservist gave the Coast Guard the opportunity to utilize the skills of thousands of men on a variety of terms. In June 1942, Vice-Admiral Waesche (he had been promoted to that rank in March) issued an order dividing the duties of temporary reservists into six categories:

> (a) Full time general service for the duration of the war, or for a specified period. Example: Full time general service on board a Coast Guard vessel or at a shore station;
> (b) Full time special service duty for the duration of the war or for a specified period. Example: full time duty at a shore station or a small vessel engaged in port security work or on patrol duty on the inland waters;
> (c) Part time general service duty for the duration of the war or for a specified period. Example: Three days per week general service on board a Coast Guard vessel or at a shore station;

> (d) Part time special service duty for the duration of the war or for a specified period. Example: One day per week at a shore station or a small vessel engaged in port security work on patrol duty in waters adjacent to his home; (e) Special assignment duty on a part time or intermittent basis. Example: Three or four hours per week to examine persons boarding, on board, or leaving a vessel, and to take other precautionary measures for the safety of a vessel, or property while such vessel is in certain waters; and
>
> (f) Rescue, observation and anti-submarine duty under a Sea Frontier Commander.[25]

The last category covered the Coastal Picket Force. Waesche authorized the District Coast Guard Officers to enroll the owners and crews of the picket boats with full pay and allowances, including reimbursement for uniforms.[26] At about the same time the Auxiliary began accepting applications for "associate membership," which would be open to all U.S. citizens who "are interested in the Auxiliary and who are potential crew members of a flotilla."[27] An associate member enjoyed all the privileges of regular membership, except the right to vote in flotilla elections and to fly flags and pennants.

The associate membership provision, in conjunction with the new congressional legislation, cleared the way for the skippers and crews of the Coastal Picket Force to become temporary members of the Coast Guard Reserve. By the middle of July, 112 boats had been placed at the disposal of the Commander, Eastern Sea Frontier for anti-submarine patrol duty. A month later the total was up to 276.[28]

The establishment of the Coastal Picket Force gave the Auxiliary some new and complex administrative responsibilities. In the Third District, for example, the Auxiliary District Board held a meeting at the Seaman's Church Institute in New York City on June 10, with the District Auxiliary Director, LCDR P.D. Mills, USCG, presiding, to work out a plan for recruiting yachts. The board elected Randolph E. Tyrell District Commodore, and he was enrolled as a temporary member of the Coast Guard Reserve with the rank of lieutenant commander. The division captains and flotilla commanders were also enrolled as Reserve officers. The board organized a 7-man committee to recruit boat owners, crews, and boats. The committee included some of the most famous names in American recreational boating. Charles F. Chapman, editor of *Motor Boating* magazine; William L. Sayers, Chief Commander of the U.S. Power Squadron; Douglas Green, Secretary of the New York Yacht Club; and Herbert L. Stone, editor of *Yachting*, all volunteered their services. They set up a recruiting station at the New York Yacht Club, and spent every afternoon for two months interviewing potential submarine hunters. Boat owners were sworn into the Reserve as boatswain's mates, and their crewmen as seamen or firemen.[29]

The next step was to set up an operational base convenient to the open sea. The first site selected in the Third District was Greenport, a village near the eastern tip of Long Island on a nearly deserted anchorage called Gardiner's Bay.[30] Auxiliarist Rufus G. Smith, enrolled in the Reserve as a lieutenant, took command of the Greenport Patrol Base. He and his staff divided the waters of the Third Naval District into a grid of 25-square-mile patrol zones, between 25 and 125 miles offshore. The first patrol boats went out on July 29. Eventually the Coastal Picket Force in the Third District numbered sixty vessels, ranging in length from 55 to 147 feet, and operating out of eight bases.[31]

On July 14 Admiral Andrews's office issued an "Operation Plan for Coastal Pickets." They were to be divided among five "task groups": Northern, Narragansett, New York, Delaware, Chesapeake, and Southern. Their responsibilities were defined as "supplementing existing forces employed in anti-submarine, rescue and information duties." Short-range motorboats would be assigned patrol stations close inshore, while big seagoing sailing yachts, soon to be known as the "Corsair Fleet," would cruise farther out, roughly following the 50-fathom curve. The patrol system would be based on a grid chart drawn up by the Army Interceptor Command, dividing the waters off the coast into sections of about fifteen square miles each. A coastal picket boat's normal patrol area consisted of one of those squares.[32]

The Navy provided each boat with a radio, at least one machine gun, a sonar set, one or two rudimentary depth charge racks, and several cans of paint - grey for exterior surfaces, white for interior. Each was assigned a number, preceded by the letters "CGR," to be painted in large white characters on each side of her bow.[33] To guard against radio failure, each coastal picket was furnished with a cage containing two homing pigeons. One enterprising and hungry member of the force tried frying a pigeon egg on his boat's galley stove, with unimpressive results.[34]

The realities of American pleasure boating hampered the organizational scheme for the Coastal Picket Force. In the northeast, where the yacht racing tradition flourished, the Coast Guard was able to acquire an abundance of big, seaworthy sailboats. In many cases the owners accepted ratings as chief boatswain's mates in the Reserve and stayed on board. In the Fifth, Seventh, and Eighth Districts, however, most Auxiliary flotillas consisted of small motorboats that were incapable of remaining at sea for the requisite two days, especially when winter approached. The best they could do was to cruise along the beaches looking for landing parties, and offering aid to survivors of ships that had been torpedoed. Auxiliarists of the Seventh District rescued several hundred survivors.[35] A Miami surgeon, Dr. M.H. Tallman, joined the Reserve and fitted out his motorboat as a floating operating room, with a staff of

doctors, technicians, and nurses on call twenty-four hours a day.[36] On the Gulf Coast the Auxiliary recruited several hundred fishermen, who agreed to do patrol duty one week out of four. The owners of about fifty big power boats on the Great Lakes agreed to have their craft transferred to the Charleston District.[37]

On August 13, 1942, the Army Air Forces arranged a test of the Army's aircraft-warning system. Ten aircraft took off from their base at Westover, Massachusetts, flew across Cape Cod and Nantucket Island, and headed south for Philadelphia. No Army or Navy units spotted the planes, but three coastal picket boats, *Sea Gypsy*, *Sea Roamer*, and *Kidnapper*, reported them.[38]

The Coast Guard tried hard to convince itself and the public that the coastal pickets were making a major contribution to the war effort. A press release from Washington described them as "Modern Vikings, the Coast Guard Sailboat Fleet . . . . A gallant fleet of sturdy sailboats, which faced the danger of U-boats and harsh Atlantic storms undauntedly for over a year and a half." Putting the most charitable face on the situation, the same document noted that "delicate sound equipment was especially valuable on a sailboat, as the schooners and sloops could cover an area of the ocean, listening for enemy submarines while being hard to detect by the submarines themselves."[39]

The truth was that a sailboat, especially during the winter months, made a dismally ineffective anti-submarine vessel, and the yachtsmen of the "Corsair Fleet" knew it. The historian of the Third District recalled that

> Ships and men were sent to sea unprepared to cope with the enemy. Small Coast Guard vessels did not carry rated specialists in their crew. There were none available. Consequently all communications, operation of sound gear and gunnery had to be carried out by all hands, most of whom had no previous naval training or boot camp indoctrination. None of the vessels of the fleet was built or designed for winter use. Spars were too tall, sails were too light, and sail plans were too large for mid-winter in the North Atlantic. There were no facilities for heating the boats, radio equipment was inadequate, generators became inoperative at large angles of heel or under violent motion of the ship, gasoline vent lines were not adequate for a ship on its beam ends, regularly installed water tanks were insufficient, and bilge pumps were inadequate. . . .
>
> Great credit goes to the crews of these sailboats. Summer and winter these worthy craft maintained their vigils with only a very few blank days when vessels were called in because of hurricane warnings or the worst of ice-breaking winter nor'westers. They took the brunt of the icy North Atlantic winters on the open decks of their vessels.[40]

Admiral Andrews was less sanguine about the value of the Coastal Picket Force. In October he noted that "inspections in some areas have shown a very satisfactory condition, while others have shown a deplorable condition. In

certain areas, there have been evidences of no training, no discipline, improper uniforms, little equipment, and inadequate provisions made for paying the crews and granting shore leave, all so essential to the efficiency of this force." The admiral ordered the task group commanders of the Eastern Sea Frontier to "go over their organization to the end that regular inspections will be made of outlying bases from which these picket boats operate to see that personnel are being properly trained, uniformed and supplied, that there is a well prepared plan for the employment of these vessels, both as to their normal patrols and as to their augmenting and assembling in the event of submarine contact."[41]

Andrews's comment about the importance of a plan for "assembling in the event of submarine contact" was especially appropriate. As many a British or American destroyer captain could testify, finding and destroying a U-boat was a complex project under the best of circumstances. The most efficient escort vessel on the North Atlantic found it almost impossible to sink a well-handled submarine without help from at least one other warship. In the Battle of the Atlantic one-on-one duels between surface warships and submarines were rare, and usually went in favor of the U-boat. A sailboat suffered an additional disadvantage in that its maximum speed on a given course depended on the wind direction; a ketch or yawl might attain eight or nine knots (faster than the Type IX U-boat's 7.3 maximum submerged) with the wind on the quarter, but have trouble making four knots if it changed course by ninety degrees. At that speed, a depth charge exploding at a depth of a hundred feet would blow the coastal picket's stern off. For a sailboat to place itself directly on top of a U-boat and drop a correctly-set depth charge on it would have required a combination of first-rate seamanship on the part of the sailboat's skipper, utter ineptitude on the part of the U-boat captain, and supernaturally good luck.

The most famous adventure experienced by any of the Coastal Pickets was initiated not by a U-boat but by the weather. On December 3, 1942, the 58-foot yawl CGR-3070, formerly the yacht *Zaida*, was on patrol off Nantucket Shoals when a gale came up. One enormous wave heeled the little ship over so suddenly that the 9-man crew had no time to react. The mizzen sail filled with water, the mizzen mast snapped, and the engine room and most of the other below- decks spaces flooded as water streamed down the hatches. The crew managed to chop away the debris from the fallen mast and the CGR-3070 regained an even keel.

The skipper, CBM Curtis Arnall, radioed his base at Greenport for help. Then the electrical generator failed. Two Coast Guard motor lifeboats put out from Greenport, but the storm drove them back. A Coast Guard PBY flying boat spotted the stricken boat and radioed a patrolling cutter, but the latter

was unable to reach the position before dark. During the night a British destroyer happened upon the CGR-3070 and passed it a towline. It parted and the vessels lost contact.

The gale went on for a week, during which several warships and nearly two dozen American and Canadian aircraft tried without success to locate the CGR-3070. One night it blundered into the path of a convoy, and had to thread its way between the columns of merchantmen to avoid being run down. More than one ship sighted it and tried to assist, but the weather was too rough. The crew managed to set up a jury rig and make steady progress to the southward. On the fourteenth day after the accident an Army B-17 dropped several boxes of provisions, which sank before the hungry yachtsmen could retrieve them.

On December 23 a Navy blimp spotted the CGR-3070 off Ocracoke Inlet, North Carolina, and radioed its position to a Coast Guard cutter. The yawl came into the Ocracoke Coast Guard base under tow, but there was no doubt that it could have made it on its own in a few more hours. The crew walked ashore under their own power, one with cracked ribs and another with a bad cut on his head. Since departing the Greenport Base the CGR 3070 had covered more than three thousand miles.[42]

Actual encounters with U-boats attained a status in Coast Guard Auxiliary lore similar to sightings of the Loch Ness Monster. The 45-foot cruiser *Diane*, owned by Mr. Willard Lewis, spotted a submarine late one night off Hillsboro Light, on the east coast of Florida. Lewis and his single crewman looked at each other, simultaneously shouted "Let's go," and steered for the enemy. Asked later what he hoped to accomplish by ramming a steel submarine with a wooden motorboat, Lewis explained, "I aimed at her conning tower, . . . and I might have messed up something."[43] The *Diane* missed the U-boat by about forty feet.

Shortly thereafter Lewis took command of the 40-foot cabin cruiser *Jay-Tee*, patrolling out of Ft. Lauderdale. His crew consisted of a character named "Uncle Bill," whose last name no one knew. On the morning of May 6, 1942, Lewis got orders via radio to search for survivors from a tanker that had just been torpedoed. Before the *Jay-Tee* could reach the reported position, it sighted a U-boat wallowing on the surface. It probably was U-333, which was trying to repair a damaged hydroplane after an encounter with two Coast Guard cutters and a destroyer.

With the *Jay-Tee* in hot pursuit (despite the fact that its armament consisted of a Colt .45 pistol), the U-boat tried to dive, but porpoised to the surface. It submerged again, and Lewis began to circle, wondering what he should do next. Suddenly there was a sickening crash and the *Jay-Tee* rose several feet out of the water. Lewis and Uncle Bill looked over the side and discovered that the U-boat was surfacing directly beneath them. After a few

seconds it dived again, leaving the *Jay-Tee* with a cracked keel and a streak of grey paint on its bottom.[44]

Long after the war, U-333's commanding officer, *Kapitänleutnant* Peter Cremer, published his memoirs. Cremer did not mention any collision with a sailboat. He may well have hit the *Jay-Tee* without knowing he had done it.[45]

On September 15, 1942, the former racing yacht *Edlu II* spotted a U-boat a few miles south of Montauk Point, at the eastern tip of Long Island. The CGR craft was carrying no depth charges, but turned gallantly toward the enemy with the intention of opening fire with its single machine gun. The U-boat submerged. On the following night a CGR cabin cruiser listening to its hydrophones with its engine shut down spotted a surface U-boat (probably the same one) at a range of 450 yards. When the motorboat's owner started his engine, the submarine dived.[46]

The Germans apparently regarded the patrolling yachts and motorboats as a nuisance (any boat with a radio could report a submarine's position, thereby robbing it of the element of surprise), but not much of a threat.[47] One U-boat supposedly surfaced deliberately alongside a converted fishing boat of the Coastal Picket Force. The German captain emerged onto his bridge and, in perfect English, shouted "Get the hell out of here, you guys! Do you want to get hurt? Now, scram!"[48] On another occasion a sailing yacht named *Sally II* kept a surfaced U-boat in sight for about fifteen minutes off the coast of Maine. One of the submarine's officers hailed the yacht in English with a megaphone, warning the Coast Guard Reservists not to send a radio message. They did anyway, but by the time an Army bomber showed up the U-boat had submerged.[49] *Kapitänleutnant* Cremer dismissed the Coastal Picket Force, along with the Civil Air Patrol, almost contemptuously: "Though their value was precisely nil the participants had fun, besides receiving a boost to their morale, and had an opportunity to indulge their love of air and sea travel free of charge, with Uncle Sam providing the fuel and food."[50]

By the time the coastal pickets were reaching their patrol stations in significant numbers, the focus of the Battle of the Atlantic was shifting. In the early summer of 1942 the U-boats began moving south, concentrating on the Florida coast and the Caribbean. The U-boat fleet was growing, with German shipyards finally approaching the quotas Dönitz had urged before the war. Type XIV *"milch cow"* submarines, supply vessels that could replenish the attack subs at sea, were coming off the ways. As autumn approached, Dönitz concluded that the time had come to resume the campaign on the lucrative convoy lanes of the North Atlantic.[51]

The foray into North American waters had been a triumph for the Germans. Between December 1941 and the end of August 1942, the U-boats conducted 184 patrols to North America. They sank 609 Allied merchantmen,

displacing a total of 3,122,456 tons. German losses amounted to twenty-two submarines.[52]

As the U-boats departed, new American escort vessels were arriving on the scene. The first destroyer escorts, 300-foot warships designed specifically to hunt submarines, emerged from the shipyards in July 1942. By the end of the summer the Navy had set up a reasonably effective coastal convoy system. Coast Guard 83-foot patrol boats, coming out of the Wheeler Shipyard in Brooklyn by the dozens, were better suited for short-range patrol duty than any grey-painted pleasure boat.

In December, Admiral Waesche called a halt to the acquisition of civilian craft for coastal picket duty.[53] A month later Admiral King directed him to cut the number of boats in the Coastal Picket Force by 35 percent. Waesche ordered the District Coast Guard Officers to "make careful review of the suitability of vessels already acquired for such duty," and return any "unsuitable" ones to their owners.[54] In October 1943 the Coastal Picket Force officially ceased to exist.[55]

The demise of the Coastal Picket Force brought numerous protests, not only from the boating community but from the District Coast Guard Officers, who were being required to give up a fleet of vessels that they could have put to good use. Admiral Waesche did his best to allay everyone's concerns. In February 1943 he traveled to New York and made a speech at a banquet held by the temporary reservists of the Third District. The Commandant assured his audience that it still had a role to play in the war effort.

> I have no doubt that it appeared to some of you people that you were becoming a stepchild that we were not depending upon you nearly so much as we did in the early days of the war and that probably we felt that you had served your purpose and were pushing you aside. That was not true in any way. . . .
>
> Now, I understand there is some confusion in the minds of some of you people as to the reason for laying up Coast Guard boats. As you know, partly as a result of our men being called upon to man vessels overseas, we have received orders from Admiral King to lay up at least one thousand boats. Every District Coast Guard Officer that I have talked to said, "We can't spare any; we need more." It falls on deaf ears as far as I am concerned because I have my orders, and if any of our officers would like to go and protest to Admiral King they can do it, I won't.[56]

The last sentence probably got a laugh from the audience. By February of 1943 everyone in the American military knew that a protest to Ernest King rarely got any response beyond a contemptuous glare.

The bureaucratic process of transferring boats from the Auxiliary to the Coast Guard had been relatively simple. Giving the same boats back to their

owners created a mass of red tape. Many of the Coastal Pickets had sustained damage from harsh weather and harsher carpentry. Installing gun mounts and depth charge racks, and covering every square inch of surface with government-issue paint, had rendered many of the craft unrecognizable. The Coast Guard's initial plan had been to use service personnel and materials to make all the boats look like new, but such an arrangement proved impossible. It was decided that each boat owner would be paid to get the damage repaired himself, the amount to be determined by a 3-man board appointed by the District Coast Guard Officer. He could issue up to $300.00 per boat on his own authority; larger amounts had to be approved in Washington. The owner had the right to appeal the settlement if he thought the board's estimate was low. The process took months, but eventually each owner got his boat, a check if appropriate, and a personal letter of appreciation from Admiral Waesche.[57]

The American naval command at all levels recognized that, though the Coastal Picket Force had exerted little if any influence on the course of the war, its members had been generous with their time and energies under extraordinary - and highly dangerous - circumstances. Admiral Andrews sent a dispatch to each of the Naval Districts under his jurisdiction: "The Commander of the Eastern Sea Frontier wishes all task group commanders to forward to their respective coastal picket activities his appreciation of the work done by these units. Both officers and men have rendered valuable service under varied and trying conditions and he sends a 'well done' to all hands."[58]

As the operations of the Coastal Picket Force were ending, Admiral Waesche was coming to the conclusion that the Temporary Component of the Coast Guard Reserve needed to be reorganized. The end of the Coastal Picket Force had virtually eliminated the need for full-time temporary memberships, which had created awkward accounting problems. The definition of who was and was not entitled to receive pay was vague, and no one, it seems, had figured out what, if any, government benefits should be available to full-time temporary reservists. Under the informal arrangements Waesche had set up in June 1942, the ranks and ratings of temporary reservists were being assigned by the District Coast Guard Officers. They seemed more interested in getting as many men into uniform as possible than in maintaining a coherent organizational system. At one point the Commandant's office noted that "a great majority of the men enrolled . . . as temporary members of the Reserve . . . are [being given] a commissioned rank or an enlisted rating," and reminded the DCGOs that the Reserve needed warrant officers as well.[59]

An Executive Order from President Roosevelt, dated March 1, 1942, gave the Coast Guard overall jurisdiction over American merchant ships and seamen while they were in American waters. The same order transferred the

Bureau of Marine Inspection and Navigation from the Department of Commerce to the Coast Guard.[60] Several maritime activities that were vital to the war effort, including the pilotage of merchant ships and the security of port facilities, thereby came under the direction of the Captains of the Ports, the Coast Guard officers who presided over operations in the seaports.

Like many other wartime institutions, the Coast Guard was being called upon to take on new responsibilities at a time when its resources already were being stretched beyond all previous limits. By late 1942, most Coast Guardsmen and a high percentage of the young men being inducted into the Coast Guard Reserve were being assigned to sea duty. Admiral Waesche concluded that the solution to the problem lay in the temporary reserve concept. The individuals just placed under his command could be made into temporary reservists, and TRs could take over the jobs vacated by regular Coast Guardsmen when the latter went to sea.

On October 29, 1942, the Commandant issued orders restructuring the Temporary Component of the Reserve. The enrollment of TRs on a full-time basis for Coast Guard pay was to be discontinued, and all men currently serving in that capacity would be either transferred to the regular reserve or disenrolled. Henceforth the Temporary Component of the Coast Guard Reserve would have six elements:

> (1) From the Auxiliary: in a part-time volunteer capacity and in a no-pay status. (Usually units afloat.)
> (2) Volunteer Port Security Force: in a part-time voluntary capacity and in a no-pay status. (Usually guard details on piers, wharves, and other harbor facilities.)
> (3) From Pilot Associations: on a non-military pay basis, but receiving usual pay from the Association by whom they were employed.
> (4) Civil Services Employees: on a full-time basis without military pay, but with pay from Coast Guard Civil Service appropriations.
> (5) Merchant Marine Inspectors: on a full-time basis without military pay, but with pay from Coast Guard Civil Service appropriation.
> (6) Coast Guard Police: on a full-time basis without military pay, but receiving regular pay from the shipyard or war plant by which they were employed.[61]

In December 1942, Waesche told a meeting of Auxiliary and TR officers in the Fourth District:

> . . .As time rolls on, the Coast Guard with its limited number of personnel will not be able to use regularly enlisted men between the ages of 18 and 38 to carry on port security duty, beach patrol, and all the other duties which the Coast Guard normally performs along the coast. . . .

> We are going to take these regular men away from [the District Coast Guard Officer] on very short notice. We will give him ample warning that it will come in the future. But when the time comes to take them away, we expect him and this Auxiliary to be able to carry on these duties of port security and beach patrol and other coastal duties.[62]

Port security absorbed about 22 percent of the Coast Guard's manpower during the Second World War. During the peak years of 1943 and 1944, some thirty-seven thousand regular Coast Guardsmen were assigned to duty under the Captains of the Ports. As the war at sea demanded increasing numbers of escort vessels, troop transports, and landing craft, the Navy assigned more and more Coast Guard regulars and regular reservists to sea duty. The Volunteer Port Security Force, which was made up almost entirely of temporary reservists, filled in the gaps. In mid-1942 the Temporary Component of the Reserve began accepting applications from virtually all male adult citizens who were willing to donate their time - and, in some cases, their cars as a means of getting to their duty stations. The first Volunteer Port Security unit was set up in Philadelphia in May, 1942. VPSF units eventually were established in twenty-two ports on the east and west coasts, and in San Juan, Puerto Rico.[63]

Since the beginning of the war, Admiral Waesche had perceived the Auxiliary as a mechanism for training new recruits of the Coast Guard Reserve. Temporary reservists were encouraged to join Auxiliary flotillas, thereby gaining access to Auxiliary courses in such subjects as boat handling, navigation, semaphore, and first aid. Many members of the VPSF joined the Auxiliary and were assigned duties afloat, generally on board boats patrolling the waterfronts. Port security, however, entailed many duties that had nothing to do with boating. Many men - and, eventually, many women - became TRs without joining the Auxiliary.

Age limits for membership were twenty and sixty-five. Every applicant had to take a physical examination, but the medics operated on the basis of a simple guideline: a man had to prove that he was physically capable of doing the job to which he would be assigned. In the Boston division, any man who could climb the ten flights of stairs leading to the TR Office without stopping was deemed physically qualified for membership.[64]

The specific duties assigned to the VPSF varied from district to district. In the First (Boston) District, TRs assumed responsibility for virtually all port security functions. Boston had a huge VPSF organization, with about ten thousand members divided into "landside" shifts (a total of twenty-one, each on duty for eight hours on a specified day of the week) and "waterside" flotillas. One flotilla, operating out of the floating Boston Lifeboat Station, took responsibility for putting a boarding party on board every non-military vessel that entered the harbor - from freighters to fishing boats. The TR boarding

officer inspected the vessel's papers and informed the master of the harbor regulations. A special Radio Sealing Unit, made up of TRs with experience as amateur radio operators, boarded each incoming vessel and put its radio temporarily out of commission, attaching a brass tag bearing the words "DO NOT BREAK SEAL EXCEPT IN CASE OF EMERGENCY - DISTRESS OR ENEMY ACTION - U.S. COAST GUARD." Another group of specialists formed the Boston "Artisan Flotilla," which did a variety of jobs in the carpentry, electrical, and machine shops at the Boston Coast Guard Station.[65] After a ship docked, TRs patrolled the pier alongside, inspecting the identification papers of anyone who came ashore or on board. Others boarded merchant ships and, armed with pistols and flashlights, maintained watch in the holds while the crew was ashore.

A TR of the First District recalled a typical stint of night security patrol duty.

> Hurry for muster! . . . Just time for cigs and a chocolate bar at the canteen. Fifth deck, now. "Fall in! Square those hats! Dress right, dress! Front! At ease!" As posts are assigned, you silently say, "Not a bridge again, please! Not White Fuel or McLean's wood farms!" That's what you think but you answer "Here!" Then to the Armory for duty belt, side arms, five shells, stick, whistle, flashlight, lanyard. All hands juggle equipment and minutes later you're in the truck, warming a hard, cold board. Likely as not you join in comments on (if not to) civilians of the opposite sex . . .
>
> It's an oil farm all right! "Let's go. All out. Load up." The Coxswain gives his instructions. You guess this would be a number 1 target if the enemy decided on an action off our coast. . . .
>
> Another time you were on a freighter, all alone for four hours without relief, deep down where the cargo is stored! You were amazed at the hugeness of a Liberty's bowels and the depth of those yawning chasms called holds. It was awfully cold topside, too. But that night at Castle Island was really beautiful, in a freezing sort of way, as the snow swirled round the riggin' brightly illuminated by flood lights . . . Waterside, that put-put-put told you the boat patrol was out there, too . . .
>
> Out there that day, deep down below deck, looking up at that "hole in the blue," you watch 500-pound bombs come swinging over and down. You think, "who next will see these bombs overhead?". . . You admired longshoremen who did a swell job and the carpenters who kept a fast pace securing the cargo with dunnage . . . Wonder how everything is at home?[66]

The worst waterfront disaster of the war occurred at Port Chicago, a Navy facility thirty miles from San Francisco. On July 17, 1944, the freighter *E.B. Bryan*, tied up at a pier in the process of loading five thousand tons of ammunition, exploded, killing 325 people, injuring thousands, and severely damaging most of the port facilities. Coast Guard forces present were a fireboat, which was sunk, and a patrol boat, which was damaged. There was

no VPSF unit at Port Chicago, but several local Auxiliarists were on routine patrol in San Francisco Bay when the explosion took place. They recovered three bodies floating in the water that night. On the following day, at the Coast Guard's request, Auxiliary Flotilla 25 undertook a systematic search for bodies. Five auxiliary boats, each towing two outboard-equipped skiffs that could search in the shallows, patrolled the Port Chicago area throughout the daylight hours for three days. It was a grueling job, made worse by high winds, rough water, floating debris, and a huge oil slick. The Auxiliarists recovered fourteen more bodies.[67]

The Coast Guard experienced a shortage of small craft throughout the war. Between 1941 and 1945 more than two thousand motor boats and sailing yachts were enrolled in the Coast Guard Reserve, and about ten thousand operated under Coast Guard orders in the Auxiliary.[68] They performed duties ranging from harbor patrols to carrying groceries for the crews of lighthouses. In the District of Columbia, Auxiliarists maintained a 24-hour patrol of the Potomac River bridges throughout the war. Members in the Ninth District helped guard the Sault-Ste. Marie Locks. In San Francisco Bay, Auxiliarists made daily patrols of the Navy's seaplane landing area to keep it clear of floating trash. When a disastrous flood hit the St. Louis area in May 1943, Second District Auxiliarists used their boats to carry displaced people and livestock to safety.[69] Auxiliarists in Detroit helped the local air raid wardens locate light leaks during the city's blackout drills.[70] When the Navy built a training station on Lake Pend Oreille, Idaho, local boaters formed an Auxiliary flotilla and took responsibility for patrolling 580 miles of lake front.[71] New York City Auxiliarists operated an official water taxi service, ferrying military officers, fire inspectors, and customs officials around the harbor. The history of the Third District recalled that Auxiliary and Reserve boats "picked up more than one drunken sailor in the middle of the harbor swimming back to his ship."[72]

Making a pleasure boat look like a military craft was relatively easy, but making it perform like one was another matter. Herb Tobin, of the First District, recalled his assignment, with the rating of Fireman Second Class, to a 50-foot cabin cruiser on patrol duty in Boston Harbor.

> It had just been completed by some yachtsman for his own pleasure with a beautiful display of exotic hardwood. The week after completion the Navy (our parent at that time) took it over, mounted a machine gun base on the fore deck, but never any gun . . . . During the next two years I personally assisted in adding at least three coats of heavy gray paint on the complete outside, and an equal amount of thick white enamel all over the inside. . . . By order from on high that beautiful hardwood just disappeared.

> We had a big radio in the pilot house but no one knew how to use it so it never was turned on . . . not once in two years.[73]

Donating his boat's services to the Coast Guard provided the boat owner with more than a feeling of patriotic satisfaction. It also gave him some relief from one of the ubiquitous discomforts of American civilian life in the Second World War: the tyranny of the ration book.

By the fall of 1942 the American population was feeling the effects of wartime shortages, as defined by the War Price Administration. Butter, fruit, and most fresh meats (chicken was the great exception) could be bought only by those who held the necessary rationing coupons - if the local grocer had such precious merchandise in stock. And one of the most carefully hoarded commodities was gasoline. Many motorists put their cars in their garages for the duration of the war, and recreational boating virtually ceased.

In order to get any gas for "non-occupational purposes" a boater had to apply to the local rationing board, which operated within strict limits defined by the WPA. The board could issue the owner of a boat with an inboard engine a book of coupons that would let him buy a number of gallons equal to twice the horsepower of his engine, up to a maximum of 125 gallons every three months. The limit for outboards was even harsher: the number of gallons could equal 2½ times the horsepower, to a maximum of twenty gallons every three months. The rules went on to preclude virtually every possible use of the boat, except for "family or personal necessity purposes for which no adequate means of transportation are available." The only pleasure boat operators exempt from that restriction were members of the armed forces on leave or furlough, who were allowed to use their boats "for the purpose of visiting relatives or making social calls." But there was one big loophole in the regulation: "nothing in this paragraph shall restrict the use of such a ration to operate a boat in accordance with any requirements of the United States Coast Guard, the Coast Guard Auxiliary, or the United States Navy."[74] The American boat owner thus had two options: leave his boat tied up at a pier for the duration, or join the Coast Guard Auxiliary.

Temporary reservists enjoyed another fringe benefit: access to military victuals. Early in the war the Coast Guard began distributing extra rationing coupons for sugar and coffee to TRs. Beginning in the spring of 1943, TR boat crews and members of the Volunteer Port Security Force were allowed to draw provisions from the Coast Guard mess nearest their duty station. Herb Tobin recalled that

> on the bad days, or nights, we would get in behind one of the many piers or islands along the perimeter [of Boston Harbor] and catch enough calm water to at least prepare the raw food the commissary issued us. In fact, when we

> took inspection parties of officers out to check incoming foreign boats they always hit us up for oranges and butter or meat which we had but people who lived at home did not have.[75]

Another First District TR described "Chow at the Base" as "mostly good. Joining with the Regulars, the TRs enjoyed many things which wartime restrictions denied civilians, such as butter, sugar, pineapple, meats."[76]

The extent to which these privileges were abused is impossible to determine, but complaints about the subject reached the ear of Admiral Waesche. In April 1943, he sent a circular to the east coast District Coast Guard Officers:

> . . . Preferential treatment has been accorded Auxiliarists for reasons associated with the war effort. . . .There has been observed in some localities a tendency for persons owning motorboats to apply for Auxiliary membership for the purpose of circumventing the rationing program. Obviously, such an endeavor is unpatriotic and such membership would serve to weaken the Auxiliary. . . . Membership committees should be certain that applicants have a bona fide interest in the purposes for which the Auxiliary was organized and that such applicants fully meet the entrance requirements.[77]

Cases of self-aggrandizement undoubtedly were outnumbered by the instances in which Auxiliarists quietly saved the government money. In the predawn darkness of one wartime morning in Boston Harbor a Coast Guard patrol craft, CG-45001, sustained serious damage in a collision with a pilot boat. A local boatyard gave an estimate of $1,800.00 for the necessary repairs, which the boatyard said would take three months. Local Auxiliarists heard about the problem, offered to do the work themselves on their own time, and had the boat back on patrol in two weeks - at a cost to the Coast Guard of $6.00.[78]

The first appearance of women in the Coast Guard Auxiliary is not documented. The Auxiliary had been conceived, and had always regarded itself, as a men's organization, but nothing in either its regulations or the legislation that created it specifically excluded women.[79] By March 1943, about a hundred women had joined the Auxiliary, mainly in the Great Lakes area. Many of them were wives and friends of male members, and were admitted because of their stenographic skills. The wartime paperwork of an Auxiliary flotilla, even in an inland district, was prodigious. At least one flotilla in Wisconsin required that female members take courses in small boat handling. One male flotilla member conceded that "some of these women can handle a boat as well as any man. . . . It's just as important for them to know how to bring back their vessels in case of an emergency as it is for the men.

Eventually, we may be able even to use them for patrol work. They can run a boat around the harbor."[80]

On November 23, 1942, President Roosevelt signed another amendment to the Coast Guard Auxiliary and Reserve Act of 1941, creating a women's component of the Reserve. By the middle of 1944 the SPARs (the acronym was based on the Coast Guard motto, Semper Paratus - Always Ready) had recruited 771 officers and 7,600 enlisted personnel. SPARs were assigned to a variety of duties, from office work to the operation of LORAN radio direction-finding stations.[81]

SPARs with clerical skills served at most major Coast Guard stations, including those operating units of temporary reservists. As the duties assigned to TRs increased, the volume of paperwork outgrew the male and female office staffs. In May 1943, Coast Guard Headquarters announced that existing Volunteer Port Security Force units would begin enrolling women:

> Here is another challenge to the women of America! Recruits are being called for by the Spars, the Waves, and the Wacs to serve their country, but their appeals for the most part are to younger women without home responsibilities. Many women find themselves too old, or have a physical disability which disqualifies them, or they have a home and children who are their first responsibility. Yet they too burn with patriotic fervor. Perhaps they have sons or fathers already in service and they desire above all else to serve in a military capacity. The Volunteer Port Security Force has opened up this opportunity to a limited number of women in certain cities.[82]

The Coast Guard placed strict limits on the duties that female members of the VPSF were allowed to perform. Women were not to constitute more than 10 percent of a regiment's membership, and were to perform three duties: "They will take care of the office affairs of the various regimental offices. They will transport the men to their stations in their own cars. And they will feed the men while they are on duty." Membership required a commitment of twelve hours per week. Age limits were twenty and sixty-five, and each candidate "must take a physical examination which is in the nature of a physical inventory. An artificial leg, for instance, is no hindrance if the volunteer is going to sit all day at a typewriter or switchboard."[83]

Mrs. Anita Clothier, of Valley Forge, Pennsylvania, was assigned the job of organizing the "TR SPARs." The wife of a professional tennis player, Mrs. Clothier already had considerable organizational experience. During World War I she had founded an organization called Emergency Aid in Philadelphia, and in the present conflict she had supervised the activities of about 150,000 women in the Pennsylvania Council of Defense. With the title Senior Officer of the Women's Temporary Reserve and the rank of Lieutenant (T), Mrs. Clothier

set up a training program for female Port Security Force volunteers, and took part in the designing of their uniforms. Each volunteer was to undergo at least ten hours of classroom training, and, if assigned to a transportation unit on a night shift, she would be trained to fire a pistol.[84] By the end of 1944 the number of TR SPARs reached about two thousand.[85]

At least two female Auxiliarists served afloat as TRs. BM 2/c Jean Linderman, USCGR(T), owned a tiny island in the Florida Keys called Liar's Lair, the principal structure on which was a fishing lodge that she and her deceased husband had operated before the war. The Seventh Naval District, acknowledging that she knew the waters of that neighborhood better than anyone else did, gave her the duty of patrolling them with her own boat. Virtually every morning she and a fellow Auxiliarist, Elizabeth Hancock, went out in Mrs. Linderman's motorboat and spent several hours searching the perimeter of the island for suspicious activity. On several occasions they ferried male TRs out to Coast Guard patrol boats, where the TRs relieved regular Coast Guardsmen who were going on leave. One day the two women spotted a stranger who seemed to have taken up residence in a shack near the beach, and reported him to the Coast Guard. He turned out to be a deserter who, having compiled a stock of provisions and cash, had intended to sit out the rest of the war.[86]

On the night of June 13, 1942 S2c John Cullen, USCG, was walking a patrol beat on a beach near the life saving station at Armagansett, Long Island when he encountered four suspicious-looking characters who were burying objects in the sand. Cullen was not carrying a weapon, but he engaged the strangers in conversation and reported them to his superior at the Coast Guard station. He had stumbled on one of two parties of German saboteurs who had come ashore from a U-boat, and were burying their uniforms after changing into civilian clothes. The Coast Guard notified the FBI, which arrested six of the eight men within two weeks.[87]

The Navy, the Army, the Coast Guard, and the FBI concluded that every mile of beachfront in the continental United States needed to be kept under surveillance as a possible landing place for saboteurs and other enemy agents. While the Army worked out a plan to oppose landings in force, the Navy delegated the responsibility of patrolling the beaches to the Coast Guard. Over the next few months the Coast Guard set up a chain of lookout towers as headquarters for a force known as the Beach Patrol. In most places it was run by the regular Coast Guard Reserve, often supported by temporary reservists. In the First Naval District, TRs took responsibility for virtually all of the "Beach Pounding" operation.[88]

Each lookout tower, typically a small wooden shack on stilts with a platform running around it, was manned by one, two, or three men, twenty-

four hours a day. Equipment consisted of binoculars, a telephone, and, if the station was an important one, a pelorus for reading compass bearings. In lesser stations a few bearings were marked on the railings. The man on duty in the tower was issued a pocket-size handbook containing instructions for keeping his binoculars clean, recognizing the types of ships that might sail by, and telephoning reports of passing aircraft and vessels to the Army.[89]

The Beach Patrol turned out to be one of the most monotonous, most frustrating, and least appreciated of the Coast Guard's wartime operations. The typical patrol party consisted of two men and a dog, the latter recruited through a program called Dogs for Defense. (The canine sense of smell was a useful adjunct on beach patrol duty, though it backfired on at least three occasions when dogs enthusiastically led their Coast Guard handlers to the lairs of unpatriotic skunks.) Some stretches of beach on the east and Gulf coasts were suitable for patrols on horseback. The Coast Guard acquired about three thousand horses, most of them from the Army. Appeals went out to men with equestrian interests to donate not only their services but those of their horses to the Coast Guard Reserve. That effort had little success in most districts; the time and expense entailed in feeding a horse and providing veterinary care for the duration of the war were beyond the capacity of all but a few individuals. Ninety-six TRs at Grand Chenier in the New Orleans District did, however, form a mounted beach patrol unit.[90]

A member of Auxiliary Flotilla 600, headquartered at Duxbury, Massachusetts, wrote the following account of the stresses and tribulations endured by "TR Beach Pounders."

> The average T.R. flotilla was recruited largely from domesticated businessmen. . . . Some of us never saw a boat, except at a distance; never had a chance to display agility aloft or coolness under fire. But our job demanded something more: first, strong feet; second, an imagination as broad as the quarter deck, supple as old manila rope.
>
> At home six nights a week, the T.R. must patiently explain to his wife what he does on the seventh. This is where the imagination comes in. Consider his situation. The actual information that he can divulge is limited not so much by military secrecy as by common prudence. Obviously, if he values his male prerogatives at home, he cannot admit to weekly practice in scrubbing stairs, waxing floors, polishing brass, washing dishes, and making beds. ("If my wife could see me now!") He can describe the thrill of spotting coastal freighters from the "lookout tower" at the lighthouse, of oiling the foghorn machinery, wigwagging messages to an uncomprehending companion, and blinking out equally uncomprehensible Morse code on his flashlight. But all this seems pretty tame. Thus he is reduced to concocting an over-dramatized account of his most strenuous activity - the night beach patrol.

Here is his chance. With a little build-up, a night of beach pounding can be made to sound like an action second only to the initial landings on Tarawa. The personnel consist simply of two men and a dog - in whom size is more important than ancestry. But the equipment is reasonably impressive: a Very pistol, a time clock (these expeditions must be timed to the M-minute, S-second), a portable telephone, and two .38 revolvers. The dog is a fiery beast trained to leap at the throat of anyone not in the Coast Guard; indeed at any Coastguardsman under the rank of boatswain's mate who has forgotten his identification card or - in defiance of regulations - is wearing a gun without his leggings. With a little practice, these modest animals can be made to sound like the first cousins to the Hound of the Baskervilles.

So much for the equipment. Now for the patrol itself. This starts, let us say, at the witching hour of 2 A.M. The T.R., waking in a flash to a light tap on the shoulder, steps from his warm "sack" to face an icy rain, which instantly begins to freeze on his eyelashes. It is no night for a dog to be out, but nevertheless the cousin of the Hound of the Baskervilles, black as the inky desolation about him, is lured from his house. So the patrol sets forth into the Unknown.

Thus far the story sounds pretty dramatic. This effect, however, is hard to sustain. The beach itself is annoying rather than dangerous. During most of the year it is covered with round, slippery rocks concealed by slimy kelp; it is strewn with lobster-pots, barrels, ships' fenders, water-logged mattresses, flotsam, jetsam, and just plain skudge. It is sprinkled with booby traps. But the men on patrol are presumably looking for high adventure - say, enemy landings from a submarine. Their dog, equally alert, is sniffing the breeze for alien odors. Together they discover only a friendly key-post and perhaps a skunk. (Of course, if one has captured Goering and his staff landing from a rubber boat, it is a military secret, even from one's wife. Such unmentionable incidents are responsible for the look of tight-lipped self-control characteristic of the veteran T.R.) The key-post, as the name implies, is simply a post to which is chained a key to the time clock. It doesn't move around much, except on foggy nights.

Other equally static objectives follow. The last one - in the case of outfits that pamper their dogs and men - is likely to be some sort of shelter, marking one end of the beat. To an outsider, this may appear like a dull little shack, lost among the dunes. But to the tired businessman in disguise, who has already put four or five miles of sand and kelp behind him, it is a beautiful structure. Here, protected from the storm, he can practice the delicate art of relaxation just short of sleep. Here he can unleash his dog and his imagination. He can smoke and talk and dream . . . Just beyond the line of surf a long black object is rising slowly from the sea. It takes form - the conning tower, the whale-like hull. Pale-faced men in life-belts emerge, softly hail Hitler, slip noiselessly over the side. The T.R. crouches behind a dune; with his powerful flashlight he signals to the distant lookout tower in quick faultless Morse code. Then, grasping his .38 revolver, he picks off one shaved head after another as it bobs through the surf. A roar behind him. The lookout has sent a plane. A bomb, a jet of water, a widening slick of oil . . .

> "My God! That damned dog has chewed through his leash and beat it. Now what do we do? Won't the Chief love us for this!"
>
> "Hello, lookout tower? Say, we're on our way in. Yeah, we're a little late, but we sent the dog on ahead. You might ask the Chief to keep an eye out for him. Yeah, the Chief loves dogs."
>
> The T.R. will have something to tell his wife.[91]

In the First District, where most of the beachfront lay in populated areas, TRs virtually took over the operation. On the west coast the beach patrol generally was conducted by regular Reservists. Most of the coastline there lay miles away from residential areas, beyond driving distance for part-time volunteers. TRs took responsibility for much of the beach patrol on the Great Lakes. About 15 percent of the TRs in the Lake Michigan area of the Ninth District served in Coast Guard lifeboat stations, frequently on patrol duty.[92]

Auxiliary membership did not make a man immune from the draft, and many flotillas lost members to the regular armed forces. Auxiliarists occasionally found that their skills qualified them for unusual duties. In the course of the war the U.S. Army acquired several thousand ships and boats, ranging in size from converted ocean liners to landing craft.[93] In late 1942 a fleet of Army transports, patrol boats, supply ships, and hospital vessels began plying the waters off New Guinea, maintaining the lines of communication behind the advancing forces of GEN Douglas MacArthur. The New Guinea coast was studded with deserted inlets and coral reefs. The Army, searching for people who could help organize a supply network in that unfriendly environment, found two brothers, Bruce and Sheridan Fahnestock, who had worked in the Southwest Pacific before the war on assignment for the *National Geographic*. Both were members of the Coast Guard Auxiliary. The Fahnestock brothers, armed with Army commissions, gathered a collection of small vessels that could navigate the intricate shallows of New Guinea.

Edward Dennis, an Auxiliarist from New York, joined the Army in 1943 and was assigned to "MacArthur's Small Ship Navy." He recalled that "the backbone of the fleet was made up of . . . 1,300 or so Coast Guard Auxiliarists and yachtsmen, many of whom were considered too old or otherwise unfit for active duty in the other armed forces. No merchant marine licenses were required and precise navigation wasn't needed. But as yachtsmen and fishermen, these men knew how to handle trawlers and other small ships so desperately needed among the islands. . . .If you could handle a small boat and if you didn't mind going into a combat zone in a virtually unarmed vessel, you were signed on."[94] Dennis served as an engineer on board the *Jane Moorhead*, a wooden-hulled, two-masted schooner that had been built in 1885 and had spent more than half a century carrying miscellaneous cargoes around the

Pacific. It was pressed into service as a floating headquarters for U.S. Army officers during the invasion of Pongani, on the New Guinea coast. Dennis later served on board the FS 9A (known informally as "the Atabrine Express"), an Army vessel that carried medical supplies to the New Guinea front.[95]

Most Auxiliarists and temporary reservists never came so close to the fighting fronts. Theirs was a monotonous war of long, dull, and frequently uncomfortable days and nights doing jobs that needed to be done, but offered precious little satisfaction and less recognition. The Commandant and the District Coast Guard Officers knew there was a potential morale problem, and dealt with it as best they could with letters of commendation and press releases. Admiral Waesche found time to attend district Auxiliary and TR meetings in various parts of the country, and on at least one occasion did a scripted interview praising the Auxiliary on NBC Radio.[96]

Auxiliarists and TRs often had to put up with verbal abuse from the younger men of the regular Coast Guard and the Navy. The nicknames the latter applied to them included "Bald-headed SPARs," "the Putt-Putt Navy," and "the Hooligan Navy." Oliver Swift, of Flotilla 1-603 in the First Naval District, recounted an episode when such oratory backfired. Swift and another TR were standing watch on the end of a pier at the west end of the Cape Cod Canal when a Navy destroyer came through. Many of the ship's crewmen were lounging on deck and, when they spotted the middle-aged TRs, began chanting "Hooligan, Hooligan!" A few minutes later the destroyer ran aground.[97]

Auxiliary units came up with their own morale-building activities. Auxiliarists and TRs held banquets and ceremonies whenever an appropriate occasion arose, and those in the big cities formed marching units to take part in parades on patriotic holidays. In many communities the Auxiliary took a leading role in war bond rallies and Red Cross blood drives.

The Auxiliary had its share of celebrity members. Arthur Fiedler, conductor of the Boston Pops Orchestra, was a seaman in Flotilla 407, on picket and signal tower duty in Boston Harbor. Horace A. Hildreth, Speaker of the Maine House of Representatives, was elected governor of the state while serving in Portland Flotilla 201, and a former governor of Maine served in Flotilla 511.[98] Arthur Lake, the actor who played Dagwood Bumstead in the "Blondie" series of movie comedies, was a member of TR Division IV in the Eleventh (Long Beach) District, and Humphrey Bogart did patrol duty on board his yacht in Los Angeles Harbor.[99]

After the Normandy Invasion, on June 6, 1944, the level of shipping activity in American seaports dropped abruptly. Many of the Volunteer Port Security Force units became inactive by the end of 1944. The Second World War ended in Europe with the surrender of Germany on May 8, 1945, and Japan surrendered on September 2. By then most military activities of the

Coast Guard Auxiliary had ceased. Shortly after VJ Day, the DCGO of the Fourth Naval District ordered a wholesale promotion of one grade for all Auxiliarists serving as temporary reservists.[100] Within a few weeks after the end of hostilities, virtually all of the 53,214 members of the Temporary Component of the Coast Guard Reserve were "honorably disenrolled."

In the celebrations that marked the end of the war, the Coast Guard Auxiliary and the Temporary Component of the Coast Guard Reserve were almost, but not quite, forgotten. A series of rulings from Washington had established that membership in either of those organizations entitled the member to scarcely any veterans' benefits. TRs were not eligible for veterans' life insurance, though a TR who was injured or killed in the line of duty was entitled to the medical and insurance benefits extended to civilian civil service employees. Reservists who had served full-time with pay could claim mustering-out pay and honorable discharge buttons. The thousands who had served as part-time volunteers received no government benefits.[101]

Admiral Waesche ensured, however, that their contributions did not go completely unacknowledged. Many Volunteer Port Security units received a Coast Guard award called the Security Shield of Honor, a brass plaque bearing the unit's name, a description of its wartime activities, and the Commandant's signature. In 1946 all TRs who had been honorably disenrolled were awarded the World War II Victory Medal, and those who had put in 365 days of service received the American Campaign Medal.[102]

Modest praise for the Auxiliarists and temporary reservists came from many directions. FLADM Ernest King, a man not noted for generosity in his use of the language, noted that "the Coast Guard Auxiliary, which is a civilian organization, has contributed much to the manpower of the Temporary Reserve, the result being a substantial saving in manpower to the military services."[103]

Perhaps the best tribute came from Admiral Waesche. At a conference of TR commanding officers in Washington in December 1944, the Commandant offered a summary of the Volunteer Port Security Force's contribution to the war effort. His remarks were equally applicable to the Coast Guard Auxiliary in general.

> One final word to you. You and the men under you have served many a lonesome, weary, and tedious hour of duty. . . . I know that some of your men are wondering just how important their port security posts of duty are. It is true that they have seldom, if ever, seen the enemy, but it is probably equally

> true that more than once the lurking enemy saboteur has seen them walking up and down or cruising the harbor in the dead of night, in foul weather and fair, in the uniform of the U.S. Coast Guard. . . .How many times such an enemy has seen a volunteer Temporary Reservist of the Coast Guard no on will ever know but the mere presence of the Coastguardsmen at the posts of duty has been a detriment to whatever plans such enemies may have had. The proof of the value of their Coast Guard duty lies in the fact that they have helped keep the ports of America open and active every day and every night during this war. Not a single serious loss has been suffered in any facility that has been under the protection of the Volunteer Temporary Reserve of the U.S. Coast Guard. This is the practical answer to any questions that may be in their minds regarding the importance of their work and for that splendid record the Coast Guard thanks you and them, and America honors you.[104]

The Commandant was right: Coast Guard Auxiliarists and TRs had little to boast about in terms of direct contact with the enemy. No vessel of the Coastal Picket Force had sunk (or even exchanged fire with) a U-boat, and no TR on beach patrol had encountered a German or Japanese spy. On the other hand, no one bothered to count how many times Auxiliarists had rescued survivors from sunken ships and crashed aircraft, and there was no way to determine how many lives might have been lost in the fires and other waterfront disasters that never happened because the Volunteer Port Security Force was on duty.

The statistics that do exist make it clear that the Coast Guard TRs made a substantial contribution to wartime manpower. A conservative estimate is that every six TRs performed the duties of one full-time regular. The temporary reservists thus released about 8,250 regular Coast Guardsmen for sea duty - the equivalent of the crews of eight troop transports, twenty-two destroyer escorts and patrol frigates, twenty-four large landing craft, and ten smaller Coast Guard vessels.[105]

Seaman 1st Class (T) Leslie A. Kramer summarized the experience of the Second World War from the perspective of the Coast Guard temporary reservist.

> Yes, my fellow veterans, it was a great war! A Lieutenant going ashore by jeep would pass a Seaman First (T) en route to duty in a Cadillac. Social Register attorneys opened their homes to ex-coal miners of the Regulars for family dinner and a chance to catch up on sleep. Business leaders and professional men listened with respect to advice from beach patrolmen and ship's cooks.
>
> When Peace broke out, we put our uniforms in mothballs and our memories with them. That wonderful 24-hour break in our routine was gone. No more using "flotilla meeting" as an excuse for a night off from the wife, no

more unlimited chow, no more frightening the 1-As by 4-Fing in uniform, no more slinging the seagoing lingo, no more calm assumption of superior strategic knowledge, no more crew patronizing of bars and their civilian customers. No, sir! Goodbye to all that! We wouldn't go through it again for all the tea in China!

But if it *does* happen again, and they want us, and they need us - please, sir, where do we sign?[106]

Chapter Three

Peace: What Next?

1946 - 1949

The Coast Guard Auxiliary that emerged from the Second World War was barely recognizable as the one Congress had created in 1941. The Auxiliary had been conceived as an organization of motorboat and yacht owners. In the middle of 1941 it had boasted about four thousand members. Membership in August 1944 stood at 53,398.[1] Most of the new members had joined the Auxiliary on their way into the Reserve. Fewer than a third of them owned boats, or had much interest in the organization's peacetime functions as defined by the Auxiliary and Reserve Act of 1941.

As early as mid-1943, Admiral Waesche set up a committee of officers to consider what should happen to the Coast Guard after the war. The Commandant envisioned a prominent postwar role for the Auxiliary. In February 1944, CAPT Chester H. Jones, the Chief of the Auxiliary Division, sent out a letter soliciting input from the Auxiliarists themselves "on the subject of the Auxiliary of tomorrow."[2]

Several district commodores called meetings to draft responses. The letters they sent to the District Coast Guard Officers indicated that, though the boating community universally agreed that the Auxiliary should continue in peacetime, there was some divergence of opinion on how it should function. The First District, for example, recommended that the Auxiliary add "Radio and Air Arms."[3] During the war several owners of light airplanes had joined the Auxiliary, and they and their planes had made a valuable contribution to patrol operations on the east coast. A number of flotillas had set up radio stations, mounting equipment supplied by the Coast Guard in the backs of cars, trucks, and any other vehicles that happened to be available, as a means of establishing a communications network between Auxiliary boats and aircraft.[4]

One frequently-voiced criticism concerned the organization's name. Suggested replacements included "Coast Guard Reserve - Volunteer," "Coast Guard Temporary Reserve," and "Coast Guard Reserve - Class T." Malcolm Boylan, author of the "founder's letter" back in 1934 and subsequently Commodore of the Eleventh District, asserted that the best course would be "to drop the name of 'Auxiliary,' call it simply The United States Coast Guard Reserve and split it into two classifications; the Regular Reserve for the young and rugged lads and the Temporary Reserve for the others."[5]

In August 1944, Auxiliarists from the First, Third, Fourth, Fifth, and Ninth Districts held an "Inter-District Conference" at Martha's Vineyard, Massachusetts. This meeting was conceived as a means of taking the pulse of the Auxiliary; membership in those five districts amounted to 70 percent of the national total. Admiral Waesche attended some of the sessions. One of the major topics was postwar planning. The Commandant emphasized that the Coast Guard was likely to suffer cuts in manpower and funding after the war, and might have to call upon the Auxiliary to fill in the gaps. He was right.

The Inter-District Conference came up with a list of five basic functions for the peacetime Auxiliary:

> (a) Patrolling regattas and marine parades.
> (b) Maintenance of aids to navigation, including those on inland waterways.
> (c) Inspection of pleasure boats and their equipment.
> (d) Weekend and holiday patrols of crowded anchorages and rivers.
> (e) Operation of any lifeboat stations and similar Coast Guard facilities that might be closed due to postwar funding cuts.

Other possible functions included legislative lobbying on behalf of the Coast Guard, conducting licensing examinations for pleasure boat operators, and cooperating with the customs authorities, the merchant marine inspectors, the Hydrographic Office, the Civil Air Patrol, and the Sea Scouts.

The Inter-District Conference went on record as favoring a change in the organization's name, on the grounds that the word "Auxiliary" was "too closely allied with women's organizations which are adjunct to military or church groups."[6] The Commandant's Office was flexible with regard to many subjects, but not that one. The name "Coast Guard Auxiliary," as authorized by the Congress in 1941, stayed.

On September 30, 1944, Congress passed an amendment to the Coast Guard Auxiliary and Reserve Act of 1941. The new law slightly redefined the Auxiliary's purpose:

> It is hereby declared to be the purpose of the auxiliary to assist the Coast Guard (a) to promote safety and to effect rescues on and over the high seas and on navigable

> waters; (b) to promote efficiency in the operation of motorboats and yachts; (c) to foster knowledge of, and better compliance with, the laws, rules, and regulations governing the operation of motorboats and yachts; and (d) to facilitate other operations of the Coast Guard.

The phrase "on and over the high seas" was significant in light of the next section, which opened membership to U.S. citizens "who are owners (sole or in part) of motorboats, yachts, aircraft, or radio stations or who by reason of their special training or experience are deemed by the Commandant to be qualified for duty in the auxiliary. . . . " The Auxiliary thereby was authorized to establish contingents of aviators and ham radio enthusiasts. The Coast Guard could utilize such facilities "in the conduct of duties incidental to the saving of life and property, including air-sea rescue operations, in the patrol of marine parades and regattas, or for any other purpose incident to the carrying out of the functions and duties of the Coast Guard. . . . "

The 1944 amendment also included language that would make it simpler for Auxiliarists to perform the duties that TRs were performing during the Second World War:

> No member of the auxiliary, solely by reason of such membership, shall be vested with or exercise any right, privilege, power, or duty vested in or imposed upon the personnel of the Coast Guard or the Reserve, except that any such member may, under applicable regulations, be assigned specific duties, which, after appropriate training and examination, he has been found competent to perform, to effectuate the purposes of the auxiliary. . . . Members of the auxiliary, when assigned to specific duties as herein authorized, shall, unless otherwise limited by the Commandant, be vested with the same power and authority, in execution of such duties, as members of the regular Coast Guard assigned to similar duty.

That language gave the Commandant the authority to assign virtually any Coast Guard duties to Auxiliarists, bypassing the clumsy process of enrolling them in the Coast Guard Reserve.

During 1945 and 1946 Auxiliary units underwent a process of deliberate retrenchment, systematically disenrolling any member who could not claim at least 25 percent ownership of an "Auxiliary facility" - i.e., a boat, aircraft, or radio station. As a publication in the Ninth District put it, "a smaller number of strong flotillas is better than many weak ones. Get rid of the deadwood. Let's have a well-knit organization of active members - no matter how small. If we are strong and healthy, we will grow."[7] Virtually every flotilla in the country lost a substantial number of members as the Temporary Reservists dropped out. TRs who wished to retain a connection with the Coast Guard were allowed to "re-enroll in an unassigned status," retaining the highest ranks

they had attained during the war but receiving no pay or other benefits. Some flotillas ceased to exist; others "became inactive," to be resuscitated a few years later. By the middle of 1947, Auxiliary membership had been reduced by more than half, to 24,273.[8]

In June 1945, Coast Guard Headquarters distributed a new set of "USCG Auxiliary Instructions" that reorganized the Auxiliary. The organization would be divided administratively into three Departments: Marine, Aviation, and Communications. The Marine Department would resemble the prewar Auxiliary, in that its basic unit would be the flotilla, but its elected officers would receive new titles: Flotilla Commanding Officer, Flotilla Executive Officer, and Flotilla Training Officer. The basic aviation unit would be the squadron, consisting of at least ten aircraft and their owners. Each squadron would have three elected officers: Squadron Commanding Officer, Squadron Executive Officer, and Squadron Training Officer. The Communications Department would be composed of groups, each comprising at least ten radios and operators and headed by a Group Commander and Group Vice Commander. On the division level, the Marine and Aviation Departments would have Division Commanding Officers, Division Executive Officers, and Division Training Officers; the Communications Department would have a Division Commander and Division Vice Commander. On the district level, all three Departments would fall under a District Commanding Officer, District Executive Officer, and District Training Officer. The old titles of Division Captain and District Commodore were eliminated.[9]

An issue that would remain a bone of contention between Auxiliarists and Coast Guard Headquarters for decades concerned the assignment of ranks and titles. At the end of the war the Auxiliary was making available two lines of advancement, Navigator and Engineer, available, with three grades in each. The requirements for the highest grade, Master Navigator or Master Engineer, were stringent, including correspondence courses from the Coast Guard Institute and considerable amounts of practical experience. As of 1945 no Auxiliarist had qualified as Senior Engineer or Master Engineer. Sixty-three men held the grade of Senior Navigator, and one, Richard W. Watson of Long Beach, California, was designated Master Navigator.[10] The Inter-District Conference in 1944 had recommended that Auxiliarists be assigned officers' ranks and enlisted ratings similar to those of the regular Coast Guard, with standardized examinations leading to promotion. "It is all very well to counteract the human equation of 'what do I get out of it?' during wartime by patriotic pleas," the conference report commented, "but this will not hold true in peacetime."[11]

Headquarters rejected the idea of giving Auxiliarists the same ranks and ratings as active-duty Coast Guardsmen. The 1945 instructions did, however,

establish a new system of advancement in addition to the original Navigator and Engineer ratings. The applicant would join the Auxiliary as an Apprentice, and would be required to take a series of nine short "courses," each consisting of one or two evening lectures:

I. Introduction and Orientation
II. Regulations
III. Law
IV. Communications
V. Hygiene and First Aid
VI. Seamanship
VII. Piloting
VIII. Engineering
IX. Close Order Drill

Having received a passing mark of 70 percent in each course, the full-fledged Member would choose one of six "lines of advancement" - two in each department:[12]

Marine Department

Boatman, Grade 1
Boatman, Grade 2
Boatman, Grade 3
Boatman, Grade 4

Motor Machinist, Grade 1
Motor Machinist, Grade 2
Motor Machinist, Grade 3
Motor Machinist, Grade 4

Aviation Department

Aviator, Grade 1
Aviator, Grade 2
Aviator, Grade 3
Aviator, Grade 4

Aviation Machinist, Grade 1
Aviation Machinist, Grade 2
Aviation Machinist, Grade 3
Aviation Machinist, Grade 4

Communications Department

Radioman, Grade 1
Radioman, Grade 2
Radioman, Grade 3
Radioman, Grade 4

Radio Technician, Grade 1
Radio Technician, Grade 2
Radio Technician, Grade 3
Radio Technician, Grade 4

The three-department scheme was not a success. The Aviation Department attracted few airplane owners, largely, perhaps, because aviators had their own volunteer agency, the Civil Air Patrol. The plan to organize Auxiliary air squadrons as separate units fell through. The entire Third District, for example, was able to attract only ten airplane owners in the first four years after the war.[13]

In December 1945, Captain Jones, the Chief of the Auxiliary Division, convened a board consisting of himself and four other regular Coast Guard officers "to determine policy with respect to members of the Coast Guard Auxiliary performing Coast Guard duties." The board sent the Commandant a series of recommendations, the centerpiece of which was an affirmation that the Coast Guard was going to need help from the Auxiliary in carrying out the service's peacetime missions. The board offered six specific justifications for the Auxiliary's continued existence:

> (a) To provide orderly and efficient means for bringing to the attention of the Coast Guard recommendations for improvement in matters of maritime safety for which the Coast Guard is responsible.
> (b) To provide continuous liaison between Coast Guard and small craft interests.
> (c) To provide means for the prompt and efficient mobilization of volunteer resources in case of local casualties.
> (d) To provide nucleus for assistance in mobilization of personnel and small craft in case of a National Emergency.
> (e) To encourage universal safe and courteous operation of vessels by precept and example of members of the Auxiliary and to assist in dissemination of safe marine practices.
> (f) To satisfy the legal requirements concerning the use of Coast Guard personnel and facilities as authorized for members of the Auxiliary in . . . the Coast Guard Auxiliary and Reserve Act of 1941, as amended.[14]

On March 19, 1946, a meeting of all Auxiliary District Commanding Officers and District Coast Guard Officers convened in Washington. That gathering produced a new, streamlined plan for reorganizing the Auxiliary. The new scheme contained elements of the wartime chain of command, in that it eliminated the Marine, Aviation, and Communications Departments, restored the concept of the flotilla as the basic organizational element for the entire Auxiliary, and restored the old officers' titles: Commodore, Vice Commodore, and Training Officer on the district level; Captain, Vice Captain, and Training Officer on the division level; and Commander, Vice Commander, and Training Officer on the flotilla level. The six "lines of advancement" disappeared, to be replaced by a system of rate designations that were similar to those of the regular Coast Guard.[15] Nine petty officer designations would now be available to Auxiliarists:

Boatswain's Mate
Radioman
Electronic Technician's Mate
Motor Machinist's Mate
Aviation Pilot
Aviation Machinist's Mate
Yeoman
Storekeeper
Pharmacist's Mate

Flotillas were encouraged to offer an intensive battery of courses and examinations leading to promotion in each rating.

The individual who had been most responsible for the creation of the Auxiliary never saw it reach its full stature as a peacetime institution. In March 1945, Russell Waesche began experiencing intense pains in his abdomen. The ailment was diagnosed as cancer of the stomach. On April 4, Waesche was promoted to full admiral - the first Coast Guard officer to attain that rank. Resisting the advice of his family and doctors, he delayed his retirement until December 31, 1945, the day before the Coast Guard was transferred back from the Navy to the Treasury Department. The Commandant spent the last days of his career in Bethesda Naval Hospital, receiving visits from distinguished well-wishers (Secretary of the Navy James Forrestal came to present him with the Distinguished Service Medal) and playing as active a role as he could in the appointment of his successor. Waesche died on the afternoon of October 17, 1946.[16]

The new Commandant, RADM Joseph F. Farley, confronted a formidable and none-too-pleasant series of challenges as the Coast Guard returned to peacetime status. The budget-cutting axe fell even more brutally than Waesche had expected. In 1944 he had estimated that the Coast Guard would need a regular strength of about thirty thousand to perform its peacetime duties. Those duties, as Waesche had predicted, would be considerably broader than they had been in any earlier period in the service's history. The war, in addition to saddling the Coast Guard with the functions previously performed by the Bureau of Marine Inspection and Navigation, had seen the establishment of forty-nine Coast Guard-operated LORAN radio navigation stations on both coasts of North America and on islands in the Pacific. During the war the Coast Guard had established a series of "Ocean Stations," each patrolled by a high-endurance cutter or a Coast Guard-manned Navy frigate, which provided the Allies with regular weather reports. After the war the U.S. Weather Bureau urged that this activity be continued, and an international conference pointed out that Coast Guard cutters cruising in mid-Pacific and mid-Atlantic would be valuable rescue ships in the new era of transoceanic commercial airliners.[17]

Admiral Farley thus had an ambitious program to lay before the Congress at an infelicitous moment, for the government was in a mood to cut budgets rather than fund new programs. In a Senate debate in 1947, Senator Everett Dirksen of Illinois raised the issue of just what the Coast Guard's peacetime duties ought to be - and resurrected once again the ominous specter of a takeover by the Navy:

> What we have got to determine is this: Is it going to be one of those expansive agencies to work all over the world, or is it going to be a coast guard? . . . I want to know whether it is a coast guard or whether it is a miniature navy. If it is going to be a navy, then let the Navy take care of them. If it is a coast guard, it has no business running loran stations out in Guam and away up in Alaska and all over the blue water of the seven seas.[18]

When the dust had settled and the appropriation bills had been passed, Congress's verdict on the issue was the predictable one: the Coast Guard would retain all the duties Waesche had envisioned for it, but with a smaller budget and reduced manpower. A private management consulting firm, Ebasco Services, Inc., prepared, at Congress's behest, a study of how the service was using its funds. The Ebasco report was generally favorable to the Coast Guard, describing it as "under-manned and under-equipped to perform efficiently and adequately all of the duties now assigned."[19] The axe nonetheless continued to swing. By the middle of 1947, the Coast Guard's strength was reduced to 18,457 officers and enlisted personnel.[20] Auxiliarists at that time outnumbered regular Coast Guardsmen by nearly six thousand, but Auxiliary membership was continuing to fall.

The Auxiliary's offer back in 1944 to take over the operation of "Coast Guard facilities that might be closed due to postwar funding cuts" assumed considerable importance. In 1946 and 1947 the Coast Guard's beach patrols were discontinued, and most lifeboat stations were either closed or assigned smaller complements. Auxiliarists began volunteering to work shifts at the lifeboat stations, stretching the supply of regular Coast Guardsmen as far as possible.

The nation's boat manufacturing firms, virtually all of whose capacity had been turned over to the Navy during the war, began building motorboats and yachts again. With gasoline rationing a thing of the past and the demise of wartime "restricted areas" in harbors and offshore waters, regattas, marine parades, and yacht races returned to the recreational boating scene. The Coast Guard encouraged Auxiliary flotillas to provide patrol boats for such functions. The Auxiliary found a valuable ally in the boating press; *Yachting* magazine, for example, devoted several pages in each issue to Auxiliary affairs.[21] Boat owners in at least one district got a powerful stimulus to join when several major California underwriting firms began offering substantially reduced premiums on boat insurance policies to members of the Auxiliary.[22] The Coast

Guard offered what assistance its budget allowed, making several 83-foot patrol boats available for Auxiliary training cruises. In the summer of 1947, thirty-six Ninth District Auxiliarists took a cruise on Lake Michigan on board the icebreaker *Mackinaw.*[23]

Inspections of members' boats, with certificates issued to those whose systems and equipment met regulations, had been a key function of the Auxiliary since its inception. In 1946, with the full approval of Coast Guard Headquarters, the Auxiliary in the Seventh (Miami) District began offering to inspect (with somewhat less stringent standards) motorboats belonging to the general public. The idea caught on, and in 1947 the Auxiliary established the Courtesy Boat Inspection (CBI) program on the national level. A few years later the title of the program was changed to Courtesy Motorboat Examination (CME). Under that name it became one of the cornerstones of the Auxiliary.[24]

By 1949 Auxiliary membership had dropped to 13,173 individuals and 5,274 vessels, distributed as follows:

	Members	*Vessels*
1st District (Boston)	1198	331
2nd District (St. Louis)	1114	674
3rd District (New York)	3232	1233
5th District (Norfolk)	974	214
7th District (Miami)	1006	463
8th District (New Orleans)	361	163
9th District (Cleveland)	2303	853
11th District (Long Beach)	1218	570
12th District (San Francisco)	994	424
13th District (Seattle)	694	319
14th District (Honolulu)	79	30

In addition, Auxiliarists were operating 180 aircraft and 175 fixed and mobile radio stations.[25] In four years, membership in the Coast Guard Auxiliary had shrunk by more than 75 percent - but the 1949 figures represented a 300-percent increase over those of the last peacetime year, 1941.

In 1945 the Auxiliary had faced the unique task of converting itself from a temporary wartime adjunct of a fighting service into a peacetime institution with a precisely-defined role in recreational boating. The road had not been free of bumps; the Coast Guard, acting on the advice it had received from the Auxiliarists themselves, had made at least one significant mistake. The reorganization of the Auxiliary into Marine, Aviation, and Communications

Departments was a flop, but all parties recognized it as such and corrected the error within a year. As the 1940s ended, the Coast Guard Auxiliary was a small but robust organization, intensely dedicated to the tasks that awaited it in the new decade.

Chapter Four

Laying the Cornerstones

1950 - 1959

For the U.S. Coast Guard, the first half of the new decade was a time of both success and frustration. On January 1, 1950, VADM Merlin O'Neill was appointed Commandant. Regular Coast Guard strength at that time stood at 2,073 officers, 833 chief warrant and warrant officers, and 19,988 enlisted men - about the same number of personnel that Congress had authorized in the cutbacks right after World War II.[1]

The Coast Guard remained under the administration of the Treasury Department throughout the United Nations "police action" in Korea, since that conflict was not a declared war. The service nonetheless was called upon to perform a number of duties that were directly connected with the military effort in the Far East. Several additional cutters went on search-and-rescue duty in the Pacific, and an intensified port security system, reminiscent of the Second World War, had to be set up. A vigorous recruiting program beginning in 1950 attracted twenty-six thousand applicants, some one-third of whom the Coast Guard accepted into recruit training. By mid-1954 regular Coast Guard strength exceeded twenty-nine thousand - the highest peacetime figure in the service's history.[2]

Admiral O'Neill requested $4,000,000 to expand and activate the Coast Guard Reserve, which had received virtually no funding since 1945. Congress appropriated $1,000,000. About five hundred former Coast Guard officers and forty-five hundred enlisted men were called back to active duty in the Reserve.[3]

In the meantime the popularity of yachting and motor boating continued to rise. By the mid-1950s the number of pleasure boats in American coastal and inland waters exceeded five million.[4]

Both the Commandant and Vice-Commandant, RADM Alfred Richmond, were longtime supporters of the Coast Guard Auxiliary, having been intimately

involved in its administration back in the old "Civilian Reserve" days of 1939 and 1940. O'Neill and Richmond realized that the more the government expanded the Coast Guard's duties without correspondingly increasing its budget, the more the service would have to rely on the Auxiliary.

In later years the Auxiliary would refer to its "four cornerstones": the Courtesy Marine Examination program, public education, operations, and fellowship. The immediate postwar years had seen the CME become a part of the recreational boating scene. By the end of the 1950s all four cornerstones were cemented firmly in place.

"Fellowship" usually was the last cornerstone listed, but may well have been the one that kept the Auxiliary from disintegrating during the post-World War II years. Many men had joined during the war because of the organization's military connection. Wartime Auxiliarists and Temporary Reservists had prided themselves on being part of a men's organization - one that admitted women to its ranks only reluctantly and with severe restrictions. In the late forties the very name "Auxiliary" had come under attack on the grounds that it was "too closely allied with women's organizations." Many Auxiliarists looked back with nostalgia at the days when they had carried pistols on their belts. In the fifties, most of the jobs the Coast Guard found for the Auxiliary were important but not particularly military. It became increasingly clear that the Auxiliary could not sustain itself as a quasi-military institution in peacetime. If it wanted to survive, the Auxiliary, in addition to performing the duties the Coast Guard assigned it, would have to become a social organization.

During the Second World War, with space on the railroads and airlines at a premium, the Auxiliary's annual conferences had been relatively small meetings at which the Commandant and Chief Director had conferred with the District Commodores and Coast Guard officers on policy matters. In the fifties the National Conference became the social event of each year. It moved from district to district, and any Auxiliarist who could afford to come was welcome.

At the National Conference in February, 1951, the Auxiliary revised its organizational scheme on the national level. A National Board, consisting of all the District Commodores, would be presided over by an elected National Commodore.[5] The first Auxiliarist to hold that post was Bert C. Pouncey, of Memphis, Tennessee, former Commodore of the Second District.

Coast Guard Headquarters was aware of the need to demonstrate good will and recognition for the Auxiliary. In 1951 Erick Lundberg, of Flotilla 78 in Depoe Bay, Oregon, attracted national attention when, at considerable risk to his own life, he took his crab boat through a pounding surf to rescue a survivor from a sunken fishing vessel. In the following year the Secretary of the Treasury presented Lundberg with one of the nation's highest civilian

decorations, the Gold Lifesaving Medal.[6] Admiral O'Neill, with the concurrence of the National Board, decided that the Auxiliary should have its own mechanism for recognizing outstanding instances of bravery and service. In April, 1953, the Commandant announced the establishment of two "Awards for Meritorious Services Performed by Members of the Coast Guard Auxiliary":

> a. The first and highest award to be known as the "A" award shall be a bronze plaque of suitable design and size and appropriately engraved, to be awarded in the discretion of the Commandant to members of the Auxiliary for extraordinarily meritorious service in furtherance of [the] Auxiliary's basic purposes. This award will be accompanied by a letter from the Commandant conferring the award and reciting the services rendered.
> b. The second and lesser award, to be known as the Class "B" award shall be a "Certificate of Merit" reciting the services rendered, to be awarded in the discretion of the Commandant to members of the Auxiliary for exceptionally meritorious services in furtherance of [the] Auxiliary's basic purposes, or in advancement of the Auxiliary organization. This award will be accompanied by a letter from the Commandant conferring the award.[7]

The process of conferring the awards was to be initiated by the District Commodores, who were invited to submit the names of deserving Auxiliarists, with endorsements from their District Coast Guard Officers, to the National Board at each National Conference. A supporting vote by three-fourths of the National Board would constitute a recommendation to the Commandant, who would make the final decision.[8]

The first Auxiliary Plaque of Merit was presented only four days after the Commandant authorized its creation. On April 18, 1953, at the annual meeting of the Twelfth District Auxiliary, the District Coast Guard Officer presented Auxiliarist Henry Irving with the "A" Award in recognition of his performance during an accident when two oil tankers caught fire at a pier in Oleum, California.[9] The year 1953 also saw the presentation of the first four "B" Awards, which went to Auxiliarists W. Reed Randolph of the Fifth District, Bud R. Lowrie and J. Ralph Francis of the Twelfth, and Commodore Pouncey.[10]

Successful organizations are made up of people and paperwork. Auxiliarists, with strong encouragement from the Chief Director's office, had been issuing journals since early in the Second World War. The wartime publications ranged from professionally-printed magazines on the district level to mimeographed flotilla newsletters, and covered everything from the Commandant's speeches to entertaining scuttlebutt. Many flotillas had journalists among their members. Auxiliarist Charles Grutzner, a reporter for the *New York Times*, continued sending columns to the Third District's publication, *Over the Bow*, even when he was on assignment in Korea.[11] A

friendly rivalry developed among the districts, each trying to outdo the others in producing professional-looking, entertaining journals.

Yachting had been carrying more-or-less regular columns on Auxiliary news since the Auxiliary's inception. The magazine ran these articles under several titles, one of which was "Under the Blue Ensign." In 1956 CAPT Harold B. Roberts, the Chief Director, began issuing bimonthly press releases on letterhead with "Under the Blue Ensign" printed on it.[12] These documents became the basis for the columns published in *Yachting*.

Other volunteer groups had discovered that national journals functioned like adhesive to keep the membership intact. During the 1950s the Auxiliary's National Board seized on that medium as a means not only of disseminating information but of strengthening the feelings of camaraderie that kept the organization afloat. In the winter of 1959-1960 the Auxiliary mailed out its first national publication: a 9-page journal that, once again, bore the masthead *Under the Blue Ensign*. The title was a source of some confusion, since *Yachting* was still using it for monthly Auxiliary news columns. In the summer of 1960 the Auxiliary journal took on the descriptive, if unoriginal, title *U.S. Coast Guard Auxiliary National Publication*. The editors immediately began soliciting suggestions for a catchier title, and finally settled on *The Navigator*. The first issue under that masthead appeared in October, 1961.[13]

The Auxiliary flotillas that survived postwar retrenchment found that another key to retaining healthy membership figures was to devise activities that were both rewarding and fun. Auxiliary units developed exercises that combined missions with recreation. The Thirteenth District, for instance, offered an "incentive cruise" - an all-expense-paid trip from Seattle to Victoria, British Columbia, for members who achieved a rigorous quota of CMEs.[14]

One of the big events of the year in the Twelfth District was the annual "Over the Bottom Race" in San Francisco Bay. A committee would lay out an elaborate course on a chart of the bay, with eight to twelve checkpoints marked in the form of bearings from aids to navigation or fixed points on shore. Five entry classes accommodated motorboats of varying power ratings; each boat was to run the course at an average of either five, six, eight, ten, or twelve knots. The objective was accurate navigation, not speed. The competitors would proceed as directly as they could from one point to the next in a prescribed amount of time, with each change of course made at a specified point. Deviation from the prescribed heading or duration of a leg resulted in the deduction of penalty points, and the boat with the lowest number would be the winner.[15] Power boating clubs on both coasts set up "predicted log races," with awards presented to the boats that most precisely maintained specified headings and speeds over complicated courses that might exceed 150 miles. In 1952 the American Power Boat Association revised its Predicted Log Racing

Rules to include a requirement that every entrant wear an Auxiliary CME decal.[16]

Education had been one of the Auxiliary's most important functions since its inception. Admiral Waesche had conceived the old civilian Coast Guard Reserve as a means of disseminating information about legal and safe boating practices, and during the Second World War the Auxiliary had operated training programs for Temporary Reservists. With the rebirth of recreational boating after the war, the Auxiliary took on the responsibility for educating the boating public as well.

The Public Education (PE) program got under way in January, 1948, when Auxiliarists offered a series of free "Public Instruction Courses" at the annual Motorboat Show in New York City's Grand Central Palace. The boating public responded enthusiastically. The Mayor of New York declared June 23, 1949, the organization's tenth anniversary, Coast Guard Auxiliary Day.[17]

In January, 1950 the Auxiliary inaugurated a course in "Basic Seamanship." Boat owners taking the course attended eight class sessions, generally offered weekly in the evenings and supervised by one or more Auxiliarists acting as instructors. Headquarters in Washington provided each student with a set of eight 12-page booklets, one for each class session:

1. Preview and Prospectus
2. Seamanship (Part I)
3. Seamanship (Part II)
4. Aids to Navigation
5. Charts and Compass
6. Rules of the Road
7. Safe Motorboat Operation (Part I)
8. Safe Motorboat Operation (Part II)

Other materials included a "Lesson Plan" for the instructors, a booklet of recommended homework assignments, and a set of color slides, with extensive written commentary.[18]

The Basic Seamanship course was aimed at owners of large power boats. In 1950 the First District Auxiliary also published *Quick Flashes: A Yachtsman's Handbook.* This was a 112-page, professionally-printed manual of seamanship and safe boating practices geared toward the sailboat owner.[19]

The 8-lesson course got an enthusiastic reception. In 1956 two condensed versions were added: a 3-lesson course for boaters who were unwilling or unable to make the 8-evening commitment, and a 1-lesson program designed for owners of small outboard motorboats. Auxiliary flotillas invited the public to free showings of movies, made available by the Coast Guard, on such subjects as power boat safety and artificial resuscitation.

Individual flotillas experimented with their own education programs. In Falmouth, Massachusetts, for instance, the Auxiliary helped set up a Young Sailors' Organization for teenagers.

By the mid-fifties more than thirty thousand men and women had taken at least one of the Auxiliary's education courses or viewed one of its films.[20] Industries and corporations associated with recreational boating endorsed the education programs. A strong boost came from the insurance industry. Several major underwriting firms began charging reduced premiums for boats that passed CMEs and owners who passed the courses. The Evinrude Corporation, manufacturers of marine engines, sponsored an annual award called the Ole Evinrude Plaque, which had become one of the most coveted prizes in the boating world. In 1957 Evinrude broke with tradition by presenting two such awards - one to the Coast Guard and one to the Auxiliary.[21] The presentation of the Auxiliary's plaque took place at the National Conference in St. Petersburg, Florida. The citation read:

Ole Evinrude Award - 1957

> Presented by the Evinrude Boating Foundation to the U.S. Coast Guard Auxiliary for its outstanding contributions to recreational boating.
>
> By establishing a criterion for the safe operation of recreational craft and by encouraging the boatman to follow its standards the Coast Guard Auxiliary has performed a service of inestimable value to the boating community.
>
> The Auxiliary, through its program of education and courtesy examination, is to be commended for achieving outstanding success. May this award serve in part to express the appreciation of boatmen throughout the nation.[22]

The plaque was accompanied by a cash award of $1,000, which the National Board added to the treasury with the stipulation that it be used to further the "promotion of safe boating activities."

One of the Auxiliary's original purposes, as laid out in the Congressional legislation that created it, was "to facilitate operations of the Coast Guard." During the postwar years the definition of "Coast Guard operations" expanded faster than the service's budget, and the regulars had to rely increasingly on the Auxiliary to fill in the gaps. By the early fifties the Auxiliary had virtually taken over responsibility for education and safety in the recreational boating scene. As the decade went on, the Coast Guard sought help from the Auxiliary in search-and-rescue missions as well.

In 1950 Auxiliarists in the Boston District set up what they called an "Operational Unit" to conduct search-and-rescue operations in conjunction with units of the Civil Air Patrol. During the next two summers, with Coast

Guard supervision, they conducted a demanding series of drills. A Coast Guard patrol boat would drop a brightly-painted barrel or crate into the water somewhere off the coast of New England, and the Auxiliary boats and CAP aircraft, patrolling in a grid-shaped search pattern and coordinating their movements by radio, would try to find it. After a few false starts, mainly due to fouled up communications and rough weather, the Auxiliarists became reasonably adept at the technique. The Coast Guard pronounced the last drill of the 1951 season "completely successful." In August of that year, two boats of the Second District Operational Unit, the *Penguin* and *Sea Wolf III*, helped the Coast Guard rescue more than eight hundred passengers from the S.S. *Nantasket*, which had run aground on Paddock's Island.[23] Similar units were formed in several other districts.[24]

The performance of the District Operational Units apparently attracted the attention of Coast Guard Headquarters. At the 1951 National Conference, CAPT Nathanial Fulford, the Chief Director, offered a proposal to create a national network of Operational Units, with crews chosen from among the most qualified Auxiliarists throughout a given division. They would get intensive, specialized training from the Coast Guard and be "activated" for "duty periods" of thirty days.[25]

At the next National Conference, in January, 1952, Admiral O'Neill announced the creation of AUXOPS (Auxiliary Operations). Every division was invited to create one or more AUXOP units, each consisting of fifty Auxiliarists, five boats, two aircraft, and a radio station. The Coast Guard would provide appropriate training, and the AUXOP units would be available to work in close coordination with regular vessels and units in the event of an emergency.[26]

Auxiliarists initially welcomed the AUXOPS concept as a demonstration that the Coast Guard took them seriously and was assigning them interesting, rewarding missions. The Eleventh District Commodore, for instance, exhorted his membership: "We have some real meat here and it is up to the Auxiliary to make it work - and only we can do this. A little time by each member will make it successful. Let's go, men!"[27]

The complexities inherent in the AUXOPS scheme turned out to be formidable, and the program got off to a slow start. Few members were able to commit the requisite amount of time (at least one lengthy and rigorous meeting per week during the 30-day "activation" period), and, as usual, not enough Auxiliary aviators and radio stations were located in the areas where the boat owners were most heavily concentrated.[28] During the fifties the AUXOP program remained largely an experimental one.

Eventually the Coast Guard replaced the permanently organized AUXOP units with a program that trained Auxiliarists for search-and-rescue operations on an individual basis. "AUXOP status" was awarded to the Auxiliarist who

completed seven "specialty courses": Administration, Communications, Patrols, Piloting, Seamanship, Search and Rescue, and Weather. In 1962 the National Board adopted an AUXOP uniform insignia. Seventy-five members earned it by 1974.[29]

Admiral O'Neill retired on June 1, 1954. He left behind him a considerably stronger Coast Guard than the one he had taken over four years earlier. The service had attained a strength of 29,154 military personnel and 4,963 civilian employees - the highest peacetime figures in its history, and an increase of 27 percent since the beginning of the decade.[30] The Auxiliary's membership had been hovering around the twelve thousand mark since the beginning of the decade. Membership at the beginning of 1954 stood at 12,773, distributed as follows:[31]

Districts	Members	Vessels	Aircraft	Radio Stations	Flotillas	Divisions
1st (Boston)	675	287	26	16	29	7
2nd (St. Louis)	1,471	1,046	55	34	59	15
3rd NA (New York)	1738	990	17	16	57	11
3rd SA (Philadelphia)	907	327	0	13	22	5
5th (Norfolk)	527	243	23	3	19	4
7th (Miami)	1,082	534	11	59	39	13
8th (New Orleans)	536	307	8	21	18	7
9th (Cleveland)	2,245	1,017	107	58	82	21
11th (Long Beach)	1,020	563	98	14	37	10
12th (San Francisco)	1,191	615	10	5	19	4
13th (Seattle)	1,219	613	75	15	27	4
14th (Honolulu)	162	55	31	4	6	2
Totals	12,773	6,597	461	258	414	103

The new Commandant was VADM Alfred C. Richmond, an officer of considerable experience both in the offices of Coast Guard Headquarters and with the Auxiliary. Back in 1939, Richmond, then a lieutenant commander, had been one of the officers Admiral Waesche had appointed to draw up the regulations for the old civilian Coast Guard Reserve.

In 1956, forty boating enthusiasts organized a flotilla in Juneau, Alaska. The Auxiliary had maintained a modest presence in Alaska during World War II, but all the flotillas in the territory had dissolved shortly after the war. By 1959 the Seventeenth District had four flotillas.[32]

Among the institutions that had suffered declines in popularity and funding during the post-World War II years was the U.S. Coast Guard Academy. The Cold War atmosphere had led Congress to authorize the largest peacetime enrollments ever at Annapolis and West Point, but no such expansion had taken place at New London. As early as 1946 Coast Guard Headquarters was worrying that "the procurement of the desired type of man to take the entrance examination for the Coast Guard Academy...will be more difficult this year than at any previous time," and asked the Auxiliary for help in identifying likely prospects.[33]

Headquarters' concern was justified. By the mid-fifties fewer than ninety men per year were being commissioned from the Academy's graduating classes. Almost three times as many Coast Guard officers were coming from the service's enlisted ranks by way of its Officer Candidate School. When Admiral Richmond was appointed Commandant, President Dwight Eisenhower was considering a proposal to amalgamate the Coast Guard Academy with the Merchant Marine Academy.[34]

The concept that the Auxiliary could help solve the problem apparently originated with Commodore Paul Richardson, of the Seventh District. He reasoned that the best way for the Academy to attract the attention of potential cadets would be to give the a taste of what Academy life was like. Richardson began a letter-writing campaign, encouraging Auxiliary units to "sponsor" promising high school seniors by paying their expenses for a visit to New London.

The summer of 1955 saw the first "Academy Activity Week." Seventy-seven high school juniors came to New London by train and airplane to tour the Academy's buildings, hear about its academic programs and the life of a cadet, watch a demonstration by a Coast Guard rescue helicopter, and take a cruise on board a cutter in Long Island Sound. The Auxiliary and the Coast Guard League, an organization of Coast Guard veterans, chipped in several thousand dollars. The next year the Auxiliary sponsored eighty-seven students, and the League another thirty.[35] "Activity Week" became an annual event, with increasing numbers of participants each year. In 1959 the National

Board appropriated $2,000 to cover half of the travel expenses for two young men from each district to take part.[36]

Coast Guard units continued to call on the Auxiliary when their own resources were inadequate to deal with sudden emergencies. One day late in 1956 two Air Force F-89 fighters collided over the rugged terrain near Mt. Olympus, in Washington State. One of the four crewmen was killed in the crash. The commanding officer of the Coast Guard Air Station at Port Angeles telephoned the commander of the recently-organized Auxiliary Aviation Flotilla 40. Sixteen Auxiliarists logged 141 flying hours in the ensuing search for the three survivors. Auxiliarists William Fairchild and William Myers, flying in a single-engine Stinson, located one; Coast Guard aircraft picked up the other two.[37] The following April, seven Auxiliary aircraft and nine personnel from the Fourteenth District took part in a Coast Guard-organized search for three lost hikers in the mountains of Baja California. All three eventually were rescued by Coast Guard helicopters.[38]

One day in the fall of 1956 Auxiliarist C.R. ("Bob") Wickman, of the Clearwater Flotilla, was cruising off the coast of Florida on board his 37-foot Stonington motor sailer, *Bess*, when he encountered a sloop that was drifting out of control. When Wickman came alongside to investigate, he discovered that the boat, named *Pride*, had sailed from the Bahamas several days earlier, carrying with twenty refugees and two American missionaries. Their food and water were nearly exhausted. Wickman towed the *Pride* to the nearest Florida port.[39]

Auxiliary search-and-rescue operations occasionally had a lighter side. Flotilla Commander Gaylord Bowman and Auxiliarist E.T. Hutcheson were patrolling the harbor of Santa Barbara, California, one night in 1957 when they sighted, floating unattended a considerable distance from shore, a brand new Mercury automobile. The two Auxiliarists managed to secure a line to the car's bumper, and towed it to within a few yards of shore before it sank. A towtruck finished the salvage job.[40]

Recreational boating had become so popular by the mid-fifties that it attracted the attention of Congress. The major federal regulations on pleasure boating were contained in three pieces of legislation: the Motor Boat Regulations Act of 1910, the Motorboat Act of 1940, and the Numbering Act of 1918. By 1950 it had become obvious that all three laws were obsolete.

The Motor Boat Regulations Act of 1910 divided vessels "powered by machinery and under 65 feet long, except steam tugs and towboats," into three classes:

Class 1: vessels under 26 feet long
Class 2: vessels between 26 and 40 feet
Class 3: vessels between 40 and 65 feet.

Every boat so classified must carry "a whistle or other sound-producing apparatus," a fire extinguisher, and a life preserver, life belt, or buoyant cushion for everyone on board. Each boat of Classes 2 and 3 must carry a foghorn, and each class was given a precise set of regulations regarding running lights.[41]

The 1910 legislation remained virtually unmodified for thirty years. The Motorboat Act of 1940 changed the classification system slightly, creating four classes:

Class A: vessels less than 16 feet long
Class 1: vessels between 16 and 26 feet
Class 2: vessels between 26 and 40 feet
Class 3: vessels between 40 and 65 feet.

The 1940 act also added the requirement that every carburetor be fitted with a flame arrester, and that every powered vessel (except open boats) have "a means...for properly and efficiently ventilating the bilges." It also decreed that "no person shall operate any motorboat or any vessel in a reckless or negligent manner so as to endanger the life, limb, or property of any person."[42]

The last provision had seemed appropriate and adequate in 1940, when a mere three hundred thousand motorboats had been plying waterways that were under federal jurisdiction. Fifteen years later, with twenty-five million people taking part in recreational boating, that part of the law was practically unenforceable. A violation was deemed a federal misdemeanor, punishable by a fine not exceeding $2,000 and imprisonment up to a year. The enforcement process was complicated: the Coast Guard officer on the scene was supposed to investigate the alleged violation and forward a report through channels to Headquarters, which, if it deemed the incident sufficiently serious, would turn the matter over to the Department of Justice for prosecution. In practice, arrests for "operating a motorboat in a reckless or negligent manner" only took place if somebody got killed or massive property damage occurred.[43]

The federal government made a half-hearted effort to keep track of the boating scene by means of the Numbering Act of 1918, which required that every powerboat, upon being placed in service, be registered with and assigned a number by the state in which it was operating. That law contained a couple of yawning loopholes: boats shorter than sixteen feet powered by outboard motors were exempt, and there was no requirement that the certificate of number ever be renewed. No record got updated when a boat was removed from service - or when the owner put it on a trailer and towed it to another state. The Coast Guard suspected that several hundred thousand un-numbered motorboats were in operation, many of them carrying no lights or safety equipment. Furthermore, virtually anyone who bought a boat could get

a state number for it, without demonstrating any knowledge of seamanship, safety, or anything else.[44]

In June of 1956 the House of Representatives Committee on Merchant Marine and Fisheries undertook a comprehensive study of recreational boating safety, with a view toward identifying the problems in the field and devising legislative solutions. The chair of the committee was Representative Herbert C. Bonner of North Carolina, a veteran legislator with a long-standing interest in boating and the Coast Guard. The "Bonner Committee," as it came to be called in the boating world, spent the next six months traveling the country, holding hearings in sixteen cities on both coasts, the Great Lakes, and the Mississippi.[45]

The Bonner Committee began its hearings on July 2, 1956, by listening to a long, prepared statement from Admiral Richmond. He confirmed that the existing laws were seriously deficient. His staff had prepared a study of small boat fires, capsizings, founderings, and collisions. The admiral emphasized that those statistics only told part of the story, since such incidents came to the Coast Guard's official notice when they resulted in loss of life or major property damage. The numbers nonetheless were high enough to make the congressmen take notice:

Loss of Life or Damage of $1,500 or More of Vessels Less Than 100 Gross Tons, Fiscal Year 1955[46]

	Casualties	**Lives Lost**	**Vessels Lost**
Explosions and fire	228	11	187
Capsizing	69	117	5
Foundering	249	131	143
Collision	94	26	31
Totals	640	285	366

The vessels covered by the survey included tugboats, workboats, pilot boats, and passenger boats, but the majority of the casualties were sustained by pleasure craft.

The Coast Guard, Admiral Richmond said, knew what the problems were but could do little about them. In addition to the perennial shortage of manpower and facilities, the service was hamstrung by the existing laws. If, for example, a Coast Guard officer spotted a tiny motorboat heading out to sea in stormy weather with six people on board, the most he could do was warn them that they were doing something stupid and dangerous. The law gave him no power to stop them.

The Commandant told the committee that he had already taken a step that, at least, would provide a more meaningful set of statistics the next time the government wanted one. With the approval of the National Board, which had taken up the matter at the most recent national conference, the Coast Guard Auxiliary was to be mobilized as an instrument for collecting data on maritime accidents. Under the new plan, each member of the Auxiliary would be asked to fill out a Coast Guard "Small Craft Casualty Report" each time he or she witnessed any sort of accident, and send the form through channels to Washington. The new system would not be fool-proof; Auxiliarists could not be expected to witness every boating accident that took place in the country. But Admiral Richmond told the committee he had high hopes for the new arrangement.

> It is considered that the Coast Guard Auxiliary is in a unique position in being able to assist the Coast Guard in supporting a continuing program for the gathering of casualty statistics connected with small craft. Auxiliary members are distributed throughout the United States in the nearly 400 locations where flotillas are established. Many of these flotillas can provide coverage in reporting where no Coast Guard installations exist. This is particularly true in the interior of the country where boating has become tremendously popular in recent years....This is the first "all hands" assignment for the Auxiliary and, if successful, can have significant and far-reaching effects on the entire field of motorboat safety.[47]

During the next half year the Bonner Committee heard from nearly three hundred witnesses, including boat owners, yacht club officials, Coast Guard officers and enlisted men, government officials, a retired Navy admiral, water skiers, magazine editors, and fifteen members of the Coast Guard Auxiliary.[48] John B. Tanner, the National Commodore, made a trip to Washington from his home in San Diego so he could speak for the Auxiliary early in the hearing schedule. Tanner gave the committee an explanation of the Courtesy Motorboat Examination program, which in 1955 had covered 28,417 boats. Of those, 6,743 had failed the initial inspection. Sixty percent of that number had corrected their deficiencies and received their CME decals. Congressman George Miller of California began the questioning of Commodore Tanner:

> Mr. Miller. Were you inspecting them as the Coast Guard Auxiliary and in the name of the Coast Guard, or were you doing it on your own?
>
> Mr. Tanner. In the name of the Coast Guard Auxiliary.
>
> Mr. Miller. Without force of law?
>
> Mr. Tanner. The auxiliary has no force of law whatsoever. It is a courtesy examination made at the request of the boatowner. The boatowner may refuse it and we take no records of this and our records are not in the Coast Guard files. They are our files.

> Mr. Miller. Tell us what happened to those 7,000 that were rejected.
> Mr. Tanner. Two of them sank.
> Mr. Miller. You had no force of law to make them correct the conditions you might find, but do they voluntarily, in many cases, make the correction?
> Mr. Tanner. About 60 percent, Mr. Chairman, come back for another inspection and pass satisfactorily. When a boat passes satisfactorily we issue them a decal. The decal means that that boat is safer than the law requires....
> Mr. Miller. I think those figures should be very interesting to show that for the most part boat people not only comply but attempt to comply, and I think that less than 10 percent of [non-]compliance is a rather significant figure.[49]

As the Bonner Committee hearings progressed a general consensus emerged among the boating experts it heard - and from a survey by mail that the Auxiliary conducted among its members.[50] Virtually everyone agreed that the old boating laws were inadequate, that boats under sixteen feet ought to be subject to numbering requirements, and that the Coast Guard's authority to police the recreational boating scene ought to be strengthened. On several occasions witnesses and committee members brought up the possibility of licensing people to operate boats, much as people were authorized to drive automobiles. It was generally agreed that, though such a scheme would lead to greater safety, the sheer numbers would make it impracticable. The Coast Guard and other federal agencies did not have the manpower to oversee all aspects of American recreational boating. Some of the enforcement power and bureaucratic responsibility would have to be left to the states - especially in bodies of water, such as reservoirs, that were contained within the boundaries of a single state.[51]

The Bonner Committee returned to Washington for good in December, 1956, and its staff began drafting a formal proposal for a new boating safety law. The committee's report to the House of Representatives asserted that there was indeed a need for new legislation, but that "commonsense cannot be legislated." An important element of any solution to the problem of boating safety would be education:

> The testimony before the committee revealed that the several very fine organizations which carry on...voluntary educational activities are in fact reaching only a very small percentage of the 6 million boat owners and operators in the country today. Indeed, they lack the capacity properly to educate all boat owners.
> Your committee does not believe that present voluntary educational efforts are adequate, and they should be expanded.
> ...Along with an industry effort at educating the new arrivals to boating, a stepped-up program of safety education for the many already in the

> sport appears a necessity. Your committee was impressed with the part being played by the Coast Guard Auxiliary in this area....The Auxiliary, with its nationwide system of flotillas and volunteer yachtsmen dedicated to boating safety, is in a unique position to assume leadership, in cooperation with industry, in boat-safety education. Auxiliary membership and activity, with proper planning at headquarters and district levels and with a nominal increase in funds, can be increased many times. To this end, a study should be made of the feasibility of expansion of the auxiliary, with particular emphasis on the need for increased personnel at headquarters and district level for planning and direction.[52]

By August, 1957, the Bonner Committee had prepared the text for "a bill to promote boating safety on the navigable waters of the United States; to provide coordination and cooperation with the states in the interest of uniformity of boating laws, and for other purposes." In another, shorter series of hearings on the bill itself in March, 1958, Admiral Richmond led a parade of witnesses who again asserted that such legislation was needed. The new National Commodore of the Auxiliary, Charles S. Greanoff, came to Washington and testified in support of the bill. He asserted that, although the Auxiliary's effort to keep records on boating accidents had "met with limited success," the Coast Guard needed a way to keep track of casualties that took place when no Auxiliarists happened to be around.[53] Admiral Richmond gave the bill his endorsement, with a few suggestions for minor changes. The bill made its way through both houses of Congress with minimal further debate, and on September 2, 1958, President Eisenhower signed it into law as the Federal Boating Act of 1958.[54]

The new legislation was to be the basis for federal and state regulation of recreational boating for the rest of the twentieth century. The old provisions and loopholes of the 1918 Numbering Act were dropped; henceforth every vessel under sixty-five feet in length would have to bear a number on both sides of its bow.[55] The numbering system was to be worked out jointly by the Secretary of the Treasury's office and the individual state in which the boat operated. The "certificate of number" would be good for three years, at the end of which the boat owner would have to renew it in his or her state of residence. The owner would be required to keep the pocket-sized certificate on board the boat at all times, and Coast Guard personnel were authorized to board the vessel and demand to see the certificate.

The law carefully used the term "certificate of number," avoiding the term "registration." The assignment of the number did not imply that the boat had passed any sort of inspection, or that its owner had demonstrated any qualification to operate it. Congress and the Coast Guard hoped, however, that new boaters, with gentle prodding from the boat and engine manufacturers and

the insurance companies, would take advantage of the educational opportunities offered by the Coast Guard Auxiliary. The individual states were encouraged to "require that the operator of a vessel required to be numbered hereunder hold a valid safety certificate to be issued under such terms and conditions as may be required under state law."[56]

The Boating Act made a subtle but significant change in the Coast Guard's enforcement authority. Henceforth the operator of any boat involved in a "collision, accident, or other casualty" would be legally obligated to render assistance to the victims, and to give them his or her name, address, and vessel number. If anyone was killed or injured, or if property damage exceeded a hundred dollars, the party responsible was to file a report with the Coast Guard. The Coast Guard was empowered to impose civil, as well as criminal, penalties on anyone found guilty of operating "any motorboat or any vessel in a reckless or negligent manner so as to endanger the life, limb, or property of any person." Each state was to keep a record of the accidents that took place within its boundaries, and send a list of them to the Secretary of the Treasury each year.[57]

One direct result of the Boating Act of 1958 was a vast increase in the number of small craft that were subject to federal safety regulations - and, at least in theory, Coast Guard inspection. The Coast Guard responded by setting up a series of "mobile boarding teams," each consisting of a veteran petty officer, several enlisted men, a motor skiff, a trailer, and a truck or van to pull it. The mobile boarding teams traveled the country, taking up residence for a week or so at a stretch in popular marinas and harbors, where they conducted education programs and conducted inspections.[58] The number of applications for Auxiliary courtesy inspections went up correspondingly, since the boarding teams normally ignored any boat wearing a CME decal. In 1957 the Auxiliary conducted, nation-wide, about fifty-three thousand CMEs. In 1959 it conducted more than a hundred thousand.[59]

While the Federal Boating Act of 1958 was inching its way through the legislative process, the Coast Guard Auxiliary was lobbying for another piece of federal legislation as a means of publicizing and promoting the CME program. In 1957 President Eisenhower, concurring with a Congressional joint resolution, issued a proclamation designating the week of June 30 National Safe Boating Week. Congress was working simultaneously on legislation that would make it an annual event. On June 4, 1958, the president signed Public Law 85-455, based on House of Representatives Joint Resolution 378:

> Whereas our people in increasing numbers are taking part in boating activities on the waters of our Nation, with more than twenty million expected to participate during 1957; and
>
> Whereas safety is essential for the full enjoyment of boating; and

> Whereas many lives can be spared and injuries and property damage avoided by safe boating practices; and
>
> Whereas it is proper and fitting that the national attention should be focused on the need for safe boating practices: Therefore be it
>
> *Resolved by the Senate and House of Representatives of the United States of American in Congress Assembled,* that the President of the United States is authorized and requested to proclaim annually the week which includes July 4 as "National Safe Boating Week."[60]

Not all of the Auxiliary's contributions to boating took place on the water. In 1958 a group of Auxiliarists who were employed in the chemical industry in Newark, Delaware, did a study of the effectiveness of various substances in putting out marine fires. One chemical frequently used to charge fire extinguishers was carbon tetrachloride. The Auxiliarists demonstrated that carbon tetrachloride, when sprayed on a fire in a confined atmosphere (such as the below-decks spaces of a boat), generated highly poisonous phosgene gas. As a direct result of these experiments the federal government declared fire extinguishers containing carbon tetrachloride unsafe, and ordered them removed from dealers' shelves by the end of 1961.[61]

In 1958 the Auxiliary, for the first time since the end of World War II, got an all-female unit: Flotilla 88, of Point Pleasant, N.J. Its first Flotilla Commander was Mrs. Melville Noe, and it was organized with a healthy initial membership of thirty-five.[62]

The year 1959 was a busy one for the Auxiliary, particularly in the midwest. Late winter rains produced floods in central and western Ohio. Flotillas headquartered in Dayton and Columbus went into action, rescuing a number of families who had been marooned on the roofs of their houses.[63] In the spring Queen Elizabeth II made a visit to Canada to preside over the opening of the newly-completed St. Lawrence Seaway. The queen, on board the royal yacht *Britannia*, then made a tour of United States and Canadian ports on the Great Lakes. The Auxiliary assisted the Coast Guard in patrolling the various sites of the royal visit to keep pleasure boats a safe distance away. Nearly two hundred Auxiliary craft took part, sixty-two in Detroit alone.[64] Flotilla 10-8, Toledo, got a special commendation from the Chief Director for its participation in "Operation Clean Sweep," a massive cleanup project in the Maumee River. Auxiliarists, Coast Guardsmen, and the city's harbor police removed more than a thousand hazards to navigation, including a 9-ton piece of piling and a 100-foot log, as well as "the expected tree limbs, trunks and automobile tires."[65]

By the end of the 1950s the combined efforts of the Coast Guard, the Auxiliary, the Bonner Committee, and the boating community at large had produced a substantially safer environment for recreational boating. One

byproduct of governmental attention had been a great deal of favorable publicity for the Auxiliary. By the beginning of 1959 Auxiliary membership had passed sixteen thousand - an increase of more than 30 percent since the beginning of the decade:[66]

Districts	Members	Vessels	Aircraft	Radio Stations	Flotillas	Divisions
1st (Boston)	947	626	7	22	37	7
2nd (St. Louis)	2,178	1,502	12	28	91	19
3rd NA (New York)	2,829	1,633	13	10	91	14
3rd SA (Philadelphia)	1,286	783	0	15	38	7
5th (Norfolk)	582	326	6	8	20	4
7th (Miami)	1,505	789	4	38	44	8
8th (New Orleans)	879	520	4	8	34	8
9th (Cleveland)	2,282	1,301	20	29	89	11
11th(Long Beach)	768	405	25	0	28	6
12th (San Francisco)	1,042	558	3	2	22	6
13th (Seattle)	1,543	924	54	10	39	6
14th (Honolulu)	110	56	2	2	6	2
17th (Juneau)	153	91	1	0	4	1
Totals	16,106	9,514	151	172	543	99

Those numbers, impressive though they were in their own right, only hinted at the changes the organization had undergone during the previous decade. The Auxiliary was no longer a half-forgotten stepchild of a half-forgotten and grievously under-funded military service. The federal government, the Coast Guard, and the boating community alike had recognized that the Coast Guard Auxiliary was a vital component of the American recreational boating scene.

Chapter Five

"A Mature Organization"

1960 - 1969

In the fall of 1960, President Eisenhower visited California to campaign on behalf of his Vice President and would-be successor, Richard Nixon. The itinerary for October 21 called for the President's airplane to land at Naval Air Station, North Island. Eisenhower and his party were then to travel by boat across the bay to San Diego. The President would be on the water for less than half an hour, but security considerations turned the trip into a major exercise in planning and logistics for the Navy and the Coast Guard. Auxiliary Division I of the Eleventh District set up a patrol of San Diego Harbor, helping to keep onlookers a safe distance away from the presidential boat. Afterward the senior officer present afloat, ADM C.E. Ekstrom, USN, described the Coast Guard's and Auxiliary's performance as "most effective and colorful. It was executed with precision, and added immeasurably to the success of the Presidential visit to San Diego."[1] Two and a half weeks later, Nixon lost the presidential election to John F. Kennedy.

Kennedy was a yachting enthusiast and Navy veteran with a deep interest in maritime affairs. His election seemed likely to usher in good times for the Coast Guard. The new Secretary of the Treasury, C. Douglas Dillon, learned that he had inherited a service plagued by obsolescent equipment, manpower shortages, and lack of funds. The Commandant, Admiral Richmond, estimated that the Coast Guard's budget would need an infusion of a billion dollars to rectify the situation. Dillon ordered a comprehensive study of the Coast Guard's roles and missions.[2]

The "roles and missions study" was conducted by a group of civil servants from the Treasury and Defense Departments and the Bureau of the Budget, with CAPT Walter C. Capron heading a delegation to represent the Coast Guard itself. The committee issued its report in June, 1962. The report, in addition to presenting a lengthy "wish list" of projects and

acquisitions, identified ten major functions of the U.S. Coast Guard: port security, military readiness, maintenance of aids to navigation, oceanography, law enforcement, search and rescue, maintenance of ocean stations, merchant marine safety, reserve training, and icebreaking.[3] The Kennedy administration was paying more attention to the Coast Guard than had most of its predecessors, and was making an effort to raise the service's profile in the eyes of the public.[4] But the inevitable budgetary shortfalls ensured that the Coast Guard would still need to rely on its Auxiliary.

The available statistics suggested that in its efforts to keep recreational boating safe for the ever-increasing number of people taking part in it, the Coast Guard was slowly losing ground. Between 1962 and 1966 the number of "recreational boating cases" involving Coast Guard investigation and/or assistance increased by an average of 3,200 per year, reaching 28,520 in 1966. In 1965, 3,740 boating accidents cost 1,360 lives and $4.7 million in property damage.[5] In the following year the total number of accidents was 4113; the number of fatalities dropped slightly to 1,312, but the cost of property damage rose to more than $6 million.[6] Coast Guard facilities and manpower simply could not keep pace with the constant expansion of recreational boating. The Auxiliary, as usual, was called upon to fill the gaps.

At the beginning of the decade the Auxiliary had 18,368 members, distributed as follows:[7]

Districts	Members	Vessels	Aircraft	Radio Stations	Flotillas	Divisions
1st (Boston)	1,441	754	5	30	43	7
2nd (St. Louis)	2,969	2,149	15	20	128	20
3rd NA (New York)	3,112	1,889	15	8	103	15
3rd SA(Philadelphia)	1,377	884	2	14	42	7
5th (Norfolk)	679	401	7	9	22	4
7th (Miami)	1,557	825	5	37	44	8
8th (New Orleans)	979	638	4	11	42	8
9th (Cleveland)	2,485	1,430	17	33	99	11
11th (Long Beach)	908	531	29	2	32	6
12th (San Francisco)	1,152	737	3	2	24	6
13th (Seattle)	1,405	1,405	33	6	40	6
14th (Honolulu)	119	60	4	1	6	2
17th (Juneau)	185	100	0	0	5	1
Totals	18,368	11,273	139	173	630	101

Auxiliary examiners were conducting about 120,000 CMEs each boating season, and about 100,000 people per year were taking the various Public Instruction Courses (PICs).[8]

The number of women participating actively in the Auxiliary was on the rise. In 1961 nearly seven hundred female Auxiliarists were serving as elected and appointed officers on the flotilla, division, and district levels. Seven flotillas were made up entirely of women.[9] In 1960 Susan Vartanian, of Flotilla 525 in Revere, Massachusetts, became the first woman to attain the coveted AUXOP status.[10] Auxiliarist Jean Aldrich, of Flotilla 2-11 in Des Moines, Iowa, won the AUXOP pin in 1965 at age seventeen.[11]

Spreading the safe boating message was turning into an exercise in mass-marketing. In the First District, the Auxiliary talked several New England advertising agencies into donating billboard space for signs reading "Enjoy SAFE Boating...Enjoy LIVING! Learn and Observe the Rules."[12] Auxiliarists in Washington, D.C. persuaded a local television station, WHAL-TV, to broadcast one of the Public Education Courses.[13] In 1961 Headquarters published a leaflet, called "Seal of Safety," which summarized the requirement of the Courtesy Motorboat Examination. The Coast Guard distributed 750,000 copies.[14] In 1962 the National Board designated June 23 "Coast Guard Auxiliary Day."[15]

The Auxiliary of the sixties often made use of celebrity endorsements in getting its message across to the public. Television stars Lloyd Bridges and Arthur Godfrey became honorary members.[16] Raymond Burr, star of TV's "Perry Mason," filmed a public service announcement publicizing National Safe Boating Week in 1963.[17]

Lloyd Bridges was a particularly strong supporter of Auxiliary programs, making numerous TV "spots" to support safe boating practices and, on at least one occasion, incorporating the Auxiliary into the plot line of his syndicated series, "Sea Hunt." That show was partially responsible for a skindiving fad in the fifties and sixties. A number of skindiving (but non-boat-owning) enthusiasts applied for permission to set up Auxiliary flotillas. In 1960 Flotilla 66 of the Eleventh District formed a "Search-and-Rescue Recovery Group - Scuba Equipped," and began actively recruiting skindiving enthusiasts.[18] The Chief Director, noting that "by statute - neither as expressed or by intent - was it desired that the Auxiliary encompass all marine related activities," ruled that "the establishment of flotillas whose primary purpose and activity is skin diving is to be discouraged."[19]

Other endorsements came from Hollywood stars Leif Erickson, Preston Foster, and Flipper the dolphin.[20] The popular author Jim Bishop and singers Jimmy Dean and Elvis Presley had their pictures taken when their boats passed the CME. The captain of the yacht owned by Joseph P. Kennedy, the

president's father, invited a Massachusetts Auxiliarist on board to conduct a CME (which the vessel passed with flying colors). In a ceremony at the White House late in 1969, the Commandant, ADM Willard J. Smith, and the National Commodore, John B. Sloane, presented President Richard Nixon with 1970 CME Decal #1.[21]

Another famous friend of the Auxiliary was journalist Walter Cronkite. A veteran war correspondent and television news anchorman, Cronkite was also an enthusiastic amateur boater. In 1977 the Auxiliary appointed him an Honorary Commodore.[22]

As organizations expand they demand ever-larger bureaucracies to run them. Especially in volunteer organizations, the increase in paperwork that accompanies expansion can undermine both efficiency and morale. By the early sixties Auxiliary officers on all levels were complaining that the paperwork necessary to undertake any activities was overwhelming. Part of the problem was that many Auxiliary units had set up their staffs on the basis of individual needs and interests, with scant regard to how other units were organized. At each level the staff reported to the senior elected officer, who served as the conduit for communications up and down the chain of command. With increasing frequency the offices of the flotilla commanders, division captains, and district commodores were perceived as bottlenecks. Their responsibilities were becoming more than a group of part-time volunteers could handle.

In 1964 the National Board and the Chief Director, CAPT. A.A. Heckman, worked out a new system called "vertical alignment," or "parallel staffing." The concept was that every Auxiliary unit, on each level, would distribute its administrative responsibilities among a specified number of staff officers. As Captain Heckman put it, "if a job must be done, place someone in authority to get it done. Therefore, there is now a staff officer authorized to be assigned cognizance over each of the Auxiliary's authorized level with[in] the organization." Every district would have eight such officers, to be appointed by the District Commodore:

1. Membership Training Officer
2. Public Education Officer
3. Courtesy Examination Officer
4. Operations Officer
5. Publications Officer
6. Public Relations Officer
7. Materials Officer
8. Secretary-Treasurer.

With the exception of the Membership Training and Materials Officers, the scheme would be duplicated on the division and flotilla levels. The chain of command would run from each officer directly to his or her counterpart on the adjacent levels, bypassing the flotilla commanders and division captains. As Captain Heckman explained, "staff officers are tied together vertically from the national level down through the flotilla level. Reports should flow vertically direct from staff officer to staff officer."[23]

The existing administration welcomed the new system with enthusiasm. At the 1965 Annual Conference the National Commodore, Ellsworth A. Weinberg, described the Auxiliary as "a mature organization, with every administrative tool and every program necessary for the accomplishment of our purpose."[24]

The Auxiliary's success was attracting attention among the boating fraternity around the world. Boaters from several other countries sought advice from Coast Guard Headquarters about setting up their own counterparts. The first nation to emulate the American example was Australia, which established a volunteer "Australian Coast Guard" in 1961. It had nine flotillas in Victoria, South Australia, and New South Wales by 1967.[25]

As of the 1960 boating season, the CME requirements included the new numbering rules laid out in the Federal Boating Act of 1958. Even the smallest motorboat now had to display its state registration number, in the form of decals or paintwork, on each side of its bow. The numbers had to be at least three inches tall, printed legibly in a color that contrasted clearly with the background. Simple though the rules seemed to be, boaters managed to break them. Some people applied the digits in the right order on the starboard side and backward on the port. Others meticulously painted the numbers in old English, which was indecipherable from a few yards away, or used a color that blended in subtly with the boat's paint scheme. Examiners even encountered a few cases in which boat owners had applied the decals upside down. The usual explanation was that the boat had been inverted on a pair of sawhorses at the time.[26]

The Boating Act of 1958 put a new burden on the states, which quickly found a way to pass some of it on to the Coast Guard Auxiliary. In early 1960 the governments of Oregon and Delaware announced that their waterborne law enforcement agencies would exempt from inspection boats bearing up-to-date Auxiliary CME decals. By the end of the year nineteen other states had adopted similar policies, and by 1965 all but nine states were accepting the CME decal as evidence that the boat in question was in compliance with state safety regulations.[27]

The task of the Courtesy Examiner was becoming more complicated by the year. In 1967, the Coast Guard, reacting to an increase in the number of fires and explosions on board pleasure craft, introduced a new set of standards for ventilation in confined spaces below decks. Henceforth, Courtesy Examiners would have to look at a boat's intake and exhaust ducts, and determine whether they were big enough, pointed in the right directions, and projected far enough into the engine and fuel tank compartments.[28]

Auxiliary units and local governments crossed paths more than once. In 1963 a flotilla in Everett, Washington, entered into a cooperative agreement with the local fire department whereby the latter's firefighters could use Auxiliary facilities as fireboats.[29] Thirteenth District Auxiliary instructors offered the 8-lesson PIC to members of the Army Corps of Engineers.[30] In 1965 the Third District Auxiliary began offering the standard 8-lesson course to newly-appointed state game wardens, in an arrangement with the Pennsylvania Fish and Wildlife Commission.[31] "Operation Clean Sweep," the waterborne trash collection project pioneered by the Auxiliary and local authorities in Toledo, was adapted by several flotillas in Division XXII of the Ninth District. With the help of the Chicago police force harbor patrol, they removed several tons of potential obstructions from the Chicago River in 1968.[32] In 1961 Flotilla 52 of Napa, California got a request to teach the 8-lesson PIC to a "Mariner's Club" that had been organized by young inmates at a nearby facility of the state Corrections Department. The instructor reported that, once he got over his initial nervousness at teaching in a prison, he found that his students' "morale is extremely high....There is an interest and eagerness one seldom finds in a group of 'free' citizens who own boats and can use them at will."[33]

The Auxiliary was becoming known as a general-purpose source of information and volunteer effort, not just in yachting and motorboating but in every field that was connected with recreational boating. Several Thirteenth District Auxiliarists set up a patrol at the mouth of the Columbia River at the beginning of each salmon season, passing out thousands of charts to fishermen.[34] When the construction of Wanaqum Dam created a new lake on the Columbia in 1963, Auxiliarists joined with the local boat club to conduct "Operation Rattlesnake," disposing of the considerable number of such reptiles that had taken refuge on floating driftwood.[35]

In 1969 the Auxiliary introduced a new single-lesson Public Information Course designed for hunters and fishermen, who frequently did not consider themselves recreational boaters but, statistical evidence suggested, were "extremely accident-prone."[36] Auxiliary instructors taught an experimental version of the course to fifty-eight participants in New Jersey late in 1968, and the first course materials (a textbook, instructor's lesson plan, advertising

poster, and promotional brochure) were distributed at the 1969 National Conference in San Diego. Shortly thereafter, an abridged version of the basic boating skills course designed for use in junior and senior high schools made its appearance.[37]

Throughout the decade Auxiliary units took on charitable and humanitarian projects that lay beyond the scope of the regular Coast Guard. In the winter of 1964 members of Flotilla 82, of New Jersey, spent several cold and windy weeks on the beaches around Cape May repairing broken fences that had been erected to forestall beach erosion.[38] When an earthquake struck Alaska in 1964, Flotilla 29 of Seattle organized a clothing drive to aid the victims.[39] Flotilla 716, of Gulfport, Florida, inaugurated a series of annual cruises for the Upper Pinellas County Chapter for Retarded Children.[40] When boaters in Santa Cruz, California, complained of the lack of Coast Guard facilities in the area of that port, Auxiliarists set up a radio station on the roof of a local restaurant.[41] Another group of Auxiliary radio enthusiasts worked out an arrangement with a radio station in Washington, D.C. for broadcasting Chesapeake Bay sea conditions during weekends and holidays.[42]

At its annual meeting in 1966 the National Board created the Coast Guard Auxiliary Memorial Fund, a modest project designed to honor the sacrifices of past Auxiliarists. Auxiliarists of the Eleventh District received approval to construct an Auxiliary Memorial on the grounds of the Coast Guard Station at Terminal Island. The memorial was completed in 1978.[43]

One of the most popular destinations for American yachtsmen and maritime history enthusiasts was Mystic, Connecticut. In the early sixties Mystic Seaport was becoming the largest maritime museum complex in the country, a combination of historic vessels, exhibits, and buildings. At the National Conference in 1962 the National Board of the Auxiliary voted to donate a hundred dollars toward the construction of a replica lighthouse and keeper's quarters at Mystic.[44]

The museum management's policy frowned on the use of replicas, but eventually found a suitable use for the Auxiliary's contribution. The New Shoreham Life-Saving station at Block Island, Rhode Island, had long since been abandoned by the Coast Guard, and had been taken over by a local yacht club. The expenses of maintaining and restoring the 1888 building had become too much for the owners, and the structure was in danger of demolition. The Mystic Seaport management persuaded the yacht club to donate the building, with the understanding that Mystic would supply a replacement. Using Auxiliary funds, the museum's carpenters built a replica of the building on Block Island, and the original was moved to Mystic on board a barge. The old lifesaving station arrived at Mystic in 1969, to be restored and opened to the public.[45]

One Auxiliary mission that dated back to the institution's founding was "the patrol of regattas and marine parades." Most of those events only received local notice, and the participants usually became aware of the Auxiliary's presence only when somebody fell overboard or got told to take a boat out of a restricted area. The logistics behind such operations, however, were complex and time-consuming.

The organization holding the regatta would send a request for help to the District Coast Guard headquarters, sometimes by way of the local Auxiliary flotilla. If the District Coast Guard Commander thought the event was likely to attract a large crowd of spectator craft, he would assign regular Coast Guard vessels and personnel to patrol it - probably with Auxiliary assistance. Otherwise the job would get delegated to the Auxiliary. The Division Captain would get orders for a specified number of boats, and pass the orders to the appropriate Flotilla Commander. That individual would spend several hours on the telephone, finding boat-owning members who were able and willing to volunteer their time on the weekend or holiday in question. An experienced Auxiliarist would be designated "Patrol Leader."

On the day of the race the Patrol Leader would get detailed instructions from the Coast Guard officer or petty officer who had been assigned to the event, and a chart of the course from the race organizers. The duty assigned to the Auxiliary craft usually consisted of trying to keep the spectator fleet away from the course. The potential for short tempers was obvious. As a 1961 press release from the Chief Director's office noted,

> race committees have been known to exaggerate the importance of their activities in comparison with the over-all boating picture and in complete disregard to commercial shipping....It is important that patrol personnel be carefully selected. All should be properly uniformed and fully instructed regarding their duties. The conduct of the crew and its handling of various problems are most apparent to the public. Careful planning, efficient operation, and consideration for all concerned are the cardinal ingredients for good public relations and effective patrols.[46]

In 1962, in the waters off Newport, Rhode Island, First District Auxiliarists patrolled the most famous regatta of them all: the America's Cup Race. The Chief of Naval Operations, ADM George W. Anderson, USN, sent a complimentary dispatch to the District Commander:

> I was much impressed by the efficient handling of what appeared at times to be an impossible task. The control exercised over hundreds of craft out to see the America's Cup Race was smartly executed and well handled. My

> congratulations to those who made this race such a memorable event from an enthusiastic spectator's point of view. Safety was obviously uppermost in the minds of both Regular and Auxiliary Coast Guard craft alike. This attention and interest was well recognized and appreciated.[47]

Other famous sporting events in which the Auxiliary participated included the Spirit of Detroit hydroplane race on Lake Michigan, the Sacramento Gold Cup Regatta, and the Cleveland Air Races. The Cleveland airport was on the lakefront, and the best - and cheapest - seats were on the decks of boats anchored offshore. More than two thousand spectator craft showed up for the event each Labor Day. In 1967 the patrol fleet consisted of five Coast Guard cutters and thirty-six Auxiliary facilities.[48]

In the fall of 1964 President Lyndon Johnson ordered the deployment of American combat forces in Vietnam. One element of the newly-expanded American strategy in Southeast Asia concerned the flow of arms and other supplies being sent from North Vietnam to the Viet Cong guerillas in the South. The Viet Cong got much of their support from a fleet of junks, sampans, and other innocent-looking small craft that traveled along the coast close inshore. Early in 1965 the South Vietnamese government asked the U.S. Navy for help.

The Navy responded by launching "Operation Market Time," a systematic effort to interdict the coastal traffic that was supporting the Viet Cong. The destroyer escorts and most of the other warships the Navy assigned to the operation quickly proved too big for the job, much of which consisted of chasing small craft into coastal shallows, rivers, and creeks. The Navy ordered fifty-four "Swift boats," shallow-draft, aluminum-hulled craft armed with machine guns and grenade launchers. To fill the gaps while those boats were under construction, the Secretary of the Navy asked the Secretary of the Treasury if the Coast Guard had any appropriate vessels to offer.[49]

ADM Edwin J. Roland, who had succeeded Admiral Richmond as Commandant in 1962, had been waiting for such a request. The deepening American commitment in Southeast Asia was starting to remind him of the Korean conflict, during which the Coast Guard had remained in the background. Anxious to preserve the Coast Guard's position as one of the nation's military services, Roland offered to make several patrol and utility boats available. In June, 1965, the first of seventeen Coast Guard 82-foot patrol boats of the "Point" class was hoisted onto the deck of a hired freighter and headed across the Pacific.

"Market Time," like so many other campaigns in Vietnam, consisted of brief moments of noisy, frightening action punctuating long periods of grueling, singularly unrewarding routine. The patrol boats, each with a crew of two officers and eight men, were divided into two squadrons. The Navy provided each squadron with a "mother ship," a World War II-vintage LST that had been

converted to a repair vessel. All the Coast Guardsmen had, in effect, volunteered for duty in Vietnam; crew members who had asked for assignments elsewhere had been transferred. Boredom, homesickness, and frustration nonetheless set in.

Charitable organizations in the United States got word of the Coast Guardsmen's situation and tried to help. The Sisterhood of Temple Beth David, in Massachusetts, "adopted" the *Point White*, and began sending its crew packages of recreational materials. The *Point White*'s executive officer, ENS Shepperd Lesser Jr., wrote a letter to his father describing how much the patrol boat's crew appreciated the gesture. The elder Lesser belonged to a First District flotilla of the Coast Guard Auxiliary. The First District Board thereupon "adopted" four other 82-footers that had previously been stationed in New England: the *Point Banks*, *Point Cypress*, *Point Jefferson*, and *Point Partridge*. Eleventh District Auxiliarists took responsibility for the morale of the *Point Clear*, *Point Mast*, and *Point Marone*, all of which had come from the San Francisco area. The cartons the Auxiliarists shipped off to Vietnam contained such items as books, magazines, 8-track tapes, playing cards, and film. The Coast Guardsmen specifically requested two rather surprising commodities: old-fashioned washboards (the patrol boats had no laundry facilities, and those on board the mother ships were overworked) and assorted flavors of Kool-Aid (the Navy messes only stocked cherry).[50]

Many Auxiliarists were members of the armed forces, and several went to Southeast Asia themselves in that capacity. Auxiliarist Charles ("Buddy") Foster, for example, was an Army warrant officer and did a tour in Vietnam as a helicopter pilot.[51]

The Vietnam conflict produced an unexpected benefit for the Coast Guard: from the mid-sixties to the mid-seventies it was the only American armed service whose recruiters had to contend with waiting lists of volunteers. The Coast Guard Academy also recovered from its recruiting problems. Throughout the sixties New London enjoyed bumper crops of well-qualified applicants.

By 1964 the Auxiliary's "Academy Week" program, which had gotten off to a modest start in 1955, was getting more applicants than it could finance. In that year the National Board established a set of criteria to identify the most likely future Academy cadets, as recommended by their high school guidance counselors. In 1966 the program was officially renamed the Academy Introductory Mission (AIM).[52]

The success rate of Project AIM is difficult to establish. The Academy did not always "track" its cadets on the basis of where they were recruited, and graduation statistics by definition lagged behind the recruitment numbers by at least four years. A few points about the numbers and quality of the cadets

procured through AIM are, however, clear. The percentage of participants who passed the entry examinations and were sworn in at New London was not high. Between 101 and 144 high school students took part in Project AIM each summer during the sixties, and the number who actually entered the Academy ranged from eight to fourteen - between four and seven percent of each entering class. On the other hand the former AIM participants seem to have been among the Academy's stronger students. New London had one of the most rigorous physical and academic programs in American higher education, with a high attrition rate; close to half of each entering class never graduated. As of 1968 the success rate among former AIM participants was significantly higher. On the average, at least two-thirds of each entering AIM group stayed for the full four years and were commissioned.[53]

Since 1959 the Auxiliary had been presenting a $100 savings bond to the Academy graduate who achieved "the highest proficiency in Boatmanship." In 1967 the National Board voted to recognize the highest-scoring member of each year's graduating class at the Coast Guard's Officer Candidate School in Yorktown, Virginia. That award was to consist of a dress sword and scabbard, inscribed with the recipient's name.[54]

The Auxiliary's most dramatic contributions to the boating scene were associated with natural and man-made disasters. On May 23, 1960, an undersea tremor sent a seismic wave in the direction of southern California. Over the next few days Coast Guard Auxiliarists in five divisions in San Diego and Los Angeles rendered assistance to more than 150 boats that found themselves in trouble.[55]

Just before Christmas in 1964 a series of heavy rains in the vicinity of Portland, Oregon produced some of the worst flooding the region had ever experienced. Portland's four Auxiliary flotillas went into action, contributing hundreds of hours and saving dozens of people from the rising waters. The Coast Guard District Commander, RADM Richard D. Schmidtman, send a teletype: "I note with pleasure the untiring effort and splendid teamwork of all Auxiliarists engaged in flood relief duties. Your prompt and unselfish response to the request of Commanding Officer, Portland Station, typifies the spirit of the Coast Guard Auxiliary."[56]

Not all Auxiliary operations had happy results. When a commercial airliner went down in Long Island Sound in February, 1966, the Coast Guard asked for help in patrolling the crash scene. As was usual in such cases, all the rescuers could do was pull bodies and pieces of wreckage out of the water. Auxiliarists of the Eleventh District were called out twice in January of 1969 when airliners crashed near Los Angeles. Neither crash had any survivors.[57]

An unusual Thirteenth District Auxiliary operation of 1967 was the patrol of the World Scouting Jamboree, which attracted some fifteen thousand boys from 105 countries to Lake Pend Oreille, Idaho. International scouting organizations had been holding such events for several years, but this was the first to include extensive programs in swimming, boating, canoeing, and fishing. Forty-one Auxiliarists took part, under the supervision of three regular Coast Guardsmen. The Auxiliarists were asked to wear their khaki uniforms when on patrol duty but civilian clothes at other times, "to show the Scouts of foreign countries that the United States is not a 'police state.'"[58]

Late in 1967 the British ocean liner *Queen Mary* made its last cruise, on the way to become tourist attraction in California. When the ship arrived at Long Beach on December 9, a throng of boats ("more craft than at Dunkirk," according to the *Queen*'s captain) sailed out to welcome it. Eighty-three Auxiliary facilities did their best to keep the spectator fleet in order. The captain commended the Auxiliary for "the best handling of spectator craft at any port we visited."[59]

The task of keeping watercraft out of waters where they didn't belong occasionally entered the realm of the bizarre. One day in 1966 a Fifth District Auxiliarist named Bob Howard was cruising down Crosswinds Creek, near Philadelphia, in his boat, the *Susie H.*, when he encountered a large tugboat heading upstream. The presence of a tug in such a narrow and shallow waterway was unusual in itself, but even more remarkable was the sight of the Navy submarine keeping formation astern of it. The tug captain had gotten lost and taken a wrong turn, and the sub had blithely followed. The *Susie H.* led the procession back into deep water.[60]

One subject of concern throughout the Auxiliary was the aviation component. On the national level the number of airplanes listed as Auxiliary facilities had been dwindling steadily since the early fifties. In 1953 the national roster had included 461 aircraft; by 1960 the number was down to 139, and by the fall of 1965 only 57 aircraft were left on the Auxiliary's rolls. Two districts, the Thirteenth and Seventeenth, had no Auxiliary aircraft at all.[61]

In some parts of the country the aviation component was thriving. In the Third District some flotillas continued to incorporate Auxiliary aircraft in their SAR drills; others collaborated with airplanes from the Civil Air Patrol.[62] Port Angeles, Washington, had an air flotilla that took part in several SAR operations with the Coast Guard and had initiated a program of "joint search mission practices" with the Explorer Scouts.[63] The most active Auxiliary aviation unit was in the Eleventh District, which boasted an aviation division. Headquartered at Vail Field near Los Angeles, Division A-11 had flown more than a thousand SAR missions since 1947, most of them over mountainous territory in Colorado, Arizona, and southern California,. In its heyday Division

A-11 had a roster of 135 members and 115 planes.[64] But by 1965 the number of aircraft in the Eleventh District had dropped to twelve.[65]

In September, 1965, at the Auxiliary's annual meeting, the National Board recommended to the Commandant "that re-evaluation of Auxiliary aviation potential be made and a complete clarification of its use be provided, following which use of the aviation group should be made to keep the interest high and this Arm of the Auxiliary valuable to the Coast Guard and to the public."[66] During the ensuing discussions in Washington, the Chief of the Coast Guard's Office of Operations, CAPT W.W. Childress, raised the question of whether the Auxiliary's aviation arm was worth continuing at all. He directed the Chief Director of the Auxiliary, CAPT R.C. Gould, to form an ad hoc committee to study the problem. The committee consisted of Captain Gould himself; the Chief of the Search and Rescue Division, CAPT John M. Waters; LTJG J.B. Coyle, a member of the Auxiliary Division staff; and two Auxiliarists, Past Commodore Jack E. Nunemaker of the Third District and Delmar G. Hendrickson, a flotilla commander from the Seventh.[67]

The committee studied the available records and numbers, and asked for input from all the Coast Guard District Commanders. The picture of Auxiliary aviation that emerged was a blotchy one. In eight of the thirteen districts, the Coast Guard had given no orders to Auxiliary aircraft during the previous three years. Comments from the District Commanders varied considerably. Several thought search-and-rescue operations were too dangerous for amateur volunteers. The First (Boston) District Commander had concluded that "aircraft are of little or no value in the programs of the Auxiliary....The Auxiliary programs are all aimed at the promotion of safety in the recreational boating field, and it is difficult, indeed, to fit Auxiliary aircraft into those programs."[68] In the Eleventh District, the Coast Guard had issued orders to Auxiliary aviators eight times since 1962, was supervising a modest program of training missions for them, and found them a valuable asset in patrol and search-and-rescue operations. The Commander of the Thirteenth (Seattle) District noted that, in the past, an air flotilla headquartered at Port Angeles had been "an effective and often-used unit with well coordinated cases to its credit." Recently, however, the aviators had lost interest in the Auxiliary, and in 1963 the flotilla had disbanded.[69]

The decline in Auxiliary aviation had several root causes. During the past decade or so the number of aircraft in the inventory of the regular Coast Guard had increased significantly. Since the Second World War there had been enormous advances in the field of rotary wing technology; by the mid-fifties the helicopter was the aircraft of choice for Coast Guard SAR missions.[70]

In 1958 the Coast Guard and the U.S. Air Force had initialed a policy document called the National Search and Rescue Agreement, by which the Coast Guard turned over responsibility for SAR operations over land to the Air Force and its civilian auxiliary, the Civil Air Patrol. Coast Guard SAR training and policy thenceforth concentrated almost exclusively on maritime operations, and many of the District Commanders were reluctant to order Auxiliary aircraft over water. During the ad hoc committee's deliberations, Commodore Nunemaker pointed out that flying over water was no more dangerous than the operations over the southwestern mountains that were routine in the Eleventh District. Coast Guard officers nonetheless remained reluctant to call on Auxiliary aviators, especially when regular Coast Guard aircraft were available.[71] By 1960, as far as the District Commanders were concerned, there were few missions that Auxiliary aviators, with their small fixed-wing airplanes, could carry out.

The ad hoc committee concluded that "in most districts Auxiliary aircraft facilities can serve a valuable purpose in support of the Auxiliary's mission...particularly by assuming some routine operations such as shoreline patrols during peak boating seasons." For the next couple of years the District Commanders should be encouraged to find constructive uses for Auxiliary aircraft in patrol SAR missions, sending them on over-water flights as far out as five miles from land. If the trial period did not see a significant increase in the number and utilization of Auxiliary aircraft, the aviation arm should be discontinued.[72]

The trial period came and went with little comment from either the National Board or Coast Guard Headquarters. During the second half of the decade the number of aviators in the Auxiliary went up slightly; by 1971 the Eleventh District's facility roster included forty-two aircraft.[73] By the end of the sixties talk of disbanding the aviation component had died out.

A vexing question since the Auxiliary's beginnings had concerned the organization's uniforms. Auxiliarists were not required to own uniforms, though certain Auxiliary activities, such as the CME, required them. As of 1965 there were three basic uniforms for male Auxiliarists (dress khaki, dress blue, and working khaki) and four for women (dress white, dress blue, dress light blue, and working blue). Superficially the Auxiliary uniforms looked like those of Navy and Coast Guard officers, but without rank insignia. The dress uniform jacket bore the Auxiliary emblem on the right sleeve, and an elected or appointed officer wore an "indication of office," comprising a prescribed pattern of gold bars and stars on the sleeve below the emblem. Auxiliarists

who had qualified for AUXOP status, as Courtesy Motorboat Examiners, and so forth were awarded lapel pins to be worn on the dress uniform.[74]

Over the years various members had proposed that the Auxiliary adopt a system of military ranks similar to that of the regular Coast Guard, with uniforms and insignia to match. Coast Guard Headquarters had vetoed such suggestions, insisting that all members wear virtually identical uniforms. The Coast Guard's position was that the Auxiliary must be clearly identifiable as a civilian organization. Enlisted Coast Guardsmen, for example, might be placed in an awkward position if an Auxiliarist looked too much like a Coast Guard officer. Besides, Auxiliarists were volunteers; to maintain a wardrobe the size of a military officer's would be unreasonably expensive.

In 1967, after considerable discussion and research, Headquarters issued a set of new uniform regulations. The new uniforms would look much like those of regular Coast Guard officers, with stripes on both sleeves and shoulder boards to identify elected, appointed, and past officers. One feature, however, made the new Auxiliary uniforms easily distinguishable from those of the regular Coast Guard: the braid and lace on Auxiliary uniforms were silver rather than gold.[75]

In 1966 the National Board established a Flag Etiquette Committee to design a modernized Auxiliary ensign. The committee discovered that proposing a new design for a governmental institution's flag was a complex process, involving not only Coast Guard Headquarters but the U.S. Army's Institute of Heraldry. The Commandant's Office rejected several proposed designs because they bore too much resemblance to the ensign of the U.S. Power Squadron.

In 1967 the National Commodore, Grover A. Miller, conceived the idea of basing a flag design on a simple shape associated with the Coast Guard: a diagonal white panel, reminiscent of the "slash" painted on Coast Guard vessels and aircraft, centered on a blue rectangular background. In the middle of the slash would be the Auxiliary logo, in a new, slightly simplified form similar to the one the Institute of Heraldry had recently approved for the Coast Guard. The Army and the Commandant approved the design, and the new blue ensign went into use in the summer of 1968.[76]

The controversies over aviation, uniforms, and the Auxiliary ensign were symptoms of a growing morale problem, which probably was inevitable in a large volunteer organization that was attaining maturity. Throughout the sixties, members were heard to grumble that the Auxiliary was becoming too

large and too bureaucratized. Total enrollment continued to rise, but by the middle of the decade, district and national officers were complaining of lackadaisical attitudes among the rank and file. In 1965 only twelve of the sixty flotillas in the Third District were able to collect annual dues from all their members, and the number of CMEs in the district went down slightly by comparison with the previous year.[77] Flotilla members griped that the district

and national officers had lost touch with the institution's day-to-day functions. And Auxiliarists on all levels suspected that the regular Coast Guard was ignoring them - except when it tried to swamp them with unnecessary paperwork.

Some of that bureaucratic avalanche was required by law. In 1964 the U.S. Congress passed a ground-breaking Civil Rights Act which, among other provisions, required that federal agencies take steps to ensure that no racial discrimination took place in the programs and facilities they managed. Coast Guard Headquarters thereupon distributed a series of directives to all Auxiliary units, outlining the procedures to be followed if a member of a minority should claim that a Courtesy Examiner had flunked a boat because of racial bias. The possibility of discrimination taking place in a Coast Guard building touched off a lengthy study by a Washington committee, and a list of rules under which Auxiliary units would be allowed to hold their meetings on the premises of Coast Guard bases.[78]

One common complaint was that too many recommendations of the National Board got turned down by the Commandant's Office. The available records do not permit an exact quantitative analysis of this topic, but the news items in *The Navigator* throughout the sixties suggest that Admirals Richmond, Roland, and Smith did wield heavy pencils. Fewer than half of the Board's "A" and "B" Award recommendations got endorsed. In many cases, though, the Commandants turned down recommendations because they conflicted with Coast Guard regulations, or because of legal factors that the board had not considered.

High-ranking Coast Guard officers were aware of how the American recreational boating scene was developing. It was obvious that, barring a policy change of seismic magnitude in the Department of the Treasury and the Congress, the Coast Guard was never going to be able to expand as fast as the number of boats on the nation's waterways. The Coast Guard was already depending heavily on the Auxiliary to carry out the service's boating safety mission, and was going rely on it more heavily in the future.

On various occasions Coast Guard officers seized opportunities to demonstrate the service's appreciation, and found ways in which to utilize the Auxiliary's expertise. The 255-foot cutters *Klamath* and *Pontchartrain* made weekend-long "incentive cruises" on the west coast, carrying parties of Auxiliarists who had been active PIC instructors or had made a prescribed number of CMEs.[79] The Coast Guard entered into an agreement with the U.S. Coast and Geodetic Survey and the National Ocean Service, whereby Auxiliarists would provide the CGS and NOS with information to update the charts they published.[80] In 1968, Auxiliarists were invited to attend the Coast Guard's National Search and Rescue School at Governor's Island, New York. The course consisted of a rigorous program of lectures, practical problems, and examinations. The first class of Auxiliarists included Claire A. Pumphrey, the first woman ever to complete the course.[81]

In 1962 a Coast Guard lieutenant commander named Robert E. Walsh wrote, in conjunction with his work on a university master's degree, a thesis entitled "A Discriminatory Analysis of Administrative Practices of the United States Coast Guard Auxiliary." He sent a copy to the Commandant's Office, along with a set of recommendations labeled "A Framework For a Coast Guard Auxiliary Strengthening Program."[82]

Walsh had concluded that the Auxiliary "has proven its worth over the years in its contribution to boating safety," but that it needed a "new look." He suggested that the Coast Guard make a more concerted effort to "consider the Auxiliary as part of it and render more assistance to the programs and interact with the Auxiliary more at the grass root level." The reforms he advocated included an "Auxiliary Awareness Program" in each district, which would "aim to make every Coast Guardsman in the District aware of the Auxiliary, its programs, and its worth to the Service and to the Public." The paperwork for such matters as reimbursement of Auxiliarists' expenses should be simplified. The annual budget of the Chief Director's office should be increased. A new administrative section within the Coast Guard's Office of Operations should be established with the sole function of running the Auxiliary.

Walsh also had some suggestions regarding the internal administration of the Auxiliary. He advocated a major recruiting drive to bring "new blood" into the organization and establish new flotillas in regions that had none. Walsh was convinced that considerable "dead wood" existed among the elected officers at both the district and national levels. He suggested a new, elaborate electoral system that would be more likely to produce energetic, dedicated officers who could get along well with the District Directors of Auxiliary. If such a reform program were not implemented, Walsh warned, the Auxiliary "will become an embarrassment and a financial burden."[83]

Commander Walsh's thesis created a minor ruckus at Coast Guard Headquarters. The Commandant passed it to the Office of Operations and the Chief Director of the Auxiliary, who distributed several copies to staff members for comment. Reactions varied. There was a general consensus that the Coast Guard did indeed need to pay more attention to the Auxiliary, and that the organization's leadership could be strengthened. One commentator, however, took a jaundiced view of Commander Walsh's proposed electoral system: "Poor quality has been the rule. A means of selecting the better grade should be sought. Mr. Walsh proposed one means, but omitted the color of the smoke to be shown when the election is finally decided."[84]

In 1966 the Auxiliary's National Public Education Officer mailed out a survey to former Auxiliarists, inviting them to give their reasons for disenrolling. The responses suggested that bad relations with the Coast Guard were an element of the problem, but that there were bigger reasons for low morale in the Auxiliary:[85]

Percent	Reason
25	Sold their boat.
15	Moved out of area.
35	Personal reasons but expressed interest in rejoining.
18	Felt they belonged to a group that was un-interesting.
15	Too busy.
12	Not enough boat training.
10	Not enough programs.
7	Never asked to do a job.
7	Illness or disability.
5	Lack of Coast Guard interest in Auxiliary.

Those who fretted over the spotty decline in Auxiliary membership could have found much of the explanation in an axiom long know to the waterfront community: the two happiest days in the life of a boat owner are the day he buys his boat and the day he sells it.

As of 1967, the Auxiliary had 23,721 active members. During that year 23,538 people took the 8-lesson Public Information Course; more than 145,000 took the 3- and 1-lesson courses. The Auxiliary conducted 908 regatta patrols, 7,177 safety patrols, and 7,234 missions of assistance to boats or people in distress. Auxiliarists were responsible for saving 128 lives that year. Those statistics attracted the attention of the National Safety Council,

which presented the Auxiliary with the National Safety Service Award for 1968.[86]

During 1968 Auxiliary examiners administered 165,872 CMEs. A total of 122,813 people took the PICs; 28,467 passed the 8-lesson course. The Auxiliary rendered 8,938 assists to boaters in trouble and saved 158 lives. By the middle of 1969, membership was up to 26,958.[87] Members were now being offered Advanced Training Courses in "Seamanship," "Search and Rescue," "Weather, and Communications." Materials for three more courses, "Navigation," "Patrol Procedures," and "Administration," were in preparation.[88]

Toward the end of his administration Lyndon Johnson proposed a restructuring of the executive branch of the federal government. Among other changes, he requested that the Congress create a new cabinet-level department to preside over all the government's activities that were related to transportation. The Commandant, Admiral Roland, was apprehensive when he learned that the change was likely to involve the Coast Guard.

The Coast Guard was officially transferred from the Department of the Treasury to the new Department of Transportation on April 1, 1967. Many Coast Guard officers feared the worst - that their service's identity and stature as a military service was in jeopardy. The direct effects turned out to be only vaguely noticeable, but the move to DOT did seem to accelerate an already disturbing trend: the Coast Guard's budgets continued to fall further behind the duties the service was expected to perform.[89]

The following year saw another change in the Coast Guard Auxiliary's scheme of organization on the national level. The National Board proposed, and the Commandant approved, the division of the national staff into four "departments": Comptroller, Public Relations, Operations, and Education. Each department would be further divided into several "branches." Another new addition to the national staff was the post of National Rear Commodore. The first Auxiliarist elected by the Board to that position, C. Arthur Davis of the Second District, took office in 1969.[90]

In November of 1968, Coast Guard Headquarters redrew its organizational chart. The Chief Director of the Auxiliary and his small staff moved from the Office of Operations, where they had resided since the Auxiliary's creation, to the newly-created Office of Boating Safety.[91] Whether Commander Walsh's thesis had anything to do with the change is uncertain, but the Coast Guard was taking steps to give recreational boating a higher profile in its organizational structure.

For much of the United States the 1960s were a turbulent era, but the social and political commotion of the decade is barely detectable in the records of the Coast Guard Auxiliary. Most of its members were middle-aged, middle- and upper-class Americans who were bound together by a shared interest in

boating and other forms of maritime recreation. For most Auxiliarists the sixties were years of expansion and pride, not infrequently tempered with frustration. The Auxiliary was now an indispensable tool of the Coast Guard - though many Auxiliarists suspected that many Coast Guardsmen were unaware of that fact.

Chapter Six

"Needed More Than Ever"

1970 - 1979

During the late sixties the accident figures in the boating world began to attract the attention of the U.S. Congress. In the last half of the decade the national total of deaths connected with recreational boating leveled off at about 1,350 per year. The Coast Guard was responding to more than thirty thousand requests for assistance annually. Many of the accidents - no one could be sure precisely how many - were due to careless or deliberate disregard for the existing safety standards, which the Coast Guard, in many cases, could not enforce. (If a Coast Guardsman thought a boat was carrying too many people and the boater chose to head out to sea anyway, the Coast Guardsman had no legal means of stopping the boat.) In other cases, boats capsized because they had been built to faulty designs. Statistically, the pleasure boat had become more dangerous than any other American mode of transportation except the automobile.

In June, 1967, Secretary of Transportation John A. Volpe issued a statement that his department regarded the two existing federal boating laws, the Motorboat Act of 1940 and the Federal Boating Act of 1958, as obsolete. Five months later the Coast Guard released a "Study on Recreational Boating Safety," which concluded that the boating safety problem was out of control and that the time had come for the federal government to take action.[1]

In February, 1968, Democratic Congressman Edward A. Garmatz of Maryland, Chair of the House Committee on Merchant Marine and Fisheries, introduced a bill that would establish a set of federal safety regulations for manufacturers of pleasure boats and related equipment. During the next three years Garmatz's committee held several public hearings on the proposal. The response from industry representatives, boaters, and politicians ranged from the lukewarm to the actively hostile, and the bill died in committee.[2]

Congressman Garmatz raised the issue again late in 1970, this time with Democrat Frank M. Clark as co-sponsor. They introduced a bill "to provide for a coordinated national boating safety program." The Merchant Marine and Fisheries Committee traveled to New York, Boston, and Seattle to hear the views of industry and state government officials, as well as representatives of various boating organizations.[3] The bill, with some minor amendments, passed both houses of Congress with minimal debate, and on August 10, 1971, President Nixon signed it into law.[4]

The Federal Boat Safety Act of 1971 mirrored several components of the federal government as it existed in the early seventies: a Republican administration sympathetic to business interests and states' rights, a Democratic Congress more inclined toward government regulation, and a Coast Guard so small that any really stringent policing of nine million boats would have been ludicrously beyond its capacity. The new law represented a fundamental change in the federal government's position in the boating world.

The act's basic purpose was

> to improve boating safety and to foster greater development, use, and enjoyment of all the waters of the United States by encouraging and assisting participation by the several States, the boating industry, and the boating public in development of more comprehensive boating safety programs; by authorizing the establishment of national construction and performance standards for boats and associated equipment; and by creating more flexible regulatory authority concerning the use of boats and equipment.

Henceforth the Secretary of Transportation (using the Coast Guard as his principal source of information and advice) would have the authority to establish safety regulations for the manufacturing of pleasure boats and boating gear, with the stipulation that such regulations "shall be reasonable, shall meet the need for boating safety, and shall be stated, insofar as practicable, in terms of performance." Manufacturers were to maintain records that, upon inspection by an individual designated by the Secretary, would prove their boats complied with the regulations. If a boat or piece of equipment was found to be in violation of the standards, the manufacturer would have to notify everyone who had bought an identical item and offer to fix it.

Several sections of the act dealt with the roles of state governments. They were encouraged to set up programs to enforce the regulations and promote safe boating; if those programs conformed with certain basic requirements they would be eligible for federal funding assistance. A new, streamlined numbering system for powered boats would be centered in the individual states, which would be responsible for ensuring that the "certificate

of number" only went to boats that met federal and state safety standards. During the hearing process several congressmen had raised the question of whether there should be some national licensing procedure to ensure that the people operating the boats knew the laws and knew how to handle their boats. That topic had proven highly controversial. The Boat Safety Act sidestepped it by leaving the question to the judgment of the individual state governments. If a state wanted to demand that a boat owner pass an examination before his or her boat got a number, the state could do so, but there would be no federal licensing requirement for pleasure boat operators.

From the Coast Guard's standpoint, one of the act's most important provisions was one entitled "Termination of Unsafe Use." This section gave Coast Guard officers the authority to order that the operator of an unsafe or overloaded boat "take whatever immediate and reasonable steps would be necessary for the safety of those aboard the vessel, including directing the operator to return to mooring and remain there until the situation creating the hazard is corrected or ended." Stiff penalties were set up for individuals and manufacturers who violated the safe boating regulations.

In drawing up safety regulations and standards the Secretary of Transportation, in addition to getting input from the Coast Guard, was to consult with a newly-created National Boating Safety Advisory Council. This body, with a maximum membership of twenty-one, was "to be drawn equally from (1) State officials responsible for State boating safety programs, (2) boat and associated equipment manufacturers, and (3) boating organizations and members of the general public."

The Boat Safety Act contained forty-one sections, occupied fifteen printed pages, and mentioned the Coast Guard Auxiliary once. Section 32 (b) provided that the Secretary of Transportation "may make available, upon request from a State, the services of members of the Coast Guard Auxiliary to assist the State in the promotion of boating safety on State waters." That provision did have some significant implications for the Auxiliary. The term "State waters" embraced several million square miles of water that, because it lay within the boundaries of individual states, was not subject to regular Coast Guard jurisdiction. The Auxiliary now had the authority to operate on all the recreational boating sites in the United States.

The last few sections of the act provided for appropriations to support safe boating. The Congress voted to spend seven and a half million dollars per year for the next five years to assist the state governments in implementing and enforcing the new law, and appropriated modest amounts for "operating expenses" and "research and developments costs." None of the money was earmarked for either the Coast Guard or the Auxiliary. Congress had once again extended the service's duties without providing for a corresponding

increase in its budget - and once again the Coast Guard would have to rely on the Auxiliary to take up the slack.

Coast Guard headquarters went to work on the first set of safety standards for American pleasure boats. Some manufacturers had envisioned a rigorous inspection system, with Coast Guard officers perusing every boat, fire extinguisher, and life jacket as it left the factory. Such images did not match reality. The rules governing the boating industry were modest - particularly by comparison with those confronted by aircraft and automobile manufacturers.

When the first Boating Standards Program was announced, in August, 1972, it was based on the concept of "self certification." The program consisted of six safety standards: safe loading, safe powering, display of capacity information, hull identification numbering, certification of compliance, and emergency flotation. The Coast Guard was not in the business of telling people how to build boats. The manufacturers were required to figure out how to meet the standards, and to attach to each boat and piece of equipment a certificate asserting that it met those standards. The punishments prescribed by the Boat Safety Act of 1971 would go into effect only if it was established that the boat or equipment did not meet the standards claimed by the manufacturer. For example, if a boat certified by its manufacturer to have a capacity of six passengers capsized in a moderate sea with six people on board, the manufacturer might be subject to fine and/or imprisonment.[5]

Throughout the seventies, budget and personnel shortages continued to plague the Coast Guard. Many of Coast Guard installations that did keep functioning did so with barely minimum staffs. Early in 1973 budget cuts forced the closing of seven Coast Guard stations on the Great Lakes. At the request of the affected communities, Congress ordered the stations to be re-opened on weekends and holidays and operated by the Auxiliary. The local division captains took responsibility for manning them and ensuring that Auxiliarists' boats were always available to assist distressed vessels; the Coast Guard provided intensive training programs and assigned a "liaison petty officer to each station.[6] The Auxiliary later took over seven more stations on the Mississippi and Ohio Rivers. In 1974 the Coast Guard suspended its long-standing "Boat Check" inspection and decal program, relying entirely on the Auxiliary's CMEs to fill the void. Auxiliarists set up a radio station on Key Biscayne, and by the end of the decade several flotillas were operating their own search-and-rescue stations.[7]

Any emergency that called the regulars away from their normal duties was likely to leave the station unable to conduct its regular business. When that happened, the commanding officer often called on the Auxiliary to fill in the gaps. On March 9, 1973, for example, a tanker spilled four hundred

thousand gallons of oil into the harbor of Houston, Texas. The task of controlling the oil spill and the accompanying crowd of onlookers and media absorbed most of the regular Coast Guard's personnel in the area. Auxiliarist K.D. Caywood took over the duties of the Eighth District public affairs officer. Several other Auxiliarists did patrol duty and helped with communications.[8]

The United States had put the first humans on the moon in 1969. Subsequent missions of Project Apollo netted considerable scientific knowledge, but saw a waning of public support for the space program. The last manned mission to the moon, Apollo 17, carrying Astronauts Eugene Cernan, Harrison Schmitt, and Ronald Evans, was scheduled for December, 1972. The flight programmers concluded that the optimal time for the launch would be at night. The sight of the Saturn V rocket lifting off in the dark was expected to be spectacular, and visible for many miles. Some of the best vantage points would be on the waterways that surrounded the Kennedy Space Center. The maritime law-enforcement authorities anticipated a major traffic jam.

The patrol established on the night of December 6, 1972 consisted of boats from the Brevard County Sheriff's Department, the Florida Marine Patrol, the U.S. Wildlife Service, and the Coast Guard Auxiliary. Seventeen Auxiliary facilities took part. An unexpected complication ensued when, a few minutes before the scheduled liftoff, a technical problem stopped the countdown. The launch was delayed for about an hour, and the flight path had to be altered by a few miles, placing it unacceptably close to the mass of spectator craft. The patrol boats suddenly received orders to herd the fleet out of the way, and do so in a hurry. The next hour was an exasperating one for all concerned. But according to Auxiliarist Louise Madge, whose facility was patrolling on the Indian River, the frustration and the delays were worth the trouble: "The first night shot of man's largest spacecraft was a beautiful and thrilling sight. Its orange-gold light made the river as bright as day. Fish leaped high out of the water as though paying tribute to the huge bird taking wing. The vessels on the river saluted the astronauts, wishing them 'God Speed' with horns, bells and whistles. Cheers and applause arose from the boats. Then all h--l broke loose," as everybody tried to get out of the area at the same time. A pre-arranged system, whereby the smaller boats were to leave first, quickly fell apart. "One veteran of World War II said it was just like the evacuation of Dunkirk, one mad dash for home and safety." Surprisingly, there were no accidents or injuries.[9]

Throughout the early seventies, as the nation gradually extricated itself from an increasingly unpopular war in Indochina, American military institutions had public relations problems. The Coast Guard Auxiliary often found ways to help. In the fall of 1972, for instance, Flotilla 82 of the Third

District hosted a group of disabled Vietnam veterans from the Philadelphia Naval Hospital for a day's fishing trip on board the Auxiliarists' boats.[10] Auxiliarists of the Eleventh District collected books for the library of the Coast Guard icebreaker *Glacier*.[11] In 1970 the First District Auxiliary "adopted" the remote Coast Guard LORAN stations at Cape Atholl and Cape Christian, Greenland. An officer from district headquarters, CAPT Spurgeon Smith, returned from a trip to the two stations and passed on the thanks of the Coast Guardsmen stationed there. "One man...remarked that everything that had been done was wonderful, but 'the main thing that was appreciated the most, was that someone back there cared enough to do it.'"[12]

The Auxiliary also continued to support various civilian charitable activities. Philadelphia Auxiliarists helped the city's huge science museum, the Franklin Institute, develop an exhibition on marine science.[13] Michigan Auxiliarists spearheaded an annual event called "Operation Handicapped," which took disabled people on a cruise down the Detroit River. The project started in the early seventies with six boats and twenty passengers. By 1977 a fleet of twenty-four vessels was hosting 125 guests, and several local yacht clubs and a contingent of Sea Scouts were also participating.[14]

In January of 1972 the Eleventh District added a new Auxiliary division, Division X. The Coast Guard Auxiliary thereby officially entered the state of Arizona. The Arizona Secretary of State gave a televised welcoming address.[15] Auxiliarists in coastal districts probably raised their eyebrows at the news, but Arizona encompasses a surprising amount of navigable water. The Phoenix area alone has seven major lakes. As Auxiliarist Maxwell Smith of the new division put it, "any way you splash it - that's plenty of water for a desert....Most of the lakes are flooded canyons and are steep sided and very scenic. It seems incongruous to ride in a boat, looking up to cactus growing on the canyon walls."[16] Within a year, the new division had seven flotillas (five in Phoenix and two in Tucson) and a membership of about 150.[17]

With the winding down of the Vietnam conflict, Coast Guard recruiters, who had turned thousands of applicants away during the 1960s, began to experience trouble in meeting their quotas. In 1974 the Auxiliary volunteered to initiate "Project RAP" (Recruiting Assistance Program). Its objective was, as the *Navigator* told its readers, "to interest qualified young people in Coast Guard service and then refer them to the nearest recruiting office."[18] Auxiliarists began carrying packets of recruitment brochures, and PIC instructors looked for ways to incorporate the message into their courses.

The public education program was expanding in several directions. In 1971 Auxiliary Headquarters in Washington announced an ambitious program that was to be coordinated with the Boy Scouts of America. The centerpiece would be a fast-moving "action presentation"on boating safety, lasting an hour

and geared toward the 11-17 age group. "Project One Million" had a target audience of a million scouts.

Fortunately, the Chief Director's Office did not give Project One Million a time limit. The Auxiliarists in charge of it on the local level quickly found out that teenage audiences were the toughest to reach. In 1974 the program still had not reached its goal. In that year it got a boost, however, when an Auxiliarist in the Third District realized that the orders directed that the audience consist of "scouts," without specifying gender. Auxiliarists began offering the presentation to Girl Scout troops, and the numbers started to climb more rapidly.[19]

In 1972 a new edition of the "Boating Safety and Seamanship" textbook, with fresh chapters on marine engines and weather, was distributed. The same year saw the introduction of a new, 7-lesson course called "Basic Sail," tailored specifically to owners of sailboats.[20] In 1978 a more elaborate, 13-lesson sailing course called "Sailing and Seamanship" was added.[21]

The multi-lesson courses, with continued support from the insurance companies as well as the Auxiliary's public relations campaigns, continued to draw increasing enrollments. But Auxiliarists realized that they were missing a huge potential audience. Thousands of people who were buying tiny sailboats and outboards saw no use for such topics as radio protocol, aids to navigation, or the rules of the road - but small boats offered their own set of hazards. The Auxiliary accordingly began offering short courses that only required a commitment of an evening or two. A 1-lesson "Introduction to Safe Sailing," based on slides from the "Basic Sail" course, was added in 1973. "The Skipper's Outboard Special," introduced in the same year, was designed for operators of Class A motorboats. It could be taught by BQ Auxiliarists as well as trained instructors, and only took two hours of the boat owner's time.

Much of the public education program focused on keeping up with new developments in the recreational boating field. Some Auxiliarists, however, reasoned that the message of safety on the water had an audience bigger - and younger - than the population of boat owners. In 1973 two members of Flotilla 125 in Tacoma, Washington, Lillian Phillips and Mary Roeder, began giving short talks on boating safety to groups of elementary school students. The idea caught on, and the Auxiliary soon inaugurated a national program called "Water 'n' Kids."

The instructor's manual emphasized that "this brief presentation will *not* teach children how to swim or even how to be good boatmen. It is hoped that it will, however, give them the knowledge to survive their next summer on or near the water." The instructional materials included a set of slides, some life jackets, a buoyant cushion, a life ring, five feet of rope, and - presumably a first for the Coast Guard publications program - a stack of coloring books. Not

every Auxiliarist made a good Water 'n' Kids instructor, but, as the manual put it, "for those who are willing to undertake this project, the rewards are great. In what other form of Public Education do you get asked for your autograph when the course is finished?"[22] A Ninth District instructor reported some thought-provoking questions and comments she had received in elementary school classrooms:

> — You all have your name on a long thing. Don't you have a first name?
> — Is that man a general or an admiral? And what does his hat cost?
> — I always have to sit down when I go on a boat. Grown-ups seem to walk around and have all the fun. Boy, I'm lucky if they let me have a pop!
> — A man lost his wallet in the water and dived after it. He didn't know how to swim and yelled for help. No one helped him. He drowned. My own uncle was there and all he said was "I don't know how to swim either." Now, why didn't my uncle toss the man at least his sweater!
> — You people must be somebody special![23]

Commandant James S. Gracey, presented Auxiliarists Phillips and Roeder with Certificates of Administrative Merit. By 1989 the Water 'n' Kids program had taught water safety to more than a million children.[24]

The Auxiliary's education programs dovetailed with an increasing emphasis on the subject at the state level. By the mid-seventies, with encouragement from the Federal Boat Safety Act of 1971, several states were promulgating their own boating safety courses as prerequisites for operators' licences. In 1975 the Auxiliary National Executive Committee issued a policy encouraging Auxiliary instructors "in every way to assist the states in their boating education efforts. Therefore, Auxiliary instructors may now participate in and receive credit for state boating courses."[25]

In the meantime Project AIM, the Auxiliary's recruitment program for the Coast Guard Academy, was continuing to supply some of the Academy's better students. Eighteen AIM participants were among the 346 cadets who entered the Academy in the fall of 1970. The attrition rate at New London continued to be high: only 198 of those cadets graduated on time in June of 1974. Among them were thirteen of the AIM candidates. The AIM participants thus enjoyed a "success rate" of 78 percent, compared to the overall 57 percent.[26] In 1973 Project AIM attracted 146 high school students, of whom a record 105 later took the admission exam.[27]

In 1976 CAPT Merrill Wood, the Chief Director, did a survey of the Academy's graduating class and discovered that only 14 percent of the newly-commissioned Coast Guard ensigns knew what the Coast Guard Auxiliary was.[28] During the seventies the Auxiliary embarked on a campaign to raise its profile at New London. At its spring meeting in 1974 the National Board

agreed to take over the $160,000 mortgage on 230 acres of undeveloped land within the city limits of Stonington, near the Academy campus.[29] The Academy administration wanted to turn the plot, which was more than twice the size of the academic campus, into a "cadet recreation area."

Auxiliary flotillas all over the country began sending donations to the Auxiliary Foundation Fund to pay off the mortgage. A local farmer agreed to clear three acres of rocks and debris, in exchange for permission to plant crops on the land for a year. Volunteers installed picnic tables, a barbecue grill, and a horseshoe pit, and laid out a rugby field.[30]

The Academy found several ways to express its gratitude. In 1977 the Coast Guard Museum, located on the campus, set aside space for an exhibition on the history of the Auxiliary.[31] A year later a mile-long stretch of roadway near the recreation area was named Coast Guard Auxiliary Drive, and on April 20, 1979, the Academy invited all Auxiliarists who happened to be in the neighborhood to attend "Auxiliary Day." The Auxiliarists and their families got a tour of the campus and the training bark *Eagle*, and were guests at a cadet dress parade.[32]

On October 7, 1975, President Gerald Ford signed a Congressional law requiring that the armed services admit women to their service academies the following year. The act had passed through the Congress to the accompaniment of considerable complaint from the Army, Navy, and Air Force. The Coast Guard Academy had already announced that it would accept female applicants for the class entering in July of 1976. That same summer the Auxiliary opened the AIM program to female high school students. Twenty-five young women were among the 176 AIM participants who visited New London that year.[33] Three of the twenty-five were admitted.[34]

Late in 1979 LCDR Paul N. Samek was appointed Director of Auxiliary in the Third District, Northern Region. Samek had entered the Academy as an AIM candidate - the first AIM participant to become a DIRAUX.[35]

By September, 1974, Auxiliary membership had passed the forty-one thousand mark - an increase of almost 100 percent over the preceding decade. The number of members meeting the standards for AUXOP qualification was particularly heartening: it had increased from 462 to 636 in only a year. But as RADM John Thompson, the Chief of the Office of Boating Safety, pointed out in his address to the National Board meeting that fall, membership still could not keep pace with the expansion of recreational boating - or the steady decline in the Coast Guard's annual budgets. Congress cut the service's funding again in 1974. "So," said RADM Thompson, "the Auxiliary's support will be needed more than ever."[36]

Auxiliary membership required more than generosity and good intentions. By the mid-seventies Auxiliary Headquarters in Washington had

established a formidable battery of training courses and examinations for Auxiliarists who wanted to participate in various activities of the organization. In 1976 the list of membership training courses was as follows:

Course	Recommended minimum instruction time (not including examination time)
Basic Qualification Course	12 hrs. - BS&S graduate 34 hrs. - non-BS&S graduate[37]
CE Qualification Course	10 hrs.
Annual CE Seminar	2 hrs.
Instructor Qualification Course	12 hrs.
Annual Instructor Seminar	2 hrs.
Patrols OSC [Operational Specialty Course]	10 hrs.
Search & Rescue OSC	10 hrs.
Piloting OSC	16 hrs.
Seamanship OSC	10 hrs.
Communications OSC	14 hrs.
Weather OSC	12 hrs.
Administration OSC	10 hrs.

Auxiliarists were also encouraged to take advanced correspondence courses offered by the Coast Guard Institute in four subjects: "Piloting and Electronic Navigation," "Meteorology," "Boating Safety," and "Celestial Navigation."[38] And in June, 1973, the National Boating Safety School, located at the Coast Guard Reserve Training Center in Yorktown, Virginia, began offering an intensive 2-week course designed specifically for Auxiliarists.[39]

In the early sixties the Coast Guard had embarked on a campaign to strengthen its public image. A public relations firm hired for the purpose recommended that the service's name literally be put before the boating public more prominently. The result was that, by end of the decade, all Coast Guard vessels and aircraft had the vermillion-and-blue "slash" and the words "Coast Guard" painted on their sides. Since the Coast Guard's inception its personnel had been wearing uniforms that looked like those of the U.S. Navy. The two services used the same suppliers, patterns, and colors, with only pin-on badges and sew-on insignia differentiating between a Coast Guardsman and his or her Navy counterpart. Admiral Bender decided that the time had come for Coast Guard officers to abandon the near-black Navy blue and adopt distinctive uniforms of their own.[40]

The new officers' dress uniform jackets and trousers were to be of a brighter shade, which promptly got nicknamed "Bender blue." Khaki work uniforms disappeared from officers' wardrobes, to be replaced with "Bender blue" pants and light blue shirts. The Coast Guard commissioned the famous Hollywood costume designer Edith Head to create a set of totally new uniforms

for female officer and enlisted personnel. Traditionalists were still muttering about the changes at least a decade later.

The ramifications of the shift reached into the Auxiliary, whose uniforms had always been based on those of regular Coast Guard officers. A new set of uniforms represented a considerable investment. The Coast Guard adopted a liberal policy for phasing in the Auxiliary version of the "Bender blues" (with silver insignia devices replacing the gold of the regulars'), making them available for purchase in 1974 with an official "first wearing date" of January 1, 1975.[41] For the next couple of years, Auxiliarists bought new uniform items as the old ones wore out. The uniforms for female Auxiliarists created a special problem. There were so few female personnel in the service during the seventies that the Coast Guard had trouble meeting the manufacturers' minimum order requirements, and the suppliers refused to keep stocks of all the female uniform items on hand. Female Auxiliarists were given deadlines by which they had to order whatever uniform items they wanted.[42]

By now the inventory of Auxiliary uniforms, accouterments, decals, textbooks, and other supplies was so large that a separate facility was needed to handle it. In April of 1978 the official Coast Guard Auxiliary Store, a modest-looking but efficient building in St. Louis, was dedicated.[43]

The seventies saw a steady increase in the number of female Auxiliarists. By 1972 the Auxiliary had a Women's Advisory Committee, one of whose duties was to keep figures on women's participation.[44] By the autumn of 1974 the number of women in the Auxiliary exceeded six thousand:[45]

District	Basic Qualified Female Members	Conditional Female Members	Operational Female Members
1	369	8	3
2NR	172	9	0
2SR	142	11	5
2ER	226	0	0
2WR	339	6	1
3NA	536	28	1
3SA	560	29	9
5	177	18	0
7	859	45	27
8	322	58	1
9ER	245	10	0
9CR	114	15	0
9WR	174	4	3
11	738	47	0
12	0	0	0
13	536	43	8
14	51	12	0
17	117	30	0
Totals	5677	373	58

During the mid-seventies the United States was hit by an economic crunch known to politicians and commentators as "the energy crisis." Several Arab nations, in retaliation for American support of Israel during the Arab-Israeli war of 1973, organized an oil embargo and formed the Organization of Petroleum Exporting Countries (OPEC). A generation of Americans who were used to buying gasoline for forty or forty-five cents per gallon was dumbstruck when, within a period of several months, the price leapt to nearly a dollar. The energy crisis produced a far-reaching ripple effect, bringing on price hikes and layoffs in every industry that depended on oil. The shortages eased somewhat when the embargo ended in the spring of 1974, but the days of unlimited fuel availability at negligible cost were over.

Recreational boating suffered, for even the enthusiast who could afford to buy gas often found there was none to be had at the local marina. Coast Guard Auxiliary flotillas found that their normal patrol regimen would no longer work. Some went to a bi-monthly meeting schedule. Others canceled events outright.[46] The newsletter of the Fifth District offered some practical advice on dealing with the fuel shortage:

> Changing one's method of fishing from trolling to staying closer to port, anchoring and bottom fishing was a good [suggestion]. High-speed boat operation, like high speeds on the highway, should be avoided. Go slower when trailering your boat. Take advantage of the tide and current situations and use them to their fullest benefit. Keep the bottom of your boat clean and your motor in top running order."[47]

Auxiliarist Harold E. Sturm, Public Relations Officer of a Michigan flotilla, voiced a more emotional reaction to the problem (with due apologies to Oliver Wendell Holmes's "Old Ironsides"):

Old Fiberglass-Sides

Aye, take your Auxiliary ensign down,
Long has it waved on high.
And many an errant boatman
Has hailed it to the sky.

Beneath it roamed our SAR patrols
On missions far and wide,
In search of boaters stranded
Or deserted by the tide.

Our decks once white with spray and foam,
While searching sea and bank,
Nor more shall engines cough and roar,
With empty fuel tanks.

Oh, better that our silent craft
Should sink beneath the waves.
Their valiant deeds 'ere long forgot.
So there should be their graves.

So, lower the famed "Blue Ensign,"
Pull your boat up on the bank,
And write to Mr. Simon,
Asking fuel for your tank.[48]

In the fall of 1974 Admiral Bender approved a new organizational scheme designed to distribute the organization's administrative chores more efficiently. The existing Coast Guard Districts were to be grouped into three "Areas," as follows:

Eastern Area	**Central Area**	**Western Area**
1st District	2nd District (NR)	11th District
3rd District (NR)	2nd District (SR)	12th District
3rd District (SR)	2nd District (ER)	13th District
5th District	2nd District (WR)	14th District
7th District	9th District (ER)	17th District
8th District	9th District (CR)	
	9th District (WR)	

Each area would elect a new administrator, with the title National Area Rear Commodore (NARCO). The new system went into effect on January 1, 1975.[49]

On the same day, by directive from Headquarters, the Auxiliary's CME program cemented the relationship between the Coast Guard and the various state boating safety agencies, as mandated by the Boat Safety Act of 1971. Henceforth "all state equipment requirements, with the exception of marine sanitation device requirements, must be met by the owner/operator of a motorboat before being awarded the Courtesy Motorboat Examination Decal."[50]

In 1975 the Chief of the Office of Boating Safety, RADM David Lauth, initiated a program whereby the Auxiliary would help keep merchandise that failed to meet federal safety standards from getting into the hands of consumers. The Marine Dealer Visitation Program, which went into effect at the beginning of the following year, was designed to form a cordial relationship between the Auxiliary and the businessmen who were selling boats and boating gear to the public. As the promotional literature from Washington put it, "the marine dealer is the one individual that comes in direct contact with the boater. If we can convince the dealer of the value of conveying safety information at the same time he sells a boat or related equipment, we can make great strides toward our ultimate goal, safe and enjoyable recreational

boating." The long-range goal of the program was for every dealer in the country to get an annual visit from an Auxiliarist. "The primary reason for the visit is to ensure that the dealer understands the principles of the boating safety program. The visit should be conducted with the clear objective of passing information to the dealer. The dealer must be left with the feeling that the Auxiliarist is sincerely interested in helping him make certain that his merchandise is safe for the boating public. The program would have three more specific objectives:

> a. To make the dealer more familiar with his responsibilities under current federal regulations.
> b. To utilize the dealer as the contact point for making the boating public more aware of State and Federal requirements for boating safety, as well as, the availability of Auxiliary PEC, CME, related materials, and other Auxiliary programs.
> c. To establish and/or improve working relations between the dealer, the Coast Guard Auxiliary and the Coast Guard."[51]

Like everything else related to recreational boating, the Dealer Visitation Program had to contend with some formidable numbers and bureaucratic complications. The Office of Boating Safety's mailing list included 8,661 marine dealers. Washington sent all the District Directors of Auxiliary the names and addresses of the dealers in their respective districts, with instructions to identify any additional dealers who weren't on the lists. The DIRAUX was then to match the dealer's address with the appropriate division and flotilla. Headquarters recognized that in large metropolitan areas there would be too many dealers for the neighborhood flotilla to visit; in such cases "the Director should be approached with a request for assistance from Auxiliarists outside the local area." The program would be run through the existing staff structure for the CME program. To become eligible for selection as a "Marine Dealer Visit Representative," an Auxiliarist had to submit a letter of application to the Flotilla Commander and Division Captain, and had to have been qualified as a Courtesy Examiner for at least a year. (The guidebook from Washington emphasized, though, that "applicants recommended for this program must be those who portray the best Coast Guard Auxiliary image. Skill as a Courtesy Examiner is a secondary importance.") Auxiliarists who were themselves marine dealers, marine law enforcement agents, or "engaged in selling marine related products or services" were ineligible.[52]

The Auxiliary representative, armed with a formidable package of brochures describing federal and state safety regulations and Auxiliary activities, was urged to visit the dealer shortly before the opening of boating season. The dealer would be invited to sign the Marine Dealer Boating Safety

Pledge, in which he agreed to "properly handle all First Purchaser Lists for my customers" and "maintain the current Coast Guard Defect Notification Campaign listing and advise my customers of its provisions." He would also agree to "support the activities of the U.S. Coast Guard Auxiliary" by at least four of the following means:

> a. provide space for the display of Auxiliary pamphlets and other Boating Safety public relations materials in a prominent location at my place of business.
> b. offer for sale an equipment package that satisfies the requirements of the Courtesy Motorboat Examination (CME) program.
> c. post the local CME schedule and explain the value of the CME program to my customers.
> d. make my facilities (dock, parking lot, etc.) available for use as a Courtesy Motorboat Examination station and so advise my customers.
> e. post the local Auxiliary Public Education Course (PEC) schedule and explain the value of the PEC program to my customers.
> f. make my facilities available to local Auxiliary flotillas for the conduct of Public Education classes and so advise my customers.
> g. for customers who make large purchases, sponsor the text and registration fee if they will enroll in an Auxiliary PEC.
> h. promote Boating Safety by encouraging Auxiliary membership and activities.
> i. sponsor boat show space for Auxiliary boating safety booths and/or public education classes.[53]

The complying dealer would be awarded a "Cooperating Marine Dealer" decal to put on his door or window.

On May 25, 1975, a 50-mile-per-hour wind storm suddenly hit Lake Travis, near Austin, Texas, in the middle of a sailboat race. More than 150 boats were on the lake at the time. Within five minutes about thirty-five of them capsized. Five Auxiliary facilities from Flotilla 75 were on hand. Auxiliarists Paul and Kay Hatgill had four capsized boats in tow at once. As the Eighth District journal reported the incident, "at the awarding of trophies at the yacht club that evening, they gave three cheers for the Coast Guard Auxiliary and Flotilla 75 members, and added...'thank God they were there!'"[54]

Auxiliarist Kenneth M. Gilbertson ran a machine shop in East Portland, Oregon, and donated much of his spare time to SAR patrols with Flotilla 75 in his high-speed power cruiser, *Debby Lu II*. Between 1969 and 1974 Gilbertson towed more than two hundred distressed boats into Portland Harbor. In 1972 he received the Oregon Governor's Award for Boating Safety.[55]

On June 5, 1976, the Teton Dam on the Teton River in Idaho burst. Members of Auxiliary Flotilla 11-3 went into action, warning boaters on the

reservoir to get ashore and helping direct the sandbagging operations around the city of Idaho Falls.[56]

Back in 1960 the Commandant had vetoed the concept of Auxiliary flotillas made up of skindivers, on the grounds that "by statute - neither as expressed or by intent - was it desired that the Auxiliary encompass all marine related activities." Over the next decade and a half the sport's popularity had continued to increase. In 1975 the National Board recommended that skindivers be admitted to membership in the Auxiliary. The Commandant, ADM Owen W. Siler, approved, with the proviso that any such new Auxiliarist be required to pass a nationally-recognized course in dive safety. The Auxiliary office in Washington began work on a safety manual for divers.[57]

It probably was inevitable that a volunteer organization like the Coast Guard Auxiliary would adopt a grumpy attitude toward one feature of any governmental institution: paperwork. Regular Coast Guardsmen and federal employees accepted that contending with a mass of red tape was part of their jobs. As the Auxiliary expanded, its record-keeping function became more elaborate. Boating enthusiasts who had joined with visions of charging around harbors on SAR patrols found themselves spending hours in offices, filling out forms. Each flotilla had a staff officer responsible for keeping the District Coast Guard office up-to-date on what the flotilla was doing. A District Auxiliary Membership Accounting System generated records of how many CMEs each member had conducted, how many members were teaching PICs, how many hours each Auxiliarist was spending on patrol under orders each month, and all the other data that revealed how the organization was functioning. A special form had to be filled out for each sort of activity, and the form had to be passed up the chain of command from flotilla to division to district to Washington. The system was cumbersome and time-consuming. No one in either the Coast Guard or the Auxiliary liked it.

Headquarters concluded that it had an answer to the problem: the Auxiliary needed to enter the computer age. The Coast Guard was reveling in a newly-developed system that connected each district office to the headquarters building in Washington via computer link. The computer, it was concluded, could slice through most of the red tape, drastically cut the number of people who had to be involved in the record-keeping process, and let Auxiliarists get back on the water and into the classrooms where they belonged.

The new computer program, called AUXMIS (Auxiliary Management Information System), made its debut late in 1974. The consultants who designed it claimed it would make Auxiliary headquarters in Washington the center of a new, streamlined data base, bypassing most of the chain of command and reducing the level of bureaucratic angst at all levels. Each

flotilla got a new batch of forms. Henceforth each individual Auxiliarist would fill out an index-card-sized form whenever he or she engaged in any sort of Auxiliary activity. Every Auxiliarist had a 5-digit number, the entry of which on the form would ensure that credit went where it should go. The back of each form was pre-addressed for mailing to the District Coast Guard office. When the form arrived there, a Coast Guard yeoman or civilian employee would copy the data on a key-punch machine and send it electronically to Washington. National headquarters would compile the data into monthly and annual reports.[58] The objective, as one District Director put it, was "to redistribute the administrative load from a few staff officers to each member. That is, each Auxiliarist will be responsible for his own input into the AUXMIS system."[59]

AUXMIS got a mixed reception. The Coast Guard, like many other institutions that were shouldering their way into the computer age, found that the path to modernity was strewn with navigational hazards. The typical computer of the early 1970s was an ominous-looking piece of machinery that dominated a good-sized room. Data was stored on huge spools of magnetic tape. Only a few specialists in any office knew how to work the computer. Everybody else wrote letters and numbers in little boxes on forms and turned the forms over to the computer operator, who spent hours each day keying the data onto the tapes. If everything was working properly, the computer periodically spewed forth an intimidating stack of grey and white paper, each sheet connected to the next. Left to itself, the accordion-like mass of paper presumably would continue to grow until it swallowed up everything and everyone in the room. And in its first few years of operation AUXMIS broke down about once a week. The typical middle-aged, well-to-do boating enthusiast scarcely could be blamed for looking askance at such a spectacle.

Part of the problem was that AUXMIS, like so many other early computer programs, seemed initially to be complicating life rather than simplifying it. One anonymous journal contributor commented that "I have heard members of my own Flotilla express indifference to AUXMIS, [and] some downright hostility, especially to all those forms."[60] More than one Auxiliarist rebelled at the prospect of fitting each letter and number into a specified block on a form - and drawing a diagonal line through every zero in order to distinguish it from the letter "O." The key concept was that individual Auxiliarists were to communicate directly with the district offices, but it was also necessary to keep various officers on the flotilla and division levels informed. The typical AUXMIS form was in seven parts, each of which was supposed to go to a different destination. The sheets were impregnated with carbon, so that, in theory, a ballpoint pen firmly applied to the top sheet would fill out all the others. Theory often did not match reality, and the blanks on the

bottom sheet - the card that got mailed to the district office - frequently contained nothing but pale indecipherable smears. In 1976 the Coast Guard published a AUXMIS User's Manual for the specific purpose of telling Auxiliarists how to fill out the forms.[61] District Directors of Auxiliary adopted a new motto in their banquet speeches and newsletter columns: "PRESS HARD."

By the end of 1975, however, AUXMIS had begun to generate some interesting statistics. In December of that year *The Navigator* was able to construct a profile of the typical Coast Guard Auxiliary flotilla:[62]

Basically Qualified (BQ) members	27.9
Conditional members	3.1
AUXOP members	0.5
Other specialist members	7.9
Instructors	7.4
Courtesy Examiners	8.5
Vessels	10.1
Aircraft	0.1
Radio stations	0.4
Non-facility-owning members	18.0
Boating Safety and Seamanship courses taught per month	1.25, with 24.4 graduates per course
Public Education sessions per month (including BS&S courses)	20.6
Member Training sessions per month	7.0
Courtesy Examinations administered per month	8.5, with 59.7 percent passing
Patrols per month	20.6, averaging 6.7 hours
Assists per month	10.8 assisting 30.3 persons and property valued at $9400 per assist
Support Missions per month	8.5, averaging 7.1 hours per mission
New members enrolled per month	5.6
Members disenrolled per month	2.4

AUXMIS also enabled the Chief Director's office to keep track systematically of how the various districts, divisions, and flotillas were performing in comparison with each other. In 1975 Headquarters set up a "Goal Attainment Process" that, giving due consideration to each unit's capabilities, set targets for the number of CMEs it would administer, the number of students in its PECs, and other activities, as demonstrated by the AUXMIS forms that the unit sent to District Headquarters. An elaborate

system of awards was set up to recognize the units that met and exceeded the goals.[63]

The United States Bicentennial in 1976 was the occasion for the most massive public display of patriotism in the country's history. Many of the events had a maritime flavor. Nations around the world sent the "tall ships" that trained cadets in naval and merchant marine academies to visit the United States in a massive operation known as OPSAIL 76.

The planning for OPSAIL got under way more than a year in advance. The training vessels would run a race from Bermuda to Newport, Rhode Island, arriving there late in June. They would then proceed to New York for a parade through the harbor on July 4, passing in review before an international fleet of warships with dignitaries including the President of the United States on board. After the Fourth of July celebration the sailing vessels would scatter to various ports on the east coast. These festivities were expected to attract the largest fleet of small spectator craft yet seen. The resources of all available law enforcement agencies, from the Coast Guard to the New York Police Department, would be called into action.

Third District Coast Guard headquarters assigned three duties to the Auxiliary:

1. Safe passage of the OPSAIL fleet.
2. Spectator fleet control.
3. Search and rescue deployment.

A total of 259 Auxiliary vessels, with more than a thousand Auxiliarists on board, were assigned to the operation.

The "tall ships" began arriving at Newport on the morning of June 30, and received an even more enthusiastic greeting than anyone had anticipated. Virtually every highway in Rhode Island was clogged with tourists, and the Newport waterfront, always a festive place during the yachting season, took on the appearance of a carnival. A few days later the big vessels weighed anchor and headed for New York, accompanied by a throng of pleasure boats. The Coast Guard Auxiliary was on hand to shepherd the smaller craft through Long Island Sound, and set up patrols around the anchorage off Sandy Hook where the schoolships rendezvoused.

Many Auxiliarists had spent five nights on cots provided by the Civil Defense when July 4 arrived. The OPSAIL fleet that stood into New York Harbor that morning consisted of more than 250 vessels. A full-size replica of Columbus's *Santa Maria* was in the lead, and the Coast Guard Academy's training bark, the *Eagle*, had a prominent place in the column. President Ford reviewed the proceedings from the flight deck of the aircraft carrier *Forrestal*.

Ninety Auxiliary facilities patrolled the 16-mile parade route. An awkward moment came when the *Santa Maria*'s diesel engine broke down. Auxiliarist George Block and his facility, the *Laura B.*, made "the assist of the year" by towing the disabled caravel to the nearest pier.[64] The operation was remarkably free of serious accidents. There were the usual problems with alcohol and general carelessness among the spectator fleet, but no fatalities.

OPSAIL 76 turned out to be the biggest single peacetime operation the Auxiliary had yet undertaken. Over a thousand Auxiliarists logged nearly six hundred patrols and over two hundred transit movements under Coast Guard orders. An additional forty-two Auxiliarists helped with communications, and another hundred acted in various supporting capacities on shore. VADM W.F. Rea, III, commanding the Third Coast Guard District (NR), awarded the Auxiliary in his area a Coast Guard Public Service Commendation for its "totally professional" performance.[65]

OPSAIL 76 did not end in New York. After the Fourth of July festivities the "tall ships" fleet split up to visit other east coast ports, including Boston, Baltimore, and Philadelphia. In each of those cities a small armada of pleasure boats turned out under Coast Guard Auxiliary escort to see the big sailing vessels.

Until the mid-seventies the relationship between the regular Coast Guard and the Auxiliary was, for the most part, cordial but casual. The "Membership Growth Program" initiated in 1969, for example, had set a long-term membership target of a hundred thousand - but no one in the Coast Guard had ever done a study to establish whether that figure was either realistic or essential.[66] By 1975 Headquarters had concluded that the Auxiliary was going to be a key member of the Coast Guard team for the foreseeable future, and that Headquarters' attitude of salutary neglect needed to be rethought. In June of that year the Coast Guard hired a Washington consulting firm called University Sciences Forum to undertake a major study of the Auxiliary, with the ambition of determining how effectively the Auxiliary was doing its job and how to do it better in the future.

USF spent more than a year on the project. Five hundred Coast Guard officers and warrant officers and about four thousand Auxiliarists received forms that sought their opinions on a variety of subjects, from the relationship between Auxiliarists and regulars to the overall effectiveness of the Auxiliary and that long-time favorite target of complaints, AUXMIS. Researchers conducted interviews with a wide assortment of people connected with Auxiliary activities: the Chief Director and his staff, six District Directors and their staffs, seven former District Directors, the National Commodore and Vice Commodore, three past National Commodores, five District Commodores, eighteen Auxiliary National Staff members, forty-one other active Auxiliarists,

the Chief Commander of the U.S. Power Squadron, several officials of the Civil Air Patrol, and two thousand members of the boating public.[67]

USF's final report, which occupied more than a hundred typed pages, was generally favorable toward both the Coast Guard and the Auxiliary but did identify some significant problems. One concerned the mechanics of the relationship between Auxiliarists and the Coast Guard chain of command. The normal points of contact were the Chief Director's office in Washington (which was staffed by a handful of regulars and civilian employees, with a minuscule budget that did not even put a government car at their disposal) and the District Directors of Auxiliary. The latter were, for the most part, either young lieutenants, lieutenant commanders, or commanders, or older officers doing their last tours prior to separation from the service. The positions rotated frequently, with a deleterious effect on efficiency. As one Auxiliarist put it, "it takes us about a year to train [a new District Director] in what he is supposed to do for us."[68]

The survey of Auxiliarists generated few surprises. Of the four thousand who received questionnaires, 2,461 sent them back in usable form. Most were veteran boating enthusiasts with at least ten years' experience. More than a third had spouses or other family members who were also members of the Auxiliary. The typical Auxiliarist was middle-aged or older, had a college education, was a military veteran, and was relatively affluent. (More than one fourth of the respondents were in the highest annual income category, "over $35,000.")[69] About half attended flotilla meetings regularly, and slightly more than a quarter were working toward AUXOP status. Only one question on the USF questionnaire dealt with the relationship between the Auxiliary and the Coast Guard. The responses were encouraging, but suggested the potential problem that many Auxiliarists and regular officers had suspected:[70]

Opinion	Number	Percentage
Aux should be closer to COGARD	597	24.7
Present relationship OK	1,050	43.4
Aux should be more separate	84	3.5
No answer	688	28.4

The regular Coast Guard officers who were surveyed expressed "a generally high regard for the Auxiliary," and gave it high marks for "overall effectiveness":[71]

Rating	Number	Percentage
1 (poor)	0	0
2	5	1.4
3 (fair)	100	28.7
4	217	62.4
5 (excellent)	26	7.5
No answer	96	

The Auxiliary also got high marks from the two thousand amateur boaters USF surveyed. The vast majority "readily consented" to be interviewed about the Auxiliary. About three quarters of them "had heard something about the Auxiliary," a response rate that, as the report put it, "indicates a somewhat effective Public Relations program."[72] The Auxiliary's emphasis on good manners and professionalism seemed to be working; "only a very small number of non-Auxiliary boaters did not have a good first impression about the Auxiliary," and "about 50% reported a positive reaction. This may be interpreted as good."[73] On the other hand, the public didn't demonstrate much interest in learning more about the Auxiliary. Only about a third accepted the informational brochures the researchers offered them.

The report, predictably, reserved its harshest language for the computer system, which it described as "universally misunderstood." Nearly all the surveyed Auxiliarists below the level of Commodore "raised questions and voiced objections. It appears that the rank and file do not understand the purpose and advantages of AUXMIS." USF recommended "publication of a users manual (not input instructions) for AUXMIS. Tell all members what it is about and how and why it will help them if they use it right."[74]

Another, more surprising target of the USF report was the Academy Introductory Mission program. The researchers concluded that it was a waste of resources - especially in view of the fact that the Academy was not experiencing any shortage of applicants. USF recommended that "the Auxiliary...be urged to drop, at least temporarily, the AIM program and use available funds for improved member training, especially leadership and operations."[75]

University Sciences Forum was skeptical about the membership target of a hundred thousand, which it considered "unrealistic." The report questioned "the propriety of having an Auxiliary force which is significantly larger than the Coast Guard," suggested that future membership drives emphasize "quality versus quantity," and recommended that a progressively rising cap be placed on national membership: forty-five thousand through 1980, fifty thousand through 1985, and sixty thousand through 1990.[76]

The concluding summary described the Auxiliary as "an extremely important support function of the Coast Guard" and a good investment of the

taxpayers' money. Though there was no way to measure the financial expenses or benefits precisely, it was estimated that each dollar the Coast Guard spent on the Auxiliary netted about sixteen dollars worth of "direct services." USF warned that "although there is general awareness of the role and value of the Auxiliary, within the Coast Guard, more and better education of this facet of the COGARD, is needed throughout." The future of the Auxiliary looked "strong and viable," though more emphasis needed to be placed on quality rather than sheer numbers of memberships. "In summary, we consider the Auxiliary the greatest economical resource readily available to the COGARD. It performs in an outstanding manner and its personnel are among the most professional group of volunteers in the nation...."[77]

The Commandant, Admiral Siler, reacted to the University Sciences Forum report by appointing his own "Long Range Planning Board for the Coast Guard Auxiliary." This body, chaired by CAPT Gilbert L. Kraine, Deputy Chief of the Office of Boating Safety, consisted of eleven Coast Guard officers and warrant officers and three civilian employees. Their assignment was to "review the present roles and any potential future role of the Coast Guard Auxiliary in the various Coast Guard mission areas," to "determine the alternative paths for the future development of the Auxiliary, the tradeoffs involved." and to "prepare a specific plan for the recommended course."[78]

The new board perused the USF research meticulously and solicited additional input from District Commanders, Directors of Auxiliary, and program managers at Headquarters, as well as the National Commodore and Past Commodore of the Auxiliary. Captain Kraine presented the board's report to Admiral Siler in April, 1977.

The report identified several dozen specific problems. Many of the general conclusions echoed those of USF: Auxiliary missions needed more precise definition, the lines of communication between Auxiliarists and regulars needed to be cleaned up, the Auxiliary office in Washington needed a bigger staff, and something needed to be done about AUXMIS.

Captain Kraine's board offered no fewer than twenty-three specific recommendations, ranging from increased standardization of staffing in DIRAUX offices to the publication of an AUXMIS handbook. Admiral Siler approved virtually all of the recommendations.[79]

The Kraine board considered the issue of the Auxiliary's future size to be especially important. In the organization's four-decade existence, the report noted, "it might be said that the Auxiliary was never really planned, 'it just grew that way.'" [80] With Auxiliary membership surpassing the size of the regular Coast Guard, and the Coast Guard relying on the Auxiliary to carry out 20 percent of its SAR mission, that approach was no longer satisfactory.

During the past decade or so the Auxiliary had been expanding at a rate of about 5.7 percent per year. Some of that growth, however, had taken place only on paper. Flotillas felt pressured to bring in new members, many of whom rarely showed up for meetings or operations. The Kraine board recommended that the Auxiliary abandon the old target of a hundred thousand members. Instead, it should "emphasize member training and qualifications in lieu of growth and [be allowed] to grow at whatever natural rate results."[81]

The Kraine report noted that, though the aviation component of the Auxiliary had undergone a modest expansion during the seventies, interest in the subject remained inconsistent around the country. In some districts the Coast Guard made frequent use of Auxiliary aircraft; in others no aviation component existed.

Much of the enthusiasm for Auxiliary aviation was centered in the Southwest. The Eleventh District had four "all-aircraft flotillas." Flotilla 12, headquartered in San Diego, had forty-four active members and twenty-four airplanes, five of them twin-engined. Between Memorial Day and Labor Day ("SAR Season") each year they flew regular patrols from the Mexican border northward to Newport Beach. In 1972 the unit's pilots logged seventy-five thousand hours of flight time - nearly two thousand hours per pilot. In 1978 another Eleventh District aviation unit, Air Flotilla 10 of Division V, hosted the first annual "All-District Fly-In" at Catalina Island. Activities included a "spot landing" competition and an invitation to inspect a visiting Coast Guard helicopter. Eleventh District Coast Guard officers, always looking for ways to stretch their resources, often called on Auxiliary aircraft to help out. Flotilla 12 ferried Coast Guard pilots, helped search for lost aircraft, and occasionally collaborated with the Civil Air Patrol and Border Patrol. A plane from Flotilla 10 transported a Coast Guard inspection team to and from the remote Loran station at Searchlight, Nevada.[82] In 1976 Auxiliarist Gary Danforth of the Eleventh District received the Flight Instructor of the Year award from the Federal Aviation Administration.[83]

In the fall of 1979 the Auxiliary boasted 199 aircraft facilities nationwide. Twenty-three of those aircraft were twin-engined; eleven were seaplanes. Forty-eight operated out of the Eleventh District.[84]

Perhaps the most accomplished Auxiliary aviator of the period, though, was a member of Flotilla 16, Division 1 of the Seventh District, operating out of Panama City, Florida. Betty Wood McNabb joined the Coast Guard Reserve as a TR during the Second World War, during which she and her husband, LTCDR Harold McNabb, USCGR, used their houseboat to conduct anti-submarine patrols. Late in the war she joined the Army, and her Coast Guard

affiliation lay dormant for nearly three decades. She earned her pilot's license in 1951, while working as a medical records consultant for the state of Georgia. Flying became a passion for her. She flew over forty-eight states, five foreign countries, and most of the Caribbean islands, became one of the first women to break the sound barrier, and was the first woman to graduate from a non-resident course at the Air Force War College. She attained the rank of Lieutenant Colonel in the Civil Air Patrol, and twice served as president of The 99s, the international organization of women pilots founded by Amelia Earhart.

In 1971 the McNabbs moved from Georgia to her home town of Panama City, where, a couple of years later, they joined the local Auxiliary flotilla. Between 1973 and 1992, Betty McNabb logged more than 1500 flight hours on Auxiliary operations. Virtually every weekend she would climb into her Grumman Tiger and fly along the Florida coast between Pensacola and St. Marks, looking for boats in distress, oil spills, and hazards to navigation. She qualified as a vessel examiner and public education instructor, and in 1985 was appointed to the National Staff as Branch Chief for Air Safety. In 1977 she was inducted into the National Aerospace Hall of Honor.

In a 1987 interview, McNabb said "flying is so much a part of my life that I'm going to fly as long as I can." She flew her last Auxiliary mission in 1991, at the age of 82. She was still on the roster of Flotilla 16 when she died in 1996.[85]

On July 16, 1977, at the Lynnwood Air Fair near Seattle, two aircraft of the Snowbirds, the aerobatic demonstration team of the Canadian Armed Forces, collided in midair and crashed into Puget Sound. Auxiliarists Ken Williamson and Don Martin, on patrol nearby in their boats, sped to the site of the flaming wreckage and picked up both pilots in good condition.[86]

In August, 1979, President Jimmy Carter, his wife, and their daughter took a vacation cruise from St. Paul, Minnesota to St. Louis on board the famous sternwheeler *Delta Queen*. The presence of the President of the United States on the river for a week created some spectacular logistical problems for the Coast Guard. Among the fleet escorting the *Delta Queen* were twenty-eight Auxiliary facilities, which, in addition to keeping onlookers away, provided bunks for Secret Service agents and regular Coast Guard personnel. President Carter personally thanked all the Coast Guardsmen and Auxiliarists who were on hand at the end of the trip.[87]

Two months earlier the Coast Guard Auxiliary had celebrated its fortieth birthday. On June 23, 1979, the anniversary of the day Franklin D. Roosevelt signed the Coast Guard Reserve Act of 1939, the *Eagle* hosted an impressive ceremony at Alexandria, Virginia. Auxiliarists carrying the flags of the fifty states stood in formation on the big sailing barque's main deck. The Coast

Guard Band performed, and retired ADM Russell R. Waesche, Jr. served as master of ceremonies.[88] President Carter sent a letter of congratulations:

> You have demonstrated genuine concern for others through your volunteer service in a number of areas related to boating....These selfless efforts are in the best American tradition and have earned you the respect and thanks of your fellow boaters and citizens at large.[89]

Chapter Seven

"Leashed To the Dock"

1980 - 1989

For the Coast Guard and its Auxiliary the new decade began tragically and ended in controversy.

On the evening of January 28, 1980, the 180-foot Coast Guard buoy tender *Blackthorn* was outward bound from Tampa Bay, on the west coast of Florida. The weather was calm, visibility was excellent, the channel at the mouth of the bay was well marked, and all of the *Blackthorn*'s navigational gear was in working order.

Several other vessels were in the channel. The Soviet passenger ship *Kazakhstan* passed the *Blackthorn*, outward bound. The bright lights of the *Kazakhstan*, blending in with those of the cars driving on the Sunshine Skyway Bridge in the background, may have been a factor in what happened next. An American tanker, the *Capricorn*, was heading into the bay. The *Blackthorn*'s young officer of the watch gave a helm order intended to make the two vessels pass port-to-port, in accordance with normal procedure under the International Rules of the Road. At almost the same instant the *Capricorn*'s officer of the deck, who had only sighted the Coast Guard ship's lights after the Russian vessel had passed, made a whistle signal for a starboard-to-starboard passing. For a few crucial seconds, both ships were steering toward the center of the channel. The *Blackthorn*'s commanding officer stepped out of the chartroom and, seeing the danger his ship was in, ordered "Right full rudder" and "Stand by for collision." The two vessels collided, and the *Capricorn*'s port anchor tore into the hull plating of the *Blackthorn*'s port side. The tender became entangled in the freighter's anchor chain and capsized, going to the bottom in less than a minute.

Help came quickly from several directions. The *Capricorn*'s officers ran the ship aground to keep from hitting the nearby bridge, and promptly lowered

a lifeboat to look for survivors. Coast Guard and police helicopters joined in the search, along with every boat that happened to be in the vicinity. The *Blackthorn* had a complement of fifty officers and enlisted men. A shrimp boat pulled twenty-three survivors from the water, and a Coast Guard utility boat picked up four more. The remaining twenty-three Coast Guardsmen drowned.[1]

Seventh District Auxiliary Flotilla 1-1 happened to be in the midst of a monthly meeting when Coast Guard Station Clearwater put out a call for assistance. Four of Flotilla 1-1's facilities were on the scene within an hour, helping to look for survivors and keep spectator craft at a distance. Auxiliarists from Divisions VII, VIII, and IX drove to the station, and took over the watch there while the regulars took the station's boats to Tampa Bay.

Auxiliarist Kenneth A. Anderson, a certified diver and former regular Coast Guardsman, kept his scuba gear in the trunk of his car. He got a Florida Marine Patrol boat to take him out to the tender *Vise*, which was serving as flagship for the rescue operation. During a period of fifteen hours Anderson made the 60-foot dive to the wreck five times, and assisted in the recovery of four bodies before the C/O of the *Vise* told him to get some sleep.[2] Anderson was awarded the Auxiliary Plaque of Merit.

Three months later the Coast Guard raised the remains of the *Blackthorn*, but the hull was damaged beyond repair and the tender was scrapped. The Auxiliary established a fund to build a monument near the Sunshine Skyway Bridge in honor of the Coast Guardsmen who had gone down with their ship.[3]

January of 1980 also saw a devastating flood in central California. Six members of Auxiliary Flotilla 10-4 received commendations from the Commandant, ADM John B. Hayes, "for meritorious service...while engaged in flood relief operations," including "flood control efforts" and "removing dead cattle, preventing a major health hazard in the Delta."[4]

Tampa Bay Channel was the scene of another tragedy a few months later. On the morning of May 9, 1980, an American freighter named *Summit Venture* slammed into the Sunshine Skyway Bridge. A section of concrete and metal more than a thousand feet long collapsed. Some drivers on the bridge slammed on their brakes in time, but for others it was too late. A Greyhound bus and eight other vehicles fell into the bay.

The Coast Guard set up a search-and-rescue operation, with the tender *White Sumac* as flagship. Sixteen Auxiliary facilities from Division VII and four from Division VIII got to the scene promptly and began searching for survivors. They found none, but picked up one body and considerable debris from the sunken vehicles. During the next several days the Auxiliary maintained patrols during the daylight hours to keep boat traffic out of the

area while the *White Sumac* laid a line of buoys to mark a new temporary ship channel, and salvage vessels raised the bus and cars. The death toll was thirty-five.[5]

The year 1980 was a busy one for Auxiliarists in Florida. In April, Cuban President Fidel Castro announced that Cuban citizens would be permitted to embark at the port of Mariel for passage to the United States. The motive behind Castro's action was unclear; the American government eventually came to suspect that he was attempting to "dump" a huge number of criminals and other undesirables in the United States. At any rate, Cubans began making their way to Mariel and trying to arrange transportation across the hundred miles or so of water that separated it from Florida.

For the U.S. government in general and the Coast Guard in particular, Castro's announcement created a legal and ethical headache of epic magnitude. Under United States and Cuban law, private vessels operated by American citizens could not enter Cuban waters. The U.S. State Department asked permission from the Cuban government to station a Coast Guard cutter at Mariel for the purpose of processing the immigrants and arranging safe transportation for them. The request was refused. The Coast Guard then proposed to station a ring of cutters just outside Cuban territorial waters, where the ships would load up with refugees and transport them to Florida. The massive boat traffic in both directions quickly overwhelmed that scheme.

Neither Castro nor the Carter administration had predicted the sheer size of the exodus from Mariel. People were fleeing Cuba by the tens of thousands. Many of the would-be immigrants had relatives living in the United States, and many other Floridians sympathized - especially when pictures of leaky boats and rafts overflowing with impoverished men, women, and children began appearing in American newspapers and on television news shows. Cabin cruisers, fishing boats, and even outboard runabouts began heading for Mariel, their owners motivated by a mixture of avarice (some refugees could afford to pay handsomely for their passage) and humanitarianism.

Virtually every Coast Guard vessel in the Seventh District abandoned its normal drug interdiction duties and headed for the Straits of Florida. Other east coast districts sent cutters and aircraft. The Navy contributed five amphibious warfare ships and six minesweepers. President Carter authorized the Commandant of the Coast Guard, ADM John B. Hayes, to call up nine hundred reservists.[6]

By the end of May, "Operation Key Ring" was stretching the Coast Guard's resources to the breaking point. Commodore Bolling Douglas of the Seventh District Auxiliary got a phone call from District Headquarters.[7] She was asked to make 165 personnel and fifty-two boats available, both to assist

with Key Ring itself and to take over regular Coast Guard operations that were being neglected.

Two Auxiliarists, Drs. Harold and Beatrice Kuhn, offered the use of their house on Big Pine Key as a temporary communications and operations center. Commodore Douglas and her staff moved into the house, brought in several pickup truckloads of office equipment, and set up three radio stations, which stayed on the air from six a.m. to eight p.m. for the next eighteen days.

Auxiliarists began standing watches at shore stations that the regulars had left unattended. Auxiliary facilities of various sizes also took over search-and-rescue operations in the Florida Keys. Much of the duty was onerous. Auxiliarists were supposed to help the Coast Guard prevent boats that were too small or lacked the necessary equipment from heading for Cuba. Since the Auxiliary had no law-enforcement authority, and the nearest regular Coast Guard vessel was usually over the horizon, Auxiliarists had to rely on their powers of persuasion. Sometimes they were outdone in that realm. One Auxiliary facility intercepted a 16-foot runabout heading out to sea from Key West. The Auxiliarists tried to talk the owner into turning back, but he was adamant: "this is my one chance to get my mother and father out of Cuba." The Auxiliarists loaned him a compass and sent him on his way.[8]

Operation Key Ring officially ended on June 17, but boatloads of refugees continued arriving in the United States for several more weeks. According to the Coast Guard's count, 125,698 Cubans made it to the United States in the spring of 1980. During Operation Key Ring, Coast Guard, Navy, and Auxiliary vessels rendered assistance to 1419 boats, and the Coast Guard interdicted 199 American boats that were trying to enter Cuban waters illegally. The Auxiliary contributed 25,000 man hours, conducted 400 patrols, and handled 75 SAR cases.[9] The Commandant, Admiral Hayes, commented:

> I am extremely proud of the superb performance of all Coast Guard personnel directly and indirectly involved in the operation. It takes a special sensitivity to conduct effective law enforcement and render humanitarian service through search and rescue; sometimes simultaneously. The units and personnel operating in the Straits of Florida maintained that fine balance and performed admirably during all phases of the operation. Equally important have been the dedication and perseverance shown by those persons and units left behind to face the onslaught of increasing mission demands in the home district with a reduction in personnel and equipment. This applies to all our active duty, Reserve, and Auxiliary personnel from each of our twelve districts and various headquarters units and staff elements....The Coast Guard has truly demonstrated to our nation and the world that Semper Paratus is more than a motto, it is a statement of fact about our people.[10]

At the district conference a few months later, Admiral Hayes presented the Seventh District Auxiliary with a Coast Guard Unit Commendation.[11]

April of 1981 saw the first of NASA's space shuttle missions. The increasingly frequent shuttle launches were visually spectacular, and attracted throngs of spectators. The waters around Cape Canaveral provided fine vantage points for boaters who wanted to see the show.

The Coast Guard and the Auxiliary developed a routine for patrolling a horseshoe-shaped "security zone" around Cape Canaveral and the Kennedy Space Center. For the third launch of the shuttle *Columbia*, in March, 1982, for example, the Coast Guard deployed two 82-foot patrol boats, two 41-foot utility boats, and seven smaller craft. Seventeen Auxiliary boats were on hand, with a radio-equipped motor home serving as command post. During the two days when the Auxiliarists were under orders they handled twenty-five SAR cases.[12]

On January 28, 1986, when the shuttle *Challenger* exploded shortly after liftoff. All seven astronauts on board were killed.

NASA's investigation into the tragedy centered on the hundreds of large and small fragments of the shuttle that landed in several hundred square miles of the Atlantic. The Coast Guard and the Navy initially assumed that the debris field would be a considerable distance offshore, beyond the reach of small boat searches. A few days after the explosion, however, identifiable pieces of the *Challenger* began washing up on the Florida beaches. On the morning of January 31, twenty-three Auxiliary facilities from Port Canaveral, Ponce de Leon Inlet, and Mayport began patrolling the coastline north of Cape Canaveral. They put in nine hundred man hours on the operation, but found scarcely anything before the Coast Guard called off the search three days later.[13]

The Auxiliary continued to assist the Coast Guard with SAR patrols at high-profile yachting events, such as the America's Cup races at Newport in 1983 and at San Diego in 1988. One of the more unusual race patrol assignments came in 1986, when the National Balloon Racing Association held its championships at Naples, Florida. Forty-two hot-air balloons took part. Auxiliary Flotilla 93 patrolled the course throughout the four-day competition. Several of the competitors strayed from the course and came down in the water. In each case an Auxiliary facility was less than a hundred feet away, waiting to pick up the stranded balloonists.[14]

The Coast Guard called upon the Auxiliary when foreign dignitaries visited the United States by water. In 1982 Queen Beatrix and Prince Claus of the Netherlands attended a celebration in Holland, Michigan, commemorating the bicentennial of "cooperation" between that city and the Netherlands. The royal party watched an air show from the deck of the Coast Guard cutter

Acacia. Six Auxiliary facilities took part in the security detail, and the queen presented each of the skippers with a Dutch flag. In March, 1983, the British royal yacht *Britannia* arrived at San Francisco with Queen Elizabeth on board. The Coast Guard cutters *Morgenthau* and *Point Heyer* served as escorts, with five Auxiliary facilities keeping spectator craft at a respectful distance.[15] Five years later the *Britannia* paid a visit to San Diego, this time with HRH the Prince Andrew and his wife, the Duchess of York, embarked. Auxiliary facilities again assisted the Coast Guard with the around-the-clock security patrol.

In July and August of 1984 the city of Los Angeles hosted the Summer Olympic Games. A cloud of international politics was hovering over the Olympics in the early eighties. The United States had boycotted the 1980 Moscow Games in protest over the Soviet Union's invasion of Afghanistan, and most Eastern Bloc nations retaliated by refusing to send teams to Los Angeles. Huge crowds of international sports enthusiasts were expected nevertheless. Among the least publicized but, from the standpoint of organization and security, most complex aspects of the Olympics were the yachting events. The organizers expected as many as five thousand spectator craft.

The Coast Guard assembled an "Olympic Task Force" of regulars, reservists, and Auxiliarists under the command of CAPT John P. Flaherty, Jr., captain of the icebreaker *Polar Star*. The Coast Guard fleet consisted of four 82-foot patrol boats, eighteen utility boats, thirty-four rigid hull inflatable boats, and sixty-four Auxiliary facilities. About a thousand regulars and reservists and six hundred Auxiliarists took part. The Auxiliary was assigned two major responsibilities: regatta patrol and port security. Several additional facilities were assigned to "dignitary protection" duties, under the supervision of other law enforcement agencies.[16]

Regatta patrol duty in those circumstances was a less-than-pleasant experience. Sitting on station in an open boat under the California sun for hours at a stretch could be exhausting, and people on board the spectator fleet, many of whom had never taken an interest in sailing before, were a continuing source of exasperation. Many of the boats competing in the Olympics were tiny, 1- or 2-man craft that could find themselves becalmed by a boat full of spectators. Tempers frequently got hot when Coast Guardsmen and Auxiliarists had to tell boatloads of enthusiastic tourists to keep their distance from the race courses.[17]

Some of the Auxiliary facilities were designated "Hospitality Vessels," with the job of hosting 15-minute soft drink, coffee, and sandwich breaks every hour for the regulars and reservists of the rigid hull inflatables. A crewman on board one of the latter, BM2 Steven Kurkowski, sent *The Navigator* a letter of appreciation:

> As the old cliche goes - we couldn't have done it without you. We hope in the time to come that we can see you again. Best of luck, smooth sailing, fair winds, and who knows, maybe there will be jobs for us in Seoul, South Korea in 1988.
>
> For the Port Safety and Security RHIB Boat Crews - Thank You for the best Family we've ever had.[18]

One of the participating Auxiliarists, Donald Wieczorek, recalled afterward that the scene each morning on the dock was reminiscent of an old World War II movie.

> Men and women in uniforms were hustling about securing equipment, such as the hand held "scramble" radios that everyone used, and in the case of the regulars and reservists, securing weapons and ammunition. Skippers and crews were readying their boats for another day's "mission."...There was no distinction between regulars, reservists, or Auxiliarists. All were there simply to do a job - which indeed, was well done.
>
> ...One of the race days happened to be the birthday of our skipper's wife. Somehow, the crew of one of the RHIB's (Romeo 38) became aware of this fact. As they approached that day, they first stopped alongside the *Mai-Tai* and presented the birthday celebrant with three red roses and a birthday cake while they sang "Happy Birthday."
>
> ...On many occasions in the past, I have heard the Commandant..., as well as our National Commodore, Martin Herz, speak of the COAST GUARD FAMILY. After participating in the 1984 Olympic Task Force, I can truly say, I now know what they were talking about.[19]

In February, 1985, the Commandant, ADM James S. Gracey, presented the Coast Guard Olympic Task Force with a Coast Guard Unit Commendation for "exceptionally meritorious service."[20]

Many Auxiliary activities received less national attention than the Olympics, but offered their share of complications and rewards. In 1983 Auxiliary radio operators set up CGAUXNET, the Coast Guard Auxiliary Amateur Radio Net.[21] In the summer of 1984 the Minnesota River overflowed its banks after a heavy storm. The rising water stranded six hundred sheep on a newly-created island that had been a pasture. Three Auxiliary boats from the Second District collaborated with two from the local sheriff's department to land thirty bales of hay, which kept the sheep alive until a barge could evacuate them to safer ground.[22] Twenty Auxiliarists of the Fifth District put in a total of 2,692 volunteer hours patrolling the aquatic events at the 1985 Boy Scout Jamboree in Virginia. On Memorial Day weekend in 1987, twelve Auxiliary facilities from the San Francisco area took part in a celebration commemorating the fiftieth anniversary of the Golden Gate Bridge.[23]

Another major international athletic event took place in August, 1987, when the city of Indianapolis hosted the Pan-American Games. The yacht races were held at Michigan City, Indiana. The Coast Guard, again concerned about possible political demonstrations or even terrorist attacks, established a 64-square-mile section of Lake Michigan as a "security zone." CAPT James A. Umberger, with his headquarters on board the icebreaking tug *Neah Bay*, presided over 135 regulars, reservists, and Auxiliarists - the largest peacetime Coast Guard force yet assembled on the Great Lakes. The third day's competition was interrupted by a severe thunderstorm. As a Coast Guard witness described the scene, "the world-class sailboats sought shelter by clustering close to the Coast Guard vessels. They then followed the Coast Guard's flashing blue strobe lights to safety through the blinding wind and rain."[24]

In the summer of 1986 the National Park Service completed a lengthy restoration of the Statue of Liberty. A massive ceremony celebrating the reopening of the monument was scheduled for the Fourth of July, to coincide with another parade of naval vessels and sailing schoolships in New York Harbor.

The Statue of Liberty ceremony was the biggest such event to take place in New York since the bicentennial celebration of 1976. The Coast Guard once again set up a complex series of SAR patrols conducted by regulars, reservists, and Auxiliarists, with the 378-foot cutter *Dallas* serving as floating command post. The *Eagle* led the parade of ships, with dignitaries including Secretary of Transportation Elizabeth Dole, the governors of Connecticut and New Jersey, and Auxiliary Honorary Commodore Walter Cronkite on board. There were a few accidents (a sailboat and a powerboat collided under the Verrazano Narrows Bridge, tossing two people into the water), but no fatalities or serious injuries. An Auxiliarist who had taken part in OPSAIL 76 commented that the task of crowd control seemed to have become easier in the intervening years. "Then...they were coming out of the woodwork. It's different this time. They seem to understand why we're here this time."[25]

On several occasions during the 1980s the Coast Guard found itself in the middle of confrontations between the armed forces and protest groups. The first of the Navy's huge Trident-class nuclear submarines, the U.S.S. *Ohio*, arrived at its new home port of Bellingham, Washington, in 1982. A crowd of protesters and media led by the Greenpeace organization tried to set up a blockade and keep the sub from entering the harbor. Most of the regular Coast Guard's vessels and personnel had to abandon their normal duties and escort the *Ohio* to its mooring. More than 135 Auxiliarists took over communications and SAR watches at two dozen Coast Guard stations for as

long as a week. In 1987, Auxiliarists of the Seventeenth District performed similar duties when the nuclear submarine *Alaska* visited the port of Seward.[26]

Auxiliarists of the Fifth District got a more poignant assignment in June, 1989, when the Navy scuttled the World War II-vintage submarine *Blenny* off Ocean City, Maryland. The sub was given a carefully-chosen permanent resting place where it could serve as an artificial reef, providing a fruitful site for future generations of fishermen and scuba divers. Four Auxiliary facilities from Ocean City kept watch over the spectator fleet during the brief ceremony before the *Blenny* went down.[27]

One of the Auxiliary's more bizarre assignments went to the Eleventh District in 1989. When Paramount Studios filmed the movie version of the novel *The Hunt For Red October*, the film makers built a full-sized, but non-powered, replica of a Soviet submarine. It was assigned a mooring at the Coast Guard support center in San Pedro, and most of the scenes that supposedly took place in the North Atlantic were shot outside Los Angeles Harbor. The project got extensive government collaboration, with Navy and Coast Guard vessels and personnel appearing in several scenes. The Auxiliary's job was to escort the "Red October" as it was towed and from the site of the filming, and to keep curious onlookers out of the moviemakers' viewfinders. As *The Navigator* put it, "towing the 'sub' in and out of Los Angeles Harbor through the Angels Gate created quite a stir."[28]

Throughout the 1980s the Coast Guard continued to feel the pains of tighter budgets. With increasing frequency, District Commanders found that whenever their assets had to take part in some unusual activity, some normal but important duty suffered - unless the Auxiliary could step into the breach. Sometimes the temporary duties Auxiliarists were called upon to perform were mundane and time-consuming, but vital. When the Coast Guard tug *Capstan* had to go into a repair yard in 1981, for example, Auxiliarists Alan Tonelson and Jo Ann Daly moved their boat, the *Nauti Lass*, into the *Capstan*'s berth at Alexandria, Virginia and maintained the necessary radio and telephone watches.[29] On other occasions, Auxiliarists assisted in Coast Guard drills and maneuvers by serving as "criminals" and "enemies." Armed forces bases in the Southeast conducted a huge joint exercise, Operation Solid Shield, every spring. In the 1983 edition of Solid Shield several North Carolina Auxiliary flotillas were invited to participate in a test of military security in the neighborhood of Morehead City. The MPs and SPs found the Auxiliarists, in their civilian clothes on board their ordinary-looking motorboats, almost impossible to detect. Six Auxiliary facilities penetrated the security screen and planted "bombs" at a Coast Guard station and under the Morehead-Atlantic Beach bridge.[30]

In those districts that had aviation components, the Coast Guard often found uses for Auxiliary aircraft. Flotilla 12-7, of Roslyn, New York, flew ice patrols over the Hudson River.[31] The Coast Guard, in its ongoing battle against the drug trade in the Caribbean, bought forty-one HU-25 Guardian jets, equipped with sophisticated radar sets, from the Dassault Company of France, and borrowed a handful of E-2C Hawkeye early-warning aircraft from the Navy. Auxiliary aviators from the Fifth, Seventh, and Eighth Districts and their planes impersonated drug runners while the Coast Guardsmen trained themselves with the new equipment.[32]

In 1985 the Auxiliary signed a "Memorandum of Understanding" with the Civil Air Patrol. The members of the two organizations agreed to

> 1. Assist and train with each other on search and rescue (SAR) and disaster relief exercises and activities;
> 2. Arrange for qualified members with proper mission numbers or orders to function as crewmembers, observers, or trainees on each other's aircraft and on Auxiliary vessels;
> 3. Communicate on radio frequencies/equipment approved and agreed to by proper United States Coast Guard or United States Air Force authorities;
> 4. Appoint liaison officers and committees at the national and other organizational levels for direct coordination; and
> 5. Attend respective meetings and encourage mutual education and exchange of information, with emphasis at the unit level.[33]

YN1 Leonard Pohl was assigned to the Coast Guard station at Galveston, Texas. He and his wife got the unwelcome news that their newborn daughter suffered from a rare immune deficiency, the only treatment for which required 80 to 100 ounces of human breast milk per day. Pohl and the baby's doctors set up "donor pools" at several points in Texas, but were unable to provide a means of transporting the milk. The commanding officer of the Coast Guard Air Station in Houston found out about the Pohls' plight and made a phone call to the local Auxiliary flotilla. Two Auxiliary aviators, William Murmer and Joseph Russell, donated the services of their Beech Bonanza to fly Yeoman Pohl to Gainseville and pick up the cargo that kept his daughter healthy.[34]

The Coast Guard often put the Auxiliary to work in public relations. When the 180-foot tender *Acacia*, home ported at Grand Haven, Michigan, invited visitors on board in the spring of 1986, local Auxiliarists served as tour guides. Auxiliarists also took on responsibility for the daily operation of two former Coast Guard facilities that were being preserved as museums: the old Chesapeake Lightship, permanently moored in the Inner Harbor of Baltimore, and the historic lighthouse at Pensacola, Florida.[35]

Auxiliarists experienced a nagging suspicion that they were unappreciated by the regular Coast Guard - and it undoubtedly was true that,

on the local and district levels, many Coast Guardsmen were only vaguely aware that the Auxiliary existed. Those at headquarters in Washington knew full well that with the passage of time the Auxiliary was taking on more and more of the Coast Guard's traditional duties, and that good relations with the Auxiliary were vital to the service's mission. The offices of the Commandant and the Chief Director regularly turned out columns for Auxiliary publications, enthusing over the organization's importance and congratulating members whose performance was particularly outstanding. At each national and district conference an admiral or captain handed out a dozen or more awards to flotillas and individuals.

The annual budget rarely allowed for more tangible rewards, but the Coast Guard did find some ingenious ways to compensate the Auxiliary without spending large amounts of money. In 1980 Headquarters issued an order permitting Auxiliarists to buy such equipment as life jackets, fire extinguishers, foul weather gear, and boating shoes for reduced prices at the exchanges on Coast Guard bases. In the same year the Coast Guard Museum, located on the Academy grounds in New London, opened a permanent exhibition on the history of the Auxiliary. The Commandant, Admiral Hayes, noted in his remarks at the opening ceremony that the presidents of the Academy classes of 1982 and 1983 were former AIM candidates.[36]

Astute regular Coast Guard officers knew that one key to maintaining a happy and effective Auxiliary was to involve it in Coast Guard activities as frequently as possible. In late 1980 the Chief Director, CAPT John W. Duenzl, announced the creation of a Member Training Section in the Auxiliary Programs Branch at Headquarters. Presided over by a lieutenant on the Chief Director's staff, the new section would be responsible for such matters as updating and revising member training course materials to keep up with the latest boating laws. At the same time a new training course for elected flotilla officers was introduced.[37] In 1984 that program was expanded into AUXLAM (Auxiliary Leadership and Management Course). Two Auxiliarists from each district were trained to administer it to all newly-elected officers.[38] And the Coast Guard continued making facilities available to Auxiliarists for training purposes. In 1985, for example, seventeen Auxiliary aviators took part in "Operation Dunk," a 1-day survival course offered at the Naval Air Station at Miramar, California. The naval officer in charge pronounced them "the oldest group of people to be trained by the U.S. Navy."[39]

In 1985 Headquarters announced inauguration of the USCG Auxiliary Academy Concept. The Yorktown and Great Lakes Training Centers would offer three intensive, week-long courses: Advanced Instructor Training School (ADVITS), Advanced Vessel Examiner School (ADVES), and Advanced Operator School (ADVOPS). The Coast Guard (funding permitted) would

provide subsidies of $150 each for twenty-four participants - one from each district and six at large.[40] The Auxiliary Academy got off to an encouraging start. In its first year ADVITS produced nineteen graduates, ADVES twenty, and ADVOPS eighteen.[41]

Auxiliarists generally greeted new training programs with enthusiasm - especially when those programs were voluntary. In the mid-1980s, though, a change in training policy became a major element in the biggest controversy the Auxiliary had experienced since the Second World War.

The first signs of trouble appeared shortly after Ronald Reagan took office, when the General Accounting Office conducted a review of injury and damage claims that had been filed against the Coast Guard and the Auxiliary in the preceding several years. The GAO, concerned by the number of such claims, concluded that one reason was a lack of training in seamanship and boat handling on the part of both regular Coast Guardsmen and Auxiliarists - especially the latter. It was theoretically possible, despite all the emphasis on training, for a boater to join the Auxiliary one day and get patrol orders the next. "The GAO indicated that this was asking for disaster," as one DIRAUX explained later. "What was worse was that the boating public was being led to believe in the superlative skills of the Auxiliary through training when in fact the training was an adjunct and totally dependent upon the individual Auxiliarist."[42] The Commandant, Admiral Gracey, ordered an internal review of the situation by several officers at Headquarters and the national staff of the Auxiliary. The review produced two results that had a profound impact on the Auxiliary. One was the termination of "volunteer patrols," wherein Auxiliarists went searching for distressed boats without specific Coast Guard authorization. The other was the establishment of the Boat Crew Qualification Program.

Henceforth every regular Coast Guardsman and reservist, and every Auxiliarist who wanted to perform missions afloat under Coast Guard orders, would have to pass a written examination and demonstrate proficiency in a series of exercises related to boat handling and seamanship. In the Auxiliary there would be three levels of qualification: Crewmember, Operator, and Coxswain. To remain qualified, the Auxiliarist would have to perform each exercise once or twice every six months. The list was formidable:[43]

Exercise	**No. Required Each Six Months** (Those marked * were to be conducted "as opportunity permits")
Shoulder line throwing gun	1
Pyrotechnics	1
Wet suit drill	1

Four-man raft	1
Docking/maneuverability	2
Anchoring	1
Come alongside a boat - adrift	1
Come alongside a boat - anchored	1
Towing astern	2
Towing alongside	2
Moor a tow	2
Man overboard	2
Navigate visual - day	1
Navigate visual - night	2
Navigate - electronic	2
Navigate - VHF-FM homer	1
Search - expanding square	1
Search - creeping line	1
Search - parallel track	1
Rescue swim	1
Loss of steering casualty	1
Runaway engine casualty	1
Loss of lube oil casualty	1
Engine overheating	1
Dewater with eductor	1
Pass a P-140 pump and dewater	1
Fire on Coast Guard boat	1
Fire on distressed boat	1
Helo hoist - underway	*
Transit 10-15' open head seas	*
Transit 10-15' following seas	*
Transit 10-15' open seas	*
Anchor in 10-15' open seas	*
Tow astern in 10-15' open seas	*
Recover OSCAR in 10-15' open seas	*
Transit a 10' breaking inlet/bar	*
Tow across a 10' breaking inlet/bar	*
Maneuver with 10' surf on the bow	*
Recover OSCAR in 10' surf	*

The Auxiliary received the first news of the BCQP with a mixture of shrugged shoulders and mild grumpiness. But when word of the required exercise list reached the flotillas, indifference turned into irritation and, in some cases, outright hostility. Many Auxiliarists were professional fishermen or sailors with years of experience behind them, and such people regarded the new requirements as insulting. They took even greater umbrage when Headquarters published a newly-revised *Boat Crew Manual*. A booklet with that title had been in use for years; the 1977 edition had consisted of 48 pages. The 1983 *Boat Crew Manual* had 760 pages. The twenty-nine chapters were divided into five "volumes," covering virtually every routine and emergency

situation an Auxiliarist under orders might encounter on river, lake, or ocean.[44] One Auxiliarist commented a few years later that "looking back, it was not the content of the program, but the size of the book that caused so much comment....The *Boat Crew Manual* was compared to the Sears Roebuck Catalogue and jokes were made about its weight."[45] It was two inches thick.

The District Auxiliary Directors, realizing that they had a potential morale disaster on their hands, quickly undertook damage control. By means of their newsletter columns, and by setting up intensive training sessions on weekends, they tried to convince the Auxiliary that the new requirements really weren't so demanding. Most active Auxiliarists, the Directors asserted, already knew how to do most of the required tasks. Getting qualified often would mean no more than spending a couple of afternoons performing drills in front of a Coast Guard officer armed with a clipboard. The Coast Guard Station at St. Clair Shores, Michigan, conducted a weekend "Boat Crew Training Blitz" for 230 Ninth District Auxiliarists. Sixty-seven qualified as Crewmembers and thirteen as Coxswains in two days. The others "made significant progress." The DIRAUX commented, "those Auxiliarists who have crawled under a rock since the implementation of the BCQ program, take note: even new members, with only a minimum knowledge of the BCM, obtained valuable training and passed most of the Crewmember qualifications (several lacking only on-the-water experience) in just two days!"[46] The word circulated that the typical qualification exercise could be completed in three minutes. That figure would come back to haunt the Auxiliary later.

By unhappy coincidence, Coast Guard Headquarters was still bandaging the wounds inflicted by the *Boat Crew Manual* when the Auxiliary had a bruising encounter with the intricacies of 1980s political and economic conservatism. The organization unwittingly got trapped between two trends that characterized American governmental and political affairs of the Reagan era. Among the administration's favorite philosophies were "volunteerism" and "privatization." Those concepts, as the Coast Guard Auxiliary discovered, were not always compatible.

The U.S. Coast Guard had always walked a vaguely-defined line between the legitimate functions of a government-funded public service institution and the rights of free enterprise. Coast Guard cutters and commercial tugboats were in the same business: providing assistance, frequently in the form of a towline, to vessels in distress. As early as 1907 the regulations of the Coast Guard's predecessor institution, the U.S. Revenue-Cutter Service, had decreed that

> in extending assistance to vessels [the cutter captain] shall not interfere with private enterprise, though he may assist private effort, and it shall be his duty to do so when he deems it necessary. He shall not use his vessel for towing private craft, except in cases of distress, and not even then if there shall be

> other and sufficient assistance at hand; but he shall not permit undue advantage to be taken of a master whose vessel is in a perilous position or otherwise in distress.[47]

Since the Second World War the American boating community had come to take it for granted that it enjoyed free access to a free, government-sponsored towing service, the Coast Guard Auxiliary. In the course of a summer weekend on any recreational boating lake, or in the vicinity of any major harbor, Auxiliarists might handle several dozen "distress" calls. In a relatively small percentage of such cases, lives and property were at risk because boats had been overwhelmed by bad weather, or someone on board had suffered a heart attack. More often the call for help was motivated by engine trouble or navigational error. And if a power boat ran out of gas a few miles from shore, or a sailboat's skipper got tired of waiting for a favorable wind, a call to the nearest Coast Guard station would usually send a friendly Auxiliarist to pass a towline. Such activities helped Auxiliarists keep their boating skills current, and every tow represented an AUXMIS card and a step toward the flotilla's annual "assistance rendered" goal.

A 1982 report from the General Accounting Office concluded that, of the seventy thousand search-and-rescue cases the Coast Guard handled each year, as many as 80 percent were "non-emergency" cases presenting no threat to life or property. The GAO recommended that, as a means of saving federal resources and stimulating private enterprise, the Coast Guard should hand over those cases to the private sector.[48]

Shortly thereafter fifteen professional salvage firms on the west coast of Florida lodged a complaint with the commanding officer of CG Group St. Petersburg, alleging that the
Auxiliary was stealing their business. The Coast Guard officer, mindful of regulations, budget cuts, and the conservative spirit currently in vogue in Washington, agreed to pass non-emergency distress calls to the commercial firms on a rotating basis.

That move produced a predictable response from the local Auxiliary flotillas, who, they said, felt "threatened, unappreciated and bitter." When word reached the St. Petersburg boating community that the Auxiliary was no longer providing non-emergency search-and-rescue services, the boaters were outraged. Taking matters into their own hands, they began conducting voluntary "good Samaritan" patrols, passing lines for free to anybody who wanted them. Within a few months, all the commercial salvors in the St. Petersburg area either gave up on the recreational SAR market or went out of business.[49]

The St. Petersburg incident, along with several other confrontations between the Auxiliary and commercial towing firms, got the attention of the

Coast Guard. Headquarters appointed an "ad hoc study group." It suggested several solutions to the problem, ranging from setting up a system to license boat operators (quickly ruled out) to charging "user fees" for Coast Guard and Auxiliary towing services (attractive to the Coast Guard, but unpopular among the boating public).[50] For the time being, Headquarters took no further action.

During the next year or so, small private towing companies began proliferating along the Atlantic, Gulf, and Pacific coasts. Some established firms that had been in the large-scale salvage business for years bought small boats, fitted them out with towing gear and fire extinguishers, and announced that they were offering their services to recreational boaters. In other cases, individuals - many of them former Coast Guardsmen - invested their savings in equipment and hung out their shingles. Still other sailors simply armed themselves with coils of rope and started monitoring the distress frequency on their radios, hoping to earn a few hundred dollars for a couple of hours' work on the side. All of these entrepreneurs felt they had the blessings of the presidential administration, which had, after all, repeatedly announced its support for the spirit of free enterprise as an alternative to big government. The towing industry's Washington lobbyists swung into action, with impressive results. In 1983 Congress passed a law ordering the Commandant to "review Coast Guard policies and procedures for towing and salvage of disabled vessels in order to further minimize the possibility of Coast Guard competition or interference with private towing activities or other commercial enterprise."[51]

Admiral Gracey responded with a new set of instructions for non-emergency SAR cases. As of July, 1983, though "the service will continue to pursue its traditional search and rescue mission involving incidents where there is a threat to life or property," in non-emergency cases "commercial towing and salvage operators will be contacted to provide their services where possible....The service will continue to take action on all calls for help from mariners, including cases judged to be non-emergency. However, procedures for non-emergency cases will be established by each District Commander to fit local conditions and service-wide guidelines."[52]

The Commandant's new orders threw into high relief the potentially complicated relationship between the towing industry and the Coast Guard Auxiliary - a relationship that had both legal and financial implications. Inevitably, there were clashes between Auxiliarists and newly-credentialed salvors, frequently at considerable expense to the recreational boater. An Auxiliary facility might encounter a boat out of gas, and get orders from the Coast Guard to stand by until a commercial firm sent help. The towboat might arrive hours later and spend twenty minutes towing the disabled boat

to the nearest harbor - whereupon the towboat operator, whose meter had been ticking since he got the call from the Coast Guard, might hand the outraged boat owner a bill for several hundred dollars. Rumor had it that the towing companies were monitoring the emergency radio channel and directing distressed boaters to other frequencies, in a deliberate effort to "steal" SAR cases from the Coast Guard.

Coast Guard officers found themselves in the middle of financial arguments. In one instance an Auxiliary facility towing a disabled boat across San Francisco Bay was approached by a commercial salvage boat, whose operator demanded that the Auxiliarist hand over the towline. The salvor, the Auxiliarist, the boat owner, and the radio operator at the Coast Guard station dickered for three hours, after which the salvor gave up.[53] In another particularly ugly case, an Auxiliarist was disenrolled when he pulled a disabled sailboat off a Lake Ontario mud bar, despite Coast Guard orders to turn over the job to a commercial salvor.[54]

The Auxiliary's leadership suspected that the non-emergency towing policy was largely responsible for an even more ominous development: in the past decade, for the first time in the organization's history, the Auxiliary had been steadily shrinking. After reaching an all-time high of 45,111 in 1976, total Auxiliary membership had been falling by about 2 percent each year. By 1986 membership had dropped below thirty-two thousand.[55]

The decline in Auxiliary enrollment was hitting the Coast Guard at an awkward time. The Reagan administration was using the Coast Guard as a key weapon in the Caribbean drug war, while the Congress continued to reduce the service's budget by an average of slightly more than one percent per year. The inevitable result was that resources for search and rescue were stretched to the breaking point and beyond. The start of each new fiscal year saw a new round of station closings and personnel reductions.

Some critics argued that the time had come to do away with the Coast Guard altogether, or restructure it so thoroughly that it would scarcely be recognizable. *Fiscal Watchdog*, a newsletter published by a conservative organization called the Reason Foundation, published an article urging that most of the Coast Guard's functions be turned over to private industry. The author, Philip Fixler, argued that the number of rescues performed by Coast Guard vessels simply did not justify the expense of maintaining them - particularly in view of the fact that so many of the SAR cases turned out to have been occasioned by empty gas tanks. RADM Thomas Matteson, Chief of the Coast Guard's Office of Boating, Public, and Consumer Affairs, offered a response to that line of logic:

> Fire departments are not established to remove cats from trees, but they do. Should the full cost of the fire department be pro-rated to each cat removed?

> Or should the department be abolished by the town because some entrepreneur bought a ladder and went into the cat-removal business?...America needs the Coast Guard essentially as it is. And, while it can always use a little tweaking, it ain't broke and it doesn't need fixing.[56]

In late 1984 the Department of Transportation's Inspector General's office undertook an audit of the Auxiliary with the ambition of finding out how the Coast Guard was using it. The IG's investigators focused on the search-and-rescue activities in four Coast Guard districts: the Second, Fifth, Eighth, and Ninth. The figures were predictable, though DOT officials found some of them surprising. During the fiscal year 1983 the Coast Guard had responded to some 64,000 SAR cases, of which 72 percent had involved recreational boats, 84 percent had occurred either on land, on inland waterways, or within three miles of shore, and 81 percent were "of low severity." The Auxiliary, nationally, had handled about 19 percent of those cases. The level of Auxiliary involvement in Coast Guard SAR varied tremendously, however, between districts. In the Second, where most of the recreational boating activity took place on rivers and lakes, the Auxiliary had performed about 90 percent of the SAR sorties. On the Great Lakes, Auxiliarists had handled about 20 percent of the SAR work. In the Fifth (east coast) and Eighth (west coast) Districts the figure fell to about 13 percent. The Inspector General's Office concluded that "the Second and Ninth Districts are examples of the innovative and effective uses made of the Auxiliarists in two districts," but that "more management attention is required to increase the use of the Auxiliary" in the other two districts. In general, the Auxiliary "has become a vital and cost-effective element of the Coast Guard."[57]

The Coast Guard was getting loud but conflicting signals from different directions. The private sector was calling on the Auxiliary to get out of the search-and-rescue business, the Inspector General's office was advising the Coast Guard to make *more* use of the Auxiliary in SAR cases, Congress was looking for ways to trim the budget, the administration was reassigning Coast Guard regulars from boating safety to law-enforcement - and Auxiliarists, confronting increasing numbers of hostile boat owners and a training manual that looked like a metropolitan phone book, were continuing to drop out of the organization faster than new enthusiasts were joining it.

The temperature of the debate over non-emergency assistance continued to rise. The Boat Owners Association of the United States (BOAT/U.S.), a 265,000-member organization that employed a lobbyist in Washington, weighed in on the side of the Auxiliary. Members of Congress got impassioned letters from Auxiliarists, boaters, and towboat operators. At the beginning of the 1986 Congressional session, a member of the House Coast Guard and Navigation Subcommittee, Democrat Gerry Studds of Massachusetts, proposed

a bill to fund the Coast Guard for the next fiscal year. The bill included language that would direct the Commandant to "make full use of the Coast Guard Auxiliary in rendering assistance to vessels in distress." The subcommittee held a series of hearings, and invited interested parties to testify. Those hearings, held in February and March of 1986, turned into a tempestuous debate over the Coast Guard's towing policy.

The National Commodore of the Auxiliary, Chris Lagen, spoke in favor of the proposed language, emphasizing that "our vessels are equipped to tow. We have been doing it for many years. Our vessels are examined for the proper equipment. Our crews are trained and have to perform certain tasks, pass certain exams, to be qualified to do search and rescue. So, we do have a professional crew that goes out there...."[58] Past National Rear Commodore Len Berman got more emotional:

> If you take away the search and rescue, you take away the heart of the Auxiliary. I ask you, gentlemen, is that what the 81st Congress had in mind when they developed the Coast Guard Auxiliary and mandated it? I don't think so....
>
> ...If your proposed bill is not placed into law, I believe we will have provided the initial rationale to phase out the Coast Guard Auxiliary. I don't believe the private sector can or will effectively handle any of these boating safety programs; there's just not enough profit in it to sustain commercial interest....
>
> As for the Coast Guard, they will have relieved themselves of civilian obligations, and at the same time estranged themselves from the affection and esteem they have been held in by the American people for so long...another treasure lost....
>
> It is bad enough that our concept of morality has deteriorated to its present level. Should these privateers prevail, we will have sunk to a new low in government responsibility toward its citizens. Is that what this Congress is prepared to log in for its record? I pray not![59]

The commercial towing industry mobilized some articulate arguments of its own. Joe Frohnhoefer was president of Sea Tow Services International, an organization of some twenty-five salvage firms. Sea Tow sold recreational boaters "memberships" that entitled them to unlimited towing in exchange for an annual fee of $95 or $110, depending on the length of the member's boat. In his testimony to the committee, Frohnhoefer asserted that the new non-emergency towing policy was encouraging boating safety: "people are maintaining their vessels better and carrying necessary safety equipment in fear that they will have to pay for a tow." But "to allow the Coast Guard Auxiliary to provide free tows to disabled vessels will not only increase the number of calls again but will give a false sense of security to the public."

> As we are all aware, the Coast Guard Auxiliary is not a true 24-hour-a-day, 365-days-a-year service. The volunteers have given of themselves very freely, and this is very commendable. However, these men and women have full-time jobs and other commitments....
>
> Towing and salvage is our livelihood. It puts bread and butter on our tables, and we are a proud group. If we are to remain in business, commercial firms must have the first right to answer calls for nonemergency assistance, and I will repeat that, first right. If the public is given a choice of free assistance or paying for assistance, which one do you think they will take? This will cause ambulance chasing and a negative atmosphere between the commercial sector and the Coast Guard Auxiliary. We do not wish to have this develop but would rather see a working together attitude further develop and have it thrive....[60]

Neil Shrock, president of the Great Lakes Towing Association, asserted that "our association would be virtually wiped out of business" if Congressman Studds's proposal became law.

> The use of the Coast Guard Auxiliary for nonemergency towing is unfeasible and inappropriate, unfeasible because the Coast Guard Auxiliary is not equipped to handle such operations. The Auxiliary vessels are not equipped to handle continued towing operations.
>
> On the other hand, our association members have large and small commercial towing and salvage vessels well equipped to handle any towing or salvage operation. We are experienced seamen and towboat operators.
>
> The use of the Coast Guard Auxiliary is inappropriate because it would authorize direct competition with commercial towing enterprises.
>
> We do not ask the Congress to curtail its assistance in life threatening situations. We only ask that the U.S. Coast Guard not compete with qualified tow boat operators in nonemergency situations or in towing vessels.[61]

The representatives on the subcommittee, realizing that they were dealing with a sensitive and complicated issue during an election year, decided to delay action for the time being. When President Reagan finally signed the Coast Guard Appropriation Act into law, on November 10, 1986, it did contain one provision that the Auxiliary and the towboat operators alike had supported: a requirement that vessels involved in commercial towing, regardless of length, be licensed by the Coast Guard. That regulation removed numerous ill-equipped part-timers from the field. But the proposal that would have restored the Auxiliary to its former status in SAR operations was excised before the bill left committee. In place of that language was the following provision:

> Sec. 9. (a) It is the sense of the Congress that the Coast Guard Auxiliary performs a broad range of services in behalf of the safety and security of the

> American people, and that the continued strength and vitality of the Coast Guard Auxiliary is important to the United States.
> (b)(1) The Secretary of Transportation shall investigate and submit to the Congress a report within 1 year after the date of enactment of this Act regarding -
>
> (A) the extent to which membership of the Coast Guard Auxiliary has declined in recent years and the causes of such decline;
> (B) the effect, if any, on the maritime community of any such decline in the performance levels of the Coast Guard Auxiliary in the areas of life-saving, assistance to persons in distress, safety patrols and inspections, and support missions for the Coast Guard; and
> (C) the effect, if any, of the Coast Guard's non-emergency assistance policy on the overall effectiveness of the Coast Guard Auxiliary.[62]

Though many Auxiliarists and Coast Guard officers must have winced at the prospect, the Coast Guard was going to have to undertake yet another massive study of the Auxiliary.

ADM Paul A. Yost, who had just relieved Admiral Gracey as Commandant, appointed a study group of seven Coast Guard officers, chaired by CAPT William P. Hewel, Deputy Chief of the Office of Boating, Public, and Consumer Affairs. That body in turn hired a New York consulting firm, Development Procurement International, to conduct most of the necessary research. The Coast Guard also published a notice in the *Federal Register* inviting comment from the public.

The Chief of the Coast Guard's Office of Operations, RADM Clyde Robbins, organized a "towing seminar." On March 2, 1987, forty-two people representing the Auxiliary, the towing industry, and the boating public gathered in a conference room at the Coast Guard building in Washington. Admiral Yost gave a brief welcoming speech, after which Admiral Robbins opened the meeting for discussion. The professional salvors used this forum, to which the press was not invited, to level some carefully-aimed blasts at the Coast Guard and the Auxiliary. Several towboat operators claimed that, despite the Commandant's instruction, Coast Guard officers on the local level were handling non-emergency cases themselves. ("One of our local station commanders brags about how his station does what they want and the hell with towers.")[63] Another salvor seized on *The Navigator*'s boast that the average qualification required for Boat Crew Qualification took three minutes: "if the Auxiliary were to focus on doing a good job instead of spending three minutes for a BCM qualification, there would be a lot fewer boats in trouble in my estimation."[64] The meeting ended without having accomplished much, beyond emphasizing the increasingly obvious fact that the professional salvors and the Auxiliarists detested each other.

A month later the House Subcommittee on Coast Guard and Navigation held another hearing in connection with the latest Coast Guard appropriations

bill. One of the witnesses was the National Commodore of the Auxiliary, William C. Harr. Laying a copy of the *Boat Crew Manual* on the table in front of him, he testified that "I have qualified under this program as a Coxswain...and from personal experience can tell you that it's no picnic." Since the new non-emergency assistance policy had gone into effect, Auxiliary SAR sorties had dropped by almost 50 percent. "From the perspective of the Auxiliarists," the commodore said,

> this reduction in activity coupled with the rigor an intensity of Boat Crew Qualification, is equivalent to saying "You have to work harder to do less work!" I can tell you, sir, as National Commodore, I have difficulty in motivating volunteers with this philosophy....
>
> Isn't it about time that we give equitable consideration to the volunteers...the concept that got this great country off the ground!...As volunteers, all that Auxiliarists ask is that their services be utilized to the fullest potential.[65]

The Coast Guard's notice in the *Federal Register* brought in 658 letters. More than half came from Auxiliarists, most of whom used the opportunity to air their complaints about the Boat Crew Qualification Program and the non-emergency assistance policy. Thirty-one commercial salvors wrote to assert that the Auxiliary should get out of, or at least curtail its participation in, the towing business. Most of the other comments came from recreational boaters, who found themselves caught in the middle of the controversy - and paying for it out of their wallets.[66]

Development Procurement International mailed survey forms to two hundred active-duty Coast Guard personnel and more than four thousand Auxiliarists, and conducted telephone interviews with 907 former Auxiliarists in an effort to find out why they had left the organization. The report was ready by September, 1987. The numbers, according to DPI's researchers, revealed "no crisis of confidence in the Auxiliary." The Coast Guard personnel and the active Auxiliarists alike gave the organization even higher marks overall than it had received ten years earlier. But "it is clear that member disenchantment with the organization threatens further erosion of Auxiliary membership," and that the disenchantment focused on two targets: the Boat Crew Qualification Program and the non-emergency assistance policy. Sixty-eight percent of the Auxiliarists who filled out the forms asserted that the new towing rules had "hurt morale," and 43 percent of the regular Coast Guardsmen listed it as a major reason why they did not call on the Auxiliary more often.[67]

The phone interviews with disenrolled Auxiliarists told a somewhat different story. The Auxiliary, it seemed, was not losing long-time veteran members who had recently become disenchanted. Most of the people dropping

out had been in the organization for less than five years. Only 26 percent said they had left the Auxiliary because they were "basically dissatisfied" with it; 67 percent said they were "basically satisfied and left for other reasons." The most frequently listed "major reason for disenrollment" was "internal politics" (27 percent). "Lack of support from Coast Guard," "tighter standards under the boat crew qualification program," and "changes in the non-emergency assistance policy" all ranked far down the list of complaints, at 8, 7, and 6 percent respectively. When asked to put their reasons for disenrolling into their own words, the interview subjects most frequently mentioned "time constraints." Many of them had full-time jobs, and had concluded that Auxiliary activities were best suited to retirees with plenty of time on their hands. The DPI researchers concluded that "disappointment may indeed play an important role in the near future," and that "dissatisfaction with the Auxiliary has been growing in recent years." But the numbers indicated that, at least as of 1987, neither the *Boat Crew Manual* nor the towing policy had been a big factor in the shrinkage of the Auxiliary.[68]

Admiral Yost's study group did some additional research of its own, and concluded that the Auxiliary enrollment picture was gloomy, but not quite as ominous as it looked at first glance. Membership had started to drop in the late 1970s, probably, the officers concluded, due to the introduction of AUXMIS and the Goal Attainment Process. The annual net loss of members had averaged about 2 percent until the mid-1980s. The two worst years had been 1984 (with a net membership loss of 4.3 percent) and 1985 (5 percent). Although "this increased rate was coincident with introduction of the new Boat Crew Qualification Program and the beginning of implementation of new policies with regard to non-emergency assistance and reduced patrol opportunities," the data "does not show that significant numbers of Auxiliarists stated they left for any of those reasons." In 1986, enrollment had declined by only 1.1 percent. And though the Auxiliary was shrinking, it was, in some key respects, getting better. The people who were dropping out were, generally speaking, relatively inexperienced members, many of whom might well have joined without understanding what they were getting into. The number of AUXOP-qualified members was steadily rising, and the Boat Crew Qualification Program seemed to be working reasonably well.[69]

The final report that Secretary of Transportation James Burnley submitted to the Congress, in February, 1988, contained four recommendations:

> A. The Coast Guard should explore options to reverse the decline in Auxiliary membership by addressing areas identified as impacting significantly on membership.

B. The Coast Guard should evaluate ways to increase opportunities for Auxiliary involvement in the full range of permissible operations.
C. No legislative change should be made which affects the management or employment of the Auxiliary.
D. The Coast Guard should monitor membership to ascertain if a correlation develops between the non-emergency assistance policy and membership strength.[70]

Coast Guard Headquarters took the initiative in addressing one point that had emerged from the DPI study: Auxiliarists were fed up with paperwork. Since 1975 a centerpiece of Auxiliary activity had been the complicated Goal Attainment Process, wherein every unit's performance had been judged and rewarded on the basis of the AUXMIS forms its members submitted. At the beginning of 1988 the Goal Attainment Process was scrapped. In its place, Headquarters set up a new program called AMOS (Auxiliary Mission Objective System). Under the new arrangement, each flotilla and individual member was to be given a set of relatively modest - and simply-stated - targets in the areas of Member Resources, Operations, Vessel Examination, and Public Education. The units and Auxiliarists who attained the objectives would get ribbons at the annual meetings.[71]

Active Auxiliarists remained convinced that the non-emergency assistance policy was wrecking the organization. A California Auxiliarist reported that, when he visited a local marina and offered to do Courtesy Marine Examinations at the beginning of the 1988 boating season, several boat owners informed him that the Auxiliary "is not welcome in their marina. With strong conviction and bitterness, some of the reasons stated were: 'Your towing and assistance attitude toward the small boater.'...The other comment was: 'Listen to your own radio, the Coast Guard would rather work with the commercial boys than the Auxiliary, you guys are on your way out.'"[72] A group of Auxiliarists on Long Island, calling themselves the Committee to Save the Lifesavers, started a letter-writing campaign with the motto "Free Tow, Not Sea Tow."[73]

The commercial salvors continued to fight back. Two weeks after the DOT report was released, the Marine Assistance Association of America, Inc., which identified itself as "a growing company with in excess of 100 professional towboat operators on contract to tow its members in non-emergency distress cases," published a 2-page "position paper." The gist of this document was that the Coast Guard and the Auxiliary should get out of the non-emergency towing business altogether, since the Coast Guard needed to devote all its resources to law enforcement. "We recognize that the boating public will have to change and come to realize what the new Coast Guard role is and except [sic] the fact that in a free enterprise system of government, non essential work that the present governmental agencies are doing, can be

successfully done by private enterprise."[74] Jeffrey Smith, president of C-PORT, one of the salvors' lobbying groups, told a reporter for a boating magazine, "this is our livelihood. This is what we do and it is the best thing for all involved....The Auxiliary, being subsidized by the U.S. government, would put us out of business if they decided to compete with us by getting first preference over private providers. There'd be no way we could survive."[75]

In February and March of 1988, the Coast Guard organized a series of meetings at cities around the country in an attempt to gauge the boating public's attitudes toward the controversy. After fourteen sessions attended by more than two thousand people, one point became obvious:
the "non-emergency assistance" policy that had been in effect since 1983 was not working well enough to satisfy anybody.[76]

In the spring of 1988, with the annual Coast Guard appropriations bill on the floor, Congress took up the issue again. At one of the House subcommittee hearings, Admiral Yost suggested a new policy that, he hoped, would simplify matters and be fair to all concerned parties. The first vessel, whether Auxiliary, commercial, or good Samaritan, to reach a disabled pleasure craft should provide whatever service was necessary. The Auxiliary facility, if first on the scene, should tow the distressed boat to the nearest safe haven (rather than whatever destination the boater requested), where, if necessary, the boater could telephone for help from a friend or a commercial towing firm.[77]

The Commandant's proposal got considerable support from the Auxiliary, and from the Democrats on the House subcommittee. (Congressman Walter Jones of North Carolina suggested that "the current non-emergency assistance policy makes about as much sense as telling a volunteer fireman he can only check smoke detectors and fire extinguishers but can't fight fires.")[78] But in the process of making its way through the Department of Transportation, Admiral Yost's proposal underwent a considerable transformation.

In June, 1988, the Commandant's Office issued Commandant Instruction 16101.2B. The new non-emergency assistance policy occupied twelve pages.[79] The Coast Guard's Public Affairs office distributed a distilled version for the benefit of boaters and commercial salvors:

> - In any situation in which the mariner is in immediate distress, an immediate response will be initiated. This response may be provided by the Coast Guard, the Coast Guard Auxiliary, or resources of state, local, commercial or private entities.
>
> - If neither the mariner nor the vessel is in immediate distress, the Coast Guard will defer to an alternate responder who can be on scene within a reasonable period of time, usually one hour or less. The Coast Guard will

assist in contacting any specifically requested alternate assistance, such as a commercial provider, marina or friend.

- If contact attempts are unsuccessful, the Coast Guard will offer to initiate a Marine Assistance Request Broadcast (MARB). This broadcast is made to determine if someone in the area can come to the assistance of the mariner. It is an invitation for alternate responders such as commercial providers or good samaritans to offer assistance if they desire and can be on the scene within a reasonable period of time, usually one hour or less.

- If no response to the MARB is forthcoming in a reasonable period of time, usually ten minutes, the Coast Guard may dispatch an Auxiliary resource, and if one is not available, then a Coast Guard resource.

- The mariner may decline the assistance offered, and the Coast Guard may make additional MARBs, but if the first assisting resource on scene is a commercial provider, only one additional MARB will be made. If the commercial service is rejected, the Coast Guard may provide a list of telephone numbers of alternate commercial providers upon request, if alternatives are available. The mariner may contact these through the facilities of the marine operator.

- If the Coast Guard or the Auxiliary takes a disabled vessel in tow, it normally will tow the vessel to the nearest safe haven where a safe mooring is afforded and a telephone is available for use by the mariner.

- There is no requirement to transfer a tow, once undertaken, but this can be done if it is mutually agreeable and can be accomplished safely. Also, Coast Guard vessels may drop tows any time they are called away on higher priority missions.[80]

This elaborate "refinement" of the non-emergency towing policy was intended as a peaceable compromise. Like most such efforts, it made concessions to both sides and satisfied neither. The president of BOAT/U.S., Richard Schwartz, wrote an editorial titled "Auxiliary Left At The Dock - Again":

...For the most part, [the new towing policy] was signed, sealed and delivered by [the Commandant's] parent agency, the Department of Transportation.

The Administration's new policy is, in a word, wrong.

It is wrong for the government to treat its volunteers in the way this policy does.

...It is wrong for the government to tell the skipper of a disabled boat that he must wait, even though a volunteer is in the vicinity and ready and able to help.

It is wrong for the government to be promoting private enterprise at the expense of private self-help.

> And it is wrong for the Department of Transportation to dismiss the concerns of the public, the Coast Guard and the Congress in the making of such a policy.[81]

Shortly after the new rules went into effect, Congress stepped into the picture again. The Coast Guard appropriations act for 1988 included the statement that "non-emergency assistance operations by regular Coast Guard units should continue to be conducted in a manner that minimizes competition with private towing an salvage operations," but added that "the Coast Guard Auxiliary should not be considered a part of the Coast Guard in this context." The act further directed the Commandant to "utilize all qualified resources to render non-emergency assistance to individuals on the water."[82] *BOAT/U.S. Reports* enthused that "the members of the 100th Congress...left in their wake a legacy of achievement which should benefit boat owners for years to come....Congress explicitly overturned a six-year-old Reagan Administration interpretation of the law which had been the basis for leashing these volunteers to the dock...."[83]

As far as the Auxiliary was concerned, the new law called for a change in the non-emergency assistance policy. The National Commodore, William Harr, with a resolution from the District Board of each of the Coast Guard Districts to support him, wrote a formal letter to Admiral Yost urging a major revision to the latest Commandant Instruction. The commodore noted that "the legislation recently signed by President Reagan...clearly authorizes the use of the Coast Guard Auxiliary in 'non-emergency' cases....Under the present policy [Auxiliarists] are relegated to a stand-by role when a commercial facility can be on the scene in one hour or when a good samaritan will respond. At the very least, the Auxiliary should be allowed to respond to a Marine Assistance Radio Broadcast, along with the commercial towers and good samaritans."[84]

The battle over the non-emergency towing policy did not have a dramatic end. The "first on the scene" policy, despite continuing protests from the Auxiliary, remained in effect - and the commercial towing lobby was unable to get the "make full use" legislation repealed. The new licensing rules for commercial towing vessels (which BOAT/U.S. dismissed as "some of the least stringent requirements imaginable") went into effect in the fall of 1988.[85] Auxiliarist Tony Gibbs, a journalist writing for *The New Yorker*, summed up the situation as the decade ended.

> Though the debilitating seven-year argument might seem to be over, representatives of the pleasure boat community say that nothing will change until a clear statement is issued by the Department of Transportation, which has made no move to issue one. In the meantime, the Auxiliary remains only partly mollified; boat owners, many of whom cannot keep up with the Coast Guard's policy changes, feel out on a limb; and towboat operators, all of

> whom are now required to be licensed, feel themselves threatened with extinction by the same government that called them into existence.[86]

Auxiliarist Rosemary Stolzenthaler, of the First District, expressed a view that was common among her colleagues.

> We can't help but wonder what the public thinks about the Auxiliary when they pass us, being towed by commercial assistance, at astronomical fees. Are they aware that we would be available to aid them in their distress if our hands weren't tied?...One wonders why the Coast Guard spent a handsome sum on the BCQ Program. Was it to placate the membership or give some false hope that they were going to be utilized for bigger and more important duties? We have been told that regatta and ATON patrols are within our undisputed realm. Is that all there is? After fifty years of dedicated service to the boating public and the Coast Guard, we feel that we are entitled to more consideration. If commercial tow is here to stay, and we don't deny their right to exist, let the Coast Guard take a positive stand and grant us the courtesy of informing us that our services are no longer needed in the field of operations.[87]

In late 1989 the Auxiliary and the Coast Guard put the bitterness of the preceding decade aside long enough to observe the Auxiliary's fiftieth anniversary. Each district organized a ceremony to observe the occasion, and *The Navigator* published a special issue on Auxiliary history. Various dignitaries inside and outside the service offered their congratulations, with President George Bush at the head of the list:

> ...For half a century, you have supported the Coast Guard's vital mission of ensuring the security of our coasts and the safety of our citizens. As an all-volunteer organization, the Auxiliary is in the finest American tradition of responsible and concerned citizenship. Through your educational programs, such as Courtesy Marine Examinations, you have performed a great service to the American people by promoting boating and public safety, thereby saving many lives. I commend you for your dedication.
>
> On behalf of the American people, I am happy to extend appreciation and best wishes for a joyful anniversary celebration and for the future. God bless you.[88]

Chapter 8

"A Component Force of Team Coast Guard"

1990 - 1999

To those who were on hand at the time, the beginning of the 1990s seemed like a turning point in history. Almost over night the world underwent changes that, in any other era, would have required decades and wars to accomplish. The Soviet Union collapsed, the Berlin Wall came down, East and West Germany were re-unified, and most of the other communist regimes in Europe fell. The Cold War, which had dominated Americans' perceptions of world affairs for forty-five years, suddenly seemed to be over. Statesmen and politicians began using phrases like "peace dividend" and "downsizing the military."

As of 1990 the U.S. Coast Guard had eight official missions in peacetime:

- Military readiness.
- Enforcement of recreational boating safety regulations.
- Search-and-rescue operations.
- Maintenance of aids to navigation, including 450 unmanned lighthouses and 13,000 minor navigational aids.
- Enforcement of merchant marine safety regulations, including the approval of construction plans for all merchant vessels, licensing of merchant marine officers, and certification of merchant seamen.
- Environmental protection.
- Port safety.
- Enforcement of fisheries, customs, and immigration laws, including prevention of narcotics smuggling.

The "downsizing" impulse inevitably extended to the Coast Guard, which was already operating with fewer personnel, vessels, and dollars than it needed. Coast Guard and Navy admirals revised their plans for the Coast

Guard's use in future wars. When the big 378-foot cutters went into dry dock for refits they lost their anti-submarine equipment and missiles. In recent years the law-enforcement mission had received the most public and governmental attention - and a disproportionate share of the service's ever-shrinking resources. In 1990 the newly-appointed Commandant, ADM J. William Kime, politely voiced a concern of many Coast Guard officers when he said, "in the future, we must recognize that all of the Coast Guard's missions are equally important. 'Balance' will be our watchword."[1] Later that year Congress, as part of the Budget Reconciliation Act of 1990, gave its approval to a concept that had been discussed at Coast Guard Headquarters for years: the levying of user fees on recreational boaters. In the 1991 boating season the Coast Guard began collecting amounts ranging from $25 to $100 (depending on the length of the boat) from boat owners operating on "navigable waters where there is a Coast Guard presence."[2]

The Commandant's Office reminded Coast Guard officers of one valuable resource that was at their disposal:

> Our superb cadre of volunteers stands ready to assist commanders in a myriad of ways. Both the Commandant and the Auxiliary National Commodore embrace the concept that Auxiliarists constitute a valuable resource, available for use and often requiring only a minimum of training. Auxiliarists are able to assist in virtually all Coast Guard missions and thereby increase our effectiveness in a wide variety of activities....The Auxiliary is a continuously available asset which collectively brings to the table facilities worth hundreds of millions and talent of inestimable value. We must take full and complete advantage of this resource.[3]

Admiral Kime visualized a concept that came to be called "Team Coast Guard," in which Coast Guard officers would coordinate a flexible combined force of active duty regulars, reservists, and Auxiliarists to accomplish whatever mission the service confronted.

The Chief Director of the Auxiliary, CAPT William Griswold, offered a cheerful warning of what the nineties were likely to bring:

> I suppose in this century, 1989 will join 1945 as a significant year of change....If you have been paying attention, you know recreational boating is going through major growing pains. As states exercise more control, as citizens deal with speed, noise, and new-fangled craft, as baby boomers spend more on leisure and as all these forces have to co-exist on a constant area of recreational water, we see local regulations sprouting.
>
> More than ever before, we need Auxiliary preventive SAR efforts.[4]

Captain Griswold understated the case. In the 1990s the Coast Guard needed the Auxiliary for far more than search-and-rescue operations. During the next

few years Auxiliarists would find themselves participating, directly or indirectly, in almost every Coast Guard mission.

At the beginning of the 1990s some crucial Auxiliary numbers were declining. National membership dropped from 37,638 in 1975 to 34,432 in 1991. The "personal assists" and "lives saved" figures, of course, had been devastated by the change in the non-emergency towing policy. The Public Education program was in robust health, but most other traditional Auxiliary activities had declined to some extent during the previous decade. There was one startling exception. The number of Coast Guard support missions performed by the Auxiliary rose from 13,094 in 1975 to 46,779 in 1991.[5]

There was, of course, nothing new about the concept of Auxiliarists filling in for absent Coast Guard regulars, but under the "Team Coast Guard" concept Auxiliarists were turning up in a wide variety of new settings. In New Jersey, budget cuts forced the Coast Guard to limit its SAR patrols to the peak boating season. Auxiliarists took over on weekends and holidays in the spring and fall. When the Marine Safety Office of Puget Sound put in a request for Coast Guard assistance, the Thirteenth District set up a system of Auxiliary patrols to monitor fuel transfers, report oil spills and debris in the water, and look for security problems along the Seattle waterfront.[6] An Auxiliarist who had a background in journalism took over the public affairs functions for a Coast Guard station in Florida.[7] Thirty aviators from Los Angeles flotillas flew weekend patrols between Point Conception and the Mexican border, looking for distressed boats, pollution, and floating debris.[8] On one occasion an Auxiliary aviator provided two Coast Guard admirals with transportation during an inspection tour in Oregon.[9]

In July, 1990, a tanker loaded with jet fuel collided with an oil barge in Galveston Bay, Texas. The ship was barely damaged, but the barge sank and leaked fifty thousand gallons of oil into the waterway. While the Coast Guard worked to contain and clean up the spill, Auxiliary facilities patrolled the vicinity to warn other traffic away.[10]

A month later Iraqi dictator Saddam Hussein launched an invasion of Kuwait. The United States, heading an international coalition supported by the United Nations, sent a massive force of military men, women, and equipment to the Persian Gulf. The Coast Guard's contribution to Operations Desert Shield and Desert Storm consisted of ten 4-man Law Enforcement Detachments, which were assigned to Navy ships in the Gulf; three Port Section Harbor Defense Units, which conducted security patrols and inspections in the seaports of Saudi Arabia and Bahrain; and two aircraft, which monitored pollution from oil wells sabotaged by the Iraqis. Auxiliarist Hugh Taylor, from Toledo, Ohio, was also a member of the Coast Guard Reserve. Called up for duty in Operation Desert Storm, he served as coxswain

of a Boston Whaler in PSHD Unit 302. Other Auxiliarists took over various duties at stateside Coast Guard stations while the regulars were serving in the Middle East.[11]

As in previous decades, the Coast Guard of the 1990s called on the Auxiliary to assist in times of natural and man-made tragedies. On September 22, 1993, a railroad bridge over Bayou Canot, near Mobile, Alabama collapsed and an AMTRAK passenger train plunged into the water. Two Auxiliary facilities arrived on the scene within an hour to help set up a security perimeter as the Coast Guard and local law enforcement agencies tended to the dead and injured. A few weeks later a forest fire broke out suddenly on the shore of Lake Silverwood, in California. Auxiliarist Ken Smith was on patrol in the lake and, after making a report to the nearest forest ranger, rescued four people from the beach just before the flames reached them. Other Auxiliarists from the West Covina flotilla picked up several more stranded bystanders, and helped with radio communications between the State Park Service and U.S. Forest Service rangers.[12]

Since 1939 the Coast Guard had been responsible for maintaining the nation's lighthouses. By 1990 virtually all of those structures had been fitted with electronic equipment that made the traditional lighthouse keeper a virtually extinct species. The sole exception was Boston Light, one of the oldest lighthouses in the country. In the mid-1990s the Coast Guard began periodically rotating its crew of enlisted regulars with volunteers from nearby Auxiliary flotillas.[13] A Seventh District Auxiliarist completed the course of study at the Coast Guard's Lighthouse Technician School and was put in charge of preventive maintenance for the lighthouse at Charleston, South Carolina.[14] Another group of Auxiliarists helped the personnel of CG Station Milford Haven paint and refurbish Wolf Trap Light, in Chesapeake Bay.[15]

Throughout the 1990s the Auxiliary provided SAR services at high- and low-profile boating events. The political and diplomatic controversies over the Olympic Games in the 1980s had led millionaire Ted Turner to set up a series of athletic competitions, which he labeled "the Goodwill Games," between the United States and the Soviet Union. The city of Seattle hosted the Goodwill Games in July and August of 1990. The Auxiliary provided 194 safety patrols for the yachting events.[16]

In the following year the city of San Diego hosted one of the yachting world's most spectacular events, the International America's Cup Class World Championships. Each of the IACC yachts was 75 feet long, with a 110-foot tall mast and a sail area (including spinnaker) of 7500 square feet. Each had a crew of eighteen, and cost about five million dollars. The 1991 competition drew nine entrants: three from the United States, two from Italy, and one each from France, Japan, Spain, and New Zealand. Thousands of west coast

yachting enthusiasts turned up in San Diego harbor. Nine Coast Guard cutters and patrol boats, augmented by two helicopters, patrolled the course. More than three hundred Eleventh District Auxiliarists assisted with the Coast Guard SAR patrols, manning about a hundred boats. One of the Italian yachts won, with New Zealand coming in second, the other Italian vessel third, and Japan fourth.[17]

The Auxiliary got help from a new, unusual type of vessel - though some traditionalists questioned whether it deserved the label "boat." The Kawasaki Corporation loaned ten of its "personal watercraft" (PWCs) to the Coast Guard for use by the Auxiliary.[18] These contraptions had begun appearing in sporting goods stores and boat dealerships in the late 1980s. A personal watercraft, otherwise known as a "jet ski," had a tiny, fiberglass hull propelled by a high-pressure, gasoline-powered pump that blasted a jet of water out of a rotating nozzle at the stern. The operator straddled the hull, and steered it with a pair of handlebars. The experience was rather like riding a floating motorcycle.

From the Auxiliary's standpoint, jet skis turned out to be useful patrol craft. In calm water they could outrun practically every boat they encountered. Among the general public, relatively low prices (one could be had for a couple of thousand dollars) and ease of operation quickly brought on a boom in PWC ownership. The new craft appealed not only to teenagers and college-age enthusiasts but, rather to the Coast Guard's surprise, to retired people. By 1993, jet skis accounted for 20 percent of new motorboat sales in the United States.[19] The PWC brought thousands of new enthusiasts onto the water, many of them with only the haziest previous acquaintance with recreational boating. A jet ski was not a particularly stable vessel; handled carelessly, it could toss its operator and passenger into the water and land on top of them. And if it collided with another vessel at high speed, serious damage and injury could result.

In the summer of 1991 an Eleventh District Auxiliarist and jet ski enthusiast, Jim Davis, began working on a text for a public education course in PWC safety. The Auxiliary worked out a series of safety standards for jet skis, and began issuing a "safety check" decal to each PWC that passed a shortened version of the Courtesy Marine Examination. In 1996 the Coast Guard printed a hundred thousand of the decals per year - compared to four hundred thousand of the standard CME decals.[20] By 1998 the Auxiliary's National Vessel Examination Department had a Personal Watercraft Division, which published its own bi-monthly newsletter.[21]

Boating safety got a boost from another wildly popular, youth-oriented source: a television series called "Bay Watch." Set on the beaches of Los Angeles, the show's plots centered around the activities of Los Angeles County lifeguards. Much of its popularity stemmed from the scenery, which included

vast quantities of sun-drenched sand, roaring surf, and tanned male and female bodies. But the producers and writers were careful to keep the theme of water safety in the foreground, and got considerable cooperation from the Coast Guard. Many "Bay Watch" plot lines incorporated Coast Guard helicopters and patrol boats. In 1997 the Commandant's Office, on recommendation from the Auxiliary National Board, appointed the program's star and co-producer, David Hasselhoff, an Honorary Commodore in the Coast Guard Auxiliary.[22]

Among the most heavily publicized events in the world of yachting are the America's Cup races. The 1992 event was held at San Diego. The process of picking the American defender and the foreign challenger took five months of eliminations, semi-finals, and finals. The concluding races, in which *America*[3] defeated the Italian challenger *Il Moro di Venezia*, attracted about five thousand spectator craft. A veritable squadron of Coast Guard cutters, patrol boats, and utility boats roamed the course on SAR duty, supported by more than 350 Auxiliarists and forty-five Auxiliary facilities. The Auxiliarists, in addition to their usual assignment of keeping the spectator fleet at bay, got the unexpected duty of escorting a pod of migrating California whales across the course.[23]

The America's Cup races came to San Diego again in 1995. There was less public interest this time; the spectator vessels numbered in the hundreds. The challenger, a yacht named *Black Magic*, defeated the defending *Young America* and, for the first time in history, took the cup to New Zealand.[24]

Replicas of historic ships always attracted public attention when they visited American seaports. The year 1992 was the five hundredth anniversary of Christopher Columbus's first voyage to America, and several organizations built replicas of the *Niña*, *Pinta*, and *Santa Maria* in commemoration. When one such trio of reconstructed fifteenth-century ships planned a visit to Corpus Christi, Texas, however, the local authorities feared an awkward incident. The American Indian Movement, which was using the Columbus quincentenary as an occasion to protest the mistreatment of Native Americans, scheduled a protest in Corpus Christi to coincide with the ships' arrival. The Coast Guard set up a series of security zones around the area the vessels were to traverse, and fifteen Auxiliary facilities were on hand to keep spectator craft at a discreet distance. The *Niña*, *Pinta*, and *Santa Maria* made it to the Corpus Christi docks without untoward incident - largely, perhaps, because they arrived more than a week ahead of schedule.[25]

In July, 1992, Boston Harbor was the scene of another visit by the international fleet of sail training ships. Twenty "class A tall ships," along with more than two hundred smaller sailing vessels, came to Boston for SailBoston

The old language regarding the status of members' boats was to be refined, and extended to Auxiliary aircraft. An Auxiliary radio station was to "be deemed to be a radio station of the Coast Guard and a 'government station.'"[35]

The proposal made its first appearance on Capitol Hill as Title V of the Coast Guard Omnibus Bill of 1994. The Congress passed other sections of that legislative package, but the provisions related to the Auxiliary got stalled in committee until 1996. In April of that year the House Subcommittee on Coast Guard and Maritime Transportation held a short series of hearings on the proposal. The chief witness was NACOM Melera. He told the Congressmen that

> The Auxiliary is no longer defined by the traditional cornerstones of public education, vessel examinations, and operations. Rather it recognizes a tripartite customer base composed of the recreational boating public, the Auxiliary membership itself, and our parent service....
>
> It becomes very clear...that for this new structure to reach its most effective outcome, the Auxiliary must be authorized to fully support active duty Coast Guard programs, beyond those authorized by the existing outdated Federal statutes, that so narrowly restrict our efforts to the recreational boating safety arena. Moreover, the Commandant must be empowered to use the remarkable force extending capabilities of the Auxiliary resource when and for whatever purpose, within the law, he requires....
>
> We are a strong and vital organization dedicated to serving the people of this nation through our support to the United States Coast Guard. I assure you that will continue to be the case.[36]

The proposal, incorporated into the annual Coast Guard appropriations bill, passed both houses of Congress with minimal debate. President Bill Clinton signed it into law on October 19, 1996.[37]

In the mean time the Chief Director's office and the National Board had been working out a new framework to manage the relationship between the Coast Guard and the Auxiliary. In 1995 a study team comprising veteran Auxiliarists and Coast Guard officers produced a scheme called the Auxiliary Business Description and Direction, or ABD&D. Under this document Coast Guard Headquarters would be able to employ the Auxiliary for virtually any mission. When Headquarters identified an appropriate job for the Auxiliary, a "memorandum of understanding" (MOU) would be drawn up and signed by the responsible staff officer and the Chief Director of the Auxiliary. The MOU would "provide the appropriate guidance for successful mission completion, and...define such things as mission scope, training requirements and responsibilities, and, of course, funding."[38] The officers of the Auxiliary units involved, in consultation with the local Coast Guard authorities, would then figure out how best to carry out the mission.

In acknowledgment that the Auxiliary's mission had expanded beyond the traditional four cornerstones, the National Board revised the system of recognizing Auxiliary unit achievements. At the beginning of 1996 the National Board eliminated the AMOS (Auxiliary Mission Objective System) award structure, whereby flotillas had competed with each other for recognition based on the numbers of PE courses, operational patrols, and CMEs they conducted. A new system, AMOS II, was to recognize individual Auxiliarists for their work in any mission the Coast Guard might assign them.

The Chief Director, CAPT Al Saara, summed up the impact of these changes on the individual Auxiliarist:

> ...You will no longer be driven to achieve certain artificial goals in order to support your Flotilla's effort to earn one or more of the AMOS ribbons....You will be free to pick and choose from among the many authorized missions. You will be able to concentrate on those program areas which really hold your interest - those areas where you enjoy putting your effort - those areas where you derive real satisfaction from your accomplishments - without the nagging feeling that you are letting the Flotilla down....
>
> We have people looking at the ABD&D and asking how we can expect the Auxiliary to accomplish all the new things that we are now asking them to do....We don't expect EVERYBODY to participate in EVERYTHING. What we do expect is that everybody will participate only where they feel they can be most effective and only where they derive the most satisfaction.[39]

During the next few months the National Board drew up a plan to reorganize the staff of the Auxiliary at the national level. As of the beginning of 1997, the Auxiliary was to be run by three Directorates: the Directorates of Recreational Boating Safety (RBS), Member Services (MS), and Coast Guard and State Support (CG/SS). The head of each Directorate would hold the title of National Vice Commodore, and would "directly interface" with the head of an equivalent Directorate at Coast Guard Headquarters. The old positions of National Area Rear Commodore (NARCO) were eliminated. NACOM Melera labeled these revisions "the most comprehensive changes to affect the Auxiliary in recent history and perhaps since the beginning of our organization some 56 years ago."[40]

In 1994 AUXMIS, the Auxiliary's computerized record-keeping system, celebrated its twentieth birthday. As the Chief Director, Captain Saara, put it, "in computer years, that is ancient. It simply is incapable and much too inflexible to meet present or future needs - and it is beyond repair."[41] The Coast Guard hired a software development firm to work with a team of experts within the Auxiliary to develop a new program - one that could be operated by flotilla staff officers with basic computer skills. Henceforth Auxiliarists who completed any of the myriad new tasks covered by the ABD&D could get credit

for their efforts simply by notifying a flotilla or district officer, who would type the data into the system via a computer in his or her office. The exasperating forms and carbon copies were to be things of the past. The new system, called AUXMIS II, was up and running by fall of 1996, and was regarded universally as a huge improvement over its predecessor.

The computer revolution was making inroads throughout the Auxiliary. In 1995 Headquarters set up a national Auxiliary site on the Internet, and in late 1996 AUXNET, an e-mail system that encouraged Auxiliarists who owned computers to communicate with each other, had more than a thousand entries in its address book. By the spring of 1997 thirty-six Auxiliary web sites, on the district, division, and flotilla levels, were in operation.[42]

In late 1996 Headquarters, using the numbers provided by AUXMIS II, calculated that, in a typical day, the Coast Guard Auxiliary

- Educated 929 people on recreational boating safety and marine environmental protection
- Completed 7 regatta patrols
- Completed 91 safety patrols
- Accomplished 19 SAR assists
- Saved $729,000 worth of property
- Assisted 56 people in trouble on the water
- Completed 15 recruiting support missions
- Performed 615 Courtesy Marine Examinations
- Participated in 120 Coast Guard operational support missions
- Participated in 42 Coast Guard administrative support missions
- Completed 122 Public Affairs missions
- Saved one or two lives.

Membership at that time was 34,057 - an increase of 616 over the previous year. The number of Auxiliary flotillas stood at 1,190, located in all fifty states, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, and the North Marianas. The Boat Crew Qualification Program had produced 9,150 Boat Crew and 7,294 Coxwains. The Auxiliary had 6,736 "surface facilities" (i.e., boats), 126 aircraft, and 2,206 radio stations.[43]

On July 17, 1996, a Trans World Airlines jumbo jet crashed into Long Island Sound off East Moriches, New York. All of the 230 people on board were killed. The Coast Guard and Navy conducted a lengthy search for bodies and wreckage. The Auxiliary's contribution to the operation included eight airplanes, whose pilots put in 137 mission hours transporting investigators, equipment, and media personnel to the site. Auxiliary Coxswain Arnold Michels, a 76-year-old World War II veteran, spent ten hours on board the cutter *Adak* helping recover and bag bodies. During the next several weeks Auxiliarists put in more than two thousand hours at eight Coast Guard

stations, substituting for regulars who had been assigned to the crash investigation. A total of two hundred Auxiliarists from twenty-eight flotillas took part in the operation.[44]

Education and courtesy inspections, of course, had been among the Auxiliary's cornerstones since shortly after the Second World War, with recreational boaters as the traditional clientele. In 1998, with Coast Guard encouragement, New England Auxiliarists began offering safety inspections and training to commercial fishing vessels and their crews. When a fishing boat named *Shelagh* sank due to stability problems, all four crewmen credited their survival to the training they had received from a Coast Guard Auxiliarist.[45]

Since the introduction of the Public Education cornerstone in the late 1940s, the Auxiliary had encouraged the development of "training aids" to help put across the boating safety message. One of the most successful training aids in the "Water 'n' Kids" program was the work of Auxiliarists Mike Robeano and Richard Ellwanger, of Flotilla 18-6 in Columbus, Ohio. Putting their expertise in electronics to work, they built a miniature fiberglass tugboat, equipped with wheels and a radio-controlled propulsion plant. "Coastie," as the unusual vessel came to be called, carried a full complement of navigational and safety equipment, including a life preserver, a fire extinguisher, and running lights. His pilothouse windows featured a pair of rolling eyeballs, and he spoke to his youthful audiences via a radio transmitter and receiver. Coastie became a roving ambassador for both the Auxiliary and the Ohio Department of Natural Resources Division of Watercraft. In addition to using him as a training aid, Robeano and Ellwanger took him for tours of Children's Hospital in Columbus. The effect on seriously ill children when Coastie steamed into their wards was remarkable. He became one of the hospital's most popular characters. When one of his youthful acquaintances lost his fight with leukemia, the boy's parents asked for a photograph of Coastie to put in the boy's coffin.[46]

The Coast Guard and the Auxiliary were on hand for two memorable voyages by historic warships. In August, 1997, the U.S.S. *Constitution* celebrated its two-hundredth anniversary by making a short trip under sail in Massachusetts Bay - the first time "Old Ironsides" had sailed under its own power in more than a hundred years. The escorting fleet included two modern Navy frigates and numerous Coast Guard vessels. Seventy-three Auxiliary facilities, with 277 Auxiliarists on board, shepherded the enormous spectator fleet, and fifteen other Auxiliarists "backfilled" at Coast Guard stations whose utility boats and crews were among the escorting fleet.[47] And in July of the following year, six Fourteenth District Auxiliary facilities helped escort the great battleship *Missouri* to its final anchorage at Pearl Harbor.[48]

The waters between Florida and Cuba continued to be a trouble spot for the Coast Guard and a breeding ground for international crises. In 1991 a Miami-based organization called Brothers to the Rescue, made up largely of Cuban expatriates, began flying private aircraft in the neighborhood of Cuba with the ambition of encouraging people to leave the island and helping the Coast Guard rescue emigrants when they got into international waters. On more than one occasion such flights went into Cuban air space, sometimes dropping anti-Castro leaflets. On February 24, 1996, a MiG from Castro's air force shot down two single-engine Brothers to the Rescue planes over the water north of Havana. The bodies of the four men on board were never recovered.

The State Department lodged a protest with the Cuban government, claiming that the two unarmed planes had been in international air space. The United Nations passed a resolution "strongly deploring" Cuba's action. President Clinton declared a national state of emergency and, hoping to head off any adventurous attempts at retaliation, ordered the Coast Guard to intercept any boats it suspected were headed for Cuban territorial waters.

The friends and relatives of the dead fliers organized several memorial services, including a trip by a fleet of small boats to the site where the planes had gone down. The Clinton administration took the position that, since the proposed ceremony was to be held in international waters, neither the American nor the Cuban government had any authority to interfere with it. The Coast Guard, however, was ordered to keep a close watch on the proceedings, to ensure that none of the mourners entered Cuban territorial waters.

The memorial flotilla, about thirty boats strong, got underway from Key West on the morning of March 2, 1996. The Coast Guard Auxiliary's role in the operation was to help the Coast Guard examine the participating boats prior to their departure and escort them out to sea, where Coast Guard cutters and patrol boats took over. Coast Guard HU-25 Falcon and C-130 Hercules SAR aircraft flew overhead. Two Navy cruisers and a frigate steamed a parallel course, barely in sight. An Air Force AWACS early warning aircraft circled in the distance, ready to vector F-15 fighters from Florida if any Cuban warplanes put in an appearance. No confrontation took place. Castro had pledged to ignore the proceedings as long as they stayed in international waters, and rising seas forced the mourners to drop their memorial wreaths about twenty miles short of their announced destination.[49]

On several occasions the Coast Guard and various other agencies called on the Auxiliary for help in military maneuvers and disaster drills. In February of 1996, several flotillas in Charleston, South Carolina took part in a drill sponsored by the Texaco Oil Company oriented around a simulated oil spill from a tanker.[50] In the following year Seventeenth District Auxiliarists

participated in Operation Northern Edge '97, an elaborate multi-service military exercise in Alaska. Auxiliary facilities served as platforms for officers acting as "controllers" and "evaluators," and Auxiliarists got to play the parts of saboteurs, militant war protestors, and refugees. The city of Providence, Rhode Island, asked for assistance in Operation Unified Response '97, a drill designed to test all the municipal emergency response facilities by simulating a massive terrorist attack. Auxiliarists fitted with bandages, fake blood, and realistic prosthetic "wounds" posed as victims for the benefit of ambulance teams and paramedics. One participant described the experience as "an extended Addams Family reunion."[51]

In January, 1997, record amounts of rain and snow runoff in northern California created a series of devastating floods in the San Francisco Delta. Auxiliarists filled sandbags, conducted SAR patrols, and helped crew Coast Guard patrol boats when the District Commander ordered a halt to commercial and pleasure boating in the area. In one instance a Coast Guard boat with a crew consisting of two Auxiliarists, one reservist, and an active duty coxswain pulled two civilian boats to safety. The National Commodore, Everette Tucker, described that incident as a "true 'Team Coast Guard' effort."[52]

Two months later an even more disastrous flood occurred in the valleys of the Ohio River and its tributaries. Hundreds of people lost homes, businesses, and other property. The state of Ohio set up an Emergency Operations Center in Columbus. Members of local Coast Guard Auxiliary flotillas stood watch throughout the emergency, manning telephones and radios to coordinate the efforts of the Coast Guard and the various other federal, state, and local relief agencies. A little more than a hundred miles to the south, several flotillas in Louisville, Kentucky found themselves in the middle of the rising water. The Auxiliary Search and Rescue Station in Louisville, located in a 60-foot trailer, was wrecked. Coast Guard Reservists helped the Auxiliarists salvage what furniture and equipment they could.[53]

The Auxiliary continued to take pride in "Project AIM." The program introduced about two hundred high school students to the Coast Guard Academy each summer, and "AIMsters" made up about 20 percent of each entering class. In 1995 RADM Gerald F. Woolever, Class of 1963, became the first former AIM candidate to reach flag rank. In the following year the Auxiliary's National Board voted to recognize the former AIM participant with the highest grade point average in each year's graduating class with an honorary lifetime membership in the Auxiliary. The first recipient of that honor was Cadet First Class Tiffany Drum, of Kansas City, Missouri. The Coast Guard Museum observed the Auxiliary's sixtieth anniversary in 1999 by

opening a special temporary exhibition titled "The Rise of Pleasure boating and the U.S. Coast Guard Auxiliary."[54]

During a heavy storm on the night of February 4, 1999, the Panamanian-flagged, Japanese-owned freighter *New Carissa* ran aground in Coos Bay, Oregon, and broke in half. When oil started leaking from the fuel bunkers in the detached bow section, the Coast Guard arranged with a commercial salvage firm to tow it out to sea and sink it in deep water. The tugboat and its charge had proceeded about a hundred miles to the northward when the weather took a turn for the worse. The tow parted, and the leaking forward section of the *New Carissa* drifted ashore at Yaquina Bay. During the next several days the Coast Guard ran an extensive patrol operation throughout the area, monitoring the spread of the oil slick and its effects on waterfowl and marine mammals. Auxiliarists helped operate a "command center" that was set up in the local junior high school, manning telephones and coping with the considerable media attention the incident had attracted. When the weather moderated, the tug succeeded in hauling the wreck off the beach and sinking it in deep water as planned.[55]

In 1999, with membership still remaining static at around thirty-four thousand, the Auxiliary's Department of Personnel conducted another survey in an effort to find out why people were dropping out of the Auxiliary as fast as others were joining it. Once again, the former Auxiliarists who sent in the survey forms gave a variety of reasons, many of which (illness, job transfers, family commitments, etc.) had nothing to do with the Auxiliary. Others continued to complain about the non-emergency SAR policy, the rigors of the Boat Crew Qualification program, and a vaguely-defined but fairly common phenomenon known as AUXBO (Auxiliary Burnout).[56]

By the late 1990s it was clear that, while the Auxiliary was taking on so many additional tasks at the behest of the Coast Guard, some of its traditional activities were growing slightly stale. The numbers of boating safety courses were remaining fairly constant from year to year, but one vital function was faltering. As Mortimer Johnson, National Vice Commodore for the Western Area, put it, "the Courtesy Marine Examination program is in trouble." Since the 1980s the number of recreational boats in American waters had far outpaced the Auxiliary's physical ability to inspect them. Public relations difficulties during the towing policy debate had exacerbated the problem. By 1999 the annual number of CMEs nationally was down to one hundred thousand - a drop of more than 67 percent since the beginning of the 1980s. Fewer than 1 percent of the recreational boaters in the United States were getting their boats inspected.

Coast Guard Headquarters initiated an effort to address the situation, setting up a steering committee that included Auxiliarists, Coast Guard

officers, and representatives from other organizations, such as the U.S. Power Squadron and the National Association of State Boating Law Administrators. The decline in CMEs continued to trouble the Auxiliary when the new century began.[57]

Russell Waesche would have had trouble recognizing the U.S. Coast Guard Auxiliary of 1999 as the organization he had nursed into existence sixty years earlier. But it seems safe to say that, to borrow a Waesche phrase, the old Commandant would have noted its progress "with much interest and satisfaction."

From its inception the Auxiliary has been an unusual institution: a civilian agency made up entirely of volunteers with the mission of assisting an armed service that would otherwise be too small to perform all of its duties. In asserting that such an organization could function effectively, Waesche made a bold assumption: that the American recreational boating community included in its ranks a substantial number of people who would be willing to donate considerable time and energy to the cause of boating safety. He also assumed that the prospect of wearing uniforms, taking orders from Coast Guard officers, and operating within the restrictions of a government bureaucracy would not drive such people out of the organization but would be attractive to them. The experience of the years 1939-1941 suggested that he was right. The Coast Guard Reserve, as it was called in the beginning, got off to a healthier start than even its strongest advocates had expected.

The story of the Coast Guard during the Second World War is the story of how a small service that had been designed to perform certain specific peacetime functions came to be assigned a series of wartime duties few had predicted and none had done before. As the war proceeded, and the government assigned more and more diverse responsibilities to the Coast Guard, the service came to rely heavily on unconventional resources. The Auxiliary became a key, if unsung, element in the process of mobilizing the nation. Through the Coastal Picket Force, the Volunteer Port Security Force, the Beach Patrol, and numerous other assignments, it provided not only manpower but an efficient and inexpensive means of managing it.

In the late 1940s the Auxiliary had to redefine itself. It experienced its share of growing - and shrinking - pains, with thousands of members disenrolling when their wartime jobs were done while Headquarters figured out what the institution's peacetime functions ought to be. The organizational structure that eventually emerged has, with a few well-timed changes, served the Auxiliary well ever since.

The evolution of the peacetime Auxiliary paralleled a series of changes in the federal government's, and the American public's, views about the relationship between the Coast Guard and the recreational boater. The Federal Boating Act of 1958 gave the Coast Guard considerably more law-enforcement authority over the field of pleasure boating, and the Federal Boat Safety Act of 1971 gave the service limited oversight over the boat manufacturing industry. As the federal government moved hesitantly into the realm of boating safety regulation, the individual state governments intensified their own efforts to keep their waterways safe. Even the most enthusiastic proponents of such programs, however, never seriously suggested that motorboats be subjected to the same sorts of laws that governed the operation of automobiles. One reason for that distinction was that the Coast Guard Auxiliary, through its Public Information Courses and Courtesy Marine Examinations, was demonstrating that the recreational boating community could police itself.

Throughout the 1960s and the 1970s, as the Congress steadily pruned the budget, the active duty Coast Guard came to depend on the Auxiliary to deliver an increasingly large number of the service's traditional services to the boater. The "non-emergency assistance" debacle of the 1980s was the biggest crisis in the history of the Coast Guard Auxiliary. The issues were complex and the policy that emerged from the debate satisfied no one. But the Auxiliary, contrary to the predictions voiced by some of its leaders, survived.

The Coast Guard Auxiliary Act of 1996 put into law what had come to pass several years earlier: the integration of the Auxiliary into virtually all of the Coast Guard's missions. At the end of the twentieth century it appears that the Auxiliary has reached a temporary plateau. Its membership has remained fairly static for more than a decade. It has a dedicated, enthusiastic membership and a streamlined administrative structure designed to let the Coast Guard put it to use with a minimum of paperwork and wasted time. With the Auxiliary Business Description and Direction, promulgated in 1995, the National Board and the Chief Director's office took a calculated risk in inviting Auxiliarists to participate in whatever missions appealed to them. So far that system seems to be working. Rarely if ever does a Coast Guard officer complain that the Auxiliary has failed to do what has been asked of it.

The next few years may see the Coast Guard Auxiliary's duties and activities become even broader in scope. As long as the popularity of boating continues to increase, and as long as the federal government keeps the Coast Guard budget on the chopping block, the Commandant and the Chief Director will be looking for jobs that can be handed over to the Auxiliary. And history gives the Coast Guard every reason to assume that whenever it calls upon the Auxiliary to do a job, the Auxiliary will do it.

U.S. Coast Guard Historian's Office

ADM Russell R. Waesche, Commandant of the Coast Guard, 1936-1945. During the 1930s Waesche recognized that the Coast Guard's missions were outgrowing its manpower. He was largely responsible for the Coast Guard Reserve Act of 1939. That legislation created a civilian organization called the Coast Guard Reserve, which was the direct ancestor of the modern Auxiliary.

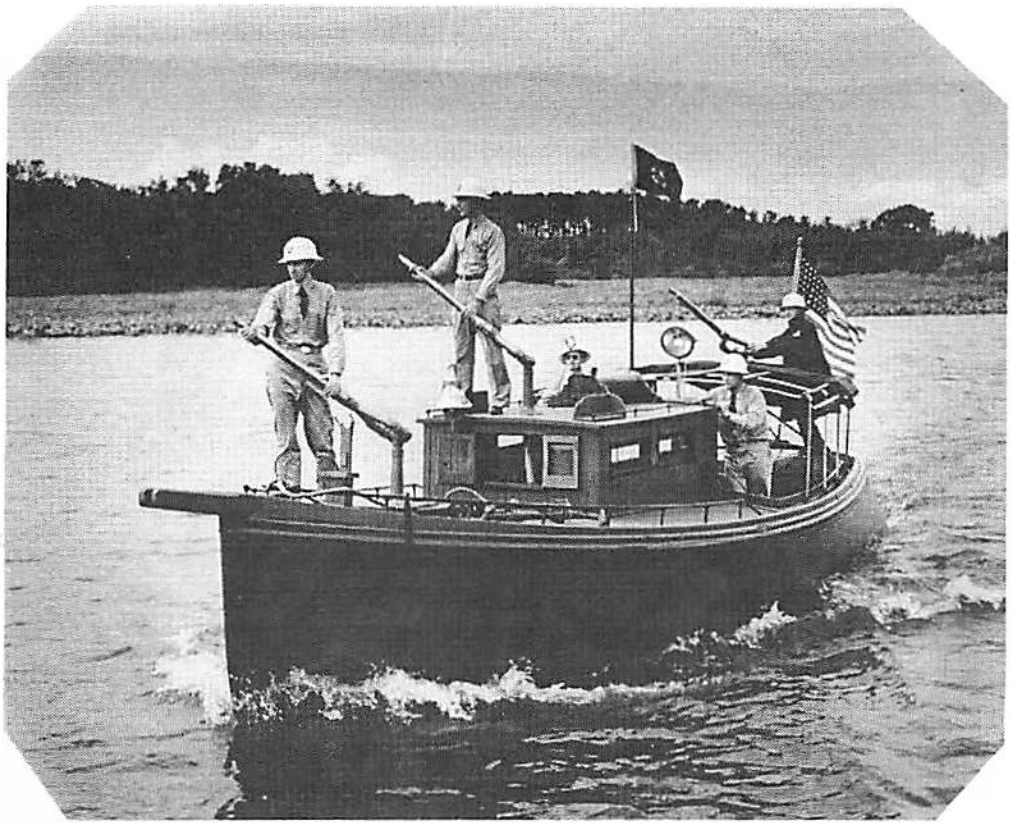
U.S. Coast Guard Historian's Office

Malcolm Stuart Boylan. His 1934 letter advocating a Coast Guard reserve force made up of boating enthusiasts was influential in the birth of the Auxiliary, though the civilian organization created by the Reserve Act of 1939 differed considerably from the military institution he had envisioned. This photograph was taken during World War II, when Boylan, a Hollywood script writer by profession, was serving as Commodore of the Auxiliary in the Eleventh (Los Angeles) District.

U.S. Coast Guard Historian's Office

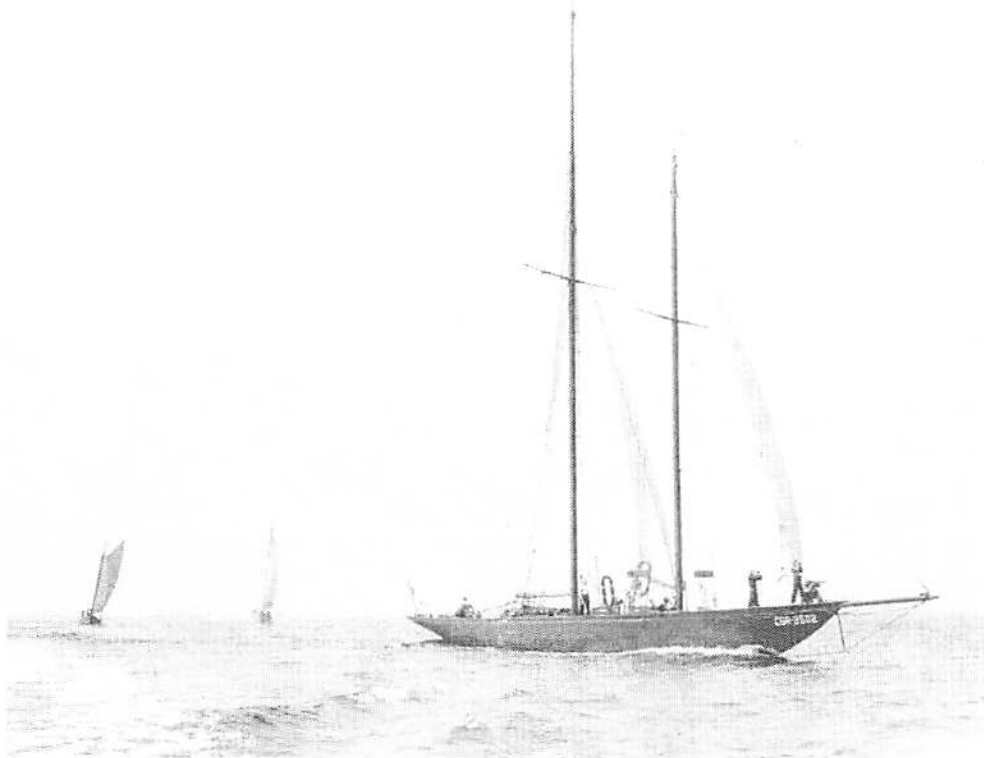
The Commandant ran the civilian Coast Guard Reserve through a regular Coast Guard officer with the title Chief Director of the Reserve. The first occupant of that position was LCDR Merlin O'Neill. This photo was taken later in his career, during his tenure as Commandant of the Coast Guard in the early 1950s. O'Neill presided over the service during a difficult period when budgetary cutbacks were devastating its resources, while the postwar boom in recreational boating was expanding its responsibilities. The result was an increasingly prominent role for the Coast Guard Auxiliary.

Another prominent officer in the early days of the civilian Coast Guard Reserve was LCDR Alfred C. Richmond, who, along with LCDR O'Neill, had the job of drawing up the regulations that made the new institution function. He described it as "a quasi-governmental organization, combining many aspects of a military reserve, a yacht club, a fraternal organization...and a religious order." Richmond served as Commandant of the Coast Guard from 1954 to 1962.



O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

A Coast Guard Auxiliary motorboat, complete with firefighting apparatus, on patrol duty during the Second World War. CGA boats were supposed to carry their numbers on wood boards, which were to be removed when the boats were not operating under Coast Guard orders. As the photograph suggests, that regulation was not always followed.



U.S. Coast Guard Historian's Office

When the German submarine campaign moved to the east coast of the United States in early 1942, the Coast Guard established a "coastal picket patrol" of sailing yachts to patrol along the 50-fathom curve. Most of the owners and crewmen were Coast Guard Auxiliarists serving temporarily in the Coast Guard Reserve. Here the former yacht Duchess, renamed CGR 2502, searches diligently for U-boats.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

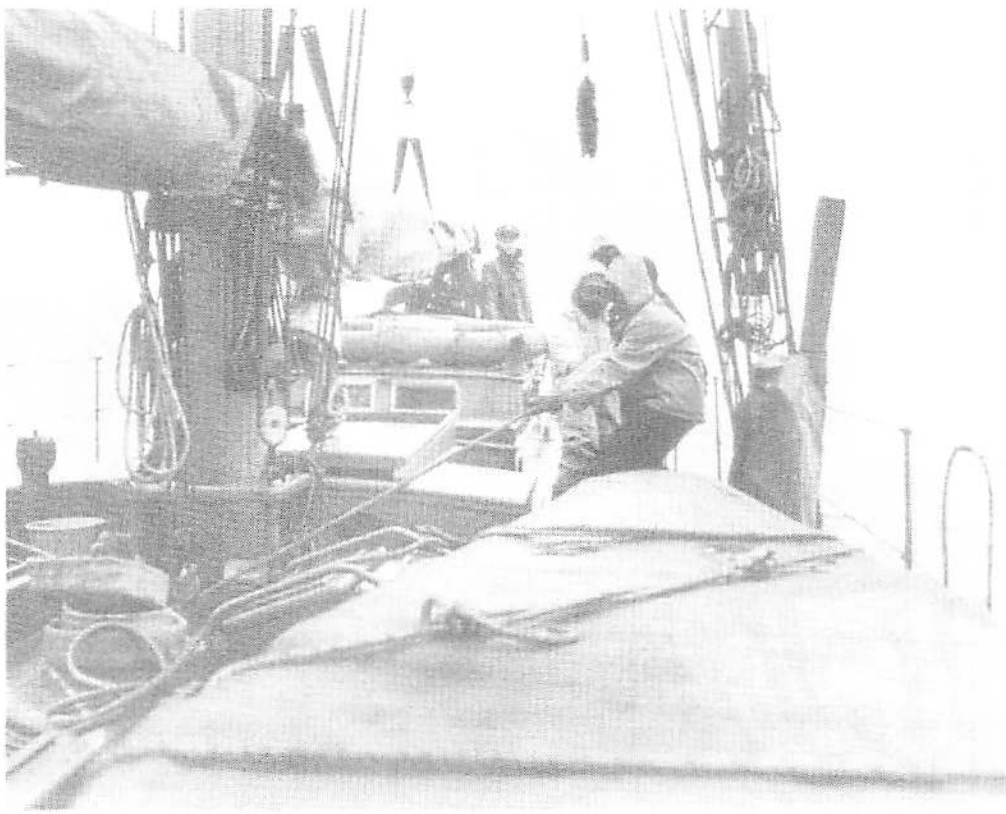
New Jersey members of the Coast Guard Auxiliary at a drill session, sometime during the Second World War.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Sailing yachts of the Coastal Picket Force in an unidentified East Coast harbor, wearing a typically casual assortment of numbers, wait to go out on anti-submarine patrol sometime in 1942.

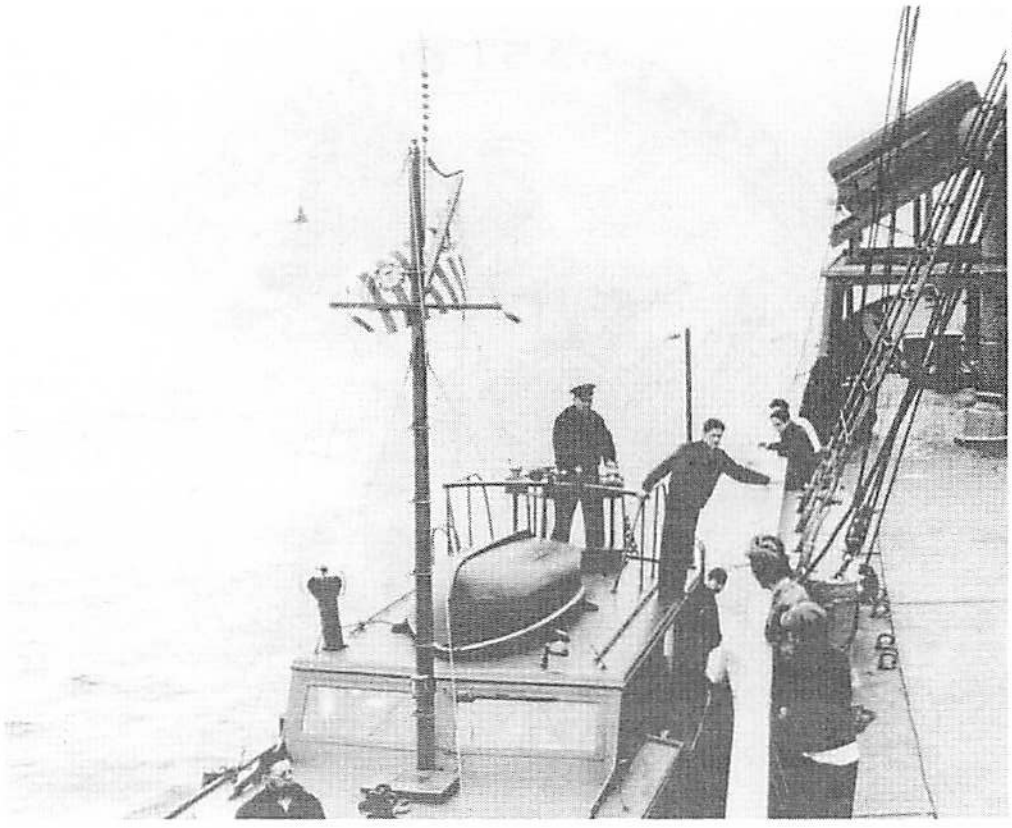
U.S. Coast Guard Historian's Office

The Walt Disney Corporation designed insignia for hundreds of military units during the Second World War. This is the unofficial logo of the Coast Guard Coastal Picket Force.



U.S. Coast Guard Historian's Office

None of the Coastal Pickets came close to sinking a U-boat, and few vessels of the "Corsair Fleet" ever sighted the enemy. Patrol duty on board a sailing yacht nevertheless could be a grueling experience - particularly in winter.



U.S. Coast Guard Historian's Office

CGR 52, formerly named *Poodle Pup*, pulls alongside a merchant ship to put a boarding party on board. TRs with experience in electronics were assigned the duty of "sealing radios" of incoming merchantmen, to ensure that the ships observed radio silence while in port.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Four members of the Coast Guard beach patrol. Dogs and horses were found to be almost as useful as human beings for this monotonous duty. The Coast Guard tried to establish mounted Auxiliary units, with only limited success; few Auxiliarists could afford the necessary investment in time and money.

U.S. Coast Guard Historian's Office

On many a stretch of nearly deserted coastline, a "tower" like this one served as the headquarters of the Coast Guard Beach Patrol. The equipment consisted of a pair of binoculars, a telephone, and a set of compass bearings painted on the railing.

U.S. Coast Guard Historian's Office

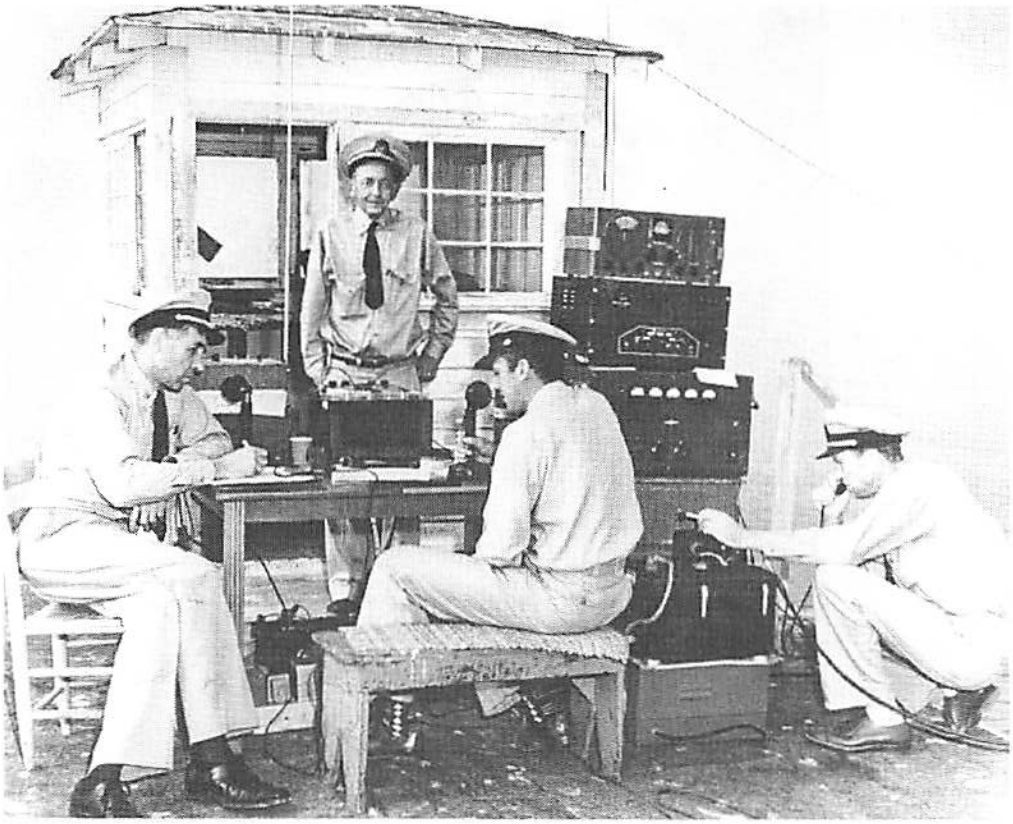
A "TR Beach Pounder" and his dog get ready for another long watch in search of castaways and saboteurs.

O.W. Martin, Jr.
Coast Guard Auxiliary Records Collection,
East Carolina University

Veteran and newly-recruited Auxiliarists, wearing a mixture of Auxiliary and Reserve uniforms and civilian clothes, drill at the Coast Guard base at Little Creek, Virginia in 1945.

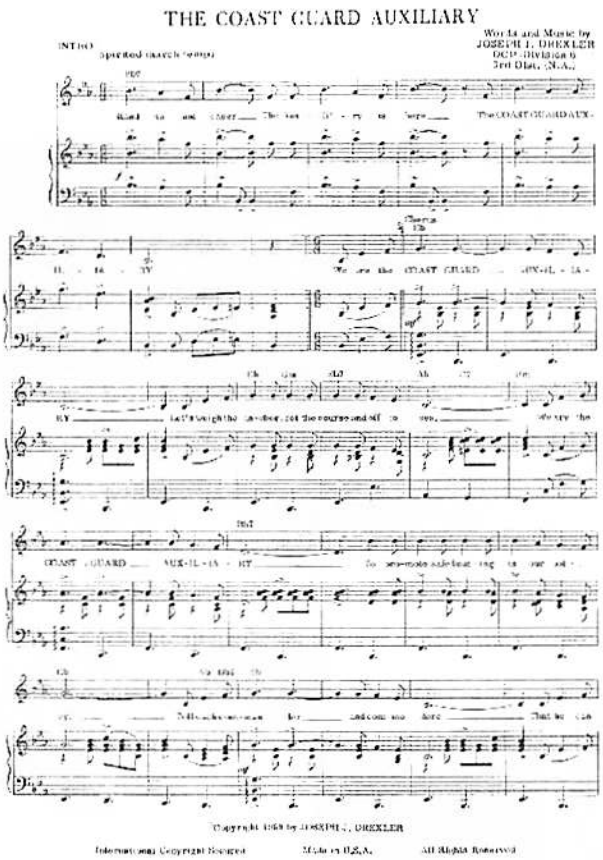
O.W. Martin, Jr.
Coast Guard Auxiliary Records Collection,
East Carolina University

Auxiliarist C.A. Carter mans the radio in the Fourth District's mobile communications truck.



O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Four Auxiliarists train on their flotilla's radio set, sometime during the 1950s.



O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Over the years several amateur musicians have composed anthems and marching songs for the Coast Guard Auxiliary. None of these compositions seems to have enjoyed popularity for long. This example dates from 1959.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Captain Harold B. Roberts served as Chief Director of the Auxiliary during the challenging transitional period from 195 to 1959. His contributions included the series of press releases that metamorphosed into the Auxiliary's national journal *The Navigator*.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

A class of Alaskan boating enthusiasts listens to a lecture on the buoyage system by an Auxiliary training officer in 1960 One of the Auxiliary's most important activities is its public education program, which acquaints thousands of people eac year with the basics of boating safety, navigation, and seamanship.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Actor Robert Wagner poses on board his yacht with an Auxiliary inspector and a newly-issued 1976 CME decal. The Auxiliary uses celebrity endorsements to promote the CME program, particularly during each year's National Safe Boating Week.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

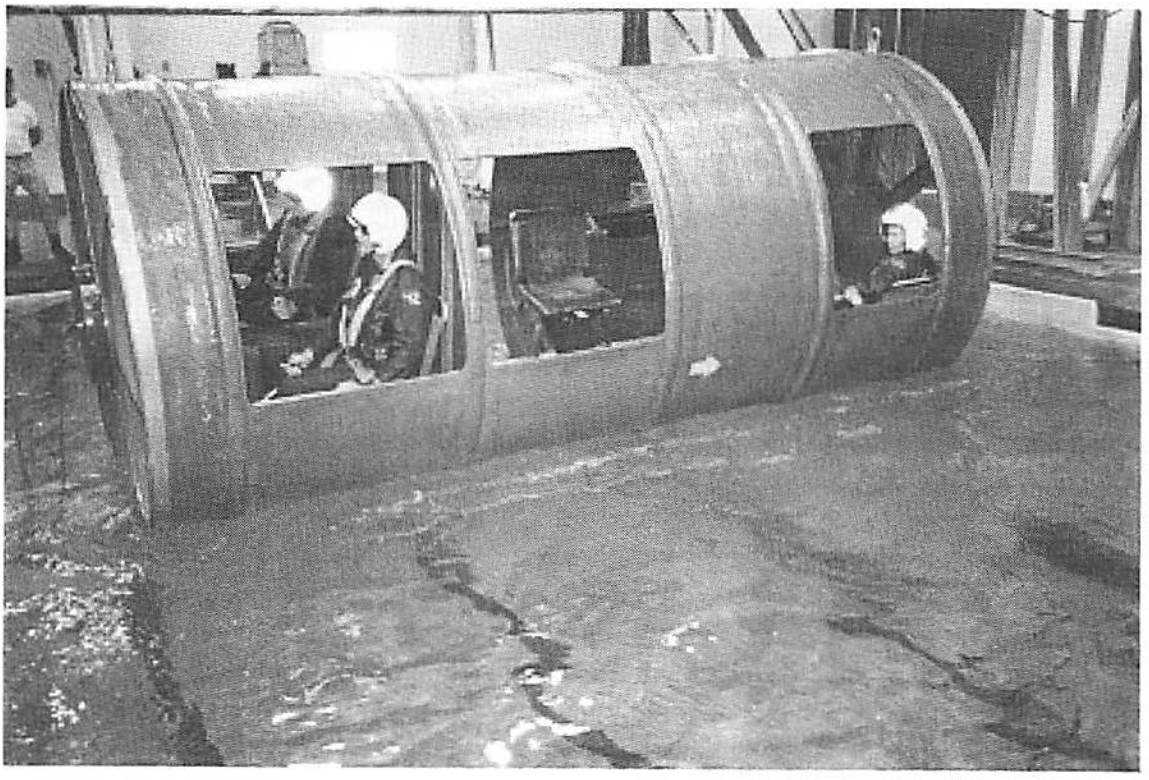
ADM Russell Waesche, Jr. (left foreground) at his retirement ceremony in 1971. The younger Admiral Waesche was, like his father, a stalwart supporter of the Coast Guard Auxiliary. He served for several years as District Auxiliary Director for the Second (St. Louis) District.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

The Eleventh District Auxiliary gets promotional help from celebrities at Disneyland.

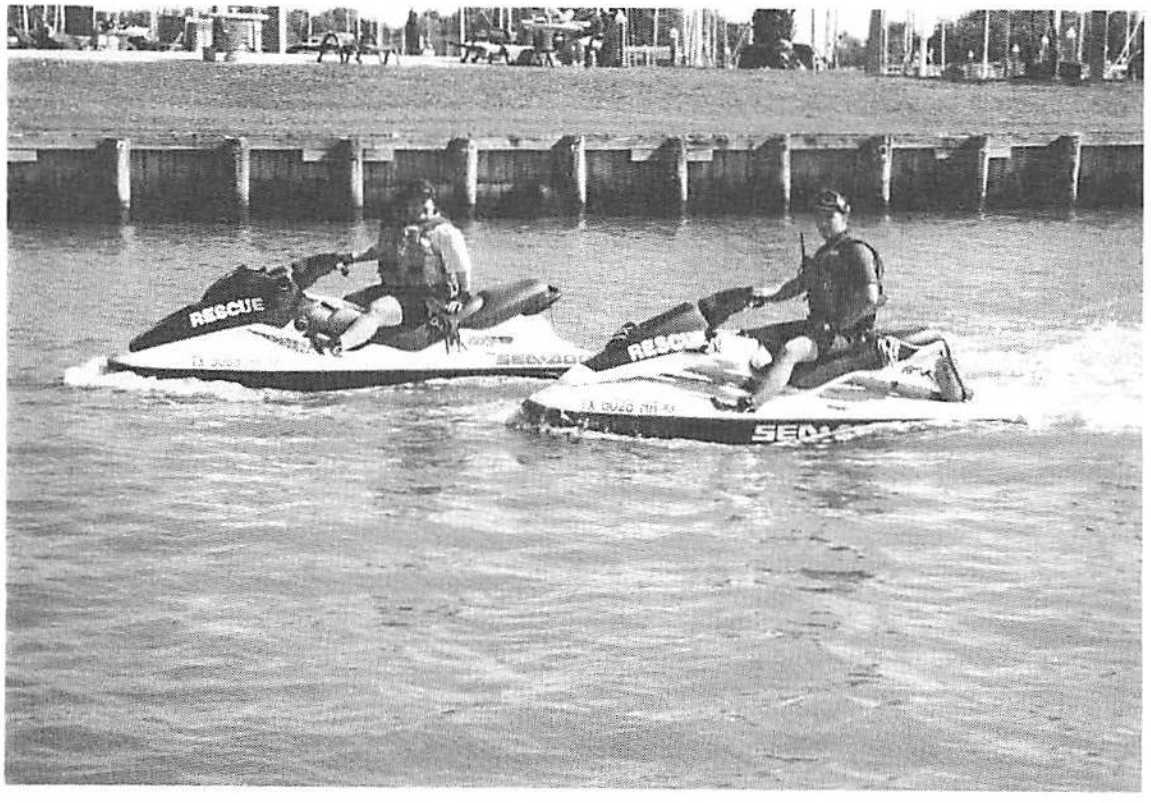
O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

An Auxiliary display at a boat show in an Anchorage, Alaska, shopping mall, 1976.



O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Adventurous Auxiliarists sometimes get the opportunity to undergo advanced training at Coast Guard and Navy facilities. Here a group of Auxiliary aviators experiences the "dunk tank" at Naval Air Station Miramar, California, in 1985.

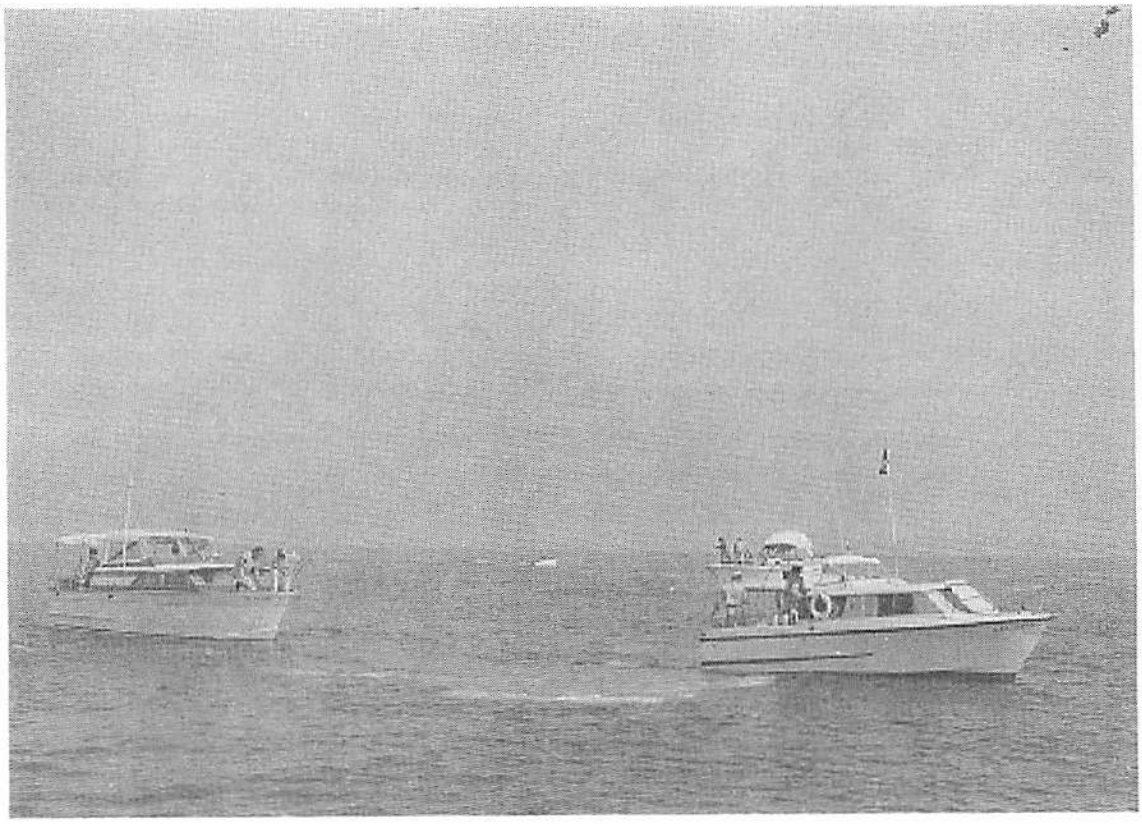


U.S. Coast Guard Auxiliary

A recent addition to the Auxiliary's equipment arsenal is the "personal watercraft," or "jet ski." These two Auxiliarists are conducting a patrol in Clear Lake, near Houston, Texas.

O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Auxiliarist Leif Erickson, star of the television western "The High Chaparral," helps a blind student with a life jacket. Erickson, an Honorary Commodore of the Auxiliary, hosted the Eleventh District's annual "Braille Cruise" on board his yacht in 1973.

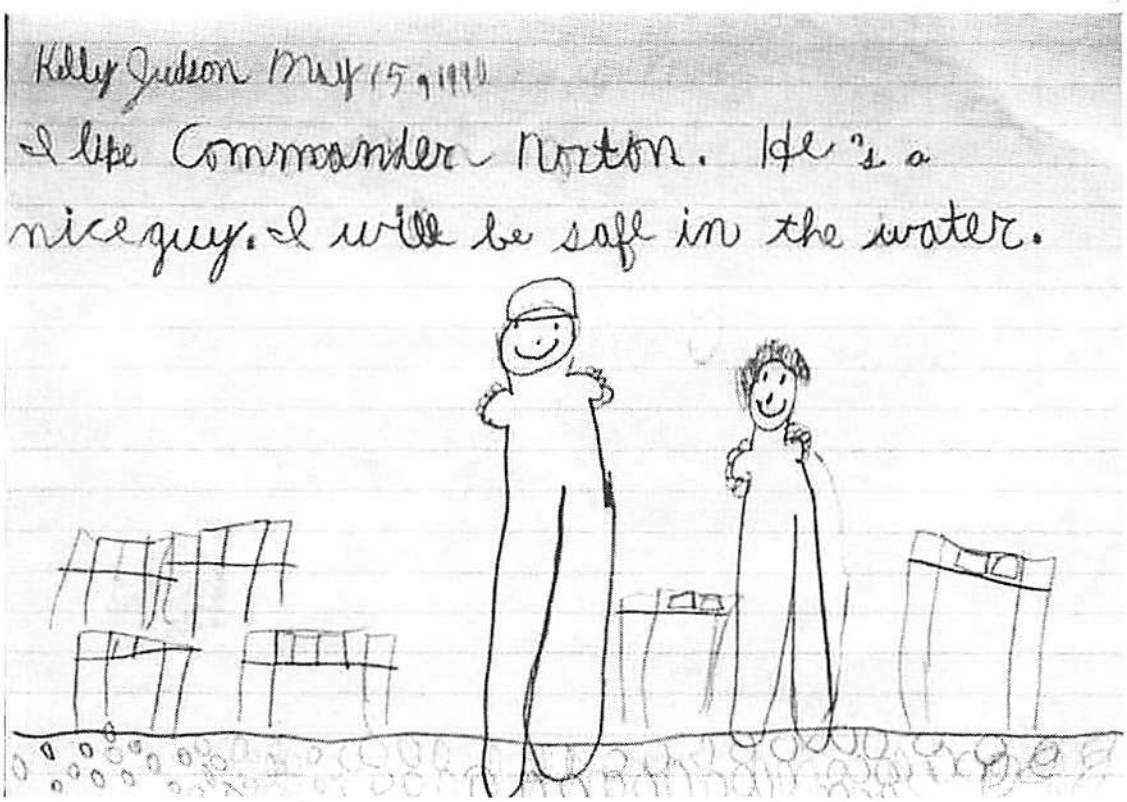


O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

"Can you pass me a tow?" An Auxiliary facility (note the Blue Ensign) gives a friendly hand to a pleasure boat that has lost power. In the 1980s, the Auxiliary's "non-emergency assistance" policy embroiled the organization in the biggest controversy of its history.

U.S. Coast Guard Auxiliary

During OPSAIL 2000 in New York Harbor, an Auxiliary facility sails past the *Eagle*, the Coast Guard Academy's training barque.



O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, East Carolina University

Members of the Coast Guard Auxiliary receive no salaries, and funding for Auxiliary activities and operations is always short. But as one flotilla commander was reminded after giving a talk on boating safety to a first grade class, Auxiliary membership does have its rewards.

U.S. Coast Guard Auxiliary

Florida Auxiliarists practice a "man overboard" drill.

U.S. Coast Guard Auxiliary

Auxiliarists instruct a group of youngsters in Englewood, Florida about the proper use of lifejackets.

Notes

Notes to Chapter One

1. J. Robert Nash and Stanley Ralph Bass, eds., *The Motion Picture Guide* (Chicago: Cinebooks, Inc., 1987), s.v. "Boylan, Malcolm Stuart." Boylan's other credits included the silent movies "Ladies Must Dress" (1927), "Outlaws of the Red River," with Tom Mix (1927), and "Captain Lash," with Victor McLaghlen (1929), and the sound films "A Yank at Oxford," with Robert Taylor (1938) and "St. Louis Blues," with Dorothy Lamour (1939). Boylan continued his Hollywood career during World War II, writing the scripts for such films as "Sailors on Leave" and "Remember Pearl Harbor." His last film, "Soldiers Three," with Stuart Granger, Walter Pidgeon, and David Niven, was released in 1951.

2. Malcolm Stuart Boylan, *Auxiliary*, Vol. 19 of *The Coast Guard at War* (Washington: U.S. Coast Guard, 1948), p. 2. *The Coast Guard at War* is a series of "monographs" prepared by Coast Guard Headquarters in the years immediately following the Second World War. This massive opus was never published for distribution outside the service, but photocopies are available in the Coast Guard Historian's Office and various other Coast Guard repositories. The authors of the individual volumes were not identified. In 1957 the Naval Institute Press published a 1-volume distillation of the project, written by a Coast Guard Reserve officer, LT Malcolm F. Willoughby, and entitled *The United States Coast Guard in World War II.* Willoughby listed the authors of the monographs in his preface (p. xii).

3. Robert Erwin Johnson, *Guardians of the Sea: History of the United States Coast Guard, 1915 to the Present* (Annapolis: Naval Institute Press, 1987), pp. 127-148.

4. *Ibid.*, pp. 149-150.

5. *Congressional Record*, 76th Congress, 1st Session, House of Representatives, April 14, 1939, p. 4706.

6. House Committee on Merchant Marine and Fisheries, *Retirement of Coast Guard Enlisted Personnel and Establishment of a Coast Guard Reserve: Hearings*, 76th Congress, 1st Session, April 25, 1939.

7. *Ibid.* Waesche's reference to "the Coast Guard job" as "a young man's job" was meant literally. The Coast Guard did not recruit women prior to the Second World War.

8. *Ibid.*

9. *Ibid.*

10. *Congressional Record*, 76th Congress, 1st Session, Senate, June 13, 1939, p. 7098.

11. *Congressional Record*, 76th Congress, 1st Session, House of Representatives, July 11, 1939, p. 8862.

12. *Yachting* 66, no. 5 (Nov. 1939), p. 62.

13. Boylan, *Auxiliary*, p. 4.

14. *Ibid.*, p. 5.

15. "Review with Admiral A.C. Richmond, U.S.C.G. Ret.," *The Stand-By* (journal of the Eleventh District Auxiliary), Spring 1964, p. 8, #559, National, Orville H. Martin Coast Guard Auxiliary Records Collection, Special Collections, East Carolina University. Hereinafter cited as CGAR.

16. Johnson, *Guardians of the Sea*, p.161. Both O'Neill and Richmond later served as Commandants of the Coast Guard - O'Neill from 1950 to 1954 and Richmond from 1954 to 1962.

17. The title of the officer responsible for the Reserve and Auxiliary changed several times during the early years. With the official adoption of the name Coast Guard Auxiliary in 1941 that individual got the title Head of the Auxiliary Division. The title Chief Director of the Auxiliary seems to have been adopted officially in 1950. See Appendix IV.

18. Waesche to All Units, July 25, 1940, "Correspondence 1940-44" folder, CGAR, National.

19. Johnson, *Guardians of the Sea*, pp. 161-164.

20. *Ibid.*, pp. 179-180.

21. Waesche to Coast Guard Reservists, Aug. 8, 1941, "Correspondence 1940-1941" folder, CGAR, National.

22. Form, "Report of Suspicious Maritime Activities/U.S. Coast Guard Reserve," n.d., Correspondence 1940-1941" folder, CGAR, National.

23. The time lag between the first reading of the bill in the House and Senate, in October, 1940, and the final signing by the President, in February, 1941, has led to some confusion in secondary sources. Some official documents printed while the bill was under consideration referred to it as "The Coast Guard Auxiliary and Reserve Act of 1940." The date in the title was changed by amendment to 1941.

24. House Committee on Merchant Marine and Fisheries, *Coast Guard Auxiliary and Reserve Act of 1940: Hearings*, 77th Congress, 1st Session, Jan. 28, 1941.

25. *Ibid.*

26. Boylan, *Auxiliary*, p. 6

27. House Committee on Merchant Marine and Fisheries, *Coast Guard Auxiliary and Reserve Act of 1940: Hearings.*

28. Boylan, *Auxiliary*, p. 6.

29. House Committee on Merchant Marine and Fisheries, *Coast Guard Auxiliary and Reserve Act of 1940: Hearings.*

30. *Congressional Record*, 77th Congress, 1st Session, House, Feb. 5, 1941, p. 679; Senate, Feb. 6, 1941, p. 688; Senate, Feb. 10, 1941, p. 842; House, Feb. 11, 1941, p. 900; Senate, Feb. 24, 1941, p. 1293.

31. Malcolm D. Lamborne, Jr., "U.S. Coast Guard Reserve Under Way," *Yachting*, Vol. 69, no. 6 (June 1941), p. 84.

32. Boylan, *Auxiliary*, p. 7.

33. *Ibid.*

34. *Ibid.*

35. RADM L.C. Covell to all District Commanders, July 8, 1941, "Postwar Planning" folder, CGAR, National.

36. Coast Guard Headquarters Auxiliary and Reserve Bulletins, July 18, 1941 and Aug. 11, 1941, "General Information/National" folder, CGAR, National. The Coast Guard used the terms "enrollment" and "disenrollment" to define the status of temporary members of the Reserve. "Regular" reservists "enlisted" and were "discharged."

Notes to Chapter Two

1. Willoughby, *Coast Guard in World War II*, p. 257

2. "A History of the Fourteenth District U.S. Coast Guard Family: A Fifty Year Tour of Both the Regulars and the Auxiliarists, Period from 1942 Through the Year 1992," n.p., "History/14th District" folder, CGAR, 14th Dist. This document contradicts the assertion in the *Coast Guard at War* monograph on the Auxiliary (p. 15) that "there was no Auxiliary in the 14th Naval District during the war.

3. Johnson, *Guardians of the Sea*, p. 195

4. Willoughby, *Coast Guard in World War II*, p. 8. Most of the Coast Guard's wartime personnel consisted of regular reservists - i.e., young men and women who met the service's

physical requirements and served full-time for the duration. As of February 29, 1944, regular Coast Guard strength was 17,000 officers and men. At the same time the regular Coast Guard Reserve numbered 6,793 officers, 297 warrant officers, and 135,260 enlisted men. On June 3, 1944, 771 female officers and 7,600 enlisted SPARs were in service.

5. Samuel Eliot Morison, *The Battle of the Atlantic*, Vol. 1 of *History of United States Naval Operations in World War II* (Boston: Little Brown, 1947), p. 63.

6. Commandant to All Senior Coast Guard Officers, 1st, 3rd through 14th Naval Districts, Dec. 19, 1941, "Correspondence 1940-44/National" folder, CGAR, National.

7. Waesche to All Senior Coast Guard Officers, 1st, 3rd through 14th Naval Districts, Jan. 14, 1942, "Forms 1940s/National" folder, CGAR, National.

8. Clay Blair, *The Hunters, 1939-1942*, Vol. 1 of *Hitler's U-Boat War* (New York: Random House, 1996), pp. 715-718, 724-725.

9. *Ibid.*, pp. 39, 437; Corelli Barnett, *Engage the Enemy More Closely: The Royal Navy in the Second World War* (New York: Norton, 1991), pp. 251-278.

10. Blair, *Hunters*, p. 441; Karl Dönitz, *Memoirs: Ten Years and Twenty Days* (Annapolis: Naval Institute Press, 1990), p. 205. Six U-boats were originally assigned to "*Paukenschlag*," but U-502 suffered an oil leak in the Bay of Biscay and had to turn back for France.

11. Blair, *Hunters*, pp. 454-460.

12. Homer H. Hickam, Jr., *Torpedo Junction: U-boat War off America's East Coast, 1942* (Annapolis: Naval Institute Press, 1989), p. 296.

13. During the first three decades after the war various authors accused King of counterproductive stubbornness, alleging that he had refused to set up an effective convoy system on the east coast. More recent accounts exonerate King, pointing out that the root of the problem was the simple paucity of American escort vessels in the first phase of a two-ocean war. See, for example, Blair, *Hunters*, pp. 452-460; Thomas B. Buell, *Master of Sea Power: A Biography of Fleet Admiral Ernest J. King* (Boston: Little, Brown, 1980), pp. 282-286; and Robert W. Love, Jr., "The U.S. Navy and Operation *Roll of Drums*, 1942," in Timothy J. Runyan and Jan M. Copes, eds., *To Die Gallantly: The Battle of the Atlantic* (Boulder, Colorado: Westview Press, 1994), pp. 95-120.

14. Robert L. Scheina, *U.S. Coast Guard Cutters and Craft of World War II* (Annapolis: Naval Institute Press, 1982), pp. 37-42. This work is the source for all other technical information regarding World War II Coast Guard vessels herein.

15. Another often-voiced criticism of American naval policy at this stage of the war contends that the Navy and Coast Guard failed to learn obvious lessons in anti-submarine tactics from the British, who had been fighting U-boats for two years. There may be some grounds for that claim. On the other hand the U-boat war off the U.S. east coast differed in some fundamental tactical features from the fighting in the open waters of the North Atlantic.

16. Hickam, *Torpedo Junction*, p. 297.

17. "History of the United States Coast Guard Auxiliary, Third District, 1939-1949," p. 10, "1st District (SR)/History" folder, CGAR, 1st Dist. Hereinafter cited as "Third District History." This document is a pre-publication (apparently the page proofs) of a book-length history of the Auxiliary in what was then the Third Naval District.

18. Morison, *Battle of the Atlantic*, pp. 268-269.

19. Wilford G. Bradford to ADM Ernest J. King, June 26, 1942, quoted in Michael Gannon, *Operation Drumbeat* (New York: Harper and Row, 1990), p. 353.

20. "Third District History," p.24.

21. Warren E. Fox, "A Short History of the Events Leading to the Establishment of the United States Coast Guard Flotilla 81," "History" folder, CGAR, 5th Dist. The flotilla in question is located in Ocean City, New Jersey, and this history was compiled for its fortieth anniversary in 1980.

22. Morison, *Battle of the Atlantic*, p. 269.

23. *Ibid.*, p. 270.

24. The sketchy relationship between the Coast Guard Auxiliary and the Coast Guard Reserve originated in the scheme Admiral Waesche presented to the Congress in January, 1941. Several secondary sources, including Willoughby's *U.S. Coast Guard in World War II*, make reference to "the Coast Guard Temporary Reserve." The term appears frequently in official Coast Guard documents of the period, including letters, orders, and speeches by Admiral Waesche. Officially, however, no "Temporary Reserve" ever existed, in that no organization with such a title was authorized by Congress. As of November 9, 1943, the Office of Personnel at Coast Guard Headquarters in Washington did have a Temporary Reserve Division, and each naval district had a Temporary Reserve Personnel Officer. See Commandant's Circular No. 64, Nov. 9, 1943, "Correspondence 1940-44/National" folder, CGAR, National.

A "Coast Guard TR" was a *temporary member* of the Coast Guard Reserve - a civilian except during the several hours or days per week when he or she was on duty and in uniform. A regular reservist (i.e., a young male or female member of the organization known before the war as the "military reserve of the Coast Guard") was under Coast Guard orders at all times and could be assigned to duties anywhere in the world. A temporary reservist was under orders only when he or she was on duty, and could be assigned to duties only in a specific geographic area - normally within driving or walking distance of his or her home and place of business. Such a person often was - but was not required to be - simultaneously a member of the Coast Guard Auxiliary. Numerous temporary members of the Reserve (e.g., the pilots, plant guards, and Coast Guard Police) had no connection with the Auxiliary.

25. Waesche to All District Coast Guard Officers, 1st, 3rd through 14th Districts, June 17, 1942, "Correspondence, 1940-44/National" folder, CGAR, National.

26. *Ibid.*

27. Pamphlet, "United States Coast Guard Auxiliary - General Information," May 1943, p. 2, "General Circulars" folder, CGAR, National. The first associate memberships seem to have been authorized by the Director of the Third District on February 25, 1942. "Third District History," p. 22.

28. Morison, *Battle of the Atlantic*, p. 277.

29. "Third District History," pp. 28-29.

30. The Corsair Fleet was not the first naval force to perceive the strategic value of Gardiner's Bay. In 1780 VADM Marriot Arbuthnot, Royal Navy, had used it as a base for his squadron of ships of the line while he was blockading a French fleet anchored in Narragansett Bay.

31. "Third District History," p. 29.

32. Morison, *Battle of the Atlantic*, p. 270.

33. Coast Guard Headquarters tried to make the numbering system simple and coherent, but the application of it seems to have been inconsistent. There were supposed to be three prefixes designating the boats' status. A number preceded by "CG" indicated that the boat had, by purchase or donation, been taken over and placed in commission by the regular Coast Guard. A "CGR" boat was one whose owner had loaned it to the Coast Guard Reserve for the duration of the war, or for some other specified period. A "CGA" boat was owned and operated by an Auxiliarist under Coast Guard orders; the number was supposed to be painted on a board that could be removed when the craft was not under orders. The photographic evidence suggests that all three types often performed identical duties side by side. To complicate the situation further, temporary reservists sometimes were assigned to CG boats - including ones built by the Coast Guard. CG 38521, for example, was a standard Coast Guard 38-foot cabin picket boat manned by TRs in Boston Harbor.

34. "Modern Vikings, the Coast Guard Sailboat Fleet," USCG Public Relations Office press release, undated but probably mid- to late 1943, p. 2, "Instructions/National" folder, CGAR, National.

35. Boylan, *Auxiliary*, p. 12.

36. *Yachting*, Vol. 73, no. 4 (April 1943), p. 64. This article says Dr. Tallman joined as a pharmacist's mate. A directive from the Auxiliary Personnel Officer of the Third District dated March 18, 1943 ("1st District (SR) Corresp. Jan. May 1943" folder, CGAR, 1st Dist.) states that no such rating existed in the Temporary Component of the Reserve. The Coast Guard did, however, endorse the establishment of floating first aid stations and hospitals, and approved a uniform sleeve device for physicians serving in the Auxiliary.

37. Morison, *Battle of the Atlantic*, pp. 272-273; Boylan, *Auxiliary*, p. 13.

38. Morison, *Battle of the Atlantic*, p. 274; John Wilbur, "The United States Coast Guard's Coastal Picket Patrol: 'Yachting' on the Fifty-Fathom Curve," *The Log of Mystic Seaport*, Vol. 43, no. 1, Spring 1991, p. 8.

39. "Modern Vikings," p. 1.

40. "Third District History," p. 30.

41. ADM Adolphus Andrews to All Task Group Commanders, EASTSEAFRON, Oct. 24, 1942, "Instructions/National" folder, CGAR, National.

42. "Third District History," p. 132.

43. Philip Wylie and Laurence Schwab, "The Battle of Florida," *Saturday Evening Post*, Vol. 216, no. 37, March 11, 1944, p.52. This article seems to be the original source for much of the lore associated with the Coastal Picket Force.

In its January 15, 1944 issue (Vol. 216, no. 29), the *Post* ran what may be the only piece of fiction ever published about the Coast Guard Reserve or the Coast Guard Auxiliary: a short story called "Day of Glory," by Georges Carousso. The plot concerns an aging French immigrant motorboat owner in an unidentified east coast port who enrolls his boat and himself in the Reserve. With a young Navy lieutenant on board for the ride, the boat sallies forth in pursuit of U-boats and helps a Coast Guard patrol boat sink one. During the fray the boat owner is wounded and the Coast Guard vessel is damaged. The naval officer takes the helm, throws the patrol boat a towline, navigates both craft back into harbor, and wins the hand of the boat owner's daughter.

44. Wylie and Schwab, "Battle of Florida," pp. 53, 54. The tale of the *Jay-Tee* appears in several other secondary sources, notably Hickam's *Torpedo Junction* (pp. 215-126), Joseph A. Mellor, *Sank Same* (New York: Howell, Soskin, 1944, pp. 162-163), and Ellsworth A. Weinberg, *The Volunteers: The Story of the U.S. Coast Guard Auxiliary* (n.p.: U.S. Coast Guard National Board, Inc., 1986, pp. 22-42), but apparently originated in the *Saturday Evening Post* article. Mellor and Weinberg also told a story of a Florida fisherman named Maury Cole who snagged a U-boat with his fishline. That episode came to a predictable conclusion when the line broke.

45. Peter Cremer, *U-Boat Commander* (Annapolis: Naval Institute Press, 1984), pp. 75-76.

46. Morison, *Battle of the Atlantic*, p. 174.

47. Morison drew a parallel with the experiences of American submarines in the Sea of Japan, where any sampan or junk might conceivably radio the sub's position to a warship. *Battle of the Atlantic*, p. 275.

48. Wylie and Schwab, "Battle of Florida," p. 54.

49. Wilbur, "'Yachting' on the Fifty-Fathom Curve," pp. 8-9.

50. Cremer, *U-Boat Commander*, p. 79.

51. Blair, *Hunters*, pp. 617-622.

52. *Ibid.*, p. 695.

53. Waesche to All District Coast Guard Officers, December 4, 1942, "Correspondence 1940-1944/National" folder, CGAR, National.

54. Waesche to All District Coast Guard Officers Except Sixteenth District, Dec. 21, 1942, "Correspondence 1940-44/National" folder, CGAR, National.

55. Morison, *Battle of the Atlantic*, p. 275.

56. Quoted in USCG Headquarters - Auxiliary, General Circular no. 2-43, March 10, 1943, "General Circulars" folder, CGAR, National.

57. Waesche to All District Coast Guard Officers, Jan. 26 and Jan. 29, 1943, "Correspondence 1940-44/National" folder, CGAR, National.

58. "Modern Vikings," p. 13.

59. Capt. Robert Donohue, by direction of the Commandant, to All District Coast Guard Officers, August 8, 1942, "Correspondence 1940-44/National" folder, CGAR, National.

60. Willoughby, *Coast Guard in World War II*, p. 9.

61. *Ibid.*, p. 21.

62. Quoted in *Topside* (journal of the 4th District), Vol. I, no. 1, May 1943, p. 2, "Topside 1943-1944" folder, CGAR, 5th Dist.

63. Willoughby, *Coast Guard in World War II*, pp. 57-58. The summary of the Volunteer Port Security Force that follows is based largely on the lengthy chapter on the subject in Willoughby's book.

64. *Reminiscences of Your "Hitch" in the United States Coast Guard during World War II: A Pictorial Record of U.S.C.G. Temporary Reserve Activities in Division 5A First Naval District, 1941-1945* (Boston: Division 5A Committee, 1946), p. 70, "Afloat and Ashore" folder, CGAR, 1st District. Hereinafter cited as "*Reminiscences of Your Hitch.*"

65. In addition to the souvenir book cited above, *Reminiscences of Your "Hitch" in the United States Coast Guard*, the First District published a more formal book-length history, *The Coast Guard TRs - First Naval District* (Boston: n.p., 1945). The author was Malcolm Willoughby, who served as District Historical Officer during the war. Much of the material in this volume reappeared in abridged form in Willoughby's later *The U.S. Coast Guard in World War II.*

66. *Reminiscences of Your Hitch*, pp. 32-34.

67. "Major Emergency Assignment Goes to Auxiliarists," undated press release headed "Public Relations Office, U.S. Coast Guard, Washington D.C.," "Background History" folder, CGAR, National.

68. The precise numbers of wartime CGR and CGA craft are unknown. In many cases the records of their participation apparently were maintained only at division or flotilla level, and those records were destroyed or lost. The best discussion of CGR and CGA vessels is in Scheina, *Cutters and Craft of World War II*, pp. 261-298

69. Boylan, *Auxiliary*, pp. 8, 13.

70. *Yachting*, Vol. 71, no. 6 (June 1942), p. 76.

71. *Yachting*, Vol. 73, no. 1 (Jan. 1943), p. 172.

72. "Third District History," p. 40.

73. Memoir of Herb Tobin, Sept. 16, 1993, "1st Dist., NR/History" folder, CGAR, 1st Dist. Mr. Tobin's 2-page memoir is accompanied by a snapshot of him posing, nearly fifty years after the war but in obviously superb athletic condition, alongside his Coast Guard Auxiliary Facility. The vessel in question is a one-man rowing shell, bearing a decal to attest that it has passed the Courtesy Marine Examination.

74. Quoted in Waesche to District Coast Guard Officers, April 24, 1943, "1st Dist.(SR)/Corresp. Jan.-May 1943" folder, CGAR, 1st Dist. If a member of the Auxiliary needed his car for the performance of his duty, he could also get a supplemental gas ration for that purpose.

75. Tobin memoir.

76. *Reminiscences of Your Hitch*, p. 61.

77. Waesche to District Coast Guard Officers, April 24, 1943, "1st Dist.(SR)/Corresp. Jan.-May 1943" folder, CGAR, 1st Dist.

78. Willoughby, *Coast Guard in World War II*, p. 85.

79. A bulletin from the Coast Guard personnel office in Washington, dated Oct. 29, 1942, required the classification of all Coast Guard Reservists into four classes, one of which was "Class W - Women's Auxiliary." ("Correspondence 1940-44" folder, CGAR, National.) A booklet titled "Facts about the U.S. Coast Guard Auxiliary and U.S. Coast Guard Reserve (T)," published and distributed by the Auxiliary in several naval districts in early 1943, did state that "every member of the Auxiliary must be a male citizen over 18 years of age." This statement, however, does not seem to have carried the force of law. A similar publication dated May, 1943, with the title "United States Coast Guard Auxiliary: General Information," declared that "women may be admitted to membership in the Auxiliary at the discretion of the flotilla concerned. There are, at the present time, a number of women who are very active in this organization, the greatest number being in the Middle West." "General Circulars" folder, CGAR, National.

80. *Yachting*, Vol. 73, no. 3, March 1943, pp. 57-58. This article concludes with a reference to a flotilla being organized in the Eleventh District (Long Beach, California) "which will be exclusively for women boat owners!" (Original emphasis.)

81. Willoughby, *Coast Guard in World War II*, pp. 17-18. For further material on the SPARs see Jeanne Holm, *Women In the Military: An Unfinished Revolution* (revised edition, Novato, Cal.: Presidio Press, 1992); Mary Lyne and Kay Arthur, *Three Years Behind the Mast: The Story of the United States Coast Guard SPARS* (n.p., n.d.); Robin J. Thomson, "The Coast Guard and the Women's Reserve in World War II" (Washington, DC: U.S. Coast Guard, 1992); and John A. Tilley, "Women In the Coast Guard: A Brief History" (Washington: U.S. Coast Guard, 1996). The latter two publications originally appeared as "inserts" in issues of the Coast Guard *Commandant's Bulletin*. They were issued simultaneously as "stand alone" publications for distribution by the Coast Guard Historian's Office.

82. USCG Public Relations Division, undated press release, "Women" folder, CGAR, National.

83. *Ibid.* Whether any women with artificial legs in fact served as TRs seems to be unrecorded.

84. *Ibid.*; *The Stand-By* (journal of the 11th District), May, 1944, p. 18.

85. Willoughby, *Coast Guard in World War II*, p. 83.

86. *Yachting*, Vol. 76, no. 2, Aug. 1944, pp. 79-80; *The Norwester - Annual Edition 1945* (Seattle: Coast Guard Auxiliary, 13th Naval District, 1945), p. 121. *The Norwester* is the monthly journal of the Auxiliary in the Seattle District. The yearbook it published at the end of 1945 includes a district-by-district summary of the Auxiliary's activities during the war.

87. *Ibid.*, p. 46; Dennis R. Noble, "The Beach Patrol and Corsair Fleet" (Washington: U.S. Coast Guard, 1992), pp. 8-11. The latter is one of a series of articles published by the Coast Guard Historian's Office to commemorate the fiftieth anniversary of the war. They originally appeared as "inserts" in various issues of the *Commandant's Bulletin*.

88. Willoughby, *Coast Guard in World War II*, p. 75.

89. "Instruction Manual for Coastal Lookout Tower Observers" (USCG Auxiliary, Fourth District, 1943), "Coastal Lookout Tower Observers" folder, CGAR, 1st Dist.

90. Willoughby, *Coast Guard in World War II*, p. 50.

91. "The Log of Flotilla No. 600," p. 13, "Log of Flotilla 600" folder, CGAR, 1st Dist. This is a photocopy of a "souvenir book" published by the flotilla shortly after the war. Unfortunately the list of credits does not identify the author of this piece.

92. Willoughby, *Coast Guard in World War II*, pp. 550-52.

93. The most thorough published account of the Army's fleet in World War II is David Grover, *U.S. Army Ships and Watercraft of World War II* (Annapolis: Naval Institute Press, 1987). Original records of the Army's waterborne forces, unfortunately, are scarce. The record keeping on Army vessels seems to have been remarkably informal, and many of the documents that did exist apparently were discarded shortly after the war. Much of the

Army's fleet was manned by civilian Civil Service employees. It seems likely that a significant number of these individuals were Coast Guard Auxiliarists, but no numbers have come to light.

94. Edward Dennis, "The *Jane Morehead* [sic]: The Oldest Ship in the War," *Sea History*, no. 43, Autumn 1987, p. 7. Mr. Dennis corrected the spelling of the ship's name on a copy of the article in the CGAR.

95. *Ibid.*

96. "Suggested Questions for Interlocutor Over Red Network," May 22, 1942, "Women" folder, CGAR, National. This document appears to be a script to be followed by Admiral Waesche and an unnamed NBC interviewer for a radio broadcast.

97. Pamphlet, "U.S. Coast Guard Auxiliary, First Coast Guard District, Onset Flotilla 1-603, Onset Massachusetts, 1939-1977," CGAR, 1st Dist.

98. "14th District History," n.p.; Willoughby, *Coast Guard TRs*, p. 22; *Nor'easter*, (journal of the 1st Dist.), Dec. 1975, p. 1. In this article Auxiliarist Patricia Gilfoy, the district historian, interviewed Fiedler, then aged eighty-one, about his hitch in the Auxiliary thirty years earlier.

99. Jo Pauloo, "United States Coast Guard: 11th District Auxiliary History, 1942-1949," "History" folder, CGAR, 11th Dist.; Joe Hyams, *Bogie: The Biography of Humphrey Bogart* (New York: New American Library, 1966), p. 74.

100. Commodore M.R. Daniels, DCGO, Fourth Naval District, to All Flotilla Commanders, Division, and District Officers, USCG Auxiliary, Fourth Naval District, n.d., quoted in *Topside*, Vol. 3, no. 9, Sept., 1945, p. 3, "Topside 1945-1946" folder, CGAR, 5th Dist.

101. Arthur Johnson, "U.S. Coast Guard Temporary Reserve/World War II" ("Temporary Reserve" folder, CGAR, National) discusses in detail the issue of veterans' benefits for temporary reservists. Apparently the only part-time unpaid TRs who received concrete rewards for their service were resident aliens. A federal district court in California ruled in 1944 that such service entitled an alien to naturalization. How anyone couldbenefit from that decision is unclear, since membership in the Auxiliary and the Temporary Component of the Reserve was, under the terms of the enabling legislation, open only to U.S. citizens.

102. *Topside*, Vol. 3, no. 11, Nov.-Dec. 1945, p. 14, "Topside 1945-1946" folder, CGAR, National.

103. FLADM Ernest J. King, *U.S. Navy at War, 1941-1945: Official Reports to the Secretary of the Navy* (Washington: Dept. of the Navy, 1946), p. 28.

104. "Address of Admiral Waesche, Commandant of the U.S. Coast Guard, before a Headquarters Conference of Temporary Reserve Commanding Officers," December 6, 1944, "National Conferences" folder, CGAR, National.

105. Willoughby, *Coast Guard in World War II*, pp. 8-9.

106. "Third District History," p. 132.

Notes to Chapter Three

1. "Post War Planning: USCG Auxiliary Inter-District Conference, Vineyard Haven, Mass., 10-11-12 August, 1944," "Postwar Planning" folder, CGAR, National. Hereinafter cited as Inter-District Conference Report, 1944. This document is a summary of the conclusions reached at that conference.

2. CAPT C.H. Jones, General Circular No. 2-44, Feb. 29, 1944, "Postwar Planning" folder, CGAR, National.

3. "Planning Report, U.S.C.G. Auxiliary, Post War, First Naval District," April 3, 1944, "Postwar Planning" folder, CGAR, National.

4. The exact number of aircraft operated by the Auxiliary during the war years seems to be unknown. Most volunteer air operations were conducted by the Civil Air Patrol; it is entirely possible that some pilots belonged to both organizations. Auxiliary units apparently began keeping more-or-less systematic records of their aviation activities after the 1944 amendment to the Auxiliary and Reserve Act officially admitted owners of airplanes and radio stations. The *Third District History*, one of the most thorough and professionally-produced records of the wartime Auxiliary, simply noted (p. 133) that "acceptance of aviation members has been left entirely to Flotilla membership where it properly belongs," and that its complement of aircraft-owning members stood at ten in 1949. The story of the wartime Auxiliary radio stations is similarly murky. Photographs suggest that they existed in considerable numbers, but the surviving wartime records offer virtually no specific information about them.

5. Boylan, *Auxiliary*, p. 15.

6. Inter-District Conference Report, 1944.

7. LCDR James D. Prout, "The Coast Guard Auxiliary: A Proud Tradition - a Worthy Mission," *U.S. Naval Institute Proceedings*, Vol. 102, no. 8 (Aug. 1976), p. 36.

8. Personnel Memorandum No. 2-47, printed in *Topside*, Vol. 5, no. 10 (Nov.-Dec. 1947), p. 11, "Topside 1947-1955" folder, CGAR, 5th Dist.

9. USCG Auxiliary Instructions, June 1, 1945 (author's copy), pp. 5-22.

10. "List by districts of members awarded the advancement grades of Navigator, Senior Navigator, Master Navigator, Master Pilot, and Engineer," "General Circulars" folder, CGAR, National. This document is undated, but the earliest date of certification mentioned in it is December, 1941 and the latest is October, 1945. The total numbers in each grade are: Navigator - 1004; Senior Navigator - 63; Master Navigator - 1; Master Pilot - 1 (E.W. Kiefer,

of Cleveland, Ohio); Engineer - 110. The document makes no mention of anybody having attained the grade of Senior Engineer or Master Engineer.

11. Inter-District Conference Report, 1944.

12. USCG Auxiliary Instructions, June 1, 1945, p. 31. The Coast Guard seems to have been making a conscious effort to ensure that the lines of advancement in the Auxiliary bore little resemblance to the rating system for regular enlisted personnel. In the regular Coast Guard a First Class rating was the highest; in the Auxiliary, Grade 1 was the lowest.

13. *Third District History*, p. 134.

14. Proceedings of the "Board to determine policy with respect ot members of the Coast Guard Auxiliary performing Coast Guard duties, Jan. 4, 8, 15, 22, and Feb. 1, 1946, "Postwar Planning" folder, CGAR, National.

15. *Yachting*, Vol. 80, no. 1 (July 1946), p. 80. The Washington meeting in March, 1946 obviously was a key moment in the establishment of the postwar Auxiliary. Unfortunately a determined search of the CGAR has uncovered no minutes or other documents that the meeting may have generated.

16. *New York Times* obituary, October 18, 1946; Johnson, *Guardians of the Sea*, pp. 258-259.

17. Johnson, *Guardians of the Sea*, pp. 267-268.

18. *Ibid.*, pp. 262-263.

19. *Ibid.*, p. 264.

20. *Ibid.*, pp. 260-261.

21. *Yachting* had carried regular updates on Auxiliary since the organization's inception, and began running more-or-less regular columns devoted entirely to the Auxiliary in June, 1942.

22. Tracy W. Harron, "The Coast Guard Auxiliary in Peacetime," *Yachting* 82, no. 4 (Oct., 1947), p. 47.

23. "USCG Auxiliary Training Cruise Aboard USCG Cutter *Mackinaw*, June 10-16, 1947, "Miscellaneous/9 WR" folder, CGAR, 9th Dist.

24. In 1972 the program was expanded to include sailboats and renamed Courtesy Marine Examination. CDR O.C.B. Wev, "The Auxiliary Moves Ahead," *Yachting*, Vol. 85, no. 1 (Jan. 1948), pp. 99, 180. In 1981 and 1982 *The Navigator*, the national journal of the Auxiliary, undertook a study of the history of the CME program and concluded that the first CBI certificate had been issued by Auxiliarist Stephen J. Sadowski at the Plum Island Coast Guard Station, Newburyport, Massachusetts, in August, 1947.

25. Wev, "Auxiliary Moves Ahead," p. 180. A redrawing of the Naval Districts had eliminated the Fourth (Philadelphia) District, whose facilities had been absorbed by the Third and Fifth Districts. Figures on Auxiliary membership during the 1940s generally are somewhat questionable, as the means of gathering them often were haphazard, but this set of numbers seems to be the most reliable available. Commander Wev was Assistant Chief, Reserve and Auxiliary Section, at Coast Guard Headquarters in Washington.

Notes to Chapter Four

1. Johnson, *Guardians of the Sea*, p. 280.

2. *Ibid.*, p. 294.

3. "Notes of [Coast Guard Auxiliary] National Conference, 19-21 February, 1951," "National Conferences and Board Meetings" folder, CGAR, National.

4. *Ibid.*, p. 291.

5. "Notes of National Conference, 19-21 February, 1951," "National Conferences and Board Meetings" folder, CGAR, National. The idea for the establishment of the National Board and the position of National Commodore apparently dates back to the days of Admiral Waesche. "Personnel Bulletin No. ___-44 [sic]," dated May 31, 1944, and signed by CAPT R.R. Donohue, the Coast Guard's Chief Personnel Officer ("Postwar Planning" folder, CGAR, National), lays out, in the form of official orders given on the authority of the Commandant, the national organizational scheme that eventually was adopted. This is, in view of its date, a puzzling document. The orders apparently were not actually carried out until 1951. The absence of the normal bulletin number may indicate that the document was aborted for some reason before it was disseminated.

6. Alex Haley, "The Coast Guard Auxiliary," *Yachting*, Vol. 93, no. 1 (Jan. 1953), p. 204. The author of this article was at that time an enlisted Chief Journalist in the Coast Guard. After leaving the service he wrote the best-seller *Roots*, which became the basis of two television mini-series.

7. Auxiliary Circular 3-53, April 14, 1953, quoted in *Whistling Buoy* (journal of the 12th District), Vol. 13, no. 2 (April-May-June, 1953), p. 9, "Whistling Buoy" folder, CGAR, 11th Dist. (The labels on the manuscript boxes in the CGAR are based on the Coast Guard District boundaries as of the late 1980s, when the records collection was established. The documents labeled "11th District" therefore include those of the old 12th District, which was later absorbed by the 11th.)

8. *Ibid.*

9. *Whistling Buoy*, Vol. 13, no. 2 (April-May-June, 1953), p. 33, "Whistling Buoy" folder, CGAR, 11th Dist. A list of all the recipients of the "A" Awards appears in Appendix V.

10. "Honor Roll: Awards to Coast Guard Auxiliary Members," *The Navigator*, Jan. 1962, p. 2.

11. Alex Haley, "A Helping Hand For the Coast Guard, *Yachting*, Vol. 91, no. 1 (Jan. 1952), p. 166.

12. See "Under the Blue Ensign" folder, CGAR, National. The "Under the Blue Ensign" press releases are the most detailed official accounts of Auxiliary activities on the national level between 1956 and 1960. This account of Roberts's involvement in the matter is based on a memo paper clipped to the Sept.-Oct., 1959 press release, imprinted "From the desk of Harold Roberts," reading "Copies of the Aux. Publication - 'Under the Blue Ensign' - which I started - masthead my design. Monthly information."

13. *U.S. Coast Guard Auxiliary National Publication*, winter 1960-1961, p. 1, "Under the Blue Ensign" folder, CGAR, National.

14. Harriet Howard, "A Worthy Mission - A Proud Tradition: The Coast Guard Auxiliary 1939-1989," p. 31, "History" folder, CGAR, National. This document is the typescript for a lengthy article that was prepared in conjunction with the Auxiliary's fiftieth anniversary in 1989, but was never published.

15. *Whistling Buoy*, Vol. 20, no. 2 (April, 1959), p.1,"Whistling Buoy" folder, CGAR, 11th Dist.

16. Haley, "Coast Guard Auxiliary," p. 204.

17. Howard, "Worthy Mission, p. 17.

18. A set of these materials is in the "Basic Seamanship" folder, CGAR, National.

19. A copy is in the "Quick Flashes" folder, CGAR, National.

20. *Ibid.*, p. 17. Copies of the instructional materials for the 1-lesson and 3-lesson courses are in the "Basic Seamanship" and"Safe Boating/National" folder, CGAR, National.

21. Press release, Feb.-March, 1957, "Under the Blue Ensign" folder, CGAR, National.

22. E.T. Calahan to Commandant, Dec. 14, 1956,"Under the Blue Ensign" folder, CGAR, National.

23. Haley, "Helping Hand For the Coast Guard," p. 93; "Report of the Search and Rescue Activities for the 1951 Season, Division V, The United States Coast Guard Auxiliary, First Coast Guard District," n.d., "1 (NR) Division V Reports" folder, CGAR, National.

24. See, for example, *The Stand-By* (journal of the Eleventh District), Jan.-Feb. 1952, p. 1, "The Stand-By 1951-61" folder, CGAR, 11th Dist.

25. "Notes of National Conference, 19-21 Feburary, 1951,""National Conferences and Board Meetings" folder, CGAR, National. The records of the early National Conferences are inconsistent and often sketchy. This document, apparently the only formal report of the first conference, consists of two typed pages. Within a few years the Annual Conference Reports metamorphosed into professionally-printed, illustrated booklets.

26. Howard, "Worthy Mission," pp. 27-28.

27. "Commodore's Message," *The Stand-By*, Jan.-Feb. 1952, p. 3,"The Stand-By 1951-61" folder, CGAR, 11th Dist.

28. In 1951, for example, total Auxiliary membership stood at 13,876. The number of boats owned wholly or partially by Auxiliarists that year was 6,838; there were only 206 radio stations. These figures are from the annual report of the U.S. Secretary of the Treasury, 1951, quoted in *Whistling Buoy* (journal of the 12th District Auxiliary), Vol. 12, no. 2 (April-May-June, 1952), p. 7, "Whistling Buoy" folder, CGAR, 11th Dist. Published figures on Auxiliary membership, unfortunately, seldom match. *Upstream*, the journal of the 2nd District, gives the following numbers as of January 1, 1952: total membership - 13,220; vessels - 7,126; radio stations - 218. *Upstream*, Vol. 11, no. 1 (Jan.-Feb. 1952), p. 27,"Upstream" folder, CGAR, 2nd Dist.

29. Howard, "Worthy Mission," p. 28.

30. Johnson, *Guardians of the Sea*, p. 294.

31. *Upstream*, Vol. 12, no. 5 (Nov.-Dec., 1953), p. 29, "Upstream" folder, CGAR, 2nd Dist. *Upstream* published sets of numbers like this at least once a year during the 1950s. The magazine did not indicate where the figures originated, but gave the impression that they came from Coast Guard sources. The numbers quoted in other reliable references usually differ somewhat; the explanation may be that not all Auxiliary units sent their statistics to Headquarters at the same time. The *Upstream* figures are used here because they appear to be the most thorough, and frequently updated, available.

32. Press release, Aug.-Sept. 1956, "Under the Blue Ensign" folder, CGAR, National; *Yachting*, Vol. 99, no. 2, Feb. 1956, pp. 138-139.

33. RADM C.A. Anderson, Chief, Reserve and Auxiliary Division, Memorandum to All Directors, Coast Guard Auxiliary, Aug. 30, 1946, "Key Documents to 1950" folder, CGAR, National.

34. Johnson, *Guardians of the Sea*, pp. 295-296.

35. "Under the Blue Ensign" press release, Sept.-Oct. 1956, "Under the Blue Ensign" folder, CGAR, National.

36. *Yachting*, Vol. 97, no. 6, pp. 142, 144; "United States Coast Guard Auxiliary, Annual Report, National Conference, New York City, 1959," p. 20, "National Conferences and Board Meetings" folder, CGAR, National. During the 1950s all the participants in the "Academy

Activity Week" were male. The Academy had trained SPAR officers during World War II, but did not begin admitting women on a regular basis until 1976.

37. Press release, Dec. 1956-Jan.1957, "Under the Blue Ensign" folder, CGAR, National.

38. *The Stand-By*, Jan.-June, 1957, pp. 14-15, "The Stand-By" folder, CGAR, 11th Dist.

39. Press release, Oct.-Nov. 1956, "Under the Blue Ensign" folder, CGAR, National.

40. *The Stand-By*, Jan.-June 1957, p.4., "The Stand-By" folder, CGAR, National. This source does not, unfortunately, reveal how the car came to be floating in the harbor in the first place.

41. Motor Boat Regulations Act of 1910, U.S. Statutes at Large, 61st Congress, 2nd Session, 1910, Ch. 268.

42. Motorboat Act of 1940, U.S. Statutes at Large, 76th Congress, 3rd Session, 1940, Ch. 155.

43. Testimony of VADM Alfred C. Richmond, House Committee on Merchant Marine and Fisheries, *Study of Recreational Boating Safety: Hearings*, 84th Congress, 2nd Session, June 2, 1956, Part 1, p. 6. Hereinafter cited as *Recreational Boating Safety Hearings*. This is the published text of the hearings held by the Bonner Committee (see below) in the summer, fall, and winter of 1956. The testimony occupies three volumes, totaling more than 1600 pages.

44. *Ibid.*

45. *Ibid.*, Part 1, p. 1. The sites of the Bonner Committee hearings were Washington, D.C.; Detroit, Mich.; Chicago, Ill.; Glendale, N.H.; Astoria, Oreg.; Tacoma and Seattle, Wash.; San Francisco, San Pedro, and San Diego, Calif.; Elizabeth City, N.C., New York, N.Y.; Boston, Mass.; St. Louis, Mo.; New Orleans, La.; and Miami, Fla. The hearings were held on 24 separate days between June 6 and December 7, 1956, with a month-long intermission beginning in early October when the committee members returned to their home districts to campaign for re-election.

46. Testimony of VADM Alfred Richmond, *ibid.*, Part 1, pp. 58-59.

47. *Ibid.*, Part 1, p. 72.

48. This count is based on the lists of witnesses in the three volumes of the Bonner Committee's hearing records. The actual number of Auxiliarists who testified probably was higher. The list identifies each witness in only one of his or her capacities; it is likely that, for example, several people who identified themselves as representing the U.S. Power Squadron were members of the Coast Guard Auxiliary as well.

49. Testimony of Mr. John B. Tanner, *Recreational Boating Safety Hearings*, Part 1, p. 94.

50. Press release, Dec. 1956-Jan. 1957, "Under the Blue Ensign" folder, CGAR, National. The survey got three 3,000 responses; 70 percent agreed that tighter legislation was needed.

51. Admiral Richmond repeatedly emphasized in his testimony that the Coast Guard only had jurisdiction over "navigable waters of the United States" - i.e., those that extended over, or communicated directly with other bodies of water that extended over, state lines. A reservoir behind a dam was not normally considered to lie within Coast Guard jurisdiction, since a boat on the reservoir could not proceed into another state by water without going over the dam. Such interpretations of federal laws exemplified the problems the Coast Guard faced in policing the recreational boating scene.

52. U.S. House of Representatives Report No. 378, 85th Congress, 1st Session - Study of Recreational Boating Safety, "Safe Boating Report" folder, CGAR, National.

53. *Small Boat Safety: Hearings Before the Committee on Merchant Marine and Fisheries, House of Representatives*, 85th Congress, 2nd Session, on H.R. 11078....March 18, 20, and 21, 1958, p. 63.

54. U.S. Statutes at Large, 85th Congress, 2nd Session, 1958, Vol. 72, Part 1, Public Law 85-911.

55. *Ibid.* The law applied only to "undocumented vessels" - i.e., it exempted commercial passenger and freight vessels, tugs, and other vessels that were subject to registration and inspection requirements under other legislation.

56. *Ibid.*

57. *Ibid.* The act specified that "the word 'Secretary' means the Secretary of the Department in which the Coast Guard is operating." That provision of course was intended to cover the wartime transfer of the Coast Guard to the Navy Department, and conveniently covered the service's move to the Department of Transportation in 1967.

58. Johnson, *Guardians of the Sea*, p. 315.

59. Press release for December, 1959, "Under the Blue Ensign" folder, CGAR, National.

60. House of Representatives, 85th Congress, 1st Session, Report No. 686.

61. Howard, "Worthy Mission," p. 23.

62. Press release, March-April 1958, "Under the Blue Ensign" folder, CGAR, National.

63. Press release, April-May, 1959, "Under the Blue Ensign" folder, CGAR, National.

64. Press release, July-Aug. 1959, "Under the Blue Ensign" folder, CGAR, National.

65. Press release, Sept.-Oct. 1959, "Under the Blue Ensign" folder, CGAR, National.

66. *Upstrean*, Vol. 17, no. 4 (Winter 1958-1959), p. 30, "Upstream" folder, CGAR, 2nd Dist.

Notes to Chapter Five

1. *Stand-By* (journal of the 11th Dist.), Second Semi-Annual 1960, p. 18, "The Stand-By 1951-1961" folder, CGAR, 11th Dist.

2. Johnson, *Guardians of the Sea*, pp. 318-319.

3. *Ibid.*, p. 320. The ocean station program placed high-endurance Coast Guard cutters on isolated stations in the world's oceans, where the ships could make weather observations and be on hand to rescue survivors of downed commercial aircraft.

4. President Kennedy suggested that the Coast Guard needed to refresh its public image. The eventual result was the "Coast Guard Slash," the vermilion, white, and blue diagonal panel that was painted on most Coast Guard vessels and aircraft during the sixties. After Kennedy's assassination the Chief Director's Office ordered the cancellation of "all social events undertaken in the name of the Auxiliary...during the period of 22 November through 22 December 1963." Memorandum, Chief Director to All Directors of Auxiliary, Nov. 26, 1963, "Subject Memos/1963" folder, CGAR, National.

5. "Coast Guard Statement on Recreational Boating Safety" (undated, but apparently early 1968), "Safe Boating Report" folder, CGAR, National.

6. *Topside* (journal of the 5th Dist.), Vol. 3, no. 5, July 1968, p. 33, "Topside 1968-1969" folder, CGAR. 5th Dist. The same report identified the most frequent causes of the casualties in question. Capsizings cost the most lives, collisions the most injuries, and fire and/or explosions, the most property damage.

7. "The United States Coast Guard Auxiliary: A Summary," March 1960, "History" folder, CGAR, National.

8. *Navigator*, Fall 1964, p. 3.

9. Press release, May-June 1961, pp. 1-4, "Under the Blue Ensign" folder, CGAR, National. The all-female flotillas were located in Detroit, Mich.; Newburyport, Mass.; Louisville, Ky.; Memphis, Tenn.; Manasquan, N.J.; Mobile, Ala.; and Upper Darby, Pa.

10. Press release, Aug.-Sept. 1960, pp.4-5, "Under the Blue Ensign" folder, CGAR, National. Vartanian had been in the Auxiliary for less than a year when she passed the final qualification for AUXOP status.

11. *Navigator*, Fall 1965, p. 12.

12. Press release, Sept.-Oct. 1961, p. 4, "Under the Blue Ensign" folder, CGAR, National.

13. Howard, "Worthy Mission," p. 32.

14. Press release, Nov.-Dec. 1961, p. 1, "Under the Blue Ensign" folder, CGAR, National.

15. *Navigator*, Sept. 1962, p. 7.

16. Press release, Feb.-March 1960, p. 5, "Under the Blue Ensign" folder, CGAR, National; *Navigator*, Oct.-Nov. 1969, p. 6. Lloyd Bridges was an energetic promoter of safety on the water throughout his career. In 1973 he received the National Water Safety Congress Award. *Navigator*, March 1973, p. 14.

17. Memorandum, Chief Director to Directors of Auxiliary, June 3, 1963, "Subject Memos/1963" folder, CGAR, National.

18. *Stand-By*, Second Semi-Annual, 1960, p. 44, "The Stand-By 1951-1961" folder, CGAR, 11th Dist.

19. Memorandum, Chief Director to Directors of Auxiliary, Sept. 21, 1960, "Subject Memos/1960-61" folder, CGAR National. The memorandum did not specifically ban skindivers from the Auxiliary. In 1976 the Commandant's office approved a recommendation from the National Board that skindivers should be encouraged to join.

20. *Stand-By*, 1963 Issue (sic), p. 19; Summer 1965, p. 12, "The Stand-By 1962-1967" folder, CGAR, 11th District. Preston Foster, an honorary commodore, was a particularly enthusiastic participant in Auxiliary activities. For several years he wrote a semi-regular column for the Eleventh District's journal.

21. *Upstream*, Vol. 18, no. 5, Fall 1960, p. 19, "Upstream" folder, CGAR, 2nd Dist.; *Navigator*, May-June 1967, p. 11; *Navigator*, Fall 1965, p. 1; *Navigator*, April, 1963, p. 8; *Navigator*, Oct.-Nov.-Dec. 1969, p. 1. As these citations suggest, *The Navigator* appeared at varying intervals during the sixties - sometimes bi-monthly, sometimes quarterly, and occasionally in tabloid-format "special editions" whose dates duplicated those of regular issues. It did not use volume or issue numbers.

22. *Navigator*, Fall 1977, pp. 1-2.

23. Memorandum, Chief Director to Directors of Auxiliary, Jan. 4, 1965, "Subject Memos/1965" folder, CGAR, National.

24. *U.S. Coast Guard Auxiliary National Program for 1966*, p. 1, "National Program" folder, CGAR, National.

25. *Topside*, Vol. 2, no. 3, June 1967, p. 12, "Topside 1965-1967" folder, CGAR, 5th Dist.; *Upstream*, Vol. 20, no. 1, April 1962, p. 7, "Upstream" folder, CGAR, 2nd Dist.; *Whistling Buoy*, Vol. 23, no. 1, Feb. 1962, p. 6, "Whistling Buoy" folder, CGAR, 11th Dist.

26. Press release, Oct.-Nov. 1960, pp.1-2, "Under the Blue Ensign" folder, CGAR, National.

27. Press releases, March-April 1960, Sept.-Oct. 1960, "Under the Blue Ensign" folder, CGAR, National; Memorandum, Chief Director to District Directors, Feb. 1, 1965, "Memorandums/National" folder, CGAR, National. The holdouts were Alaska, Colorado, Hawaii, Kansas, New Mexico, North Dakota, South Dakota, Tennessee, and Wyoming.

28. *Topside*, Vol. 1, no. 5, Feb. 1967, p. 3, "Topside 1965-1967" folder, CGAR, 5th Dist.

29. "13th District Auxiliary History, 1946-1962," p. 1, "13th District History, 1968" folder, CGAR, 13th Dist.

30. *Ibid.*, p. 2.

31. *Topside*, No. 651, Jan. 1965, p. 2, "Topside 1965-1967" folder, CGAR, National. As these citations suggest, *Topside* changed its system of numbering issues several times during the sixties.

32. *Navigator*, July-August 1968, p. 12.

33. *Whistling Buoy*, Vol. 23, no. 1, Feb. 1962, p. 6, "Whistling Buoy" folder, CGAR, 11th Dist.; press release, March-April 1961, "Under the Blue Ensign" folder, CGAR, National.

34. "13th CG District Auxiliary History, 1946-1962," p. 8, CGAR, 13th Dist.

35. "13th District Auxiliary History, 1946-1962," p. 1, "13th District History, 1968" folder, CGAR, 13th Dist.

36. Auxiliary National Conference report, 1969, p. 18, "National Conferences and Board Meetings" folder, CGAR, National.

37. *Ibid.*; Memorandum, Chief Director to Directors of Auxiliary, March 7, 1969, "Memorandums/National" folder, CGAR, National; *Nor'easter* (journal of the 1st Dist.), Vol. 21, no. 3, March 1970, p. 4, "Nor'easter 1962-1971" folder, CGAR, 1st Dist.

38. *Topside*, Vol. 8, Dec. 1963, p. 18, "Topside 1960-1964" folder, CGAR, 5th Dist.

39. "History of the U.S. Coast Guard Auxiliary [Thirteenth District] 1939 to 1989," p. 3, "13th District History, 1968" folder, CGAR, 13th Dist.

40. "30th Anniversary History of Flotilla 716," p. 5, "History" folder, CGAR, 7th Dist.

41. Howard, "Worthy Mission," p. 34.

42. *Navigator*, Fall 1964, p. 9.

43. Howard, "Worthy Mission," p. 37.

44. Minutes, U.S. Coast Guard Auxiliary National Conference, Seattle, Wash., 1962, p. 22, "National Conferences and Board Meetings" folder, CGAR, National; Ralph Shanks and Wick York, *The U.S. Life-Saving Service: Heroes, Rescues, and Architecture of the Early Coast Guard* (Petaluma, Calif.: Costaño Books, 1996), pp. iv, 59, 226, 246.

45. *Navigator*, Oct.-Nov. 1969, p.4. The Auxiliary's contribution to the project obviously exceeded the $100 originally approved in 1962.

46. Press release, Nov.-Dec. 1961, "Under the Blue Ensign" folder, CGAR, National.

47. *Navigator*, Feb. 1963, p. 9.

48. *Navigator*, Sept.-Oct. 1967, p. 8; Jan.-Feb. 1968, p. 4.

49. For a comprehensive account of the Coast Guard's role in the Vietnam War see Alex Larzalere, *The Coast Guard at War: Vietnam, 1965-1975* (Annapolis: Naval Institute Press, 1997). A summary appears in Johnson, *Guardians of the Sea*, pp. 331-339. The operations of the individual cutters and patrol boats are outlined in Robert L. Scheina, *U.S. Coast Guard Cutters and Craft, 1946-1990* (Annapolis: Naval Institute Press, 1990).

50. Howard, "Worthy Mission," p. 35; *Navigator*, Nov.-Dec. 1966, p. 4. The eight vessels mentioned here were among the twenty-six 82-footers that the Coast Guard turned over to the South Vietnamese Navy in 1969 and 1970.

51. *Navigator*, May-June 1967, p. 9.

52. *Upstream*, Vol. 22, no. 9, Summer 1967, p. 4, "Upstream" folder, CGAR, 2nd Dist.

53. The best set of statistics on AIM cadets for the period appears in an attachment to a letter from the Division Chief Career Coordinator to All District Career Coordinators, Aug. 21, 1968 ("AIM/Pre-1978" folder, CGAR, National). Other sets of numbers were published in the sole issue of the magazine *Under the Blue Ensign* (Winter 1959-1960, p. 7, "Under the Blue Ensign" folder, CGAR, National), *Topside* (Vol. 2, no. 3, June 1967, p. 14, "Topside 1965-1967"folder, CGAR, 5th Dist.), *The Navigator* (Nov.-Dec. 1966, p. 9; July-Aug. 1967, p. 10; March-April 1968, p. 11), and *Upstream* (Vol. 22, no. 9, Summer 1967, p. 4, "Upstream" folder, CGAR, 2nd Dist.

54. *Under the Blue Ensign*, winter, 1959-1960, p. 5, "Under the Blue Ensign" folder, CGAR, National; Memorandum no. 46-67, Sept. 7, 1967, "Memorandums/National" folder, CGAR, National.

55. Howard, "Worthy Mission," p. 35.

56. *Navigator*, Spring 1965, p.4; "13th District History, 1968," p. 5, CGAR, 13th Dist.

57. *Navigator*, May-June 1966, p. 8; March-April 1969, pp. 4-5.

58. *Navigator*, Sept.-Oct. 1967, p. 5.

59. *Navigator*, March-April 1968, p. 2; *Stand-By*, 1968 Edition, front cover; Howard, "Worthy Mission," p. 37.

60. *Topside* 661, Sept. 1966, p. 5, "Topside 1965-1967" folder, CGAR, 5th Dist. The submarine, mercifully, is unidentified.

61. *Upstream* 17, no. 4, Winter, 1958-1959, p. 30, "Upstream/2nd District" folder, CGAR, 2nd Dist.; "The United States Coast Guard Auxiliary: A Summary," March 1960, #559.1.55,

"History" folder, CGAR; report of ad hoc committee formed to study "the potential of Coast Guard Auxiliary aircraft facilities and their utilization by the Coast Guard," Nov. 9, 1965, "Aircraft Ad Hoc Committee" folder, CGAR, National. Hereinafter cited as "Aircraft Ad Hoc Committee Report, 1965."

62. *Topside* 60, no. 12, Dec. 1960, p. 3, "Topside 1960-1964" folder; *Topside* 661, Sept.1966, pp. 3-4, "Topside 1965-1967" folder, CGAR, 5th Dist.

63. "History of the U.S. Coast Guard Auxiliary [Thirteenth District] 1939 to 1989," pp. 5, 10, "13th District History, 1968" folder, CGAR, 13th Dist.

64. Kenneth F. Brown, "Reflections," 1979, "Air History/11SR" folder, CGAR, 11th Dist. This document is a 1-page history of Division A-11.

65. Aircraft Ad Hoc Committee Report, 1965.

66. Aircraft Ad Hoc Committee Report, 1965; Memorandum, Chief Director to Directors of Auxiliary, Sept. 10, 1965, "Subject Memos/1965" folder, CGAR, National.

67. CAPT W.W. Childress to CAPT R.C. Gould, Nov. 9, 1965, Aircraft Ad Hoc Committee Report, 1965.

68. RADM R.G. Isaacson to Commandant (OA), Oct. 22, 1965, "Aircraft Ad Hoc Committee" folder, CGAR, National.

69. Aircraft Ad Hoc Committee Report, 1965.

70. The story of helicopters in the Coast Guard is told in Barrett Thomas Beard, *Wonderful Flying Machines: The History of U.S. Coast Guard Helicopters* (Annapolis: Naval Institute Press, 1996).

71. *Ibid.* There was one temporary exception to the division of responsibility between the Coast Guard and the Air Force: the Coast Guard continued SAR operations over land in the Eleventh District until 1960. In that year the Eleventh District Auxiliary aviators turned over that part of their responsibility to the Civil Air Patrol.

72. Aircraft Ad Hoc Committee Report, 1965.

73. "United States Coast Guard 11th District 1971 Facility Roster," "Facility Roster" folder, CGAR, 11th Dist.

74. *U.S. Coast Guard Auxiliary Manual, CG-305, 1965*, pp. 112-126.

75. *Topside*, Vol. 2, no. 4, Aug. 1967, p. 4, "Topside 1965-1967" folder, CGAR, 5th Dist.

76. *Navigator*, May-June 1968, inside front cover.

77. *Topside*, No. 656, April 1965, p. 5, "Topside 1965-1967" folder, CGAR, 5th Dist.

78. In *The Navigator*, March-April 1966, p. 9, the Commandant, Admiral Roland, outlined the implications of the Civil Rights Act for the Auxiliary. A massive 1966 "Headquarters Study" considered in detail whether (1) Auxiliary units should be allowed to hold their meetings on Coast Guard property, (2) Coast Guard units should be permitted to transfer surplus personal (i.e., non-real estate) property to Auxiliary units, and (3) Auxiliary units should be allowed to solicit funds from the general public. The answers were: (1) yes, but only under certain limited circumstances; (2) no, with rare exceptions such as office equipment and training aids; and (3) no, except to cover such expenses as the administration of PICs. An undated routing slip attached to the document bears, over an illegible set of

initials, the poignant comment, "Looks like we should not have considered this problem." "Headquarters Study, 1966" folder, CGAR, National.

79. "Perspective 1963/13th District Coast Guard Auxiliary," "Perspective/ 13th District folder, CGAR, 13th Dist; *Stand-By*, First Semi-Annual 1960, p. 16, "The Stand-By" folder, CGAR, 11th Dist.

80. Memorandum, Chief Director to Directors of Auxiliary, March 16, 1964, "Subject Memos/1963" [sic] folder, CGAR, National. The agreement with the CGS and NOS was initiated in 1962 and renewed in 1964.

81. *Navigator*, Sept.-Oct. 1968, p. 3; Robert A. Pumphrey, Chief, Dept. Of Education, to National Commodore and National Board, Sept. 20, 1968, "National Conferences and Board Meetings" folder, CGAR, National.

82. LCDR Robert E. Walsh, "A Framework For a Coast Guard Auxiliary Strengthening Program," "Corresp. 1960-1979" folder, CGAR, National.

83. *Ibid.*, pp. 17-19.

84. Anon., "LCDR WALSH'S THESIS ON AUXILIARY MANAGEMENT," n.d., "Aircraft Ad Hoc Committee" folder, CGAR, National. This is a 5-page, typed list of comments on the Walsh thesis, stapled to a routing slip that originated in the Office of Operations. The author, unfortunately, is unidentified.

85. *Topside*, Vol.1, no. 3, Nov. 1966, p. 1, "Topside 1965-1967" folder, CGAR.

86. *Navigator*, Sept.-Oct. 1968, p. 9; *Topside*, Vol. 3, no. 5, July 1968, p. 33; Vol. 4, no. 1, March 1969, p. 12, "Topside 1968-1969" folder, CGAR, 5th Dist.

87. *Topside*, Vol. 4, no. 2, June 1969, p. 11, "Topside 1968-1969" folder, CGAR, 5th Dist. The compiler of these figures noted that the Ninth District was the leader in lives saved with seventy-two, "most of them being fishermen too intent on going after the coho salmon in Lake Michigan."

88. *Navigator*, March-April 1968, p. 6. The process of writing textbooks, examinations, and support materials for those courses was a major one for the small staff of the Auxiliary office in Washington. The Chief Director had ordered the implementation of the first six courses listed here in January, 1965, but they were not offered for the first time until early

1968. Memorandum no. 3065, Jan. 4, 1965, "Subject Memos/1965" folder, CGAR, National.

89. Johnson, *Guardians of the Sea*, pp. 340-344.

90. *Navigator*, May-June 1969, p. 3; Howard, "Worthy Mission, p. 40.

91. Memorandum, Chief Director to Directors of Auxiliary, Oct. 22, 1968, "Memorandums/National" folder, CGAR, National; *Topside*, Vol. 4, no. 1, March 1969, p. 12, "Topside 1968-1969" folder, CGAR, 5th Dist.

Notes to Chapter Six

1. House Committee on Merchant Marine and Fisheries, *Federal Boat Safety Act of 1971: Report*, 92nd Congress, 1st Session, June 30, 1971, pp. 2, 9.

2. *Ibid.*, p. 10.

3. *Ibid.*, p. 11. The published committee report goes into some detail regarding the organizations and individuals whose opinions were solicited in connection with what became the Boat Safety Act of 1971. Curiously, although the U.S. Power Squadron and the National Boating Federation were invited to comment, there is no mention in the report of any input from the Coast Guard Auxiliary during the hearing process.

4. All quotations from the Federal Boat Safety Act of 1971 are from the *U.S. Statutes at Large*, 92nd Congress, 1st Session, 1971, Vol. 85, Public Law 92-75.

5. *Behind the Eighth* (journal of the 8th Dist.), Vol 1, no. 3, July 1974, p. 3, "Behind the Eighth" folder, CGAR, 8th Dist.

6. LCDR James D. Prout, "The Coast Guard Auxiliary: A Proud Tradition - A Worthy Mission," *U.S. Naval Institute Proceedings*, Vol. 102, no. 8, August 1976, pp. 37-38. The seven stations reactivated by the Auxiliary were located at South Haven, Munising, and Portage, Michigan; North Superior, Minnesota; Sacket's Harbor and Sodus Point, New York; and Racine, Wisconsin.

7. Howard, "Worthy Mission," p. 52; *Navigator*, Dec. 1974, p. 3; Orville Martin, "History of the Coast Guard Auxiliary, 1939-1989," p. 3, "National History" folder, CGAR, National.

8. *Navigator*, June 1973, p. 29.

9. *Navigator*, March 1973, pp. 33-34.

10. *Topside* (journal of the 3rd Dist., SA), Vol. 7, no. 3, Winter 1972, p. 13, "Topside" folder, CGAR, 5th Dist.

11. Jo Pauloo, "United States Coast Guard, 11th District Auxiliary History, 1970-1979," p. 4, "History" folder, CGAR, 11th Dist.

12. *Nor'easter* (journal of the 1st Dist.), Vol. XXI, no. 9, Sept. 1970, pp. 3-4, "Nor'easter 1962-1971" folder, CGAR, 1st Dist.

13. *Navigator*, March 1975, p. 12.

14. *Navigator*, Spring 1978, p. 22.

15. Pauloo, "11th Dist. History," p. 10.

16. *The Stand By* (journal of the 11th Dist.), Vol. 18, no. 1, 1973, p.26, "Standby 1968-1982" folder, CGAR, 11th Dist. *The Stand By* went from a quarterly to an annual format in 1972.

17. *Ibid.*

18. *Navigator*, Sept. 1974, p. 5.

19. *Navigator*, March 1973, p. 22; Aug., 1973, p. 13; *Topside* (journal of the 3rd Dist., SA), Summer 1974, p. 2, "Topside" folder, CGAR, 5th Dist. *Topside* stopped using volume and issue numbers in 1973, and began using them again in 1978.

20. *Stand By*, Vol. 17, no. 1, 1972, p. 9, "Stand By 1968-1982" folder, CGAR, 11th Dist.

21. *The North Star* (journal of the 2nd Dist., NR), Oct.-Dec. 1978, p. 6, "North Star" folder, CGAR, 2nd Dist.

22. *Water 'n' Kids Instructor Guide*, 1974, p. 1, "Water 'n' Kids" folder, CGAR, National.

23. *The Lucky Bag* (newsletter of the 9th Dist.), Vol. 5., no. 9, Sept. 1976, p. 4, "Lucky Bag" folder, CGAR 9th Dist.

24. Harper, "Worthy Mission," p. 48.

25. *LONTAM* (Local Notice to Auxiliary Members, newsletter of the 12th Dist.), May 1975, p. 3, "LONTAM" folder, CGAR, 11th Dist.

26. *The Blinker* (journal of the 5th Dist.), Fall 1974, p. 8, "The Blinker" folder, CGAR, 5th Dist.

27. "Report of the Fall, 1974 National Board Meeting," p.8, "National Conferences and Board Meetings" folder, CGAR, National.

28. *Navigator*, June 1976, p. 5.

29. *Navigator*, Dec. 1974, p. 31.

30. *Navigator*, Sept. 1976, p. 12.

31. *Navigator*, March 1977, p. 5.

32. *Nor'easter*, Vol. 35, no. 5, May 199, pp. 4-5, "Nor'easter 1962-1971" folder, CGAR, 1st Dist.

33. *North Star*, Fall 1976, p. 9, "North Star" folder, CGAR, 2nd Dist.

34. *Blinker*, Fall 1977, p. 6, "The Blinker" folder, CGAR, 5th Dist.

35. *Navigator*, Winter 1979, p. 29.

36. Report of the Fall, 1974 National Board Meeting, Sept. 12-14, 1974, pp. 2, 27, "National Conferences & Board Meetings" folder, CGAR, National.

37. Boaters who joined the Auxiliary after taking the "Boating Skills and Seamanship" course were exempted from several lessons in the "Basic Qualification" course.

38. *Navigator*, June 1976, p. 41.

39. *Navigator*, June 1973, p. 10.

40. Johnson, *Guardians of the Sea*, pp. 345-346.

41. The contrast between silver and gold was subtle enough to escape the untrained eye. An unsigned, undated, and highly unofficial set of "Instructions to the New Director of Auxiliary, Fourteenth District" warned that individual that "the Commodore is the senior Auxiliarist and the only one recognized by his rank in the district. When you travel with him on a Coast Guard C-130 or otherwise, to other military bases, be prepared to take a back seat or be the Commodore's aide. Only the Coast Guard (a very few) knows the difference between the gold and silver. He gets the VIP treatment, suite, salutes and all." "14th District/ History" folder, CGAR, 14th Dist.

42. *Navigator*, Dec. 1974, p. 27.

43. *Navigator*, Summer 1978, p. 39.

44. *Stand By*, Vol. 17, no. 1, 1972, p. 14, "Stand By 1968-1982" folder, CGAR, 11th Dist. At this point *The Standby* was being published as an annual; it resumed quarterly issues in 1973.

45. "Women's Activity Summary Through Sept. 74," filed with the report of the Fall 1974 National Conference, "National Conference and Board Meetings" folder, CGAR, National.

46. Pauloo, "11th Dist. History," p. 17.

47. *Through the Porthole* (newsletter of the 5th Dist., Div. III), July 1973, p. 6, "Through the Porthole" folder, CGAR, 5th Dist.

48. *Navigator*, March 1974, p. 5. William Simon was the "Energy Czar" of the Nixon administration.

49. *Navigator*, Sept. 1974, p. 7.

50. *Ibid.*, p. 9.

51. "The United States Coast Guard Auxiliary Marine Dealer Visit Campaign: Representative's Guide" (Washington: U.S. Coast Guard, 1977), p. 1-1, author's copy.

52. *Ibid.*, pp. 2-3 - 2-4.

53. *Ibid.*, p. 3-5.

54. *Behind the Eighth*, Vol. 2, no. 2, Summer 1975, p. 5, "Behind the Eighth" folder, CGAR, 8th Dist.

55. *Navigator*, March 1975, p. 26.

56. Howard, "Worthy Mission," p. 49.

57. *Navigator*, Dec. 1975, p. 45; June 1976, p. 49.

58. Harper, "Worthy Mission," p. 47; *Topside*, Spring 1974, p. 4, "Topside" folder, CGAR, 5th Dist.

59. *Topside*, Winter 1974, p. 1, "Topside" folder, CGAR, 5th Dist.

60. *Topside*, Vol. 79, no.4, Winter 1979, p. 19, "Topside" folder, CGAR, 5th Dist. The writer was anonymous, perhaps because he was revealing in print his full-time occupation: he worked for the Internal Revenue Service.

61. *Navigator*, June 1976, p. 5. The publication of an AUXMIS manual was among the recommendations in a report on the Auxiliary by University Sciences Forum, which is discussed below.

62. *Navigator*, Dec. 1979, p. 39.

63. Howard, "Worthy Mission," p. 47; "United States Coast Guard Auxiliary 1976 National Program," pp. XIII-1 - XIII-10, "National Program" folder, CGAR, National.

64. This and other details of OPSAIL 76 are recounted in several stories in the *Navigator* for September, 1976, pp. 14-17, 32-34, and 55. The author was nursing a sunburned forehead on a hill overlooking Newport Harbor when the first of the schoolships arrived. He briefly considered attending the Fourth of July festivities at New York, but the traffic was too much for him.

65. *Navigator*, Dec. 1976, p. 15.

66. "1970 National Program, U.S. Coast Guard Auxiliary," p. 1, "National Program" folder, CGAR, National; University Sciences Forum, "Final Report: The Long Range Role of the Coast Guard Auxiliary," July 26, 1976, p.87, author's copy. Hereafter cited as "USF Report." The latter document is the final product of the University Sciences Forum project referred to below.

67. USF Report, p. 2.

68. *Ibid.*, p. 8.

69. *Ibid.*, pp. 11-13.

70. *Ibid.*, p. 48.

71. *Ibid.*, p.53.

72. *Ibid.*, p. 67.

73. *Ibid.*, p. 69.

74. *Ibid.*, p. 93.

75. *Ibid.*, p. 102.

76. *Ibid.*, p. 88.

77. *Ibid.*, p. 113.

78. CAPT R.H. Scarborough, Chief of Staff, to CAPT G.L. Kraine, Sept. 20, 1976, Enclosure (1) in "Report of the Long Range Planning Board for the U.S. Coast Guard Auxiliary," 1977, author's copy. Hereafter cited as "Kraine Report."

79. The Chief of Staff, CAPT J.S. Gracey, reviewed the report initially and added his endorsements to most of the recommendations; they appear in an attachment at the beginning of the report, along with the Commandant's signatures.

80. Kraine Report, p. 1.

81. *Ibid.*, p. 24. The Chief of Staff, Captain Gracey, endorsed that conclusion in the covering letter he sent the Commandant with the board's report. That particular recommendation is not on the list of specific ones that Admiral Siler signed, but he presumably endorsed it as well. It seems, however, that the strategy of letting the growth rate "seek its own level" was not officially promulgated; there was, for instance, no announcement of such a policy change in *The Navigator*.

82. *The Stand By*, Vol. 17, no. 1, 1972, p. 20, "Stand By 1968-1982" folder, CGAR, 11th Dist.; *Radarscope* (newsletter of Air Flotilla 5-10, Div. V, 11th Dist.), July 1978, p. 3,

"Radarscope" folder, CGAR, 11th Dist.

83. *Navigator*, September 1976, p. 21.

84. *Missouri River Skipper* (newsletter of the 3rd Division, 2nd Dist.), Vol. 2, no. 5, Sept. 1979, p. 4, "Missouri River Skipper" folder, CGAR, 2nd Dist.

85. *Navigator*, Summer, 1997, pp. 26-27; *Behind the Eighth*, Vol. 4, no. 2, Summer, 1977, p. 21, "Behind the Eighth" folder, CGAR, 8th Dist.

86. *Buoy Thirteen* (newsletter of the 13th Dist.), Vol. II, no. 4, Dec. 1977, p. 3, "Buoy 13, 1976-1987"folder, CGAR, 13th Dist.

87. *Navigator*, Winter, 1979, p. 36; Howard, "Worthy Mission," p. 53.

88. *Navigator*, Summer 1979, p. 10; Fall, 1979, pp. 24-25.

89. *Topside*, Vol. 79, no. 3, Summer 1979, p. 5.

Notes to Chapter Seven

1. Johnson, *Guardians of the Sea*, pp. 361-362.

2. *7th CGD Breeze* (journal of the 7th District), 2nd Quarter 1980, p. 9, #559, "Breeze/7th District" folder, 7th Dist., CGAR.

3. Howard, "Worthy Mission," p. 54; *Navigator*, Spring, 1980, p. 10; *Navigator*, Winter, 1980, p. 14.

4. *Navigator*, Spring 1981, p. 43.

5. Howard, "Worthy Mission," pp. 54-55; *Navigator*, Fall, 1980, p. 29.

6. Johnson, *Guardians of the Seas*, pp. 356-357.

7. Douglas, who lived in Atlanta, had been elected in January, 1979, thereby becoming the first female district commodore in Auxiliary history. *The Breeze* (journal of the 7th Dist.), 1st Quarter 1979, p. 6, "Breeze/7th District" folder, CGAR, 7th Dist.; *Topside*, Vol. 79, no. 2, Spring 1979, p. 34, "Topside" folder, CGAR, 5th Dist.

8. *The Breeze*, 3rd Quarter 1980, pp. 8-9, "Breeze/7th District" folder, CGAR, 7th Dist.

9. *Navigator*, Winter 1980, p. 9.

10. *Ibid.*

11. *Ibid.*

12. *Breeze*, 2nd Quarter 1982, p. 29, "Breeze/7th District" folder, CGAR, 7th Dist.

13. *Navigator*, Vol. 13, no. 1, Spring 1986, p. 6; Howard, "Worthy Mission," p. 66; *Breeze*, 2nd Quarter 1986, p. 18, "Breeze/7th District" folder, CGAR, 7th Dist.

14. *Breeze*, 4th Quarter 1986, p. 15, "Breeze/7th District" folder, CGAR, 7th Dist.

15. *Navigator*, Summer 1983, p. 23.

16. *Navigator*, Summer 1984, p. 6; Fall 1984, p. 27. *The Navigator* started using volume and issue numbers in 1984.

17. The author chanced to be in Los Angeles at the time and, having failed to get a ticket to any of the terrestrial contests, booked passage on board a sightseeing boat one day to watch some of the yachting. He vaguely remembers observing, through a dramamine-induced haze, the battle of wills between the boat's captain and the Coast Guard Auxiliarists who were determined to keep the high-sided, wind-blocking vessel away from the course. The competing yachts were barely visible on the horizon.

18. *Navigator*, Vol. 11, no. 4,Winter 1984, p. 34.

19. *Navigator*, Vol. 11, no. 3, Fall 1984, p. 27.

20. Howard, "Worthy Mission," p. 65.

21. *Navigator*, Fall 1983, p. 24.

22. "History of the Second [District], Northern Region," unpublished, uncredited manuscript apparently prepared for the Auxiliary's 50th anniversary in 1989, p. 4, "History" folder, CGAR, 2nd Dist.

23. *The Blinker* (journal of the 5th Dist.), Vol. 25, no. 3, Fall 1985, p. 5, "The Blinker/5th District (SR)/ 1982-85" folder, CGAR, 5th Dist.

24. Howard, "Worthy Mission," p. 68; press releases from the Chicago Coast Guard Station, Aug. 5 and Aug. 28, 1987. In March, 2000, these documents had just arrived in the CGAR collection for the 9th Dist. and were awaiting cataloging.

25. *Topside* (journal of the 5th Dist., SR), Vol. 86, Fall 1986, pp. 14-15, "Topside 1985-87 " folder, CGAR, 5th Dist.

26. Howard, "Worthy Mission," pp. 58, 68.

27. *Navigator*, Vol. 16, no. 3 (Fall 1989), p. 16.

28. *Ibid.*, p. 13.

29. *The Blinker* (journal of the 5th Dist.), Winter 1981-1982, p. 15, "The Blinker/5th District (SR)/1978-81" folder, CGAR, 5th Dist.

30. *Topside*, Vol. 83, no. 3, Summer 1983, p. 15, "Topside 1980-1984" folder, CGAR, 5th Dist.

31. *Navigator*, Vol. 15, no. 2, Summer 1988, p. 16.

32. *Navigator*, Vol. 15, no. 3, Fall 1988, pp. 1-2.

33. *Navigator*, Vol. 12, no. 3, Fall 1985, p. 1.

34. *Navigator*, Vol., 12, no. 1, Spring 1985, p.27.

35. *Ibid.*, p. 11; Vol. 13, no. 1, Spring 1986, p. 22.

36. *Navigator*, Summer 1980, pp. 7, 29, 33.

37. *Navigator*, Winter 1980, p. 8.

38. *Navigator*, Vol. 11, no. 2, Summer 1984, p. 24.

39. *Navigator*, Vol. 13, no. 17, Spring 1986, pp. 10-11.

40. *Navigator*, Vol. 12, no. 1, Spring 1985, p. 26.

41. *Navigator*, Vol. 12, no. 4, Winter 1985, p. 3.

42. *Navigator*, Vol. 12, no. 3, Fall 1985, pp. 10-11. The author was LT C.S. Campbell, DIRAUX of the 3rd Dist., SR.

43. Attachment to Commandant Instruction M16114.9, Jan. 6, 1983, p. 1-1, 1-6, "Commandant Notices/1976-84" folder, CGAR, National. The three-classification was to be used in the Auxiliary. The regular Coast Guard would have five levels of training: crewmember, coxswain, engineer, heavy weather coxswain, and surfman. The Auxiliary eliminated the operator classification in 1996, on the theory that the remaining two, crewmember and coxswain, would be congruent with the first two levels of qualification for active duty Coast Guardsmen.

44. Copies of the 1983 editions are in the "Boat Crew Manual 1983" folder, CGAR, National.

45. Howard, "Worthy Mission," p. 63.

46. *Navigator*, Vol. 12, no. 3, Fall 1985, p. 25.

47. Quoted in Johnson, *Guardians of the Sea*, p. 114.

48. *Wall Street Journal*, May 18, 1988. The account in the *Wall Street Journal* was written by Jeffrey Smith, president of Washington Policy Advocates, which lobbied for the towing

industry. The figures regarding non-emergency cases seem to have been a matter of some disagreement. In a July, 1983 press release the Commandant, Admiral Gracey, asserted that they "currently account for about 25 percent of all Coast Guard search and rescue cases." *Navigator*, Fall 1983, p. 2.

49. LCDR A.A. Sarra, "Ad Hoc Study Group on Commercial Towing and Salvage, Recommendation to," Nov. 4, 1982, "Towing Policy/SAR Misc." folder, CGAR, National. This file contains a formidable collection of Coast Guard and Auxiliary documents, clippings, and other materials regarding the towing policy controversy assembled by the late Orville Martin, Historian of the Auxiliary. The present author is deeply indebted to Sonny Martin for the work he did on this topic.

50. *Ibid.* The idea of "user fees" surfaced frequently in the correspondence of Coast Guard officers and Auxiliarists during the towing controversy. The concept of charging boaters individually for tows from the Coast Guard or the Auxiliary never got beyond the talking stage. In 1984, however, Congress passed a law, the Wallop-Breaux Act, that allocated a percentage of the federal fuel taxes paid by recreational boaters to the Coast Guard to cover the reimbursement of Auxiliarists for expenses incurred during SAR operations.

51. Public Law 97-322, Title 1, sec. 113, 96 Stat: 1585, 1983.

52. *Navigator*, Fall 1983, p. 2.

53. *Navigator*, Spring 1983, p. 28.

54. The incident took place on September 30, 1984. The complex case of Auxiliarist Thomas Mulhall is the subject of a massive folder labeled "Thomas Mulhall Case" in the CGAR, 9th Dist.

55. *Navigator*, March, 1977, p. 1; "Report on the United States Coast Guard Auxiliary," Feb. 7, 1988, p. iii, "Coast Guard Auxiliary Survey/1987" folder, CGAR, National. The latter document is the report of the study group established by Coast Guard Headquarters in response to the Congressional directive in the Coast Guard Appropriations Act of 1986, which will be discussed in more detail below. The membership figures, as usual, are a matter of some disagreement. The study group referred to an "all-time high" figure of 43,944 for 1975, but *The Navigator* gave the higher figure quoted here for 1976. The discrepancy is hard to trace; the study group may have been counting "active Auxiliarists," as identified by BQ or other status.

56. *Navigator*, Vol. 13, no. 2, Summer 1986, p. 10.

57. U.S. Dept. of Transportation, Office of Inspector General, "Report on Audit of Auxiliary Program, United States Coast Guard," Feb. 25, 1985, author's copy. This copy of the document includes an appendix of "Coast Guard Comments on Draft Report." The Coast Guard officers responsible for the latter are not identified. They commented on several points that the IG's office had failed to take into consideration, such as the comparative paucity of regular Coast Guard personnel and vessels, and the proportionally greater numbers of Auxiliarists, in the inland districts. (In the Second District there were 6,500

miles of inland waterways and one Coast Guard station.) The "Coast Guard Response" also lamented that the IG's office, in concentrating on SAR, had virtually ignored most of the Auxiliary's other duties. The audit said nothing, for instance, about the Courtesy Marine Examination or Public Education programs.

58. House Committee on Merchant Marine and Fisheries, *Coast Guard Authorization: Hearings Before the Subcommittee On Coast Guard and Navigation Of the Committee on Merchant Marine and Fisheries*, 99th Congress, Second Session, Feb. 6, 25, and March 13, 1986.

59. *Ibid.*

60. *Ibid.*

61. *Ibid.*

62. "Towing Policy/SAR Misc." folder, CGAR, National. The amendment calling for the report on the Auxiliary had originated in the Republican-controlled Senate.

63. "Towing Seminar, March 2, 1987," p. 29, "Towing Seminar: 1987" folder, CGAR, National. This document is a 164-page transcript of a tape recording made during the seminar. In some cases the speakers identified themselves, or the transcriber was able to match names to voices; in others, the speakers are not identified. This particular remark came from John Andrews, of Ready Marine in Wickford, Rhode Island.

64. *Ibid.*, p. 58. The transcriber did not identify this speaker.

65. "Testimony of Commodore William C. Harr, National Commodore, U.S. Coast Guard Auxiliary, Before U.S. Congressional Sub-Committee [on] Coast Guard and Navigation, U.S. House of Representatives, Committee on Merchant Marine and Fisheries, April 22, 1987," "Natl. Commodore - Congressional Testimony - 1987" folder, CGAR, National.

66. "Report on the United States Coast Guard Auxiliary," Feb. 7, 1988, Appendix II, author's copy.

67. Development Procurement International, "U.S. Coast Guard Auxiliary Survey/Final Report," pp. 1, 4, 8-10, 12, 66, "Coast Guard Auxiliary Survey, 1987" folder, CGAR, National. The response rates for the forms were unusually high for such surveys: 173 (83 percent) of the forms sent to regular Coast Guardsmen and 1,941 (48 percent) of those mailed to Auxiliarists came back.

68. *Ibid.*, pp. 76-77, 81.

69. "Report on the Coast Guard Auxiliary," pp. 21-24.

70. *Ibid.*, p. 24. Two versions of this document are extant. The earlier one, dated Sept. 30, 1987, is a draft that the Coast Guard Headquarters study group sent to the office of Secretary of Transportation. The later edition, quoted here, is the final report that Secretary Burnley, in accordance with the Coast Guard Appropriations Act of 1986, submitted to the

Congress. *BOAT/U.S. Reports*, the newsletter of the Boat Owners Association of the United States, ran an editorial (Vol. 23, no. 2, March/April 1988, p. 1) contending that the final report from DOT to the Congress was "mired in politics." The writer in *BOAT/U.S. Reports* claimed that "DOT did not like the original report's key conclusions and recommendations." He cited two examples: the excision of the phrase "the activity of the Auxiliary in search and rescue, including non-emergency assistance, should not be constrained," and the toning-down of the statement "there has been an unquestionable adverse impact upon the morale of the Auxiliary by the present non-emergency assistance policy." In the final report that phrase was revised to read: "[the non-emergency assistance policy] has had an impact, along with other factors, on the morale of the Auxiliary membership, and may eventually impact membership levels and performance."

71. *Navigator*, Vol. 15, no. 1, Spring 1988, p. 20.

72. Auxiliary "Rapidraft Letter," David Galecki to Jim Davis, FC 16-05, April 25, 1988, "Towing Policy/SAR Misc." folder, CGAR, National.

73. *Soundings, The Nation's Boating Newspaper*, Vol. 25, no. 8, Feb. 1988, p. 4.

74. "Position Paper on Behalf of the Marine Assistance Association of America, Inc., Feb. 15, 1988, "Towing Policy/SAR Misc." folder, CGAR, National.

75. *Great Lakes Sailor*, May 1988, p. 10. C-PORT's full name was Committee for Private Offshore Rescue and Towing; it had a membership of about a hundred towing and salvage companies. The description of the Auxiliary as "government subsidized" was a bone of contention throughout the towing controversy. The validity of that label depended upon one's definition. Auxiliarists, of course, were not paid for their services. They did, however, get reimbursed for some of their expenses during SAR operations through the Wallop-Breaux Act, and they could purchase certain equipment at reduced prices through Coast Guard exchanges.

76. Untitled document signed by RADM C.E. Robbins, Jan. 22, 1988, "Towing Policy/SAR Misc." folder, CGAR, National.

77. *BOAT/U.S. Reports*, Vol. 23, no. 3, May/June 1988, pp. 1-2.

78. *BOAT/U.S. Reports*, Vol. 23, no. 3, May/June 1988, pp. 1-2. The unidentified writer, like journalists of several other boating publications, saw a connection between the changes in the towing policy and the national political situation. His point may have had some validity. Since all the legislation affecting the towing policy was connected to Coast Guard funding bills, it had to originate in the House of Representatives. The Democrats held a majority in the House, and the chairmanships of all the House committees and subcommittees, throughout the Reagan years. In 1982 and 1983, when the Coast Guard initially modified the policy to "rein in" the Auxiliary, the Republicans held a majority in the Senate. The Democrats took control of that body when the 100th Congress took office in January of 1987, by which time the administration's originally enormous popularity with the public was beginning to fade. All three Secretaries of Transportation whom Reagan appointed, Drew Lewis, Elizabeth Dole, and James Burnley, were Republicans.

79. Commandant Instruction 16101.2B, June 8, 1988, " "Towing Policy/SAR Misc." folder, CGAR, National.

80. Press release, "Coast Guard Announces Refinement in Non-Emergency Assistance Policy," June 9, 1988, Towing Policy/SAR Misc." folder, CGAR, National.

81. *BOAT/U.S. Reports*, Vol. 23, no. 4, July/Aug. 1988, p. 2.

82. *The New Yorker*, Aug. 7, 1989, p. 52.

83. *BOAT/U.S. Reports*, Vol. 23, no. 6, Nov./Dec. 1988, p. 1.

84. William C. Harr, National Commodore, Coast Guard Auxiliary, to ADM Paul Yost, December 1, 1988, "Towing Policy/SAR Misc." folder, CGAR, National.

85. U.S. Coast Guard Public Affairs Office, "United States Coast Guard News Break," n.d., "Auxiliary History" folder, CGAR, National. This document is a press release quoting an article in *Cruising World*, Sept. 1988.

86. *The New Yorker*, Aug. 7, 1989, p. 52.

87. *The Breeze* (newsletter of Flotilla 2-3, Div. II, 1st Dist. (SR), Issue 180, Sept. 1989, p. 3, "Towing Policy/SAR Misc." folder, CGAR, National.

88. *Topside* (journal of the 3rd Dist., SR), Vol. 89, Fall 1989, p. 6, "Topside 1987-1989" folder, CGAR, 5th Dist.

Notes to Chapter Eight

1. *U.S. Naval Institute Proceedings*, Vol. 116, no. 9, Sept. 1990, p. 95.

2. *Navigator*, Spring 1991, p. 7. The fee for boats ranging in length from more than sixteen feet to twenty feet was $25; for boats longer than forty feet it was $100. Boats sixteen feet and shorter were exempt. The user fee concept proved so unpopular that the Coast Guard abandoned it a few years later.

This chapter is studded with references to articles in *The Navigator*, which by the 1990s had become an excellent, systematic record of Auxiliary operations and policy changes.

3. Commandant to Commander, Coast Guard Pacific Area, June 4, 1991, "Multi-Mission Study" folder, CGAR, National.

4. *Navigator*, Spring 1990, p. 1.

5. *Navigator*, Spring 1992, pp. 3-4.

6. *Navigator*, Summer 1990, p. 25; Spring 1992, pp. 17-18.

7. NACOM Peter W. Melera to Commandant, May 1, 1996, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National. This is a most useful file of short memorandums that the National Commodores sent, once or twice a month, to the Commandant's Office to keep Headquarters abreast of major Auxiliary operations and other activities.

8. *Navigator*, Spring 1991, pp. 19-20; Spring 1992, pp. 3-4.

9. NACOM Everette L. Tucker, Jr. to Commandant, May 8, 1998, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National.

10. *Navigator*, Spring 1991, p. 20.

11. *Navigator*, Spring 1992, p. 20.

12. *Navigator*, Winter 1993, pp. 27, 30-31.

13. *On Board* (newsletter of Flotilla 903, 1NR), Vol. I, no. 3, Oct. 1995, p. 1, "1NR - On Board" folder, CGAR, 1st Dist., NR.

14. Tucker to Commandant, Dec. 4, 1997, "Memorandums for the Commandant, 1995-1999" folder, CGAR, National.

15. Melera to Commandant, May 15, 1996, "Memorandums for Commandant, 1995-1999" folder, CGAR, National.

16. *Navigator*, Winter 1990, p. 25.

17. *Navigator*, Fall 1991, pp. 13-14.

18. *Navigator*, Summer 1991, p. 11.

19. *Navigator*, Summer 1993, p. 1.

20. *Navigator*, Summer 1996, p. 8.

21. The newsletter is titled *Personal Watercraft Safety Bi-Monthly*. See "Personal Watercraft Safety Bi-Monthly" folder, CGAR, National.

22. Tucker to Commandant, Nov. 4, 1997, "Memorandums for the Commandant 1995-1999" folder, CGAR, National. The Honorary Commodore title is conferred by the Commandant on the recommendation of the Auxiliary National Board. As of the year 2000 the honor has gone to seven other individuals: actors Preston Foster, Lloyd Bridges, Leif Erickson, and Jack Lord; comedian Joey Bisop; businessman August A. Busch, Jr.; and television

journalist Walter Cronkite.

23. *Navigator*, Fall 1992, p. 10.

24. *Navigator*, Fall 1995, p. 6.

25. *Navigator*, Summer 1992, pp. 13-14.

26. *Navigator*, Spring 1992, pp. 18-19; Summer 1993, p.2; *The Nor'easter* (journal of the 1st Dist., NR), Vol. 41, no 3, Fall 1992, p. 11.

27. *Navigator*, Fall 1995, p. 29; *Over the Bow* (journal of the 1st Dist., NR), Vol 55, no. 3, Sept. 1995, pp. 1, 6.

28. *Navigator*, Winter 1993, p. 5.

29. *Navigator*, Fall 1996, pp. 32-35.

30. Melera to Commandant, Feb. 15, 1996, "Memorandum for the Commandant 1995-1999" folder, CGAR, National.

31. Tucker to Commandant, Dec. 4, 1997, "Memorandums for the Commandant, 1995-1999" folder, CGAR, National.

32. *Over the Bow* (journal of the 1st Dist., SR), Vol. 50, no. 1, June 1990, "Over the Bow/1SR" folder, CGAR, 1st Dist., SR; Tucker to Commandant, June 10, 1998, "Memorandums for the Commandant, 1995-1999" folder, CGAR, National.

33. *Navigator*, Winter 1995, p. 2. The Commodore understated his case slightly. Auxiliarists still had no law-enforcement authority, and Coast Guard policy prohibited Auxiliarists from taking part directly in military operations. But Auxiliarists were playing numerous support roles in the Coast Guard's law-enforcement mission, and, as described above, the armed forces found numerous uses for Auxiliarists in military training exercises.

34. The precise language quoted here appeared in the Coast Guard Auxiliary and Reserve Act of 1944, which introduced minor changes in verbiage from the acts of 1939 and 1940. See Chapters One and Three.

35. The full text of the proposed law appears in *The Navigator*, Fall 1994, pp. 16-19. In that issue and in the Winter 1994, Spring 1995, and Fall 1996 issues, the Auxiliary's Division Chief for Legal Affairs, Joseph A. Gordon, provided concise explanations of the proposal and updates on the progress the resulting bill was making through Congress.

36. *Navigator*, Summer 1996, p. 9.

37. *Navigator*, Winter 1996, pp. 36-37. As of August 2000 the specific provisions of the act had yet to be incorporated into the U.S. Statutes at Large.

38. *Navigator*, Fall 1995, p. 2.

39. *Navigator*, Fall 1995, p. 4.

40. *Navigator*, Winter 1995, pp. 2-3.

41. *Navigator*, Winter 1995, p. 5.

42. *Navigator*, Winter 1995, p. 30; Winter 1996, p. 42; Spring 1997, p. 24; Melera to Commandant, March 16, 1996, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National.

43. *Coast Guard Reservist*, Vol. 43, no. 12, Dec. 1996, unpaginated insert. As of 1991, Guam boasted a population of 140,000, 1400 pleasure boats, and a highly active, 53-member Auxiliary flotilla. In 1997 it took on responsibility for the administration of a 6-member "detachment" at Yokota Air Force Base in Japan. The new unit's function was to offer courses in boating safety and pollution prevention to U.S. citizens on military bases in Japan. Tucker to Commandant, March 11, 1998, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National.

44. *Navigator*, Winter 1996, pp. 24-25; Melera to Commandant, Dec. 20, 1996, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National.

45. *U.S. Naval Institute Proceedings*, Vol. 125, no. 5, May 1999, p. 98.

46. Tucker to Commandant, Nov. 4, 1997 and June 10, 1998, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National. Coastie also put in appearances at several District and National Conferences, and on the covers of several *Navigators*.

47. *Navigator*, Fall 1997, pp. 26-27; Tucker to Commandant, Aug. 20, 1997, "Memorandums for the Commandant 1995-1999" folder, CGAR, National.

48. Tucker to Commandant, July 6, 1998, "Memorandums for the Commandant 1995-1999" folder, CGAR, National.

49. *The Breeze* (journal of the 7th Dist.), Vol. 43, no 2, Second Issue 1996, p. 20, "Breeze/7th District" folder, CGAR, 7th Dist.

50. Melera to Commandant, March 18, 1996, "Memorandum for the Commandant 1995-1999" folder, CGAR, National.

51. *Navigator*, Fall 1997, p. 14; Winter 1997, pp. 30-32.

52. Tucker to Commandant, March 5, 1997, "Memorandum for the Commandant, 1995-1999" folder, CGAR, National.

53. *Navigator*, Summer 1997, pp. 28-30.

54. *Navigator*, Winter 1990, p. 5; Spring 1995, p. 8; Fall 1997, p. 19; Summer 1999, p. 34.

55. *Navigator*, Spring 2000, pp. 30-31.

56. *Navigator*, Winter 1999/2000, pp. 14-15.

57. *Navigator*, Winter 1999, p. 10.

Appendix I. The U.S. Coast Guard and Its Auxiliary: A Chronology

U.S. Coast Guard

August 4, 1790 - President George Washington signs Congressional legislation creating the U.S. Revenue-Cutter Service, oldest of the Coast Guard's predecessor organizations.

1910 - President William Howard Taft signs the Motorboat Regulations Act of 1910, establishing the first federal regulations regarding safety and navigational equipment on board pleasure boats.

Jan. 28, 1915 - President Woodrow Wilson signs Congressional legislation consolidating the U.S. Revenue-Cutter Service and U.S. Life-Saving Service to create the U.S. Coast Guard. The new institution, like its two predecessors, is to operate under the Department of the Treasury. Like the old Revenue-Cutter Service, it is to be transferred to the Department of the Navy during wartime.

1918 - President Wilson signs the Numbering Act of 1918, requiring that motorboats longer than sixteen feet be numbered upon being placed in service.

1919-1933 - Coast Guard fights "rum war" against illegal importation of intoxicating liquor into the United States.

1924 - First Coast Guard Air Stations are established.

July 1, 1939 - President Roosevelt signs Congressional legislation consolidating the Coast Guard and the U.S. Lighthouse Service.

U.S. Coast Guard Auxiliary

June 23, 1939 - President Franklin D. Roosevelt signs the Coast Guard Reserve Act of 1939, creating the U.S. Coast Guard Reserve, predecessor of the Coast Guard Auxiliary.

1940 - President Roosevelt signs the Motorboat Act of 1940, which alters the equipment regulations established in 1910 and makes it illegal to operate a motorboat in a manner that endangers life, limb, or property.

Feb. 19, 1941 - President Roosevelt signs the Coast Guard Auxiliary and Reserve Act of 1941, separating the civilian Auxiliary from the newly-created "military" Coast Guard Reserve.

Nov. 1, 1941 - Coast Guard is transferred to the Department of the Navy for the duration of the Second World War.

March 1, 1942 - Coast Guard absorbs the Bureau of Marine Inspection and Navigation for the duration of the war. (That arrangement is made permanent in 1946.)

May 4, 1942 - ADM Ernest J. King, Chief of Naval Operations, approves creation of the Coastal Picket Force, made up largely of Auxiliarists.

June 6, 1942 - Congress amends the Coast Guard Auxiliary and Reserve Act of 1941 to allow Auxiliarists and other qualified individuals to provide service to the Coast Guard in a military capacity by enrolling as "temporary members" of the Coast Guard Reserve.

October 29, 1942 - VADM Russell Waesche, Commandant of the Coast Guard, issues orders restructuring the Temporary Component of the Coast Guard Reserve and creating the Volunteer Port Security Force.

Nov. 23, 1942 - Women's Reserve of the Coast Guard is created.

Late 1942 or early 1943 - First women join the Coast Guard Auxiliary.

May, 1943 - Volunteer Port Security Force begins accepting female members.

1943 or 1944 - Auxiliarists begin informal operations of aircraft and radio stations.

October, 1943 - Operations of the Coastal Picket Force cease.

September 30, 1944 - Congress amends the Coast Guard Auxiliary and Reserve Act of 1941 to define the Auxiliary's peacetime functions, and to authorize operations by aircraft and radio stations.

June 1, 1945 - Coast Guard Headquarters promulgates orders reorganizing the Auxiliary into three "Departments": Marine, Aviation, and Communications.

September - October, 1945 - Temporary members of the Coast Guard Reserve are honorably disenrolled.

Jan. 1, 1946 - Coast Guard returns to the Department of the Treasury.

March 19, 1946 - Headquarters restructures the Auxiliary, abandoning the "three department" scheme.

1947 - Auxiliary begins the Courtesy Boat Inspection (CBI) program, predecessor of the CME (Courtesy Marine Inspection) program.

January, 1948 - Auxiliarists offer boating safety courses at the Motorboat Show in New York City's Grand Central Palace, inaugurating the Public Education (PE) program.

1950-1953 - Coast Guard intensifies port security operations, vessel inspections, and licensing procedures for merchant seamen during the Korean conflict.

January, 1950 - First edition of the standardized "Basic Seamanship" course is introduced.

February, 1951 - Auxiliary establishes National Board and post of National Commodore.

January, 1952 - Auxiliary Operations (AUXOP) program is inaugurated.

April, 1953 - Auxiliary "A" and "B" Award program is established.

Summer, 1955 - Auxiliary begins Academy Week program, which introduces high school students to the Coast Guard Academy. In 1966 the program is renamed Project AIM (Academy Introductory Mission).

1957 - Coast Guard vessels *Storis*, *Bramble*, and *Spar* make the first transit of the Northwest Passage, north of Canada.

Sept. 2, 1958 - President Eisenhower signs the Federal Boating Act of 1958, requiring that all vessels under sixty-five feet in length be assigned numbers and enhancing the Coast Guard's authority to enforce boating safety regulations.

1965-1972 - Coast Guard patrol boats operate in waters off Vietnam.

April 1, 1967 - Coast Guard is transferred permanently from the Department of the Treasury to the Department of Trans-portation.

August 10, 1971 - President Richard M. Nixon signs the Federal Boat Safety Act of 1971, giving the Coast Guard the authority to issue and enforce safety standards for the manufacture of pleasure boats, creating a National Boating Safety Advisory Council, encouraging the state governments to establish safe boating laws, and authorizing the Coast Guard to "terminate unsafe use" of boats.

1957 - Coast Guard and Auxiliary receive Ole Evinrude Awards for outstanding contributions to recreational boating.

1957 - President Dwight D. Eisenhower proclaims National Safe Boating Week. In the following year, Congress passes legislation making it an annual event.

Winter, 1959-1960 - Auxiliary national newsletter, "Under the Blue Ensign," begins publication. In January, 1961, it becomes the Auxiliary's magazine, *The Navigator*.

1962 - Auxiliary enters agreement with the National Coast and Geodetic Survey and the National Ocean Service to assist with updating of marine charts.

1964 - Auxiliary adopts "Parallel Staffing" concept to facilitate communications between Auxiliary and Coast Guard units.

1968 - Current Auxiliary ensign, a blue rectangular flag bearing the Auxiliary emblem on a diagonal white "slash," is adopted.

1968 - National Safety Council presents the Auxiliary with the National Safety Service Award.

1973 - Auxiliary inaugurates "Water 'n' Kids" safety instruction program for elementary school students.

1974 - Coast Guard suspends its "Boat Check" inspection and decal program, leaving all responsibility for safety inspections to the Auxiliary's CME program.

1974 - Auxiliary initiates "Project RAP" (Recruiting Assistance Program) to encourage young men to enlist in the Coast Guard.

1974 - AUXMIS (Auxiliary Management Information System), the Auxiliary's first attempt to computerize its records, debuts.

1975 - Auxiliary inaugurates the Marine Dealer Visitation program.

1976 - Coast Guard Academy begins admitting female cadets.

1977 - Coast Guard begins assigning women to seagoing cutters.

1979 - Bolling Douglas, of the Seventh District, is elected the first female Auxiliary District Commodore.

January 28, 1980 - Coast Guard tender *Blackthorn* sinks after colliding with a freighter in Tampa Bay, Florida.

April-June 1980 - Coast Guard, with Auxiliary support, conducts Operation Key Ring, the emigration of thousands of Cubans to the United States from the Cuban port of Mariel.

1983 - Coast Guard Headquarters introduces new, stringent Boat Crew Qualification (BCQ) program.

1983 - By direction of Congress, Coast Guard Headquarters issues orders turning over most non-emergency search-and-rescue cases from the Auxiliary to private towing companies.

1990 - Congress approves collection of "user fees" for recreational boaters in areas where the Coast Guard operates.

1991 - Coast Guard sends law enforcement detachments and port security units to Saudi Arabia and Bahrain during Operations Desert Shield and Desert Storm.

1991 - Auxiliary begins issuing "safety check" decals to personal watercraft.

1995 - Auxiliary sets up its first Internet site.

1996 - AUXMIS II replaces the obsolete AUXMIS as the Auxiliary's record-keeping system.

October 19, 1996 - President Bill Clinton signs the Coast Guard Auxiliary Act of 1996, authorizing the Commandant to employ the Auxiliary in support of virtually all Coast Guard missions.

Appendix II. Commandants of the U.S. Coast Guard

Commodore Ellsworth P. Bertholf	1915-1919
RADM William E. Reynolds	1919-1924
RADM Frederick C. Billard	1924-1932
RADM Harry G. Hamlet	1932-1936
ADM Russell R. Waesche	1936-1945
ADM Joseph F. Farley	1945-1950
ADM Merlin O'Neill	1950-1954
ADM Alfred C. Richmond	1954-1962
ADM Edwin J. Roland	1962-1966
ADM Willard J. Smith	1966-1970
ADM Chester R. Bender	1970-1974
ADM Owen W. Siler	1974-1978
ADM John B. Hayes	1978-1982
ADM James S. Gracey	1982-1986
ADM Paul A. Yost, Jr.	1986-1990
ADM J. William Kime	1990-1994
ADM Robert E. Kramek	1994-1998
ADM James M. Loy	1998-2002

Appendix III. National Commodores of the U.S. Coast Guard Auxiliary

Bert C. Pouncey, Jr.	1951-1952
Alexander S. Bauer	1953-1954
J. Webb Sheehy	1955
John Brent Tanner	1956-1957
Charles S. Greanoff	1958-1959
Bliss Woodward	1960-1961
Homer L. Byers	1962-1963
Ellsworth A. Weinberg	1964-1966
Grover A. Miller, Jr.	1967-1968
John B. Stone	1969-1971
Harry S. Osbourn	1971-1972
Harold B. Haney	1973-1974
Anderson A. Cordill	1975-1976
J. Kevin Mitchell	1977-1978
Robert L. Horton	1979-1980
Aime R. Bernard	1981-1982
Martin S. Herz	1983-1984
Chris C. Lagen	1985-1986
William C. Harr	1987-1988
Henry G. Pratt, III	1989-1990
Stanley Y. Kennedy	1991-1992
Joseph J. Lanz, Jr.	1993-1994
Peter W. Melera	1995-1996
Everette L. Tucker, Jr.	1997-2000

Appendix IV. Chief Directors of the U.S. Coast Guard Auxiliary

CAPT Nathaniel S. Fulford	1951-1954
CAPT Harold B. Roberts	1955-1959
CAPT Richard Baxter	1960-1963
CAPT James A. Cornish	1963-1964
CAPT Albert A. Heckman	1964-1965
CAPT Robert C. Gould	1966-1968
CAPT John D. McCann	1968-1970
CAPT Julian E. Johansen	1970-1972
CAPT Harold W. Parker	1972-1974
CAPT Swain L. Wilson	1974-1976
CAPT Merrill K. Wood	1976-1979
CAPT John W. Duenzl	1979-1981
CAPT James G. Glasgow	1981-1983
CAPT Neal F. Herbert	1983-1985
CAPT William J. Wallace	1985-1988
CAPT William S. Griswold	1988-1993
CAPT Alvin A. Sarra, Jr.	1993-1996
CAPT Alan D. Summy	1996-1998
CAPT. Mark S. Kern	1998-2001

Appendix V. U.S. Coast Guard Auxiliary Honor Roll

The records regarding awards presented to Coast Guard Auxiliarists, unfortunately, are sketchy. On the basis of the available documentation, including *The Navigator*, district journals, the earlier research by Auxiliarist Harriet Howard, and copies of citations in various files in the Coast Guard Auxiliary Records Collection, the author has been able to identify with certainty four Auxiliarists who have received the Gold Lifesaving Medal, four who have earned the Silver Lifesaving Medal, and fifty-eight recipients of the Plaque of Merit, or "A" Award.

This list is inconsistent in detail and, almost unquestionably, incomplete. In some cases the documentation reveals nothing beyond the name of the award recipient and the date; in others considerable detail regarding the act for which the award was conferred is available.

Any reader who can provide further information regarding the incidents described below, or documentation identifying additional award recipients, is invited to share that material with the Office of the Auxiliary. The Auxiliary is anxious to give all due credit to those Auxiliarists who have earned some of the nation's highest honors for bravery.

Gold Lifesaving Medal

1. **1951. Erick Lundberg, 13th District.** On May 28, 1951, the fishing vessel *Acme* sank off Neskowin, Oregon. Two survivors climbed to the top of the mast, the only part of the sunken vessel that protruded above the water. Mr. Lundberg, who was tending his crab pots alone in his boat, the *Manatee*, maneuvered through the heavy surf and rescued one of the survivors. The other man was washed off the mast and drowned.

2, 3. **1990 - Robert and Jean Colby, 9th District.** On September 16, 1990, the gasoline tanker *Jupiter* caught fire at its mooring on the Saginaw River. The Colbys took five crew members on board their 42-foot trawler, administered treatment for shock and hypothermia, and delivered the two men to an ambulance at the pier. The Colbys then returned to the burning ship to help transfer two more men to a Coast Guard utility boat, and came back a third time to set up a safety zone. Both Mr. and Mrs. Colby also received the Auxiliary Plaque of Merit.

4. **1997 - Frank Mauro, 7th District.** On April 6, 1997, a 25-foot Bayliner collided with a barge moored at the 17th Street Causeway Bridge in Ft. Lauderdale. Mr. Mauro was serving as a crew member on board CG Utility Boat 41351. He jumped into the water and rescued four people - three adults and a young girl - by hauling them on board a Coast Guard rigid-hull inflatable that had arrived on the scene.

Silver Lifesaving Medal

1. **1972 - Robert Wolfe, 8th District.** Mr. Wolfe rescued four boys who had fallen off a homemade raft into the rain-swollen waters of Buffalo Bayou on March 21, 1972.

2. **1973 - John Hall Autry, 2nd District.** On the night of August 26, 1973, Mr. Autry rescued a 12-year-old boy who had fallen from a boat into the Mississippi. Mr. Autry jumped into the water and kept the boy on the surface while they were swept downstream. Eventually they were halted by a rock dike, and were pulled to safety by a pursuing boat.

3. **1979 - Dennis A. Thompson, 11th District.** While on a camping trip on March 18, 1979, Mr. Thompson rescued two men whose boat had capsized in a heavy surf two hundred yards off Sunset Park Beach, Calif. The men were "near panic" and had no life jackets. Mr. Thompson convinced them to stay with the debris from the boat rather than try to swim ashore. He stayed with them till the surf and current took them to safety.

4. **1998 - Carl Woodard, 7th District.** On May 16, 1998, Mr. Woodard saved a 9-year-old boy from drowning in Santa Rosa Sound.

Coast Guard Auxiliary Plaque of Merit (A Award)

1. **1953 - Henry Irving, 12th District.** This earliest recorded presentation of the Plaque of Merit is noted in *Whistling Buoy*, the journal of the 12th District, with no details beyond the fact that Mr. Irving saved at least one life when two oil tankers exploded at Oleum, California.

2. **1953 - Miguel A. Colorado, 7th District.** At 2:00 a.m. on October 27, 1953, Mr. Colorado got a phone call at his home telling him that a boat had capsized near Caballo Blanco Reefs, Boca de Congrejos, Puerto Rico. He went out in his outboard motorboat to look for survivors. At daylight he located two of them on board the boat, took them on board his own boat, and brought them ashore to get medical attention.

3. **1956 - G.D. Scott, 8th District.**

4. **1957 - Orville A. Fuller, 13th District.** On Sept. 10, 1957, Mr. Fuller rescued ten men from the U.S. Army Corps of Engineers dredge William T. Russel, which had sunk at Coos Bay, Oregon.

5. **1960 - Al A. Adams, 11th District.** On June 1, 1960, Mr. Adams was on board his docked boat at the Yacht Haven anchorage of the Cerritos Channel when a friend on board a nearby vessel hailed him that a burning boat, the *Queenie*, was adrift in the anchorage. Adams ran to a nearby pier, put a dinghy in the water, and rowed out to assist the owner of the *Queenie*, Mr. E.A. Mayer, who had jumped overboard. Adams took Mr. Mayer to the pier, and then rowed out to the burning boat again; it had drifted against several others. Adams took it in tow with his dinghy. After rowing a few yards he got help from Dr. Britt Dalby, who took him on board his yacht, *Fonanda*, and took over the tow. Shortly after they cleared the anchorage, fireboats arrived and put the fire out.

6. **1961 - Charles R. Zeller, 1st District.** The 45-foot yacht *Jolly Roger* blew up at the gasoline dock at Happy's Yacht Basin in Brooklyn. Mr. Zeller, at great personal risk,

approached the burning boat and a teenaged girl, her clothing in flames, jumped into his arms. He put out the flames on her clothes by submerging her in the water, then pulled her back onto the pier. He then pulled several burning articles of clothing from a second victim, and rescued a third who was in the water clinging to a piling. By then the *Jolly Roger*'s mooring lines had burned through. Zeller, though badly burned himself, had the pier's gas pumps turned off at the main and supervised the retrieval of the drifting boat. He then persuaded some dazed bystanders to call the fire department. The firemen put out the remaining fire.

7. **1966 - Richard D. Eisenman, 3rd District.** On the night of July 23-24, 1966, Mr. Eisenman was on patrol off Eaton's Neck, Long Island. During his patrol period, from 2000 to 0700, he assisted seven vessels that were endangered by stormy weather.

8. **1967 - Wayne Johnson, 17th District.** On Sept. 18, 1967, Mr. Johnson rescued a man from the distressed troller AK 1056 A, which had run aground on Mendenhall Bar off Norway Point, Juneau, Alaska. The Coast Guard Cutter *Cape Coral* was on the scene, but unable to get into the shoal water. Mr. Johnson got alongside the troller in his 36-foot boat, *Norma Jane*, with two Coast Guardsmen, LCDR John J. Cadigan and James J. Goesling, on board, to carry out the rescue.

9. **1967 - Herbert A. Brack, 1st District.** On Sept. 17, 1967, with his boat, *Grand Slam*, Mr. Brack rescued three people from a pair of overturned boats at the mouth of the Ipswich River during a storm in the vicinity of Hurricanes Chloe and Doria. He also directed further rescue operations by means of his radio.

10. **1967 - Charles L. Long, 11th District.** On January 15, 1967, Mr. Long and two crewmen in the 16-foot Boston Whaler *So Long Darling* helped the Coast Guard Cutter *Ewing* rescue and take in tow the 32-foot sloop *Sinbad*, which was in distress with two injured crewmen on board.

11. **1968 - Raymond R. George, 11th District.** On July 13, 1968, while on patrol in his boat, *Del Ray*, Mr. George rescued three people from a capsized sailboat. After carrying the survivors ashore, he returned to the scene of the accident and towed the boat in.

12. **1968 - Roger O. Snowman, 1st District.** On March 30, 1968, Mr. Snowman was working on board his boat when he heard cries for help. A boy was floundering in the water 50 feet out. Mr. Snowman jumped in and swam toward him. By this time the boy had gone under. Mr. Snowman found him on the bottom (the water was fifteen feet deep), pulled him up by his sweater, and got him safely on board a nearby barge. The award citation does not identify the site of the incident.

13, 14. **1969 - Warren W. Hewitt and Joseph W. Ram, 11th District.** On Feb. 26, 1969, during the flood disaster at Ventura Marina, a Coast Guard Boating Detachment boat had engine failure while trying to rescue three people from an overturned boat. Mr. Hewitt and Mr. Ram cast off their 18-foot outboard and assisted.

15-17. **1969 - Henry Gibbons, William Bruce, and William Cox, 11th District.** The three Auxiliarists rendered assistance when a 30-foot cabin cruiser exploded at a fuel dock

at Channel Islands Marina, May 30, 1969. They removed two victims, despite the flames.

18. **1970 - John Nicholson, 1st District.** On August 8, 1970, Mr. Nicholson rescued two people from a heavy surf off Plum Island. They were clinging to a capsized 22-foot sailboat. Mr. Nicholson towed it and them to safer water.

19. **1968 - Richard T. Bothwell, 1st District.** On October 3, 1968, at the Lynn Harbor Yacht Club, a boat exploded. Mr. Bothwell and two other club members jumped into a tender that was equipped with a fire extinguisher. Having established that everyone on board the burning boat had already been taken ashore, they put out the fire. Mr. Bothwell suffered first- and second-degree burns and smoke inhalation.

20. **1972 - David L. Lurie, 1st District.** On the afternoon of August 5, 1972, the 40-foot boat *Action* blew up while moored to a fueling barge in Manhasset Bay, New York. Mr. Lurie moved his boat alongside and rescued three people.

21. **1972 - Betti Sue Klein, 7th District.** Though virtually everyone else in the community had evacuated, Mrs. Klein continued to operate her CB station on Alligator Point during Hurricane Agnes on June 18, 1972.

22-24. **1974 - Thomas J. Higgins, Ronald J. Gesci, and Bruce H. Keyser, 9th District.**

25. **1974 - Thomas M. Mulhall, 9th District.** On April 16, 1974, a tanker went aground in the St. Lawrence Seaway. During an inspection operation a Coast Guard petty officer, Dennis Perry, apparently fell overboard. Mr. Mulhall volunteered to assist in the diving operations to find him. Mulhall made twenty dives in six days, to a depth of 100 feet.

26-29. **1974 - Aime R. Bernard, Frank Scott Powell, Charles Samper, and Wayne St. Morris, 14th District.** On Aug. 11, 1974, on baord Mr. Powell's facility, *Courtesy I*, the three Auxiliarists attempted to rescue two young boys who were adrift in a rubber raft off Lanakai Beach, Oahu. They launched their boat under difficult surge conditions that damaged its hull and propellor. By the time they got to the point where the boys had been spotted, the Coast Guard radioed that the boys were close to shore and in safe waters.

30, 31. **1975 - Eric H. Vollmer and Harold R. Harris, 12th District.** On February 12, 1975, Mr. Vollmer and Mr. Harris took the distressed sailing vessel *Yahoo* in tow during a storm off Santa Cruz, California.

32. **1976 - Horace D. Shinn, 7th District.** On July 16, 1976, Mr. Shinn rescued a family of three from a sinking homemade houseboat on Lake Okeechobbee.

33. **1977 - Raymond M. Tousseau, 12th District.** On February 20, 1977, while on patrol in Santa Cruz Harbor in his boat, *La Bonnie Vie*, Mr. Tousseau rescued three people from a capsized skiff 1500 yards offshore.

34. **1977 - Richard L. Law, 2nd District.** On July 4, 1977, Mr. Law rescued a drowning swimmer on the Lewis and Clark Lake at Yorktown, South Dakota.

35. 1977 - Ronald W. Brown, 5th District.

36. 1978 - Harold A. Perrin, 8th District. On December 2, 1978, on board his facility, *The Duchess*, Mr. Perrin went searching for an overdue boat, a 12-foot outboard whose 65-year-old owner was known to have a history of heart problems. It was a dark and foggy night. Perrin took his boat down narrow Bedico Creek and the Tangipahoo River, frequently bumping along from one bank to the other. He anchored his boat and proceeded on foot for half a mile. Mr. Perrin located the missing fisherman lying on the beach in an extremely weakened condition and suffering from hypothermia due to the cold temperature, wind, and wet clothing. Mr. Perrin built a fire, then returned to the *Duchess* and notified the Coast Guard. When a Coast Guard boat arrived, Mr. Perrin led the Coast Guard personnel back through the swampy shoreline to where the fisherman waited by the fire.

37, 38.1978 - John T. and Suzanne Engle, 1st District. On July 3, 1978, Mr. and Mrs. Engle rescued the three-person crew of the 24-foot runabout *Elan* when it broke down off the north shore of Long Island.

39. 1978 - Robert C. Chapman, 2nd District. On March 18, 1978, Mr. Chapman responded to a call for assistance from the Police Department of Sioux City, Iowa, in locating a 12-year-old boy who had disappeared into a conduit at Perry Creek on an ice floe. Mr. Chapman entered the conduit in a 10-foot boat and found the boy about eighty feet inside, clinging to debris. Due to the strong current, Mr. Chapman was unable to reach the boy, but shouted his location to firemen who, with the aid of safety lines, were able to effect a rescue. The current continued to sweep Mr. Chapman through the conduit, in total darkness, toward the outlet and the Missouri River. At the end of the conduit, the boat plunged over a drop-off which threw him overboard and demolished the boat. Mr. Chapman was wearing a life jacket and, with the help of some onlookers, was able to make it to the shore.

40. 1979 - Richard B. Cox, 12th District. On March 26, 1979, on patrol duty in Morro Bay, California, in his boat *Refuge II*, Mr. Cox monitored a radio conversation between the Coast Guard Cutter *Cape Hedge* and what was described as a disabled 15-foot boat with three people on board. Mr. Cox told the *Cape Hedge* that the *Refuge II* would take the distress call. The distressed vessel turned out to be a 20-foot runabout with eight people on board. The *Refuge II* had just passed a towline when four large "sleeper" waves, estimated at 20 feet high, struck and capsized both boats. Mr. Cox got ashore with help from his PFD; he immediately waded through the surf to get one of the survivors from the other boat.

41. 1979 - George G. Hart, Div. VI, 11th District. On March 26, 1979, while on board *his* facility, *Refuge II*, Mr. Hart rescued a survivor from a disabled 20-foot boat, despite the fact that his own boat had just capsized in the swell, leaving him with several cracked ribs.

42, 43. 1979 - James Clement and Robin Smith, 17th District. On May 28, 1979, Mr. Clement was skipper and Smith was serving as crew of the Auxiliary Facility *Lively Lady*. (The other crew members were their wives, Jennine Clement and Linda Smith.) They were returning to Seward, Alaska after a 6-hour SAR mission when they got a radio message that three men had been seen clinging to an overturned, half-submerged skiff in Resurrection Bay. The *Lively Lady* went to the rescue, and

Mr. Clement and Mr. Smith took a 10-foot rubber raft into the shallows. They had to make two trips to rescue all three men and get them to a hospital, where all three were treated for advanced hypothermia. Mrs. Clement and Mrs. Smith were presented with the Auxiliary B Award.

44. 1980 - Leo A. Braun, 11th District. On April 20, 1980, Mr. Braun was serving as a crew member on board the Auxiliary facility *Dorothy B.* off Marina Del Ray when it received a distress call from a boat that had capsized on the seaward side of the detached breakwater. Four men had gone overboard from the boat and were being swept toward the jagged rocks of the breakwater. The *Dorothy B.* backed down toward the scene and Mr. Braun climbed onto the swimstep at her stern. The boat was pitching so badly that he was frequently submerged to a depth of three feet. He dragged one of the survivors into the boat.

45. 1980 - Kenneth A. Anderson, 7th District. After the sinking of the Coast Guard buoy tender *Blackthorn* in Tampa Bay on January 28, 1980, Mr. Anderson, a certified diver, made five dives to the wreck during a period of fifteen hours. He helped recover the bodies of four of the twenty-three Coast Guardsmen who drowned in the tragedy.

46. 1980 - James R. Benes, 8th District. On June 15, 1980, Mr. Benes was a crew member on board the facility *Denny D.*, which was en route to assist a grounded vessel among the trees along the northeast shore of Lake Dallas. Someone else on board the *Denny D.* spotted a small inflatable yellow raft with a 14-year-old girl on it, struggling in the 25-knot wind and 2-foot seas. As the *Denny D.* approached the girl fell off the raft. Mr. Benes, wearing a life jacket and carrying a seat cushion, jumped into the water and swam 50 feet to the girl. He then kept her afloat until a small runabout picked them up.

47, 48. - 1982 - Geraldine and Milton R. Entwistle, 11th District. On the night of April 23, 1982, on board their boat, *Searcher*, Mr. and Mrs. Entwistle rescued three swimmers from an 8-foot surf off Black Point, Calif.

49. 1982 - Yvonne E. Taylor, 13th District. On July 16, 1982, on board her boat, *Bonnie T.*, at the mouth of the Siuslaw River, Mrs. Taylor saw a boat capsize and rescued two survivors. The swells were six feet and the wind sixteen knots.

50. 1982 - James Toth, 2nd District. On Sept. 6, 1982, on Lake of the Ozarks, Missouri, Mr. Toth and his wife, Lois, picked up a "Mayday" call from a burning pontoon boat with six people on board. Mr. Toth put out the fire with the extinguisher from his boat. He and Mrs. Toth rescued five of the six people (who had jumped overboard); the sixth was picked up by a passing runabout. Mrs. Toth was presented with the B Award.

51. 1986 - Robert L. Dixson, 2nd District. On the evening of July 11, 1986, Mr. Dixson rescued an 11-year-old girl who had fallen from a floating fuel dock into the Missouri River at Omaha, Nebraska..

52. 1987 - Richard P. Cash, 9th District. On June 29, 1987, Mr. Cash rescued two children who had jumped overboard from a boat that had exploded off South Haven Michigan. He rescued a third survivor, but she died despite his giving her CPR.

53. 1989 - Robert M. Allan, Jr., 11th District. On July 8, 1989, Mr. Allan rescued and infant from the burning 45-foot cruiser *Sharper Image*. Mr. Allan was in a weak physical state at the time, having recently undergone open-heart surgery.

54-56. 1989 - George C. Wilkins, Charles Fankboner, and Meyer Goo, 10th District. On November 6, 1989, the Auxiliary Facility *Lucky Lil* was on patrol off Keakole Point, Hawaii, with Mr. Wilkins as skipper and Mr. Fankboner and Mr. Goo as crewmen. The facility responded to a call for help from the 30-foot pleasure boat *Windy L*, which was adrift 28 miles northwest of Keakole Point, Hawaii. Despite a 30-knot wind with gusts to forty knots and seas of eighteen feet, they managed to hook up a towline and tow the distressed vessel to safety.

57. 1991 - David E. Weber, 17th Dist. On the night of November 26, 1991, in driving snow and marginal sea conditions, Mr. Weber took his boat, *Quanah P.*, into Cook Inlet, Alaska, to rescue two survivors from the pleasure boat *Amanda B.* He found the boat adrift sixteen miles offshore. Several Coast Guardsmen were on board the *Quanah P.* to serve as crew; they managed to pass a towline. The two people on board the *Amanda B.* were transferred, and the *Quanah P.*, with the *Amanda B.* in tow, took them to the small boat harbor.

58. 1990 - Jean Colby, 9th District. On May 18, 1990, Mrs. Colby and her husband, Robert, were on patrol when they picked up a distress call regarding two men alongside a capsized boat in Saginaw Bay. Mrs. Colby, wearing an inflatable survival suit, pulled one of the men to safety while the crew of a Coast Guard boat rescued the other. (Mr. and Mrs. Colby both received A Awards and Gold Lifesaving Medals for their actions on September 16, 1990, as described above.)

Sources

The O.W. Martin, Jr. Coast Guard Auxiliary Records Collection

Most of the primary sources for this book were found in the O.W. Martin, Jr. Coast Guard Auxiliary Records Collection, part of the manuscript repository known collectively as Special Collections at the J.Y. Joyner Library of East Carolina University, in Greenville, North Carolina.

Until the late 1980s the Coast Guard Auxiliary's approach to record keeping was casual in the extreme. Some individual flotillas saved documents related to their histories, but on the national level the only centralized archive was a modest collection of documents, mainly dating from the Second World War, in the library at Mystic Seaport Maritime Museum. The approach of the Auxiliary's fiftieth anniversary, in 1999, stimulated considerable interest in its history at all levels.

Orville W. Martin, Jr., (known to virtually everyone who knew him as "Sonny") had joined the Auxiliary in 1977, after his retirement, with the rank of colonel, from the U.S. Army. His 31-year military career had included service in France, Korea, and Taiwan, and a broad range of assignments; he commanded one of the last Army mule units, and served for several years as a military journalist. That experience probably was instrumental in his appointment as Historian of the Auxiliary.

In 1988 Sonny Martin and Donald R. Lennon, Director of Special Collections at Joyner Library, worked out an agreement whereby E.C.U. would become the official repository for the Auxiliary's archives. The university seemed a logical site for several reasons. Its Manuscript Collections specialize in naval and maritime history (among other topics), and it is home to one of the nation's two graduate programs in maritime history and nautical archæology. Within a few months the manuscript boxes from Mystic were transferred, and Martin, with characteristic energy and good humor, utilized every means at his disposal to encourage Auxiliary units at all levels to compile their old documents, box them up, and send them to Greenville.

When the documents arrived at the E.C.U. Manuscripts Collection, Curator Mary Boccaccio, with the assistance of several graduate students, sorted through them, catalogued them, and placed them in archivally-approved boxes. No one at either Auxiliary headquarters or E.C.U. was quite prepared for the enthusiasm with which the various flotillas all over the country entered into the project. By the end of the year 2000 the collection consisted of 3,855 titled folders, occupying 604 manuscript boxes and 242 cubic feet of shelf space. The manuscript and printed pages totaled more than three hundred thousand. Nor did the Auxiliary restrict its donations to documents. The collection also contains about two thousand photographs, along with numerous audio tapes, video cassettes, slides, movie film, and other memorabilia.

Sonny Martin died on January 27, 1999. Shortly thereafter the Auxiliary, with the university's whole-hearted agreement, renamed the collection the O.W. Martin, Jr. Coast Guard Auxiliary Records Collection.

The collection is open to all serious researchers, who are invited to avail themselves of the excellent facilities in the recently-constructed reading room on the fourth floor of Joyner Library. Since 1999 the basic data base of the collection, including a frequently-updated list of folder titles, has been available on the Internet; the address is

<www.lib.ecu.edu/SpclColl/CoastGuardData.html>.

Inquiries may also be sent by mail to

O.W. Martin Coast Guard Auxiliary Records
Special Collections
Joyner Library
East Carolina University
Greenville, NC 27858.

As is inevitable in such a project, the collection's coverage of Auxiliary history is inconsistent in depth. When the call went out in the late 1980s, some units had already compiled their own informal archives; others had never undertaken any systematic study of their history before. In some cases, individual Auxiliarists donated complete sets of district journals and other publications dating back to the Second World War. Some flotillas had retained their rosters and the minutes of their meetings for decades. The early history of other Auxiliary units is virtually a blank page. Generally speaking, documentation on the period since about 1970 is considerably thicker than that for the earlier years. Researchers should also bear in mind that the curator and her staff are responsible for several hundred manuscript collections, and cannot undertake extensive individual research projects.

At the end of the year 2000 the boxes of Coast Guard Auxiliary material are still arriving in Greenville at a steady pace. The Martin Collection undoubtedly will be the centerpiece for research into the history of the Coast Guard Auxiliary for the foreseeable future.

Other Sources

The U.S. Coast Guard has received less attention from historians than have the nation's other armed services. The standard history of the Coast Guard is Robert Erwin Johnson's *Guardians of the Sea: History of the United States*

Coast Guard, 1915 to the Present (Annapolis, Md.: Naval Institute Press, 1987).

The episode in Coast Guard history that has received the most attention from historians is, of course, the Second World War. As mentioned in Chapter One, the Coast Guard commissioned its own, 31-volume history of its wartime operations and administration. These documents were never published commercially, but in 1957 the Naval Institute Press published a 1-volume distillation of the project, *The U.S. Coast Guard in World War II*, by LT Malcolm F. Willoughby. A revised edition was published in 1989. Willoughby was an officer in the Coast Guard Reserve, and his book includes surveys of the activities in which the Auxiliary was involved. The standard reference on the specifications and careers of specific Coast Guard vessels is Robert L. Scheina, *U.S. Coast Guard Cutters and Craft of World War II* (Annapolis: Naval Institute Press, 1982). The Coast Guard Historian's office presided a new burst of research in conjunction with the war's fiftieth anniversary, commissioning a series of articles on various topics related to the war for the *Commandant's Bulletin*. These pieces were later issued as "stand-alone" publications, and are available from the Historian's Office. Among them is Dennis R. Noble's survey of "The Beach Patrol and Corsair Fleet" (Washington: U.S. Coast Guard, 1992). Another good source on the Coastal Picket Force is "The United States Coast Guard's Coastal Picket Patrol: 'Yachting' on the Fifty-Fathom Curve" *(The Log of Mystic Seaport*, Vol. 43, no. 1, Spring 1991).

Most naval histories of the war pay scant attention to the Coast Guard Reserve. Samuel Eliot Morison's 15-volume *History of United States Naval Operations in World War II*, whose first volumes have now been in print for more than half a century, still contains, in Vol. I, *The Battle of the Atlantic* (Boston: Little Brown, 1947), the best general account of the "Corsair Fleet's" operations in their overall naval context. The Chief of Naval Operations, FLADM Ernest J. King, included a brief narrative of the Reserve's and Auxiliary's contributions to the war effort in his *U.S. Navy at War, 1941-1945: Official Reports to the Secretary of the Navy* (Washington: Dept. of the Navy, 1946).

Of the many books covering the U-boat campaign in American waters, the most recent and detailed is Clay Blair's *The Hunters, 1939-1942*, Vol. 1 of *Hitler's U-Boat War* (New York: Random House, 1996). Other recent books on the Battle of the Atlantic that help put the Auxiliary's operations in their context include Michael Gannon, *Operation Drumbeat* (New York: Harper and Row, 1990), Peter Cremer, *U-Boat Commander* (Annapolis: Naval Institute Press, 1984), Homer H. Hickam, Jr., *Torpedo Junction: U-boat War off America's East Coast, 1942* (Annapolis: Naval Institute Press, 1989), and Timothy J. Runyan and Jan M. Copes, eds., *To Die Gallantly: The Battle of the Atlantic* (Boulder, Colorado: Westview Press, 1994).

The only previous book-length study of the Auxiliary is the affectionate but extremely brief *The Volunteers: The Story of the U.S. Coast Guard Auxiliary*, by veteran Auxiliarist and former National Commodore Ellsworth A. Weinberg (n.p.: U.S. Coast Guard National Board, Inc., 1986). The reader who wishes to study Auxiliary history in more depth should start by perusing the Auxiliary's magazine, *The Navigator*, and its predecessor articles on Auxiliary activities in *Yachting*. (The connection between those two publications and the genesis of *The Navigator* is summarized in Chapter Four.) The various journals and newsletters published on the District, Division, and Flotilla levels are the best sources on more specific Auxiliary activities. Most of these documents have received little, if any, circulation outside the Auxiliary itself. The Coast Guard Auxiliary Records Collection at East Carolina University exists for the purpose of ensuring that such materials are available to future researchers.

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