

DEPARTMENT OF TRANSPORTATION  
INTRODUCTORY REMARKS OF ADMIRAL JOHN B. HAYES  
TO THE HOUSE OF REPRESENTATIVES  
MERCHANT MARINE AND FISHERIES COMMITTEE  
SUBCOMMITTEE ON COAST GUARD AND NAVIGATION

MARCH 6, 1979.

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I HAVE WITH ME AT THE TABLE TODAY RADM RAYMOND H. WOOD, USCG, who was Chairman of the Marine BOARD OF INVESTIGATION INTO THE COLLISION BETWEEN THE ARGENTINE MOTOR VESSEL SANTA CRUZ AND THE U. S. COAST GUARD CUTTER CUYAHOGA.

WE ARE ALL DEEPLY MOVED BY THE LOSS OF ELEVEN COAST GUARDSMEN IN THE TRAGIC SINKING OF CUYAHOGA, AND SHARE YOUR CONCERN THAT SUCH AN ACCIDENT MUST NOT HAPPEN AGAIN.

CONSISTENT WITH THIS DEEP CONCERN, EARLY LAST NOVEMBER SECRETARY OF TRANSPORTATION BROCK ADAMS ORDERED AN IMMEDIATE ASSESSMENT OF U. S. COAST GUARD AFLOAT TRAINING. THE STUDY PROSPECTUS WHICH THE SECRETARY APPROVED FOCUSED ON THE ASSESSMENT OF THE SAFETY OF AFLOAT TRAINING GIVEN TO ENTRY-LEVEL COAST GUARD PERSONNEL, ENLISTED AND OFFICER. SPECIFIC FACILITIES AND VESSELS WERE NAMED IN THE STUDY DIRECTIVE FOR EXAMINATION.

A STUDY TEAM COMPOSED OF REPRESENTATIVES FROM THE OFFICE OF THE SECRETARY AND COAST GUARD HEADQUARTERS WAS FORMED AND WORKED UNDER THE JOINT DIRECTION OF THE ASSISTANT SECRETARY FOR BUDGET AND PROGRAMS, MORTIMER L. DOWNEY AND ME. THE STUDY WAS COMPLETED IN EARLY JANUARY OF

THIS YEAR. I BELIEVE THAT YOU AND OTHER MEMBERS OF THE SUBCOMMITTEE HAVE BEEN PROVIDED WITH COPIES OF THE STUDY.

I UNDERSTAND THAT THE NATIONAL TRANSPORTATION SAFETY BOARD HAS JUST COMPLETED ITS FINDINGS CONCERNING THE CUYAHOGA ACCIDENT, AND OF COURSE OUR OWN MARINE BOARD IS COMPLETE. WE HAVE FURNISHED COPIES OF THE FINDINGS OF FACT TO THE COMMITTEE AND ALL OTHERS WHO HAVE REQUESTED THEM. IN ACCORDANCE WITH STANDARD PRACTICE, THE CONCLUSIONS AND RECOMMENDATIONS OF THE BOARD ARE NOT YET AVAILABLE FOR CIRCULATION TO THE PUBLIC, SINCE I HAVE NOT YET HAD AN OPPORTUNITY TO REVIEW AND ACT UPON THEM. I ANTICIPATE RELEASE IN ABOUT TWO MONTHS. WE ARE PREPARED TO DISCUSS THE FINDINGS OF THE MARINE BOARD WITH YOU IF YOU WISH.

YOUR PARTICULAR INTERESTS, AS I UNDERSTAND THEM, ARE THE TRAINING PROCEDURES, TRAINING CONTROLS, AND METHODS OF COMMAND SUPERVISION ON COAST GUARD TRAINING VESSELS AS WELL AS THE METHODS USED BY THE COAST GUARD IN ASSIGNING PERSONNEL TO VESSELS SUCH AS THE CUYAHOGA. THE ASSESSMENT DIRECTED BY SECRETARY ADAMS ADDRESSES THESE POINTS, AND I AM READY TO EXPLORE THESE ISSUES WITH YOU.

WE HAVE HAD AN OPPORTUNITY TO REVIEW THE ASSESSMENT OF AFLOAT TRAINING, AND WE ARE PROCEEDING TO IMPLEMENT BOTH SHORT AND LONG TERM CORRECTIONS TO THE DEFICIENCIES WHICH WERE FOUND. I MUST SAY THAT DESPITE THESE DEFICIENCIES, MANY STRENGTHS WERE FOUND IN THE ENTRY-LEVEL AFLOAT TRAINING SYSTEM. THE PROCESS USED TO PROVIDE THIS TRAINING IS A STRUCTURED, ORDERLY PROCESS THAT REFLECTS DELIBERATE, PROFESSIONAL

THOUGHT IN ITS COMPOSITION. A PARTICULAR STRENGTH IS THE DEDICATION AND SERIOUS INTENT OF THE ENLISTED AND OFFICER INSTRUCTORS WHO ARE IN DIRECT CONTACT WITH THE TRAINEE, AND WHO DEVOTE LONG HOURS TO ASSURE THE EFFECTIVENESS OF THE TRAINING THAT IS GIVEN.

THESE INSTRUCTORS HAVE LONG BEEN RECOGNIZED AS THE KEY TO PRODUCING ENTRY-LEVEL PERSONNEL WHO HAVE A BASIC EXPOSURE TO BOTH THE SKILL AND THE ART OF BEING A SAILOR. BUT NO MORE THAN THAT. OUR RECRUITS COME FROM ALL WALKS OF LIFE WITH A GREAT VARIETY OF BACKGROUNDS. THE PURPOSE OF ALL ENTRY-LEVEL TRAINING IS TO PROVIDE A GIVEN PERSON THE LEVEL OF INFORMATION AND FAMILIARIZATION AND PRACTICE NECESSARY FOR HIM TO BE CONSIDERED READY TO BEGIN HIS PERIOD OF SERVICE IN THE FIELD. THIS IS RECOGNIZED AS BEING PARALLEL TO WHAT THE INDUSTRIAL COMMUNITY WOULD CALL THE APPRENTICE LEVEL - STILL A NOVICE, A BEGINNER - ONE WHO IS CONTINUING TO LEARN BY PRACTICAL EXPERIENCE UNDER THE GUIDANCE OF SKILLED WORKERS.

CERTAINLY, DURING THE SO CALLED ENTRY-LEVEL TRAINING A GOOD DEAL OF KNOWLEDGE IS IMPARTED. BUT WE ALL HAVE EXPERIENCED THE DAY OF RECKONING WHEN ALL THE EDUCATION AND CLASSROOM AND BOOK LEARNING EFFORTS ARE EXPECTED TO BE PRACTICED. THE SKILL LEVEL IS RUDIMENTARY AT THAT POINT AND REQUIRES A SIGNIFICANT PERIOD OF TIME DEPENDING ON THE AREA OF TRAINING FOR ONE TO ACQUIRE THE EQUIVALENT OF JOURNEYMAN OR MASTER PROFICIENCY. FOR ONE TO BE THOROUGHLY COMPETENT - MEETING ALL REQUIREMENTS FOR THE SPECIALTY AND TO BE CAPABLE AND FIT TO PERFORM IN A GIVEN SKILL AREA.

IN MOVING FROM THE CLASSROOM AND INITIAL APPRENTICE LEVEL EXPOSURE TO THE MASTER OF THE TRADE REQUIRES PRACTICAL EXPERIENCE. THIS CAN NOT BE DONE WITHOUT SOME DEGREE OF RISK. ABSOLUTE SAFETY AND MAXIMUM TRAINING ARE MUTUALLY EXCLUSIVE. THE COURSE TO BE DRAWN IS TO ACHIEVE MAXIMUM PRACTICAL EXPERIENCE THROUGH HANDS ON TRAINING ADDED TO THE PRELIMINARY CLASSROOM PREPARATION IN AS SAFE AN ENVIRONMENT AS IT IS PRACTICABLE TO ACHIEVE.

WHILE KNOWLEDGE INITIALLY EXPANDS RAPIDLY IN CLASSROOM, THROUGH FAMILIARIZATION LEVEL HANDS ON TRAINING AND BY OBSERVATION OF SKILLED PEOPLE PERFORMING IN THE REAL WORLD, ACTUAL PERSONAL SKILL ADVANCES VERY LITTLE WHILE ONE IS IN FACT A TRAINEE. AFTER COMPLETION OF INSTRUCTION, WHILE THE INDIVIDUAL IS WORKING ON THE JOB AS AN APPRENTICE, KNOWLEDGE CONTINUES TO EXPAND, BUT QUITE SLOWLY; HOWEVER, SKILL INCREASES RELATIVELY BY LEAPS AND BOUNDS.

THE BOTTOM LINE IS THIS: WE CANNOT EXPECT AN INDIVIDUAL GRADUATED FROM A COURSE OF INSTRUCTION, WHETHER THE ACADEMY, OCS, AN ENLISTED RATING A COURSE, OR BOOT CAMP TO BE IMMEDIATELY A PRODUCING MEMBER OF HIS UNIT. THE FIRST UNIT IS BUT AN EXTENSION OF THE SCHOOL.

MY PURPOSE IN DISCUSSING THIS WITH YOU IS TO HELP PUT IN CONTEXT THE WORK OF THE ASSESSMENT TEAM, WHOSE CONCLUSIONS I WOULD NOW LIKE TO SUMMARIZE BRIEFLY.

THEIR FINDINGS FALL WITHIN THREE GENERAL CATEGORIES OF SHORTAGE:

- FUNDS - TO FIX, TO BUY . . . TRAINING AIDS AND EQUIPMENT,  
INCLUDING VESSELS AND BOATS.

WE HAVE ALREADY DONE SOME WORK ABOARD EAGLE,  
AND WILL BE DOING MORE. SHE WILL HAVE A LARGER  
PERMANENT CREW, HOW MANY IS NOT YET FIRM. WE  
ARE IMPROVING PRE-SAILING PROCEDURES.

- PEOPLE - TO DO THE TRAINING, TO SET THE STANDARDS.

WE HAVE ASSIGNED SOME ADDITIONAL BILLETS TO  
TRAINING UNITS, AND ARE STUDYING FURTHER THE  
PRIORITY OF NEEDS FOR EVEN MORE TRAINING  
PERSONNEL. THE BILLETS ALREADY ASSIGNED WILL  
HAVE TO BE REPLACED, AND THOSE AND ANY ADDITIONAL  
NEEDS WHICH WE CAN VERIFY WILL BE RECOMMENDED  
TO OUR DEPARTMENT AS PART OF OUR NEXT BUDGET  
REQUEST. AS YOU KNOW, THESE ARE NO-GROWTH  
TIMES FOR US ALL.

- TIME - TO ADD TO TRAINING CURRICULA, TO ADD EMPHASIS TO  
TRAINING FOR AFLOAT DUTY AND ITS SAFETY.

TIME IS MONEY AS SOMEONE OBSERVED. IF WE ADD  
TO TRAINING TIME, ITS COSTS IN TIME THAT A MAN  
IS NOT AVAILABLE AT A DUTY STATION. WE HAVE

ALTERED TRAINING CURRICULA TO ADD AT LEAST  
SOME OF THE TIME THE ASSESSMENT TEAM RECOMMENDED.  
THE COSTS, IN PEOPLE, WILL APPEAR IN OUR NEXT  
BUDGET REQUEST TO OUR DEPARTMENT.

I AM PREPARED TO DISCUSS THESE WITH YOU IN SOME MORE DETAIL, IF  
YOU WISH.

THE ASSESSMENT TEAM MADE A NUMBER OF RECOMMENDATIONS MANY OF WHICH  
ARE TO BE IMPLEMENTED. WE ARE READY TO COMMENT ON THOSE AS WELL.

I ASSURE YOU THAT I AM THOROUGHLY DEDICATED TO MAINTAINING AND  
IMPROVING THE PROFESSIONAL PERFORMANCE OF THE COAST GUARD AND THE SAFETY  
OF OUR PERSONNEL AFLOAT. I WELCOME THE OPPORTUNITY TO DISCUSS THIS  
WITH YOU.