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**Recommendations to the  
Canadian Coast Guard  
on  
How to Improve the Safety  
of Boardsailors in Canada**

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## APPENDICES

# 1. INTRODUCTION

The Canadian Coast Guard, a division of the Department of Fisheries and Oceans, is responsible for developing and implementing guidelines for safe boating. The Office of Boating Safety publishes a document entitled the Safe Boating Guide that presents a variety of safety information to the recreational boating community. The most recent edition of the Safe Boating Guide was published as a revised edition in March of 1999.

The information presented within these guidelines form part of the Small Vessel Regulations. Among other mandates, these regulations outline safety equipment carriage requirements for all types of small vessels. Sailboards are considered by the Coast Guard to be small vessels and thus fall under the jurisdiction of the Small Vessel Regulations.

While the Canadian Coast Guard intends that these regulations are developed and enforced to maximize the safety of boardsailors in Canada, it is apparent that portions of the current safety regulations were developed with some level of misunderstanding of the sport in general. In fact, many boardsailors in Canada feel that the current regulations compromise their safety on the water. As such, it is imperative that, during the current review and revision of the Small Vessel Regulations, boardsailors are given the opportunity to educate the Coast Guard regarding boardsailor's specific safety requirements to ensure that improved regulations are adopted.

Although other issues exist, the main problem lies with the general Coast Guard position that a Canadian-approved personal flotation device (PFD) is the solution to the majority of safety concerns pertaining to sailboards. Although, in certain circumstances, PFDs may be of assistance to a boardsailor in distress, there are more frequent circumstances when a PFD may be a hindrance and a detriment to safety.

This report provides the following information:

- A brief overview of the sport of windsurfing in Canada;
- A review of the current regulations, the perceived shortcomings and supporting documentation, and;
- Recommendations on revisions to the Small Vessel Regulations and development of educational programs that will improve the overall safety of Canadian boardsailors.

In summary, this report has been created to provide guidance to the Canadian Coast Guard in its revisions of the Small Vessel Regulations to help improve the safety of boardsailors in Canada.



## 2. THE SPORT OF WINDSURFING

In order to better demonstrate the safety needs of boardsailors, it is necessary to provide a brief overview of the nature of the sport in general terms. Note that throughout this report, the terms windsurfing and boardsailing are used synonymously.

Windsurfing is a challenging sport that is pursued by people of all ages and of all skill levels. It is an individual sport that allows freedom and exhilaration while experiencing the joy of being on the water away from the distractions of every day life. Part of the allure of windsurfing is that it is largely an individual's sport and the boardsailor may choose how quickly and to what extent they wish to challenge them self. It is not a simple sport to learn and requires long-term dedication and perseverance to excel. Unlike with other boats, a certain degree of skill, and hence experience, is required before a boardsailor can venture far from shore. The sport, therefore, is somewhat self-limiting.

### 2.1 *The Learning Curve*

The learning process for windsurfing can be described in terms of a first time boardsailor and how he/she progresses with time. For illustration of the sport's steep learning curve, assume that this beginner has the opportunity to practice the sport for several hours every day.

- It may take several days or weeks to become a competent **beginner**. As a competent beginner, one may be able to uphaul<sup>1</sup> the sail and balance on the board for small periods of time. The competent beginner may understand how to go where he/she pleases but may not always be able to get there. The beginner may be capable of executing a turn in the form of a tack<sup>2</sup> or jibe<sup>3</sup> at slow speeds. A beginner sailor is unlikely to use a harness<sup>4</sup> or may be beginning to experiment with a harness to reduce fatigue. A beginner will spend a considerable amount of time swimming. The beginner is likely to only practice during warmer weather when cold water equipment is not required. The beginner is likely to sail in only light to moderate winds<sup>5</sup>. The beginner may be unfamiliar with the dangers that the sport may present.

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<sup>1</sup> Uphauling the sail refers to the process of pulling the sail from the water to the upright position. This is accomplished by using an uphaul cord.

<sup>2</sup> A tack, or tacking the board, is the process of turning the board up into the wind 180° from starboard to port or port to starboard. Note that boardsailing is done perpendicular to the wind.

<sup>3</sup> A jibe, or jibing the board, is the process of turning the board down away from the wind 180° from starboard to port or port to starboard.

<sup>4</sup> A harness is a device worn around the body that enables the sailor to temporarily hook themselves to harness lines that are attached to the boom or wishbone for reduction of fatigue and increase of control.

<sup>5</sup> Light to moderate winds are winds with speeds up to a maximum of approximately 20-30 km/h.

- It may take several weeks or months to progress to an **intermediate** level. The intermediate sailor would be capable of beach-starting<sup>6</sup>, performing tacks and jibes without falling and possibly even doing water-starts<sup>7</sup>. By the intermediate level, a boardsailor will most always be using a harness to reduce fatigue. The intermediate will also spend a considerable amount of time in the water. An intermediate may begin to extend his/her season beyond traditional swimming season<sup>8</sup> and, as such, will acquire the proper equipment to remain comfortable. The intermediate may begin experimenting in higher winds and waves. The intermediate is more aware of the hazards that may be encountered while boardsailing.
- It may take several months to years to become an **advanced** sailor. The advanced sailor may be completing high-speed jibes and tacking with more frequent success. Water-starts, beach-starts and the like are now basic utility manoeuvres that are done without difficulty. The advanced sailor may experiment and be reasonably competent at racing, wave sailing or freestyle. An advanced sailor exerts more control over their equipment and as a result, will spend less time in the water than the beginner or intermediate. Conversely, an advanced sailor who participates in freestyle and wave sailing may still push their limits on a regular basis and hence spend equally as much time in the water as a beginner or intermediate. The advanced sailor may pursue the sport at all times of the year when feasible and would possess the necessary cold-weather equipment for that purpose. The advanced sailor understands the majority of potential hazards and how to prevent or self-rescue from most situations.
- It may take several years to decades to become an **expert** sailor. An expert sailor would competently execute a variety of turns and advanced manoeuvres without difficulty and would be capable of learning difficult tricks performed by professionals. The advanced sailor is capable of minimizing his/her time in the water but may voluntarily subject him/herself to significant periods of swimming by repeatedly attempting difficult manoeuvres or sailing in more challenging and/or extreme conditions<sup>9</sup>. The expert sailor would feel comfortable in almost any conditions that may develop. The expert sailor would also be completely familiar with all the dangers that may arise and would also be capable of self-rescue in the majority of situations.

In Canada, even at the windiest of locations, any individual may have the opportunity to sail approximately 10-100 days per year and thus the learning process to become an advanced sailor may take several years to decades and many people may never

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<sup>6</sup> Beach-starting is the process of launching the board and sail from a shallow standing position without the need to uphaul the sail.

<sup>7</sup> A water-start is a re-launching process done typically in water more than waist-deep. It involves swimming to re-orient the equipment, lifting the sail out of the water while treading and allowing the wind to pull both rig and sail back into the upright position.

<sup>8</sup> Traditional sailing seasons in Canada is typically from late spring to early fall.

<sup>9</sup> These conditions may include higher winds, bigger waves or colder temperatures.

reach the expert level, not for lack of trying. This is the reality of boardsailing in Canada.

Due to this lengthy learning curve and the restricted potential sailing time, the majority of boardsailors in Canada are either beginners or intermediates.

## **2.2 *Swimming is Inherent***

On any given day, a boardsailor of any level or expertise will capsize and fall into the water on multiple occasions and will be required to swim. Swimming is an inherent part of windsurfing. Unlike boating of any kind, all boardsailors, including the first-time beginner, are fully aware that they will be required to swim while windsurfing at some point in time. Because of this, any individual who is a less-than-competent swimmer, or simply feels safer in doing so, will choose to wear a PFD or lifejacket, or will be instructed to do so. The nature of windsurfing, therefore, is completely different than any other type of recreational boating activity since the ability to swim is a prerequisite. Because of this, it cannot be assumed that the same safety equipment that is suitable for other recreational boating activities are suitable for windsurfing.

Many intermediate level sailors, who are learning to water start, will choose to wear a PFD so that positioning the gear with the sail in the water is simpler. This is a skill, which when mastered, does not require the assistance of a flotation device. In fact, the PFD becomes a hindrance to quick equipment positioning for water starting.

Capsizing, or falling into the water, is simply an integral part of the sport. Progress is only achieved through repetitive failure and the gradual mental grasp of the physics governing the forces and motion of the sailor and his/her equipment.

In the majority of circumstances while windsurfing, the sailor is positioned on the windward side<sup>10</sup> of the board. During a loss of balance or control, the sailor naturally tends to fall backwards to windward, or towards the bow or stern of the board. Due to the force of the wind, in the majority of circumstances, the sail falls to leeward<sup>11</sup>, away from the sailor.

However, this is not always the case. Any sailor will tell you that there are circumstances beyond one's control when the sailor can land on top of the sail, or more dangerously, beneath the sail. To be submerged beneath the water under the sail is a very common occurrence and only becomes less frequent as a sailor's skill level advances. Although possible, it is a rare occurrence to have one's head hit with by mast.

As with any sport, unforeseen accidents can and do happen during the pursuit of windsurfing.

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<sup>10</sup> The windward side is the side from which the wind originates.

<sup>11</sup> The leeward side is the downwind side.

## 2.3 Hazards Associated with Windsurfing in Canada

Canada is a particularly challenging place to pursue the sport of windsurfing due to the seasonal variations in both air and water temperatures around the country. In addition to this, many people sail on large bodies of water including the Atlantic Ocean, the Pacific Ocean and the Great Lakes. Because of this, Canadian boardsailors are particularly in-tune to temperature and exposure related matters and tend to exercise the necessary precautions in most cases.

There are a number of potential hazards associated with windsurfing. These are listed in Table 1 in terms of cause, effect and result and are described in some detail in the following subsections. This section is intended to demonstrate that although the current list of required safety equipment may be helpful at times, it may also be detrimental in many other circumstances.

**Table 1.**  
Hazards Associated with Windsurfing in Canada.

<b>Cause:</b>	<b>Effect:</b>	<b>Result:</b>
<ul style="list-style-type: none"> <li>- Capsizing/Falling off board</li> <li style="padding-left: 20px;">- Impact</li> <li style="padding-left: 20px;">- Collision</li> <li style="padding-left: 20px;">- Submersion</li> <li style="padding-left: 20px;">- Equipment failure/breakage/loss</li> <li>- Changing sailing conditions</li> </ul>	<ul style="list-style-type: none"> <li>- Minor Injury</li> <li>- Major Injury</li> <li style="padding-left: 20px;">- Equipment failure/breakage</li> <li>- Separation from equipment</li> </ul>	<ul style="list-style-type: none"> <li>- Inability to return to land</li> <li style="padding-left: 20px;">- Hypothermia</li> <li style="padding-left: 20px;">- Loss of consciousness</li> <li style="padding-left: 20px;">- Death by Major Injury</li> <li style="padding-left: 20px;">- Death by drowning or exposure</li> </ul>

### 2.3.1 Causes

**Capsizing, or falling off the board**, is a natural part of the sport of windsurfing that is required to progress. This is similar to many sports such as surfing, skiing, snowboarding, and skateboarding. During a fall, in the majority of instances (estimated to be well over 99.9%), no injury or negative effects will result. The sport is considerably safer than most other water sports.

**Impact** may occur between the boardsailor and his/her equipment or natural objects such as a reef, sandbar or dock. **Collisions** are also possible with other boardsailors or with other vessels. Although sailboards have certain right-of-way rights, they are often not exercised by boardsailors themselves or other pleasure boaters or personal watercraft operators. Mobility is critical to avoid such collisions, particularly when one has capsized.

**Submersion** almost always occurs during a fall. The situation only becomes dangerous during times of entanglement and forced prolonged submergence. Although in most cases, falls result in involuntary unhooking from the harness, it is possible to remain “hooked-in” and become submerged in the water beneath the sail.

This situation is aggravated by PFD use since the extra flotation makes unhooking oneself even more challenging due to the additional flotation pushing the boardsailor up against the sail. The proximity of the harness hook to the bottom of the PFD also may contribute to a difficult recovery from such an event. This situation is not uncommon and forms one of the most typical reasons that sailors will choose against wearing a PFD.

**Equipment failure or breakage** is uncommon, but does occur to almost every sailor in his/her lifetime of participation in the sport. This may be a cause itself or an effect of one or all of the other causes. In terms of frequency of occurrence, sail damage is the most common, followed by mast, boom or universal joint breakage<sup>12</sup>. Board breakage is uncommon. However, even upon breakage, the solid foam core ensures that the board will continue to float indefinitely.

**Unanticipated change of weather and sea conditions** may also present hazards to the boardsailor. This may happen unexpectedly, for example, by the passing of a thunderstorm or a shift in wind direction. Once again, the best means to protect oneself from these hazards is to understand how to de-rig<sup>13</sup> while at sea, and to use one's board as a means of transportation back to land. On the other hand, the rig and board combination offers a very high degree of visibility and while using the buddy-system, it is virtually impossible to lose sight of a sailor in distress and his/her rig.

### 2.3.2 Effects

During any one of the instances listed above, injury may result. Injuries are either minor, or major. We will assume for the sake of discussion that a minor injury does not limit the ability of the sailor to self-rescue. A major injury is assumed to be one where self-rescue is not possible.

A number of unforeseen minor or major injuries may result from the sport of windsurfing. This is the nature of all sport, where injury or even death, is a known risk that participants assume when they take part.

In the case of a **minor injury**, such as a laceration, bruising, sprains and even minor fractures and breaks, the boardsailor will be capable of self-rescue. More often than not, self-rescue is the most reliable type of rescue available, and the quickest. If sailing in a group or with a buddy, assistance offered by another sailor is often very helpful to ensure that the injured sailor successfully reaches shore as quickly as possible and is able to obtain medical help if required. However, effective rescue relies on one factor – transportation of the injured sailor. Since the board represents not only a very buoyant and reliable flotation device, it also serves as the primary source of self-rescue or even assisted rescue efforts.

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<sup>12</sup> The universal joint is the flexible connection between the board and the rig.

<sup>13</sup> The process of de-rigging refers to the process of dismantling ones rig. The rig consists of the sail in combination with the mast, boom and base that provide shape and support to the sail.

With minor injuries, there are situations where PFDs may or may not be helpful. Unfortunately, a PFD is unable to provide any assistance with transportation of the injured to shore and will often hinder the sailor's ability to effectively use his/her board for rescue. Even when a boardsailor is in top form, the PFD can interfere with climbing back on the board. Most importantly, possibly the most dangerous scenario is that a PFD may prevent a boardsailor from reaching his/her equipment before it is carried out of reach by the wind, waves or currents. Once a sailor is left without means of transportation, with or without a PFD, a more dire safety situation has been created.

In case of a **major injury** such as a significant break, sprain or laceration, self-rescue may not be feasible. In such a situation, the sailor's best chance of a successful rescue is for the sailor to remain with his/her equipment. By doing so, the chances of a rescue are much improved. This type of injury is most likely to occur to experienced sailors "pushing their limits" sailing at high speed and/or jumping. These sailors would generally be wearing some form of wetsuit and harness that would aid in buoyancy for the injured sailor. However, in the circumstances where a sailor is incapable of remaining with his/her equipment, a PFD may serve as a valuable piece of safety equipment to assist with flotation (and to potentially increase visibility). An injury that prevents one from being able to stay with one's equipment, however, would be a serious yet very uncommon injury. The most important safety precaution to reduce the hazards presented by a major injury is not wearing a PFD, it is sailing with a buddy to ensure that a victim's predicament is noticed and addressed. If a sailor is floating in the water while incapacitated to this degree, extended time in the water and possible hypothermia would be the most serious concern.

Another very hazardous situation is not the breakage itself, but **separation from one's equipment**. This is a particularly difficult situation since the board serves not only as the biggest source of flotation, but it also serves as a means of transportation for self-rescue purposes. **For these reasons, the board is the boardsailor's most important safety item.** Wearing a PFD affects the speed at which a sailor can swim after their equipment. In higher winds, waves and/or currents, wearing a PFD can make the difference between catching the board and having it blown downwind out of reach.

### 2.3.3 Results

The most common results of the hazards listed above are the inability to reach shore and hypothermia. Loss of consciousness and death are ultimate outcomes if a successful and rapid rescue or self-rescue is not undertaken.

When sailing in any location, the situation may arise where a boardsailor is **unable to return to shore or unable to return to shore quickly enough**. This may be due to any one of a number of reasons including insufficient skill, a profound change in weather conditions or mechanical failure/breakage of the equipment. In such a situation, the board and rig serve not only as adequate flotation, but also the best

visual aid for search and rescue operations and for transportation to shore by self-rescue efforts. To improve mobility, it is possible to disconnect the rig from the board and abandon it such that paddling the board back to shore is easier.

**Hypothermia** may result during short periods of extreme cold or lengthier periods of exposure to moderate chill. This may happen during normal sailing or during an injury, an accident or any unforeseen event. Hypothermia, although more prevalent in spring, fall or winter months, may also occur during the summer in what are perceived as warm weather and water conditions.

There are two effective means of protection against hypothermia including:

- the use of appropriate cold-weather equipment (such as wetsuits, dry-suits, booties, hoods and gloves), and;
- through the ability to self-rescue, or be rescued, following an injury or other unforeseen event, minimizing the duration of exposure.

Most PFDs do not offer any significant insulation and may potentially hinder self-rescue efforts. On the other hand, the board provides the boardsailor with a spot to sit on and to get most of their body out of the water, which will have a significant impact on the length of time it would take for hypothermia to set in. PFDs do not serve as any form of suitable substitute for proper cold-weather equipment.

**For boardsailors in Canada, drowning may be less of an issue than hypothermia and its consequences. Therefore, any item that reduces mobility and hinders self-rescue causing an increase in the duration of exposure, will compromise one's safety.**

The likelihood of **losing consciousness** while sailing due to some form of impact is a rare occurrence, but it is not impossible. If a sailor becomes unconscious through impact with the mast, board or some other object such as a reef or sandbar, the only probable means of survival is buddy sailing. A sailing buddy may identify that the victim is unconscious and will then take the necessary action to rescue the unconscious sailor. As PFDs will generally not turn over an unconscious sailor, the chance of being saved by a PFD or by the Coast Guard while unconscious is unlikely.

**Death** may result from any of the hazards listed above through either drowning or exposure to the elements. If a rescue is not successfully undertaken by the victim (self-rescue) or other sailors, other boaters, or by the CCG (assisted-rescue), death may result. This is an extremely rare outcome.

Unfortunately, statistics on windsurfing rescues and deaths in Canada were not readily available from the Canadian Coast Guard. Drowning statistics available from the Canadian Red Cross Society do not distinguish between sailboards and sailboats and therefore useful statistics on sailboard accidents are not available through this source either.

Some statistics on water sport fatalities were available from New Zealand. Through the review of New Zealand statistics, it is apparent that boardsailing deaths are infrequent. In New Zealand, where the most accurate statistics appear to be available, out of an average 33.5 recreational drowning incidents per year, 0.4% are windsurfing related. Only 3 drowning fatalities have occurred in New Zealand between 1982 and 2001. There are currently no regulations forcing the use of PFDs in New Zealand. In comparison with

In the US, sailboards are not considered vessels and are therefore excluded from small vessel boating fatality statistics.

To the knowledge of Windsurfing Canada and the Canadian Masters Windsurfing Association Board of Directors, only 4 deaths of boardsailors have occurred in Canada. The immediate cause of death was different in most of these cases. In one recent case, in Nitinat Lake on Vancouver Island, BC, a sailor was victim to a large laceration to a major leg artery causing death through loss of blood. Another case in the late 80's, a racer was subject to a diabetic coma. This incident in fact influenced the Ontario Sailing Association (OSA) to institute a "buddy system for racers", determined to be a more appropriate solution than instituting PFD use.

Of the 4 deaths, there is no evidence that would lead one to believe that a PFD would have had any impact on the outcome although admittedly, this is speculative.

The sport has been in existence for 30-40 years and has thousands of participants nationwide. From the available statistics and anecdotes, it is apparent that deaths in the sport are very infrequent. In addition, the use of any, or all, of the required safety equipment currently specified by the CCG would likely not have altered the outcome of most of these fatalities. Included in Appendix A, are a list of accidents and deaths that have occurred recently. This information was solicited on the *rec.windsurfing* newsgroup and none of the information can be verified for truthfulness or accuracy. The information does point out clearly, that death by drowning is one of the least common outcomes. Many deaths occur due to other unrelated health issues, hypothermia and/or collisions.

**As can be seen from the above description of windsurfing hazards, the dominant safety measures are self-rescue know-how, buddy sailing and the use of appropriate cold-weather equipment through knowledgeable or informed interpretation of the conditions. PFDs serve as a potential benefit in some of these scenarios, while in others, they serve as a detriment or hazard.**

### 3. STATEMENT OF THE PROBLEM

This section of the report identifies the perceived problem by:

- Providing an overview of the “Responsibilities of a Canadian Boater” as specified in the Safe Boating Guide (1999) and identifying that a potential conflict in these responsibilities exists;
- Listing the current items listed as required safety equipment in the Safe Boating Guide (1999);
- Illustrating the potential benefits and shortcomings of each item of safety equipment currently in the regulations;
- Listing additional items that provide safety to the sailor;
- Summarizing supporting information from the United States Windsurfing Association (USWA) and other sources, and;
- Providing a summary of opinions on the mandatory safety items obtained from a WWW-based survey undertaken within the Canadian windsurfing community.

#### 3.1 Current Canadian Laws and Regulations

The Safe Boating Guide (1999) is clear to outline the legal responsibilities of a boater in Canada (see Figure 1).

**Figure 1.**  
**Your Legal Responsibilities as a Canadian Boater.**  
 (source: Safe Boating Guide, Canadian Coast Guard, 1999).



As it pertains to the sport of windsurfing, two separate and exclusive responsibilities are presented within this statement:

- The first statement clearly indicates that it is the boardsailor’s responsibility to ensure his/her own safety and the safety of others on the vessel while pursuing the sport of windsurfing. Since the sport of boardsailing is predominantly an

individual sport, it is safe to assume that this refers strictly to personal safety in the majority of situations. A boardsailor must equip himself/herself with items that will maximize his/her own safety while on the water.

- The second statement clearly states that the operator of a sailboard who does not comply with Canadian laws and regulations are in violation and may thus be subject to penalties or fines.

**Immediately, it is apparent that a conflict may exist if it is the opinion of the boardsailor that the Canadian laws and regulations jeopardize their personal safety.**

### **3.2 Mandatory Safety Equipment**

The minimum safety equipment carriage requirements for sailboards are presented on page 28 of the Safe Boating Guide and are presented here in Figure 2. This information is also available on the Canadian Coast Guard website.

The items listed include:

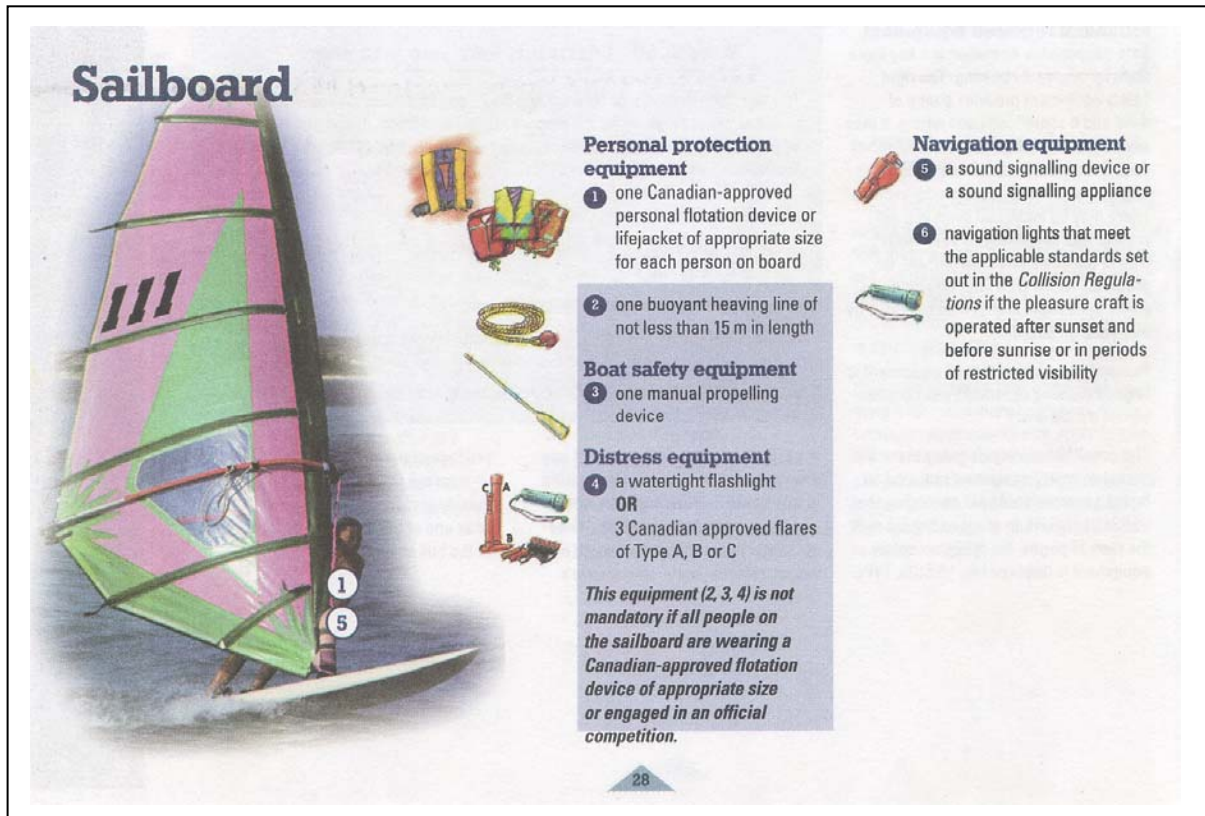
1. One Canadian-approved personal flotation device or lifejacket of appropriate size for each person on board.
2. One buoyant heaving line of not less than 15 m in length (note that a rope is indicated in the drawing).
3. One manual propelling device (note that a standard paddle is shown in the drawing).
4. A watertight flashlight or 3 Canadian-approved flares of Type A, B or C.
5. A sound signalling device or sound signalling appliance (a whistle is shown).
6. Navigation lights that meet the applicable standards set out in the Collision Regulations if the pleasure craft is operated after sunset and before sunrise or in periods of restricted visibility.

Note that the regulations also state that if all people on board the vessel are wearing a Canadian-approved flotation device of appropriate size or engaged in official competition, equipment items 2, 3 and 4 are no longer mandatory.

The photograph that accompanies these regulations depicts a sailor who is visibly equipped with not a single safety item in the list.

**Figure 2.**  
**Current Minimum Safety Equipment Carriage Requirements for Sailboards.**

(source: Safe Boating Guide, Canadian Coast Guard, 1999).



### 3.3 Pros and Cons of the Mandatory Safety Equipment

The benefits and shortcomings of the required safety equipment for sailboards are summarized in Table 1. This is not intended to be an exhaustive list denoting all the possible situations where a particular item may be useful or a hazard. It is simply provided to illustrate the more common reasons why a particular item may be useful or hazardous. For more information on the potential hazards associated with PFD use, please see the Supporting Arguments in Appendix C.



**Table 1.**  
Pros and Cons of Minimum Required Safety Equipment for Sailboarders.

Item	Pros	Cons
#1 - One Canadian-approved personal flotation device or lifejacket of appropriate size for each person on board.	<ul style="list-style-type: none"> <li>• Will keep a sailor who is injured, overly fatigued or a poor swimmer afloat indefinitely.</li> <li>• Provide for easier search and rescue operations due to visibility (not so much any more with non-bright colour PFDs being approved).</li> <li>• May provide a sense of security.</li> </ul>	<ul style="list-style-type: none"> <li>• May significantly hinder movement and swimming ability, particularly if wearing a thick buoyant wetsuit.</li> <li>• May interfere with use of a seat, waist or chest harness, which is required for reduction of fatigue.</li> <li>• May be considered redundant since the most readily available source of buoyancy is the sailboard hull itself, which also provides a means of transportation for self-rescue. In addition, harnesses, wetsuits and drysuits provide additional flotation.</li> <li>• May hinder ones ability to reach the rig/sailboard for self-rescue.</li> <li>• May provide a false sense of security.</li> <li>• <b>Please find additional information on the shortcoming of PFDs in Appendix B under Supporting Documentation.</b></li> </ul>
#2 - One buoyant heaving line of not less than 15 m in length (note that a rope is indicated in the drawing).	<ul style="list-style-type: none"> <li>• Can be used for hauling a stranded, disabled or injured sailor and his/her equipment to shore.</li> <li>• Can be used to tie up ones broken equipment for easier transport to shore.</li> <li>• Can be used to tether oneself to ones equipment.</li> </ul>	<ul style="list-style-type: none"> <li>• Impossible to store safely. A windsurf board lacks stowing ability.</li> <li>• May result in entanglement with equipment and sailor causing risk of drowning.</li> <li>• Cannot be used for rig repair, buoyant rope as pictured is too thick.</li> <li>• May be considered somewhat redundant since 1-2m of cord is readily available on ones rig.</li> <li>• One intended purpose of buoyant heaving line is to be able to throw a line to a person who is in the water; boardsailing involves a single person aboard which leaves nobody to throw the rope</li> </ul>
#3 - One manual propelling device (note that a standard paddle is shown in the drawing).	<ul style="list-style-type: none"> <li>• Can be used for transportation purposes in case of lack of wind, breakdown of equipment or fatigue.</li> </ul>	<ul style="list-style-type: none"> <li>• Impossible to store safely. A windsurf board lacks stowing ability.</li> <li>• This item is a safety hazard to carry on board.</li> <li>• This item is redundant since the most readily available propelling device is ones own arms/hands for paddling.</li> </ul>
#4 - A watertight flashlight or 3 Canadian-approved flares of Type A, B or C.	<ul style="list-style-type: none"> <li>• Can be used to alert nearby and/or distance vessels of distress.</li> <li>• Can be used for guidance in the dark, if secured to the vessel.</li> </ul>	<ul style="list-style-type: none"> <li>• Impossible to store safely. A windsurf board lacks stowing ability.</li> <li>• This item could be a safety hazard if carried on board.</li> <li>• Somewhat redundant with item #5 and #6.</li> <li>• Somewhat redundant with rig which is typically colourful and easily visible from a distance.</li> <li>• Flashlight is useless during the day, and sailboards are rarely used at night.</li> </ul>
#5 - A sound signalling device or sound signalling appliance (a whistle is shown).	<ul style="list-style-type: none"> <li>• Can be used to alert nearby vessels of distress.</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
#6 - Navigation lights that meet the applicable standards set out in the Collision Regulations if the pleasure craft is operated after sunset and before sunrise or in periods of restricted visibility.	<ul style="list-style-type: none"> <li>• Can be used for navigation during low-light conditions.</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to install in a location where it would not get damaged during regular use.</li> </ul>



### 3.4 Additional Safety Equipment

Aside from the safety equipment listed in the Safe Boating Guide, there are a number of items of safety equipment that are not identified in the regulations. Considering that several of these protect against the most common hazards in the sport, this is an unfortunate oversight.

The following are additional items of safety equipment, some that are always available, others that are commonly carried or worn during boardsailing. All items listed should be given credit towards the provision of safety:

- **Windsurf board.** The board itself is the most important safety item that all windsurfers have readily available. Typical windsurf boards offer 80 to 250L of buoyancy, far more than any PFD can offer. The boards are typically constructed of an open-, closed-, or extruded cell Styrofoam that will float for an indefinite period of time, even if broken. Aside from providing a high level of visibility, the board provides a means of transportation for self-rescue or assisted-rescue procedures. It also provides a means to exit the water for prevention of hypothermia. Separation of the sailor from their board will aggravate any difficult situation and may turn a minor problem into a potentially life-threatening one.
- **Windsurf rig.** The rig itself serves an important safety role as well. It serves as a highly visible item that, when attached to the board, provides stability and drag to boardsailor in distress. This drag will minimize drifting of the equipment and sailor. During more extreme conditions, this drag may still be insufficient to allow a capsized boardsailor to reach his or her equipment. The rig can easily be detached and abandoned to permit quicker transportation away from a hazardous situation. As such, the drag or sea-anchor effect of a rig can be used to the sailor's advantage or removed if it serves as a disadvantage.
- **Windsurfer's harness.** A harness is worn by most all boardsailors except early beginners. The harness is used to temporarily connect the body to the rig by way of hooking into harness lines attached to the boom/wishbone. This takes the force off the arms and reduces fatigue. The harness, once mastered in a short period of time, can easily be hooked-in or hooked-out. Without a harness, it would be difficult for the average windsurfer to sail more than 10-20 minutes continuously. Use of a harness also provides greater control and stability. Most harnesses provide some buoyancy. Most, if not all available Canadian-Approved PFDs interfere to some degree with hooking in and out of the harness.
- **Wetsuits/Drysuits.** Hypothermia is arguably the biggest hazard that Canadian boardsailors must face. Thankfully, in most circumstances, a boardsailor must enter the water prior to mounting the board. As such, natural reflexes quickly remind the sailor if he/she is appropriately dressed. However, even in "warm" conditions, prolonged exposure to the wind and

water can result in hypothermia. Wetsuits and drysuits also provide an additional layer of protection during a fall, which could mean the difference between a minor and a major injury. Because of these facts, a significant number of boardsailors will even wear wetsuits in the middle of the summer. As such, wearing the proper cut and thickness of wetsuit or drysuit is essential to remain warm and comfortable. In addition to warding off hypothermia, wetsuits and drysuits provide a significant amount of flotation to the sailor. This buoyancy increases with thickness as required with colder temperatures. The buoyancy offered by wetsuits, which are worn in many Canadian sites throughout the year, should not be overlooked. In addition to wetsuits and drysuits, cold-weather sailing often requires the use of neoprene boots, gloves and/or hoods.

- **Helmets.** Helmets are a commonly worn at many windsurfing destinations by sailors of all levels. Helmets will protect the head against impact and may reduce the risk of head injury. In addition, they also provide some higher degree of visibility.

Based on the information on the very limited number of windsurfing fatalities, the wetsuit or drysuit, while not legislated, is certainly one of the most important safety items to the boardsailor who somehow finds himself/herself in the water without his/her board.

The items listed above should be given credit as safety equipment since they serve many different and valuable functions.

### **3.5 Supporting Documentation**

The notion that a PFD can create a more hazardous situation for a boardsailor is a common perspective. Aside from opinions expressed in this report, Windsurfing Canada (WC) has submitted multiple letters of support for abolishment of mandatory PFD use for boardsailors to the Canadian Coast Guard. The references are as follows and these documents have been attached and provided in Appendix B.

- John Darling, Chair, Windsurfing Canada. *Statement on Personal Floatation Devices (PFDs) to Canadian Coast Guard – “No PFD law in Canada” (against the hazards posed by our present PFD laws to windsurfing safety).* Dated November 13, 2002.
- John Darling, Chair, Windsurfing Canada. *Letter of support for alterations to the Canadian Coast Guard regulations.* March 31, 1998.

WC is a class association of Canadian Yachting Association (CYA), the national authority of sailing, which is in turn affiliated to the international body ISAF (International Sailing Federation) which represents sailing on the IOC (International Olympic Committee). The mandate of WC is to promote windsurfing in Canada

WC sanctions national Windsurfing Championship annually plus other regional and provincial regattas. WC has a CYA charter and is incorporated as the Canadian Windsurfing Association and has a board of directors.

Windsurfing Canada is responsible for representing Canadian Boardsailors at the international level and is the governing body for many national events held in Canada. Windsurfing Canada's support of abolishment of mandatory PFD use regulations should be considered as representative of the Canadian Windsurfing Community's general consensus on the issue.

In addition to Canadian support, the United States Windsurfing Association (USWA) has for some time recognized the hazards of PFD use for boardsailors. As such, the USWA has supported efforts at the federal and state level to convince regulatory authorities that windsurfers should be granted the right to decide whether and under what circumstances they should wear PFDs. The reference is as follows and it has been included in Appendix B as supporting documentation.

- United States Windsurfing Association (USWA). *Why PFDs Aren't the Answer to Windsurfing Safety*. January, 1991.
- United States Windsurfing Association (USWA). *Putting PFDs Into Perspective*. Date Unknown.
- United States Boardsailing Association (USBA). Oliver, Peter L. *Testimony by Peter L. Oliver, V.P. and Chairman of Safety and Access Committee*. February 1, 1990.

In 1998, only 7 states required windsurfers to wear or attach PFDs to their boards. Through contact with American boardsailors via *rec.windsurfing*, it was revealed that only a few states continue to maintain PFD legislation including New York, Pennsylvania, Oklahoma, Connecticut and Rhode Island. There may be others but only five have been confirmed. Of more importance perhaps are the prime coastal windsurfing destinations including Hawaii, California, Oregon, Washington, Florida, North Carolina and Massachusetts that have all abolished PFD regulations and continue to be popular windsurfing destinations with very low fatality rates.

Based on information from the above reference, the primary factors that the U.S. Coast Guard (USCG) considered in justifying exemption of sailboards from PFD carriage requirements were as follows (please see Appendix B for a full description):

- A windsurfer was determined to more of a "toy" as opposed to a vessel for transportation purposes, since being use for this purpose is very rare. However, the USCG maintained definition of sailboards as vessels such to maintain "rules-of-the-road" matters including right-of-way.
- Required skills for windsurfers were akin to those required by a number of different athletic sports and as such it was determined that this defined windsurfing as a water-sport. Although sailboards have the potential to be used for non-commercial transportation on the water, all other water-sport items, including surfboards as its closest relative, have been exempted from

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the Federal Boat Safety Act. Therefore, it was determined by the USCG that “formal regulation of sailboards was not required”.

- Most manufacturers and sailboard operators were in favour of granting such an exemption.

In addition to support from associations at the national level, support has been received from provincial and local associations. Noteworthy are the efforts made in 1997 by the former president of the Kingston Boardsailing Association (KBA), Mr. David Mody. A pamphlet was produced that clearly outlined the dangers of PFD use and made note of the other safety items that are almost always present yet not given due credit. These efforts were made during the last revisions to the Small Vessel Regulations and sadly, little consideration was given by the CCG to this campaign.

The reference to this pamphlet is as follows and it is provided in Appendix B.

- Kingston Boardsailing Association. *Say YES to PFD Choice*. KBA PFD Committee. Spring, 1997.

As can be seen from the papers presented in Appendix B and the summary provided above, PFDs are largely recognized as being unnecessary and in some circumstances, a detriment to safety.

### **3.6 Support from Canadian Boardsailors**

In order to obtain some understanding of the opinion of Canadian boardsailors on the subject, a website was established in the early fall of 2002. The website was advertised by numerous supporting clubs and associations to alert as many Canadian boardsailors as possible. The support of the following local, provincial and national organizations for advertisement of the site is truly appreciated:

- Kingston Boardsailing Association (KBA)
- Ottawa Windsurfing
- Barrie Windsurfing Association
- Toronto Windsurfing Club
- Northern Alberta Windsurfing Association
- Windsurf Passion, Aylmer, Quebec
- Big Air Windsurfing Club, Okanagan Valley, British Columbia
- Sepp's Skis and Snowboards, Kingston, Ontario
- Windsurfing Quebec
- Windsurfing Canada
- Canadian Masters Windsurfing Association
- Windsurfing Magazine, U.S.A.

The content of the website is provided in Appendix C. The website was structured to:

- Introduce Canadians to the fact that Small Vessel Regulations, including those pertaining to sailboards, are currently under review by the Canadian Coast Guard;
- Inform the Canadian Windsurfing Community of the current regulations;
- Introduce to the Canadian Windsurfing Community that the current regulations may not be suitable for maximizing the safety of boardsailors with supporting arguments;
- Permit the reader to comment on the current regulations and opinions more specific to PFD use via an on-line survey.
- Permit the reader to sign an on-line petition to indicate their support of the following statement: *“We, the undersigned, believe that the CCG regulations for sailboarders/windsurfers should be changed to stipulate that PFD use shall be “recommended” or “optional” as opposed to “mandatory” as implied by the current regulations such that our level of safety while on the water may be improved.”*

Revisions to the website were done shortly after launching the site to allow for completely anonymous contributions.

The website has been active since September 2002 and the full results of the survey and petition are provided in Appendix D and E. The results of the survey are summarized in Table 2.

It should be noted that several top level Canadian boardsailors and figureheads in the sport of windsurfing contributed to the survey and most supported a pro-choice approach to PFD use. These particular individuals are listed in bold lettering in the petition database in Appendix E.

There were approximately 270 participants in the survey.

Questions 1 and 2 are related to the awareness of Canadian Boardsailors with respect to current Canadian law. Generally, 86% of the survey participants are aware that regulations exist. 59% of survey participants are aware there is a \$255 fine or more for non-compliance with these regulations

As can be seen from the results for Question 3, many of the safety items listed in the current regulations were indicated to be either useless or hazardous by 88% or more of the participants. These items include the;

- Buoyant heaving line;
- Manual propelling device;
- Watertight flashlight or flares, and;
- Navigation lights.

On the issue of the PFD in particular, the percentage of survey participants who felt PFDs are useful was 55 % while 52% of the participants typically wear a PFD. It is noteworthy that 40% of those who typically wear PFDs, only do so to comply with

current regulations. Of the participants who do not wear a PFD, only 39% said that they would consider wearing an inflatable PFD.

When asked about the occurrence of hazardous situations, only 16% suggested that they regretted not wearing a PFD. On the other hand, 43% of participants stated that they have been in a scenario when they felt their safety was compromised by PFD use.

70% of survey participants would be willing to sacrifice their right-of-way rules as specified by Transport Canada, in order to have sailboards made exempt from the small vessel designation.

**The petition solicited signatures from a total of 237 Canadian boardsailors. Assuming all survey participants signed the petition if they felt that PFD laws should be abolished, this might suggest that up to 88% of participants support a pro-choice approach to PFD use.**

The survey and petition results were screened to eliminate duplicate participants and incomplete submissions.

**Table 2.**  
Results of the Web Survey on the Current CCG Safety Regulations

Question	Responses	# of Responses
Q1. Are you aware that as a windsurfer/sailboarder, you are required by current Canadian law to carry a minimum amount of safety equipment?	Yes: 86% No: 14%	268
Q2. Are you aware that as a windsurfer/sailboarder, if you fail to carry the required minimum safety equipment you may be subject to a \$255 fine or more?	Yes: 59% No: 41%	263
Q3. Which of the items in the table below, from the current list of Minimum Required Safety Equipment for Sailboards specified in the Safe Boating Guide (March, 1999), would you consider to be reasonably applicable to windsurfers/sailboards <i>and</i> which items would you consider to be a detriment to safety if carried?		
Q3a. One Canadian-approved personal flotation device (PFD) or lifejacket of appropriate size for each person on board.	Useful: 55% Useless: 22% Hazardous: 23%	264
Q3b. One buoyant heaving line (i.e. rope) of no less than 15m in length	Useful: 12% Useless: 37% Hazardous: 51%	268
Q3c. One manual propelling device (i.e. paddle).	Useful: 1% Useless: 28% Hazardous: 70%	267
Q3d. A watertight flashlight or 3 Canadian-approved flares of Type A, B or C.	Useful: 11% Useless: 51% Hazardous: 38%	268
Q3e. A sound signaling device (i.e. whistle) or sound signaling appliance.	Useful: 67% Useless: 26% Hazardous: 8%	265
Q3f. Navigation lights that meet the applicable standards set out in the <i>Collision Regulations</i> if the pleasure craft is operated after sunset and before sunrise or in periods of restricted visibility.	Useful: 5% Useless: 61% Hazardous: 33%	264
Q4. Do you currently carry or wear a Canadian-approved personal flotation device (PFD) or lifejacket while windsurfing/sailboarding?	Yes: 52% No: 48%	265
Q5. If you answered No to question #4 - Given that <b>inflatable</b> personal flotation devices (PFD) are Canadian-approved, would you consider wearing this type of PFD for safety reasons?	Yes: 39% No: 61%	177
Q6. If you answered Yes to question #4 - Do you wear a Canadian-approved PFD <b>only</b> because you are required to do so by current Canadian Law?	Yes: 40% No: 60%	164
Q7. Have you ever found yourself in a situation while windsurfing where you regretted not wearing a Canadian-approved PFD at the time?	Yes: 16% No: 84%	253
Q8. Have you ever been in a scenario while windsurfing where you felt your safety was comprised because you chose to wear a Canadian-approved PFD?	Yes: 43% No: 57%	251
Q9. Would you consider sacrificing right-of-way rules as specified by the <a href="#">Transport Canada Collision Regulations</a> if sailboards could be deregulated and thus made exempt from the Small Vessel designation?	Yes: 70% No: 30%	253
Q10. What are your main reasons for choosing to wear or not to wear a Canadian-approved PFD?	See Appendix C for responses.	



### **3.7 Summary**

In summary, Chapter 3 of the report has shown that the current responsibilities outlined within the Small Vessel Regulations create a potential conflict to the safety conscious boardsailor. It has also shown that there are benefits and shortcomings to most of the items currently listed as the Required Safety Equipment identified in the Small Boating Guide.

Letters that have been submitted by the WC, the CMWA and other local and provincial associations show unqualified support for optional PFD use. The USWA has been successful in lobbying the federal and state governments to eliminate PFD carriage requirements in all 50 states.

The survey and petition has shown that approximately half of the Canadian boardsailors that participated in the survey feel that PFDs serve as either useless or a hazard to safety. The petition received 237 on-line signatures from Canadian Boardsailors and support for PFD “Pro-Choice” from a variety of professionals including athletes, media, manufacturers and distributors.

**It has been clearly shown within this Chapter that the current safety regulations for sailboards, including the requirement for PFD use, may compromise the safety of boardsailors in Canada. The national governing association, Windsurfing Canada, as well as the US Windsurfing Association and a considerable number of Canadian boardsailors, local clubs and associations supports this position.**

**In general, the Federal Government of Canada is violating personal rights by legislating safety standards that do not necessarily contribute to safety. By providing education on the potential hazards and the available safety equipment, allowing the selection of suitable safety equipment to the discretion of the individual boardsailor is the best way for the Federal Government of Canada to ensure the safest conditions while on the water.**



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## 4. RECOMMENDATIONS

It is quite simple as an individual or collectively as a group of boardsailors in an association or a club, to find flaws and shortcomings with the current CCG regulations for sailboards. On the other hand, finding a solution to the problem that is satisfactory to all parties involved will undoubtedly be a very challenging task. This chapter of the report contains preliminary recommendations to the CCG on the structure a new effective safety program.

### 4.1 *Background*

During conversations with the CCG<sup>14</sup>, it has been identified that the current regulations may have been developed with some lack of understanding of the sport of windsurfing. In addition, the CCG has recognized that the regulations are in need of revisions and that it is important to obtain input from the windsurfing community to ensure that the new regulations are best able to promote safety in the sport. This is a very important issue and the windsurfing community appreciates that the CCG is willing to seek input during the revision process. It is promising that the CCG themselves have recognized that their regulations are not entirely adequate and are taking the necessary steps to ensure that they are properly developed for the benefit of all boardsailors in Canada.

In summary of the preceding sections of the report, it has been identified that a conflict exists within the current safety guidelines for sailboards. The conflict lies predominantly within the required safety items for sailboards and the notion that many reasonably prudent and safety conscious Canadian boardsailors feel that the items listed do not always contribute to safety. In addition, other very important safety items are not on the list. There are many common scenarios in which the safety items listed as required equipment may create or aggravate a situation such that it becomes a more hazardous predicament for the boardsailor. Therefore, the Federal Government of Canada, in essence is violating personal rights by legislating safety standards that do not necessarily contribute to safety.

Aside from these points, one may also consider taking a step back and examining the problem from another perspective. It is a fact that there are considerably more fatalities attributed to pleasure boating and other recreational water activities aside from windsurfing. Windsurfing is an inherently safe sport and this is part of what attracts its participants. From a logical and statistical perspective, it makes considerably more sense to legislate regulations that enforce pleasure boaters to wear their PFDs, not windsurfers. A pleasure boater, typically dressed in plain street clothes and shoes, is much more likely to be a non-swimmer and to be injured during capsize, particularly since swimming is not anticipated and planned for. In addition

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<sup>14</sup> Telephone Conversations between the author and Colin Michael, Senior Standards and Regulations Officer took place on July 5, 2002 and September 24, 2002 and we documented by the author.

to this, a boardsailor is considerably safer than a typical pleasure boater since they anticipate being in the water and will be suitably equipped with the proper cold-weather gear and the board for flotation. This cannot be said for a typical pleasure boater who, not being required by law to wear his/her PFD, stows it PFD within the boat. Therefore, they are at considerably more risk, logistically and statistically, than a boardsailor.

During discussions, it was stated by the CCG that some of the current items listed as required safety equipment, are potentially redundant and/or unreasonable. The items mentioned during these discussions included primarily the buoyant heaving line and the manual-propelling device. It was mentioned by the CCG that some of these items, admittedly, were added fairly hastily during the final preparation of the current regulations, approximately 5 years ago, without due consideration to their applicability or effectiveness. This was admittedly done in effort to encourage boardsailors to actually wear a PFD instead of simply carrying one aboard. Therefore, the primary item up for debate is the PFD requirement. The CCG clearly stated during both telephone discussions that they feel that a PFD should always be worn during the pursuit of windsurfing, no exceptions. In addition, it was also clearly stated that if safety is not the primary influencing factor, that consideration of the penalty if caught in violation should be an influencing factor. In other words, fear of the repercussions should be sufficient influence to follow their regulations, whether for better or worse.

It should be emphasized that, aside from PFDs, several of the other items, including the buoyant heaving line, the manual propelling device and distress equipment, are unreasonable, redundant and also even hazardous at times. Supporting reasons are provided in Table 1 and Appendix B. These items should be removed from the regulations.

The current regulations fail to identify and safeguard against the most common hazards that present themselves to boardsailors on a frequent basis. These most common hazards, as pointed out in Chapter 2, are hypothermia and the inability to return to shore.

The following subsections provide insight into elements of a successful safety program as well as recommendations on how to implement improved safety regulations for sailboards. It is hoped that these recommendations will be considered as a starting-point for discussions and debate to arrive at an ultimate set of regulations that are reasonable and best promote safety for boardsailors in Canada.

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## **4.2 Components of a Successful Safety Program**

Any CCG safety program for boardsailors must take into consideration the following four primary components in order to be successful and effective:

1. Education
2. Understanding
3. Co-operation
4. Research

The following subsections of this chapter contain details on each and form a recommended safety program for consideration for the Canadian Coast Guard.

### **4.2.1 Education**

An education program does not currently exist to any degree whatsoever.

Similar to recreational boating, windsurfing safety requires some degree of education. However, since windsurfing is a sport, first and foremost, and not a form of transportation, any education program must remain simple and straightforward. Licensing is not, and should not, be required.

A simple education program would allow any individual to become familiar with the risks and hazards associated with the sport, as well as introducing them to all available safety equipment and guidelines on how to select the most appropriate gear.

In order for any such educational program to succeed, it must be supported by all levels of authority within the sport, including the Canadian Coast Guard. For example:

- It should be made the responsibility of the Windsurfing Canada to promote the distribution and display of educational materials at retailers and windsurfing sites and events across the country. To be effective, this may require creation of a list of semi-official “windsurfing beaches and sites”. This would be beneficial as well to the local windsurfing associations who are attempting to establish officially-recognized windsurf sites within their municipalities.
- It should be made the responsibility of the distributors and/or retailers of windsurfing equipment to provide an educational pamphlet with the sale of each sailboard and rig. There are a very limited number of retailers of sailboard equipment in Canada, so this should be a relatively simple task to undertake.
- It should be the responsibility of the provincial, regional or local association to ensure that the educational materials are made available to its members.
- It should be the responsibility of the individual sailor or legal guardian of the sailor to ensure that the information is understood and implemented to the greatest extent possible.

The basis of the educational program may be as simple as the creation of a “Windsurfing Safety in Canada” pamphlet. This pamphlet should be developed, maintained and produced by Windsurfing Canada in conjunction with the Canadian Coast Guard. The content of this pamphlet could include:

- Descriptions of potential risks and hazards associated with windsurfing;
- A list all available safety equipment;
- Instructions on how to select the most appropriate safety equipment for the given conditions;
- Recommendations on safety equipment that should be carried at all times, and;
- Instruction on safe sailing practices, right-of-way rules and more common self-rescue procedures.

It is recommended that the current set of required safety equipment be eliminated upon satisfactory implementation of this program.

#### **4.2.2 Understanding of the Sport**

Currently, it is apparent through review of the existing regulations and via confirmation by the CCG, that the nature of the sport and associated risks are not clearly understood by the CCG. It is of utmost importance that the CCG, as the regulatory body and developer of safety regulations, take the necessary time and effort to develop a thorough understanding of the hazards and the most important safety procedures.

First and foremost, it is important to point out that windsurf equipment and practice should not be grouped in the same class as traditional recreational boating equipment. A windsurf board is completely different than other small vessels since:

- It cannot sink;
- It has no storage space to stow safety equipment of any kind;
- It is simply a platform for water play, and;
- It is not used for transportation purposes.

Due to these fundamental differences, it is natural that the safety requirements should also be different than those for conventional recreational boating. The safety regulations that have been applied to recreational boats and other types of watercraft are simply not suitable for windsurfing. In addition to this, no research has been done to suggest that any items listed in the current regulations truly increase safety while windsurfing.

It is the position of the author that the CCG should understand the most effective means for an individual to ensure his/her own safety is to:

- Become better educated. This would be accomplished through provision of an educational program as introduced in the preceding subsection.

- Sail with a buddy. Sailing with a partner or in a group ensures that distress is quickly recognized and help is immediately at hand.
- Select the most suitable safety equipment. The individual boardsailor can best ensure his/her safety through the freedom to choose the most suitable equipment for use while sailing during any given situation.

All of these items would be highlighted in the “Windsurfing Safety in Canada” educational pamphlet.

Note that the foremost means to ensure safety is through education and knowledge. Any piece of safety equipment is secondary to an understanding of the hazards and how to effectively and efficiently deal with them. If the individual boardsailor is not educated, there is considerably less that anyone or anything can do to ensure their safety, including the use of PFDs and including rescue efforts by the CCG.

### **4.2.3 Co-operation**

In order to produce a successful safety program, the CCG should endeavour to co-operate with the windsurfing community through national and local associations. Any regulations must be developed with boardsailor’s safety and comfort in mind, since this is the only way to ensure that the majority of boardsailors adhere to the regulations.

A significant part of this co-operation should include the development of a Canadian National Windsurfing Safety Group. This group would consist of key members of the windsurfing community and Canadian Coast Guard officers. The objective of this group would be to promote multi-directional flow of ideas, concerns and developments with respect to the safety aspects of the sport between the individual sailors, local associations, Windsurfing Canada, and the CCG.

As a show of commitment to the CCG, this Safety Group may be regarded as a necessary component that shall be maintained through Windsurfing Canada to promote safety and to allow the CCG to modify its current regulations to a more effective level from a safety standpoint. This group would be the driving force behind the educational program.

In conjunction with the educational material, it is recommended that the CCG maintain a set of guidelines as opposed to regulations. These guidelines would be provided along with the educational material and would also be published in the Safe Boating Guide as safety equipment recommendations ONLY.

The layout of any revised CCG published regulations should reflect the responsibility taken by the windsurfing community and Windsurfing Canada to boardsailing safety and therefore should provide recommendations as opposed to legislation of mandatory equipment that may not be appropriate, reasonable and/or effective.

#### 4.2.4 Research

Without continuous research and development of safety equipment, it is impossible for any individual or organization to fully comprehend and address the pros and cons of a particular piece of equipment for the sport of windsurfing. In addition, research is essential to develop and improve rescue and self-rescue procedures.

Currently, it is likely that little, if any research has been undertaken to determine if the current required safety items do in fact increase safety with respect to boardsailing.

With respect to PFDs, including inflatables, it is unlikely that any assessment of effectiveness while boardsailing has been undertaken to ensure compatibility and efficiency. This should be addressed by any supplier of safety equipment prior to endorsement by the Canadian Coast Guard first and foremost to maximize safety, secondly to reduce liability. In recent contact with Mustang (the largest producer of lifejackets and PFDs in Canada), it was stated that never, at any time, has research been done with their products in conjunction with the sport of windsurfing. It is troubling to hear that the CCG, to date, has relied on the assumption that since a particular PFD is suitable for recreational boating, that it is automatically suitable for the sport of boardsailing.

**In summary, this section has presented a proposal for the framework of a new effective safety program. The four primary components to ensure successful implementation of the program are *Education, Understanding, Co-operation and Research*. In absence of these elements, any safety regulations will be ineffective due to lack of voluntary participation and due to legislation that is unsuitable and potentially hazardous to the participants of the sport.**

## 5. MOVING FORWARD

This report has been dedicated to justification for and provision of the framework for the creation of a new safety program for Canadian boardsailors. It is intended to take the strong points of the former regulations and input from the Canadian windsurfing community to structure a more suitable and effective set of safety guidelines. This document has been reviewed and endorsed by a number of key individuals within the windsurfing community of Canada. I trust that you will find it informative, well researched and accurate and hope that you will see that this is a diligent attempt on the part of Canadian boardsailors to improve safety and to develop regulations that ultimately make sense.

Admittedly, this is a first cut at a proposed new approach to improving the safety of boardsailors in Canada and will require further review, discussions and debate amongst us and with the Canadian Coast Guard.

With respect to the upcoming meeting with the Small Vessel Regulations (SVR) working group, I would like to formally request that a special session be held to address the concerns of the windsurfing community specifically. I would propose that key individuals from within the windsurfing community, Windsurfing Canada and the Canadian Masters Windsurfing Association are present, and able to provide input to the process.

The safety of boardsailors is an important issue. In fact, this issue is of much more importance to us than it is to the Canadian Coast Guard. With pending changes to the Small Vessel Regulations, we truly appreciate the opportunity to provide input to the process, and in doing so, we ask that the Coast Guard take into serious consideration the perspective of Canadian boardsailors.

It is our safety at stake.



# **Appendix A.**

## **Unconfirmed Information on Windsurfing Accidents and Deaths solicited from rec.Windsurfing**

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Unsubstantiated accident list obtained from the world-wide-web. None of these accounts can be verified for truth or accuracy but are based on solicited information on the rec.windsurfing newsgroup and were contributed voluntarily.

1.

One guy died in the surf at Florence about 10 years ago. Not clear on the details but it was in big surf. People said the guy had been drinking. He must have drowned while getting worked. I think he was from California. Anyone else remember this?

Jeff

2.

Hey Jeff-

I remember that: Big Day

He had been drinking

Lite on the inside at Florence(wind, not the beer)

He was found washed up on the shore, dead.

Truely an unnecessary tragedy.

-Jim.

3.

10 years ago there was a beginner sailor swept offshore and lost at sea near Hilton Head, SC. The winds were straight offshore and gusting over 40 knots. A member of our club was sailing offshore winds at Charleston, SC about 5 years ago when his clew tore out of his old Waddel sail. He eventually washed up on one of the rock jetties at the mouth of the harbor (two miles out). His body was shredded by the barnacles on the rocks. He spent the night in the hospital.

Alan

4.

My list:

1. Death by presumed hypothermia and inability to waterstart Puget Sound, Washington. Male in bodybag drysuit - 1985

2. Death by presumed hypothermia Hood River, Oregon at the Marina. 200# male sailing in shorts - 1988

3. Crash into aluminum fishing boat Stevenson, Wa, with head and leg injuries about 1999 as I recall

4. Groin laceration resulting in serious blood loss, saved by local sailor at Hatchery, Wa about 1999.

5. Same injury Mike F referred to in the list, Hatchery, Washington.

6. Sudden Death, male on shore at Swell City, Washington, July, 2002.
7. Inflictor femur fracture much published around 1999 at Pistol R., Or.

Bottom line....looks like Washington is dangerous.....Except this year since there has been little to no wind and I am mtn biking a ton instead.....

Bob

5.

Here's my list all from SF Bay Area. The dates are a bit sketchy, but these all happened. The first are only the deaths, I know lots of near-deaths/big swims (mostly equipment breakdowns without safety equipment or buddies), severe injuries, a shark attack - way too many more to list here:

1. SF Bay Peninsula near Coyote Point, 1992/1993 (?) - Windsurfer passes out mid-SF Bay, on-water CPR fails to revive. Cause of death – heart attack;
2. SF Bay Peninsula near Oyster/Coyote Point, Memorial Day weekend (Saturday?), May, 1995 - Sailor in shorty gets becalmed in incoming fog. Refuses assistance by fellow windsurfers, says he's gonna self-rescue. Car is still in parking lot next day. Body is found near Oakland Airport Monday morning. Cause of death - probably hypothermia, or epileptic seizure-caused drowning;
3. SF Bay Peninsula near Coyote Point, October 7 (?), 1995 – Nuclear 3.5/4.0 day, with negative low tide. Car left in parking lot into the night. Searches by Coast Guard, CG Auxilliary, etc..., find no windsurfer. Father reports windsurfer missing, hires plane to find him. Body found by father in plane 2 days later near Palo Alto. Cause of death – probably broken neck due to hitting sandbar at planing speed;
4. Pacific Coast near Santa Cruz, May (June?) 2000 - Windsurfer struggles onto beach, reports being "lightheaded" sits down and never gets up. CPR fails to revive him. Cause of death - congenital heart valve defect.

A sampling of other stuff, there's lots more:

1. 1997 - Sailor nearly dies mid-channel SF Bay after U-joint fails and board takes off without him. Buddy finds him and tows him in.
2. 1998 - Sailor gets compound fracture of femur mid-channel SF Bay after bad landing of a jump. Uses buddy's VHF radio ('cause his battery is dead) to call Coast Guard helicopter and gets ride home.
3. 1999 - Sailor does downwinder on Peninsula 10 miles to Cement Plant at Redwood City, makes landfall at 11:30 pm.

4. 1996 - Sailor does downwinder on Peninsula, ends up scaling San Mateo bridge. Calls for help from maintenance boat hanging beneath road bed.
5. 1998 - Another sailor does downwinder on Peninsula, and also ends up scaling San Mateo bridge. Flags down a passing Cal-trans truck and gets a ride back to the launch.
6. 1993 (?) - Sailor goes out to sea at Crissy Field after breaking mast. Starts paddling when tide turns about 10 pm. Ends up near Pt. Bonita lighthouse in Marin county near midnight (Wardog posted this from Windtracks a while back).
7. 1994 - Sailor's board attacked by white shark at main peak of break near Santa Cruz. Sailor swims away, shark releases board, sailor gets back on board and sails in. Sailor uninjured. Board on display at Haut Shop (or is it the Surfer's museum?).
8. 1994 - Sailor 1 run over by sailor 2 at Sherman Island, suffering punctured lung. Sailor 1 (a lawyer) files lawsuit and wins big settlement against sailor 2.
9. 1994 - Sailor (me) snaps board in half while jumping mid-channel SF Bay. Combination of paddling/rescue from friends gets me back around 9 pm or so, catch ride with Coast Guard Auxilliary truck sent to pick me up.
10. 1995 - Sailor (me) breaks u-joint landing jump on 3.5 day mid-channel. Self-rescue paddle in.
11. 1994 - Sailor 1 (me) crashes into sailor 2 (another guy) when he crosses into my path and crashes at Crissy Field. My equipment destroys sailor 2's stuff, I flag down passing boat which gives guy ride back to Crissy launch.

-Ed

6.

Here's one I forgot:

13. April 1, 1995 (?) - Mr. Lucky goes out at Waddell (near Santa Cruz) on mast and a half light (5.8) wind day. Barely gets out, gets cleaned out by a set and loses equipment. Gets stuck on the outside. Local hot sailor attempts to sail out equipment, but is denied by the relentless surf. Mr. Lucky loses lots of energy through swimming sets and nearly drowns. Finally, Coast Guard helicopter drops rescue swimmer and saves Mr. Lucky. Humorous ending - passing cyclist stops to see what all the commotion is about and puts down foot on air side of cliff edge. Falls down cliff, gets knocked out. Gives multitude of emergency personnel who responded to Mr.

Lucky something to do. :-)

Ed

PS - some of these dates may be slightly off, but they all definitely happened.

7.

A guy from a local AFB (Eglin) died after being struck by lightning here in the Florida Panhandle. This was couple years ago.

Last year a guy in South Florida died apparently from getting trapped under his sail - couldn't separate from his harness line.

A buddy had a near death experience after loosing his gear in an off-shore break. The repeated rinsing was too much for his dry suit seals. Suit began to take on water and the added resistance nearly did him in.

Lottsa mean sharks here but no close encounters of the windsurfing kind.

Know a guy in the Keys who almost bled out after being skewered in the knee by a bill fish. He was several miles off shore when it occurred. He sailed back with the broken off bill stuck in his knee. The surgeons had to disassemble the knee to remove it. Long operation but he survived.

8.

I can only recall one fatality here in the Ocean State of Rhode Island. About 10 years ago a friend and member of the windsurfing industry died while sailing the Sakonnet River. He launched alone a mile or so away from the nearest group of sailors. Conditions were sheltered at his launch on the west side of the river, but out in the middle it was blowing 25-30 knots. He was using a sail in the mid 6's while everyone else that day were on sails in the mid 4's. (This was before sails had the wind range of this day and age.) His body was found floating, blown across to the east shore. The official cause of death was drowning. We'll never know exactly how he died or whether or not a helmet or PFD would have saved him. Perhaps if he hadn't been sailing alone he would have survived. Certainly if he had rigged smaller he would have had a better chance.

The only major injuries that I can recall locally were a broken wrist for a sailor who got his arm caught in the harness line during a jibe, and a guy who seriously broke his ankle jumping in a shallow shore break. The first guy now uses the stiffer harness lines that don't flop around. The second guy smoked too much herb before sailing, and his judgement was pretty clouded. He had to give up sailing for over a year, but he didn't give up his smoking habit. When he finally returned to sailing last year he was a shadow of his former self. The lessons learned: use stiff harness lines and go easy on the ganja.

Jon

[www.islandsports.com](http://www.islandsports.com)

9.

I know of two deaths at places i go to, within the last decade or so. If you need exact dates, i'd have to flip through my issues of Surf mag, where the incidents were also reported. + A guy was found dead in l'Almanarre bay, a very busy place, with a big gash about 10 to 13 years ago.

Presumably run over by another sailor and hit by the fin - this was the time when straight, sharpe edged G10 fins came into vogue.

+ A couple of years ago, O. Cretien, founder of the Exocet board brand, died on a very big day at Bretagne in France. Exact reason unknown.

Besides these there was a case of an intermediate German sailor, possibly using equipment over his head, getting becalmed and swept out to sea at Mauritius last year. He was never found afaik.

. Inadequate or late reactions of rescue resources may have played a role (but then i do believe that no one should ever rely on the availability of rescue resources).

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Wolfgang

## **Appendix B.**

### **Supporting Documentation for PFD “Pro-Choice” for Boardsailors**

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- John Darling, Chair, Windsurfing Canada. *Statement on Personal Flootation Devices (PFDs) to Canadian Coast Guard – “No PFD law in Canada” (against the hazards posed by our present PFD laws to windsurfing safety).* Dated November 13, 2002.
- Rick Collins, President, Canadian Masters Windsurfing Association.
- United States Windsurfing Association. *Why PFDs Aren’t the Answer to Windsurfing Safety.* January, 1991.

Document from the  
United States Windsurfing Association [USWA]  
PO Box 978  
Hood River, OR 97031

## **WHY PFDs AREN'T THE ANSWER TO WINDSURFING SAFETY**

### **A. INTRODUCTION**

This is a January 1991 update of a paper originally written in 1987 by Charles Granger while serving as a member of the USWA's Safety and Access Committee. The committee is charged with formulating safety policies and promoting safe windsurfing practices. Previously he played a major role in persuading Connecticut officials to exempt windsurfers from mandatory use of PFDs (personal flotation devices).

The purpose of this paper is to provide background information on the PFD issue for windsurfing organizations that seek to convince regulatory authorities in their state that windsurfers should be granted the right to decide whether and under what circumstances they should use PFDs in their sport. As of January 1998, the following 7 states require windsurfers to wear or attach PFDs to their boards:

New Mexico\*, New York, Kentucky, Oklahoma, Pennsylvania, Louisiana, Alabama [from most recent polling, 1998] \* New Mexico requires a FAD, floatation assistance device: min. shorty wetsuit or PFD.

### **B. HISTORY OF PFD REGULATION**

The U.S. Coast Guard is the official regulatory authority in federal waters for such matters under the Federal Boat Safety Act of 1971. This act pre-empted state safety standards not identical with those issued by the Federal Government. The Coast Guard on February 18, 1973 granted to "Windsurfer" an exemption from PFD carriage requirements.

In 1979 and 1980, this exemption was proposed to be renewed by the Coast Guard, which was also about to extend this exemption from PFD carriage requirements to all sailboards, based on the USCG notice in the Federal Register Volume 45, page 47876. The Federal Register (available in or through public libraries) of August 20, 1981, Vol. 46, Pages 42288 and 42289, gives more detail on this history. However, in 1981, under the Reagan Administration's efforts to achieve regulatory simplification and reform, the U.S. Coast Guard determined that sailboards should not be subject to Federal regulation. Thus the states were free to apply such regulations as they saw fit. Many states had boating safety regulations requiring PFD carriage on all vessels. With the Federal withdrawal, some of these states merely treated a sailboard like any other vessel, requiring PFD carriage.

Sailboard News estimated that at the beginning of 1983 only 10 states did not have sailboard PFD requirements. By June 1990, the number of states without PFD requirements had grown to 34.

This was mainly through action by windsurfers in persuading the authorities to change the regulations.

### C. FACTORS IN COAST GUARD EXEMPTION

The U.S. Coast Guard makes these points in justifying exemption of sailboards from PFD carriage requirements: (See above-named August 20, 1981 Federal Register).

1. Unlike a normal vessel used for transportation, they determined that the "windsurfer" was "in essence.... more a novelty craft used as a swimming toy than a vessel used or capable of being used for transportation." (Boardsailors may cringe at the word "toy" being used to describe their high-tech machines, but these toys do give an amazing amount of fun; more seriously, many boardsailors have discouraged state attitudes exempting sailboards as non-vessels because the boardsailors are concerned they may lose Rules-of-the-Road privileges and responsibilities, as well as being banned (like inner tubes, for example) from some waters. As such boardsailors would prefer to keep with the definition of a sailboard as a vessel but on the other hand declare the sailboard hull a suitable PFD. The Coast Guard considers sailboards to be vessels for Rules-of-the-Road matters, a very desirable condition.

2. The Coast Guard noted the skills required for proper use of a sailboard as being like "the skills of a surfer, a sailor, and a skier." (They might also have added a high diver in the case of wave sailing.) They go on to point out that "many water sport items have evolved over the years which, although they may be capable of a limited use as a means of noncommercial transportation on the water, have not been subject to regulation under the Federal Boat Safety Act of 1971. These water sport items include inner tubes, inflatable air mattresses, float boards, and surf boards." They go on to say, "It has been determined by the Coast Guard that sailboards should be treated in a manner similar to water sport items and that formal regulation of sailboards is not needed at this time."

3. Interestingly, when the Coast Guard announced the proposed extension of its exemption from the "Windsurfer" to all sailboards with a request for comments, it said that the comments it received can generally be divided into two categories:

a) The manufacturers of sailboards and most sailboard operators were in favor of granting an exception to all sailboards.

b) State and local law enforcement agencies, a few sailboard operators, and other boat operators were generally in favor of terminating the existing exemption and requiring all sailboard operators to carry PFDs. (It has since been noted that in at least one case, state regulatory authorities urged local police to actively enforce PFD requirements on boardsailors as a means of increasing local municipality revenues through fines.)

4. Finally, in announcing its withdrawal, the Coast Guard said: "Although the Coast Guard does not intend to regulate sailboards under the Act, it plans to continue to monitor sailboard activities to determine whether regulatory action may be needed. The Coast Guard will not hesitate to consider imposing requirements on sailboards if it is determined that problems of safety exit." It should be noted that the Coast Guard has taken no such action at this writing six years later.

Updates since 1991 changes;

Excerpt from Federal Register/ Vol. 58, No. 148/Wednesday, August 4, 1993/Rules and Regulations, section 175.15 "Personal Flotation Devices Required"; Sailboards, exempt...  
"The Coast Guard has decided to formally exempt sailboards from Federal PFD carriage requirements, thus allowing each state to decide whether or not PFD's should be worn and/or carried on sailboards based on climate and navigation conditions within its boundaries."

#### D. WHY WINDSURFING DIFFERS FROM OTHER WATER CRAFT

1. But windsurfers are always falling into the water. Therefore, shouldn't they be required to wear PFDs as a safety measure? This author was present at one state hearing where a legislator, in good conscience, stated that she lived near the water and saw this happening all the time and therefore why on earth shouldn't they wear PFDs?

Such thinking obviously does not appreciate that windsurfing is a sport in which some swimming ability is both expected and required. There is no similarity at all between a boardsailor falling into the water and several fishermen in an overloaded skiff unexpectedly capsizing. The boardsailor expects to swim, just as much as a high diver, and in cold weather they are protected by wetsuits, drysuits, steamers and possibly insulated footwear, gloves, and helmets. The latter unfortunate fishermen or hunters in the skiff have no intention of swimming at all and may be non-swimmers and without apparel to protect them when immersed in cold water.

2. In boardsailing, PFDs are no substitute for swimming ability and other safety practices! In this author's opinion, and no doubt in 99.9% of instructors working with beginners, if you try to boardsail before you are a swimmer, you have your priorities wrong. Take time to become comfortable with swimming before you try boardsailing. Wearing a PFD is not a proper substitute for being a comfortable swimmer. PFDs can become unfastened, damaged, and lost. This is not intended to discourage use of PFDs by those who wish to wear them--it is simply to point out that a PFD is not advised as a substitute for swimming ability.

Parents have been known to come into a boardsailing shop even on a spring morning when the water temperature is still in the low 50-degree range and buy a standard board and rig for their child. But when asked if they had thought about a wetsuit, they responded, "No, we insist that he wear a life jacket at all times--he will be safe enough!" The two main potential killers in boardsailing are: (1) Hypothermia - preventing this requires protective clothing and education about coming in as soon as you begin to feel cold; and (2) Offshore winds which are winds which blow you offshore. Typically such winds get stronger and stronger as you get carried offshore and there is no way an inexperienced person can sail back in against them. In addition to avoiding the above, other safety practices include: always staying with the hull in case of trouble, not sailing alone, and being alert to protecting yourself from power boaters, upon which a beginner will be drilled by a qualified/certified instructor (any boardshop can recommend one).

The point being stressed here is that in the essentially safe sport of boardsailing, there are indeed hazards to be educated about and guarded against. This piece is not intended to be a

comprehensive safety treatise. However, the reader (especially the non-boardsailor) should be made aware that safety is a major concern to boardsailors. We are all aware that there will be restrictions put on boardsailing if we develop a poor safety record. Education on safe practices is the major answer to safety. PFDs, for those who wish to use them, are only a tiny part of the answer.

3. "But when you fall in, can't you be stunned or knocked unconscious?" I'll bet all boardsailors have been asked this dozens of times by well-meaning members of the public. The obvious explanation is, "It rarely happens." Even for beginners, the forces of nature are on your side. Most of the time, the sailor is gripping the boom as he slowly sinks into the water underpowered. The sail comes down gently with no question of being struck. At other times, such as with a sudden gust, the sail falls away from the boardsailor on the opposite side of the hull, so there is rarely a problem of his/her being hit by the boom or mast.

There are still two circumstances that happen occasionally to expert or intermediate boardsailors. These are not beginner situations. In one case, you can be thrown while hooked into the harness. Here, there is no time to think. Action is instantaneous and automatic. With the skill of the gymnast, in a fraction of a second, you can maneuver to minimize the impact, and certainly to avoid hitting your head. The other case is in the advanced maneuvers, such as aerial loops mainly in wave-prone coastal waters such as California and Hawaii, and practiced by possibly one tenth of one percent of boardsailors, i.e. one in a thousand. Some such maneuvers are aborted and if not done properly, there could be a danger of being struck by the hull. Some safety is achieved by the sailor splashing into and under the water so the hull cannot strike him. If he were wearing a PFD he could lose this safety-enhancing maneuverability in both the above cases, and the ability to find safety beneath the water in the latter case. Refraining from sailing alone (at least in conditions or with maneuvers that might be more than you can handle) seems by far the most practical means of dealing with this proper but very rare concern.

4. Windsurfers are different--in the hull! The boardsailors may be faced with the use of either a Class III PFD with a buoyant force of 15 1/2 pounds, or he may wish to rely on the sailboard hull itself. In the case of a typical beginner's 12' board, this will have about 400 pounds of flotation (over 20 times the life vest). It will be made of virtually indestructible material, it will ride the user out of the water, and it has excellent visibility. The life jacket with its 15-1/2 pounds rides you almost totally immersed in what may be quite numbing water, and it gives you very little visibility to be seen by a searcher. A container of sailboard hulls was sunk and broke up at sea in a storm off Labrador in the early 1980's. About 6 weeks later the hulls began showing up on the beaches in Portugal. Many of them were recovered by a company sales representative, refitted and sold as sailboards.

Is it any wonder that new boardsailors are continually drilled to "stay with your hull"? In an emergency, they are instructed to tether themselves (for example by the ankle) with a line taken from the rig or harness to the hull.

#### E. WINDSURFERS KNOW THAT PFDs ARE SOMETIMES A HAZARD!

1. Some PFDs may prevent you from swimming back to your hull if you are thrown into the water. Perfectly legal Class I, Class II, and Class IV PFDs in active use make it very awkward to swim at all. In a strong breeze they can easily prevent the user from quickly returning to the

hull before it is caught in the wind and begins to drift rapidly away. In a 1986 Lake Michigan drowning tragedy, the unfortunate victim indeed had a PFD. However, when the deceased was recovered, the PFD was not attached... We do not know the details of this event, as there were no witnesses. But one visualizes the ironic tragedy of this woman being thrown into the water in the increasing winds at the time, finding she was unable to swim fast enough with the PFD to reach her hull, removing her PFD so as to swim faster, but finding that the hull had gotten permanently away. What greater tragedy could there be in the name of the false security of "always wear a PFD" and in the name of "uniformity of law enforcement"?

2. In case of collision, boardsailors without a PFD can sometimes escape by going deep or quickly swimming out of the way. "This sounds far-fetched", the inexperienced might say. But consider some incidents-- not too frequent but not too rare either:

a) At the U.S. Boardsailing Association National Championships in July 1985, Anthony Spada of Port Washington, NY, was winning the first race at the time when his board was hit and badly damaged by a 50-foot powerboat. *Spada dived to safety before the collision and was not injured.* One hates to imagine what injury or fatality might have happened if, because of wearing a PFD, Spada had not been able to dive to safety.

b) According to the written description of the Tender Skipper, on April 13, 1986, in San Francisco Bay, one of the 12-meter (America's Cup) series ran right over a downed sailboard and rig. Luckily the rider was able to swim aside and was unharmed. There were four very highly skilled yachtsmen on the bridge of this yacht at the time of the incident. "The sun was low as it was late in the afternoon and the glare was very strong..." True, the downed boardsailor must share responsibility in this incident. But what tragedy might have resulted if the boardsailor, encumbered by an approved PFD, had been unable to swim aside quite quickly enough?

c) Your author on Long Island Sound late one afternoon in the summer of 1986 was patiently treading water with a downed rig, waiting for a sufficient puff to waterstart. Despite being in an area usually avoided by powerboats, he noticed one coming at him into the sun on a collision course. Quickly getting up on the hull and waving and shouting to attract attention, it was apparent that no one was tending the wheel of the powerboat (the skipper was doing some chore). I was hyperventilating and just getting ready to time my plunge for the depths when the powerboat skipper re-appeared and swerved aside. I would have been totally helpless if wearing an approved PFD.

3. In surf, boardsailors like surfers often need to dive below a breaking wave to avoid potential injury. A PFD of course prevents diving beneath the surface. Ken Winner, several time national champion, resident of The Gorge, and former resident of both Maryland and Hawaii writes: "Surfing a sailboard is much like surfing a surfboard. A sailor in surf is generally within swimming distance from shore, he frequently needs to swim short distances to recover his board after a fall, and he will dive under breaking waves and surges of whitewater so as to avoid their full force. *Thus gear that impedes efficient swimming, on the surface or below, can be a hazard.*"

#### F. PFD ENFORCEMENT HAS LED TO UNNECESSARY CONFLICT WITH POLICE

Every boardsailor who has sailed in a Draconian jurisdiction can tell you horror stories such as:

-Police in Oklahoma arresting boardsailors not carrying a whistle or other audible device.

- Police in Ohio arresting a boardsailor without a PFD, sitting on his hull in 12 inches of water on a riverbank.
- Police taking boardsailors shivering in their bathing suits into the police station for booking, because the boardsailor did not have positive identification on his person while sailing.
- Police in powerboats charging up to a boardsailor sailing in light air without a PFD so as to dump the boardsailor into the water with the police-boat wake before issuing a summons.
- Police issuing a summons to a boardsailor for not having a PFD, while a few feet away unaccompanied distance swimmers swim past, obviously without PFDs.
- Law-abiding Canadian sailors, many of them true experts, complying with the "always wear a PFD regulations" in Canada -- but never once wearing them in Florida, Hawaii, Barbados, or at Cape Hatteras.

Boardsailors know these stories, they know that PFDs don't always work, PFDs can sometimes be dangerous, and compulsory PFD carriage is a misapplication of a concept to boardsailing, which may be quite proper for other vessels and powerboats.

On the other hand, some windsurfers enjoy taunting the police. Hopefully, where this condition exists, the more levelheaded boardsailors can influence the police-baiters to cool it. In the interests of safety, we need a truce with the authorities, not more war. It would appear necessary for us as experienced boardsailors to explain the problem and these overall facts to legislators and other proper authorities in a convincing manner.

Thus we can contribute to the removal of improper and sometimes harmful regulations, and we can focus much needed proper safety education on the factors where it is truly needed!

#### G. RESPECT THOSE BOARDSAILORS WHO STILL USE PFDs!

Some boardsailors, even in jurisdictions not requiring PFDs, use them at least some of the time. Why?

On being asked, some refer to force of habit rooted in childhood requirements in sailing programs. Others apparently are not totally confident about their health or their swimming abilities. In such cases it is only prudent that if a boardsailor feels the least bit safer with a PFD, he or she should use it!

However, US Windsurfing advocates that such a boardsailor should observe all the other boardsailing safety precautions (with respect to hypothermia, offshore winds, etc.) and not be trapped into a false sense of security by using a PFD.

We have no quarrel with voluntary use of PFDs when and where the user deems advisable. We do have a quarrel with compulsory at-all-times mandatory use of PFDs for all boardsailors, as discussed in this paper.

Recent Updates since 1991 changes

Excerpt from Federal Register/ Vol. 58, No. 148/Wednesday, August 4, 1993/Rules and Regulations, section 175.15 "Personal Flotation Devices Required"; Sailboards, exempt...

“The Coast Guard has decided to formally exempt sailboards from Federal PFD carriage requirements, thus allowing each state to decide whether or not PFD’s should be worn and/or carried on sailboards based on climate and navigation conditions within its boundaries.”

## **Appendix C.**

### **PFD Survey and Petition Website Content**

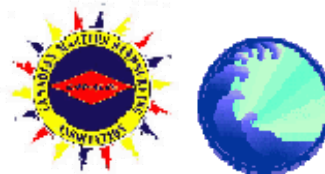
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- Title Page including support Associations, Clubs and Magazines.
- Introductory Page in English and French.
- Survey Page in English and French.
- Petition Page in English and French.
- Supporting Documentation in English and French.

**TITLE PAGE**

**Petition and Survey on the current Canadian Coast Guard Regulations  
on Minimum Required Safety Equipment for Sailboards  
in the Safe Boating Guide (March, 1999).**

Efforts supported by <clickable>



supporte ces efforts

**Pétition et sondage au sujet des règlements de la Garde côtière du  
Canada  
concernant l'équipement minimal requis pour planches à voile  
retrouvés dans le Guide de sécurité nautique (mars 1999).**

## **Introduction - English**

### **Petition and Survey on the current Canadian Coast Guard Regulations on Minimum Required Safety Equipment for Sailboards in the Safe Boating Guide (March, 1999).**

The Canadian Coast Guard (CCG, a division under Fisheries and Oceans Canada) and Transport Canada are currently in the process of reviewing and amending their regulations for small vessels based on recent changes to the Canadian Shipping Act. Included in these regulations are guidelines for the minimum required safety equipment for sailboards/windsurfers. These regulations are presented within the Safe Boating Guide (March, 1999). The [current CCG regulations pertaining to sailboards](#) can be seen on-line at the [CCG website](#).

As part of this review and amendment by the CCG, it has been mentioned that input from the windsurfing community will be sought. CCG admits that it does not have the required expertise to make well-founded judgments pertaining to these regulations. This gives the Canadian windsurfing community the ability to participate in pending revisions. The degree to which our input will be considered by the CCG cannot be anticipated but it is likely that our influence will remain minimal. However, a chance to demonstrate our position on the matter of safety equipment to the CCG is at hand.

A [survey](#) and [petition](#) have been developed in an attempt to convince the Canadian Coast Guard and Transport Canada that current regulations specifying the minimum required safety equipment for sailboards/windsurfers are unreasonable and should be changed to better reflect the needs of the Canadian windsurfing community. It is possible that current regulations are too restrictive and do not permit the user to use his/her judgment to best provide for his/her own safety. In addition, some of the items specified in the regulations are believed to be unrealistic and to create additional safety hazards if they were to be affixed to the sailboard or "vessel".

The [survey](#) and [petition](#) are currently available on-line through this website. Please take the time to fully read and understand the [CCG regulations for sailboards](#) prior to filling in the survey and petition.

- The [survey](#) is being designed to provide a better understanding of the current opinions and safety needs of the Canadian windsurfing community. The survey will provide the opportunity to answer several questions regarding your opinion on the current regulations. Comments and suggestions may also be provided.
- The [petition](#) is strictly based upon the PFD requirement. Please consider providing your on-line signature if you feel that PFD use should be made "Optional" or "Recommended" instead of "Mandatory", as implied by the current regulations. A list of [supporting arguments](#) for "pro-choice" is provided.

Your participation in this [survey](#) and [petition](#) is encouraged to ensure that current regulations promote the highest level of safety possible for Canadian boardsailors. At the completion of the survey and petition, a short report will be prepared for the Canadian Coast Guard and Transport Canada which will clearly outline the consensus

position of the Canadian windsurf community. It should be emphasized that this is not an attempt to persuade those who wear PFDs to abandon them. This is simply an effort to encourage the CCG to alter its regulations such that overall safety for boardsailors on the water is increased by allowing the boardsailor the freedom to choose what safety equipment best suits the conditions at the time.

I believe that the key to this process is patience, cooperation and participation. Please make every effort to ensure that all your friends and colleagues who windsurf for enjoyment or profession have the opportunity to voice their opinion through this survey and petition. Therefore, please forward the URL for this website to all of your windsurfing contacts, including all distributors, retailers, associations and individuals who are affected by the Canadian Coast Guard regulations and recommend that they participate in the survey and consider signing the petition.

If you have any questions or concerns regarding this matter, please do not hesitate to contact me by email at [kc-79@kos.net](mailto:kc-79@kos.net).

Sincerely,

A handwritten signature in black ink, appearing to read "Mike Fischer". The signature is stylized and cursive.

Mike Fischer, KC-79  
Web-Developer for the Kingston Boardsailing Association (KBA)

## Introduction - Français

### **Pétition et sondage au sujet des règlements de la Garde côtière du Canada concernant l'équipement minimal requis pour planches à voile retrouvés dans le Guide de sécurité nautique (mars 1999).**

La Garde côtière canadienne (GCC, une division du département des pêches et océans) et Transport Canada sont dans les processus de réviser et d'amender leurs règlements pour les petites embarcations face aux changements qui furent récemment apportés à la Loi sur la marine marchande du Canada. Retrouvées dans ces règlements sont des directives pour l'équipement minimal requis pour les planches à voile. Ces règlements sont présentés dans le Guide de sécurité nautique (mars 1999). Les [règles courantes concernant les planches à voile](#) peuvent être retrouvées sur l'Internet au [site Web de la GCC](#).

Comme partie intègre de cette révision, la GCC recherche la contribution de la communauté des planchistes. Elle admet ne pas avoir l'expertise nécessaire pour prendre des décisions bien fondées en ce qui concerne ces règlements. La communauté des planchistes canadienne a donc une occasion de participer au processus de révision. A quel point cette contribution sera considérée par la GCC ne peut être envisagée, mais elle aura probablement peu d'influence. Cependant, l'occasion de pouvoir faire connaître notre point de vue à la GCC concernant l'équipement de sécurité ne peut être ignorée.

Nous avons développé un [sondage](#) et une [pétition](#) dans l'intention de convaincre la GCC et Transport Canada que leurs derniers règlements spécifiant l'équipement minimal requis pour les planches à voiles et les planchistes sont irraisonnables et devraient être modifiés afin de mieux refléter les besoins de la communauté canadiennes de planchistes. Il est aussi possible que les présentes règles soient trop restrictive et empêchent l'utilisateur de faire appel à son bon jugement pour sa propre sécurité. De plus, certains des items requis par les règlements semblent être irréalistes et pourraient même créer un danger additionnel s'ils étaient affixés à la planche à voile, soit "l'embarcation".

Le sondage et la pétition sont présentement disponibles par l'entremise de ce site Web. Veuillez lire attentivement et comprendre les [règlements de la GCC pour les planches à voiles](#) avant de répondre au sondage ou de signer la pétition.

- Le [sondage](#) est conçu pour engendrer une meilleure connaissance des opinions et des exigences sécuritaires des planchistes canadiens. Ce sondage vous présente l'occasion de répondre à plusieurs questions concernant vos opinions sur les présentes règles. Vous pourrez aussi y insérer vos commentaires ou suggestions.
- La [pétition](#) vise strictement les exigences pour un vêtement de flottaison individuel (VFI). Veuillez considérer y insérer votre signature électronique si vous êtes d'avis que l'utilisation d'un VFI devrait être "**optionnel**" ou

**"recommandé"** au lieu d'être "obligatoire" tel qu'insinué par les présents règlements. Une liste d'arguments supportant la "liberté du choix" est [ici disponible](#).

Votre participation est encouragée afin d'assurer que les règlements puisse promouvoir le plus de sécurité possible pour les planchistes canadiens. Après avoir complété le sondage et la pétition, un court rapport sera préparé pour être présenté à la Garde côtière canadienne et à Transport Canada qui soulignera clairement la position de la communauté des planchistes au Canada. Comprenez que ceci n'est pas un effort pour persuader que ceux qui portent les VFI de les abandonner. C'est simplement un mouvement pour encourager la GCC de modifier leurs règles afin de permettre un niveau de sécurité plus élevé en permettant aux planchiste la liberté de choisir quel équipement de sécurité répond le mieux aux conditions.

Je crois que la clé du succès de ce mouvement est patience, la co-opération et la participation. Tentez d'assurer que tous vos amis et collègues qui font de la planche pour leur loisir ou leur profession aient l'occasion de faire connaître leurs opinions par l'entremise de ce sondage et de cette pétition. Veuillez donc acheminer l'adresse de ce site Web à tous vos contacts dans le monde de la planche à voile y incluant tous distributeurs, détaillants, associations et individus que sont affectés par les règles de la Garde côtière, et recommandez leur participer à ce sondage et de considérer signer la pétition.

Si vous avez des questions ou des inquiétudes face à ce projet, n'hésitez pas de me contacter par courriel à [kc-79@kos.net](mailto:kc-79@kos.net).

Sincèrement vôtre,



Mike Fischer, KC-79  
Auteur-Web pour la Kingston Boardsailing Association (KBA)

**Survey - English**

## On-Line Survey

The following on-line survey questions are intended to obtain an indication of the overall Canadian Windsurf Community's opinion on the current Minimum Required Safety Equipment for Sailboards specified in the Safe Boating Guide (March, 1999) as developed by the Canadian Coast Guard, Fisheries and Oceans Canada and Transport Canada. If you do not have access to a hardcopy of the Safe Boating Guide, it can be viewed on-line at: [http://www.ccg-gcc.gc.ca/obs-bsn/sbg-gsn/sailboard\\_e.htm](http://www.ccg-gcc.gc.ca/obs-bsn/sbg-gsn/sailboard_e.htm). Please take the appropriate time to answer honestly and truthfully after you have reviewed and understood the current regulations.

**Survey Question Topics:**

- What is your current level of understanding of CCG regulations?
- Do you feel that these regulations improve the overall safety of a sailboarder if compliant?
  - Do you currently comply with these regulations while sailing?

1.	Are you aware that as a windsurfer/sailboarder, you are required by current Canadian law to carry a minimum amount of safety equipment?	<b>Yes</b> <input type="radio"/>		<b>No</b> <input type="radio"/>
2.	Are you aware that as a windsurfer/sailboarder, if you fail to carry the required minimum safety equipment you may be subject to a \$255 fine or more?	<b>Yes</b> <input type="radio"/>		<b>No</b> <input type="radio"/>
3.	Which of the items in the table below, from the current list of Minimum Required Safety Equipment for Sailboards specified in the Safe Boating Guide (March, 1999), would you consider to be reasonably applicable to windsurfers/sailboards <i>and</i> which items would you consider to be a detriment to safety if carried?			
		<b>Useful</b>	<b>Useless</b>	<b>Hazard</b>
a.	One Canadian-approved personal flotation device (PFD) or lifejacket of appropriate size for each person on board.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b.	One buoyant heaving line (i.e. rope) of no less than 15m in length	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c.	One manual propelling device (i.e. paddle).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d.	A watertight flashlight or 3 Canadian-approved flares of Type A, B or C.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e.	A sound signaling device (i.e. whistle) or sound signaling appliance.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f.	Navigation lights that meet the applicable standards set out in the <i>Collision Regulations</i> if the pleasure craft is operated after sunset and before sunrise or in periods of restricted visibility.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.	Do you currently carry or wear a Canadian-approved personal flotation device (PFD) or lifejacket while	<b>Yes</b> <input type="radio"/>		<b>No</b> <input type="radio"/>

	windsurfing/sailboarding?			
5.	If you answered No to question #4 - Given that <b>inflatable</b> personal flotation devices (PFD) are Canadian-approved, would you consider wearing this type of PFD for safety reasons?	Yes <input type="radio"/>		No <input type="radio"/>
6.	If you answered Yes to question #4 - Do you wear a Canadian-approved PFD <b>only</b> because you are required to do so by current Canadian Law?	Yes <input type="radio"/>		No <input type="radio"/>
7.	Have you ever found yourself in a situation while windsurfing where you regretted not wearing a Canadian-approved PFD at the time?	Yes <input type="radio"/>		No <input type="radio"/>
8.	Have you ever been in a scenario while windsurfing where you felt your safety was comprised because you chose to wear a Canadian-approved PFD?	Yes <input type="radio"/>		No <input type="radio"/>
9.	Would you consider sacrificing right-of-way rules as specified by the <a href="#">Transport Canada Collision Regulations</a> if sailboards could be deregulated and thus made exempt from the Small Vessel designation?	Yes <input type="radio"/>		No <input type="radio"/>
10.	What are your main reasons for choosing to wear or not to wear a Canadian-approved PFD?			
	<div style="border: 1px solid gray; height: 40px; width: 100%;"></div>			
	<input type="button" value="Submit Query"/> <input type="button" value="Reset"/>			

Thank you for your participation in the on-line survey. Results will be published on this website at the conclusion of the survey period. Please consider the petition and whether or not you choose to provide your on-line signature.

Please note, if you are having difficulties submitting results, please download the following [.txt file](#), add in responses directly and email to [kc-79@kos.net](mailto:kc-79@kos.net).

Please note that your individual survey results will remain confidential. Your results are automatically emailed to us and we will only consider one set of responses in the event that you fill in the survey more than once.

This survey is intended for residents of Canada and Canadian citizens only.

This is not a secure website.

August, 2002

**Sondage – Français****Sondage**

Les questions qui suivent sont formulées dans l'intention d'obtenir une indication de l'opinion globale de la communauté de planchistes canadiens en ce qui concerne l'équipement minimal requis pour les planches à voile tel que spécifié dans le [Guide de sécurité nautique](#) de la Garde côtière du Canada, Pêches et océans Canada et Transport Canada. Veuillez s'il vous plaît prendre le temps pour répondre honnêtement aux questions après avoir révisé et compris les règlements courants.

**Sujets étudiés par le sondage:**

- **Quel est votre niveau de connaissance des règlements courants de la GCC?**
- **Croyez-vous que ces règlements augmentent le niveau de sécurité pour les planchistes qui les suivent?**
  - **Est-ce que vous obéissez présentement à ces règlements ?**

1.	Savez vous qu'en tant que planchiste, vous êtes obligés par les présentes lois canadiennes de traîner avec vous un nombre minimum de pièces d'équipement de sécurité lorsqu'en planche à voile?	<b>Oui</b> <input type="radio"/>		<b>Non</b> <input type="radio"/>
2.	Savez que si vous ne traînez pas l'équipement de sécurité minimal requis en planche à voile, vous pourriez être assujettis à une amende de 255\$ ou plus?	<b>Oui</b> <input type="radio"/>		<b>Non</b> <input type="radio"/>
3.	Lesquelles des pièces d'équipement ci-dessous, tirées du Guide de sécurité nautique, considéreriez-vous être utile, inutile ou dangereux en planche à voile, si vous deviez les porter avec vous?			
		<b>Utile</b>	<b>Inutile</b>	<b>Dangereux</b>
a.	Un vêtement de flottaison individuel ou un gilet de sauvetage homologué au Canada et de taille appropriée pour chaque personne à bord.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b.	Une ligne d'attrape flottante d'au moins 15 m de longueur.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c.	Un dispositif de propulsion manuelle. Pour une description plus détaillée, veuillez-vous référer à la définition des Dispositifs de propulsion manuelle.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d.	Une lampe de poche étanche ou trois signaux pyrotechniques de type A, B ou C homologués au Canada.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e.	Un dispositif ou un appareil de signalisation sonore.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f.	Des feux de navigation qui rencontrent les normes établies dans les <i>Règlements pour prévenir les abordages</i> si l'embarcation de plaisance est opérée entre le couché du soleil et le lever du soleil ainsi que durant les périodes de visibilité limitée.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.	Portez-vous présentement un vêtement de flottaison individuel ou un gilet de sauvetage homologué au Canada?	<b>Oui</b> <input type="radio"/>		<b>Non</b> <input type="radio"/>



**Petition – English****On-Line Petition**

The following on-line petition is intended to address only the items in the current Minimum Required Safety Equipment for Sailboards specified in the Safe Boating Guide (March, 1999) that pertain to personal flotation devices (PFD) and/or lifejackets. If you do not have access to a hardcopy of the Safe Boating Guide, it can be viewed on-line at: [http://www.ccg-gcc.gc.ca/obs-bsn/sbg-gsn/sailboard\\_e.htm](http://www.ccg-gcc.gc.ca/obs-bsn/sbg-gsn/sailboard_e.htm).

Please take the appropriate time to consider whether you wish to provide a digital on-line signature after you have reviewed and understood the current regulations. A list of some [supporting arguments](#) is provided which may convince you to sign, or not to sign the following on-line petition. Please take the time to review and understand the existing list of supporting arguments.

Please enter the following information to provide your on-line signature for the petition. The affixation of your name and email address will be considered by us as your electronic signature. All other information is optional. The information gathered here will be used for no other purpose than to compile a petition list and will be disclosed to no one else.

**Petition Statement:**

**We, the undersigned, believe that the CCG regulations for sailboarders/windsurfers should be changed to stipulate that PFD use shall be "recommended" or "optional" as opposed to "mandatory" as implied by the current regulations such that our level of safety while on the water may be improved.**

First Name: (required)	<input type="text"/>
Last Name: (required)	<input type="text"/>
Email Address: (required)	<input type="text"/>
Street Address:	<input type="text"/>
City	<input type="text"/>
Province	Ontario <input type="button" value="v"/>
Local Association or Club	<input type="text"/>
	<input type="button" value="Submit"/> <input type="button" value="Clear_Form"/>

Thank you for your participation in the on-line petition. The final number of participants will be published on this website at the conclusion of the petitioning period. Please note, if you are having difficulties submitting your petition, please download the following [.txt file](#), add in responses directly and email to [kc-79@kos.net](mailto:kc-79@kos.net).

If you would like to express your individual support for "Pro-Choice", I encourage you to write to the Senior Standards and Regulations Officer at the Canadian Coast Guard:

Colin Michael  
Senior Standards and Regulations Officer  
Canadian Coast Guard/Garde côtière canadienne

Office of Boating Safety/Bureau de la sécurité nautique  
Phone: (613) 998-1378  
Fax: (613) 996-8902  
200 Kent Street Stn. 5E217  
Ottawa, ON  
K1A 0E6  
email: MichaelC@dfo-mpo.gc.ca

Please note that your participation in the on-line petition will remain confidential as will the information you fill in. Your on-line signature is automatically emailed to us and we will only consider one on-line signature in the event that you fill in the petition more than once.

This petition is intended for residents of Canada and Canadian citizens only.

This is not a secure website.

August, 2002

## Pétition – Français

### Pétition électronique

Le pétition électronique suivant à pour intention d'adresser seulement la section de l'[Équipement minimal requis pour planchistes](#) retrouvée dans le [Guide de sécurité nautique](#) (mars 1999) qui traite du port de vêtement de flottaison individuel et/ou de gilets de sauvetage.

Prenez votre temps pour considérer si vous voulez fixer votre signature électronique après avoir révisé et compris les règlements courants. Notre [liste d'arguments](#) vous est disponible pour vous aider dans votre décision de signer ou ne pas signer cette pétition électronique. Veuillez prendre le temps pour les réviser et les comprendre.

Pour signer notre pétition, insérez l'information retrouvée dans le formulaire ci-dessous. L'insertion de votre nom complet et votre adresse de courriel sera considérée comme l'équivalent de votre signature. Toute autre information est optionnelle. Les données recueillies ici ne seront utilisées que pour rédiger notre pétition et ne sera dévoilée à personne sauf les autorités de la Garde côtière et de Transport Canada.

#### Énoncé de la pétition:

**Nous, sous-signés, croyons que les règles de la Garde Côtière du Canada pour les planches à voiles, devraient être changée pour stipuler que le port de vêtements de flottaison individuels sera "recommandé" ou "optionnel" au lieu de "obligatoire", tel qu'indiqué par les présents règlements, afin que notre niveau de sécurité sur l'eau puisse être amélioré.**

Prénom: (obligatoire)	<input type="text"/>
Nom de Famille: (obligatoire)	<input type="text"/>
Courriel: (obligatoire)	<input type="text"/>
Adresse:	<input type="text"/>
Ville	<input type="text"/>
Province	<input type="text" value="Ontario"/>
Association ou Club local	<input type="text"/>
	<input type="button" value="Soumettre"/> <input type="button" value="Effacer"/>

Merci pour votre participation à cette pétition électronique. Le nombre de signature final sera publié sur ce site Web à la conclusion de la période de pétition. Notez bien: si vous avez de la difficulté à soumettre cette pétition, téléchargez [ce document](#), répondez aux questions et envoyer le à [kc-79@kos.net](mailto:kc-79@kos.net). Si vous voudriez exprimer votre soutien individuel de "Pro-Choix", je vous encourage à écrire à la garde côtière canadienne:

Colin Michael  
Senior Standards and Regulations Officer  
Canadian Coast Guard/Garde côtière canadienne

Office of Boating Safety/Bureau de la sécurité nautique

Phone: (613) 998-1378

Fax: (613) 996-8902

200 Kent Street Stn. 5E217

Ottawa, ON

K1A 0E6

email: MichaelC@dfo-mpo.gc.ca

Notez que votre participation à cette pétition demeurer confidentielle ainsi que toute information que vous y soumettez. Nous n'accepterons qu'une signature par adresse de courriel afin de préserver l'intégrité de cet effort.

Cette pétition est pour les résidents et citoyens canadiens seulement.

Ce site n'est pas protégé.

août 2002

## Supporting Arguments – English

### List of Supporting Arguments

The following is a list of supporting arguments against current Minimum Required Safety Equipment for Sailboards specified in the Safe Boating Guide (March, 1999), primarily those that pertain to personal flotation devices (PFD) and/or lifejackets. If you do not have access to a hardcopy of the Safe Boating Guide, it can be viewed on-line at: [http://www.ccg-gcc.gc.ca/obs-bsn/sbg-gsn/sailboard\\_e.htm](http://www.ccg-gcc.gc.ca/obs-bsn/sbg-gsn/sailboard_e.htm). Please take the time to read the following list of supporting arguments and to submit your own. We would like to develop a comprehensive list of arguments that reflect the views of all Canadian sailboarders/windsurfers.

Potential reasons why PFDs pose a safety hazard to sailboarders:

- PFDs inhibit movement. The ability to move unrestricted is essential for a number of actions to ensure ones safety. First and foremost, PFDs inhibit the ability to swim efficiently and this is likely to result in more problematic situations than they will alleviate or eliminate. Additional actions that may be significantly hindered include; escaping from beneath ones sail while submerged (this difficulty of this action is compounded when one remains 'hooked-in' and entangled while submerged beneath the sail), ducking oneself and ones gear beneath breaking waves, and escaping a variety of unsafe situations such as collision with pleasure boaters. Equipment that impedes efficient swimming and general movement, on the surface or below, can be a hazard.

Some reasons why people choose not to wear PFDs:

- In the event of injury or breakdown where flotation may be beneficial, the sailboard itself offers typically anywhere between 60-250 kg of buoyancy. A sailboard provides much more buoyancy than a PFD. Unlike other small vessels, a sailboard cannot sink even when damaged and thus the flotation is always available, provided the boardsailor can reach the board.
  - In the event of injury or breakdown, ones sailboard is of much more value than the flotation offered by a PFD since the board serves as a means of transportation back to shore. A PFD will only hinder this process, whether a regular PFD or inflatable.
  - Wetsuits, steamers and dry-suits worn during the majority of the sailing season in Canadian waters themselves provide a small amount of flotation but more importantly protect against hypothermia, arguably the biggest danger to sailboarders in Canadian waters.
  - All PFDs interfere in some manner and to some degree with most commercially available windsurfing harnesses. A windsurf harness allows a significant reduction in fatigue for the user. Any interference of harness use will therefore cause an increase in fatigue while sailing and will thereby increase the likelihood of problems arising.
  - Donning a PFD will not decrease the time to onset of hypothermia. They provide minimal cold weather insulation, if any.

Other issues to consider:

- Swimmers are not required to wear PFDs. Swimming is an integral part of the sport of windsurfing. Although the duration for which a particular sailboarder will swim is dependant on ones ability, it remains a fact that all who participate in the sport will, at some point in time, be required to swim. This is not the case for all other 'small vessels' on which users do not anticipate swimming will be necessary. This enters the notion that a sailboard may be considered a water-toy as opposed to a true vessel similar to

surfboards. In contrast to all other "small vessels", wearing a PFD on a sailboard is NOT a reasonable substitute for becoming a confident swimmer.

- From information available on the WWW, not necessarily fact, the two main potential dangers in the sport of boardsailing are hypothermia and offshore winds. Hypothermia can only be avoided by wearing suitably protective cold weather equipment such as "steamers" or dry-suits and neoprene boots, gloves and hoods. The best protection in offshore winds is either avoidance or the ability to stay with ones hull such that paddling back to shore is a viable option. Boardsailing with a friend will reduce both of these risks significantly. The best safety measure is education and common sense.
- The most common argument for PFD use seems to be the scenario when a boardsailor may become unconscious due to impact on the head by the hull or the rig. The occurrence of this is rare, primarily since the forces of nature tend to make such an occurrence unlikely. In general, boardsailors stand on the windward side of the rig and thus during falls, the rig falls away from the boardsailor towards the opposite side of the hull.
- An inflatable PFD may result in entanglement with ones rig or hull. For many, the only occasion where one may see value in a PFD is when unconscious. If unconscious (a rarity), one would be unable to activate the inflatable life vest making it useless. In all other circumstances, the board is more than enough flotation.
- For most other small vessels, it is only a requirement that a suitable number of Canadian-approved PFDs be carried on board. The crew is not required to wear the PFDs. This provides a false sense of security for those on board and in the event of a capsize, any non-swimmers are likely not able to reach and secure a PFD to save themselves from drowning (Case in point - recent capsize of a tour boat in Ottawa, Ontario). On the other hand, all sailboarders must, at minimum, be satisfactory swimmers and thus regulations should be more lenient than for most other small vessels where swimming ability is not a prerequisite.
- The current fine in the Province of Ontario for a driver failing to secure safety belt in an automobile (Highway Traffic Act Section 106(3)) is \$90. Why should the CCG impose a \$255 fine for failing to carry or wear a PFD while on a sailboard? Why should the fine for PFDs (a questionable safety item) be greater than that for a seatbelt (a known safety item).
- In 1991, the US Coast Guard exempted sailboards from federal PFD carriage requirements and allowed the states to decide whether or not PFDs should be worn, based on the climate and navigation conditions. Only 8 states currently require that PFDs be worn by boardsailors.

**In general, the Federal Government of Canada is violating personal rights by legislating safety standards that do not necessarily contribute to safety. Allowing the selection of suitable safety equipment to the discretion of the individual boardsailor is the best way for the Federal Government of Canada to ensure the safest conditions while on the water.**

Thank you for taking the time to view this website. If you wish to provide additional supporting arguments, please email them to [kc-79@kos.net](mailto:kc-79@kos.net). Also, if you have any anecdotal accounts of situations where you wish you wore, or did not wear a PFD, please email them as well.

Please note that any contributions to this list of supporting arguments will remain entirely confidential.  
This is not a secure website.  
August, 2002.

## Liste de nos Arguments – Français

### Liste de nos arguments

Voici une liste de nos arguments contre l'[Équipement minimal requis pour planchistes](#), tel qu'indiqué le Guide de sécurité nautique (mars 1999) principalement en ce qui concerne les Vêtements de flottaison individuels(VFI) et les gilets de sauvetage. Veuillez prendre le temps de bien lire la liste de nos arguments, et ensuite soumettre les vôtres. Nous aimerions obtenir une liste qui reflètent l'opinion de tous les Canadiens qui pratiquent la planche à voile.

Raisons possibles que les VFI représentent un risque de sécurité pour planchistes:

- Les VFI limite le mouvement. L'habileté de faire certaines manœuvres sans restrictions est essentielle à la sécurité. Tout d'abord, les VFI empêchent de nager efficacement et cela peut causer plus de problèmes qu'ils en éliminent. Il peut être difficile de se libérer lorsqu'on est pris en dessous d'une voile submergée (cela est encore plus difficile lorsqu'on reste "accroché" sous la voile submergée), de se glisser sous une vague portante ou d'éviter une collision avec des bateaux de plaisance. L'équipement qui empêche la nage ainsi que la liberté de mouvement en général, que ça soit à la surface ou sous l'eau, représente un danger.

Quelques raisons pour lesquelles certains planchistes ont décidé de ne pas porter de VFI :

- S'il se produisait un accident où la flottaison deviendrait nécessaire, la planche à voile offre approximativement de 60-250 kg de flottaison. ce qui est beaucoup plus qu'un VFI. Contrairement à d'autres petites embarcations, une planche ne peut pas caler même si elle est sérieusement endommagée, par conséquent la flottaison est toujours disponible aussi longtemps que le planchiste peut s'accrocher à la planche.
- Lors d'un accident la planche est beaucoup plus avantageuse qu'un VFI parce qu'elle permet au planchiste de retourner à la plage en pagayant des mains. Un VFI ne ferait que nuire à ce processus.
- Les combinaisons protectrices sont portées la majorité de la saison de planche à voile dans les eaux canadiennes, permettant ainsi une certaine flottaison ainsi qu'une bonne protection contre l'hypothermie, qui est d'ailleurs considérée un des plus grands dangers pour les planchistes dans les eaux canadiennes.
- Tous les VFI nuisent jusqu'à un certain point avec les harnais disponibles sur le marché. Un harnais permet à l'utilisateur de réduire considérablement la fatigue. Qu'elle que soit l'interférence avec l'utilisation de ces harnais, elle augmentera la fatigue lors de la planche à voile et par conséquent les risques d'encourir des problèmes
- Les VFI ne protègent pas contre l'hypothermie parce qu'ils n'offrent qu'une protection minimale contre le froid.

D'autres points à considérer :

- Les nageurs ne sont pas obligés de porter de VFI. La nage fait partie intégrale de la planche à voile. Malgré le fait que la durée de la nage varie d'un individu à l'autre, il faut mentionner que tous ceux qui participent à ce sport seront obligés de nager à un moment donné. Cela n'est pas le pour les autres petites embarcations dans lesquelles les utilisateurs n'anticipent pas que la nage soit nécessaire. Cela implique que la planche à voile est considérée un jouet nautique, tel les planches de surf, au lieu d'une petite embarcation. Contrairement à toutes autres petites embarcations, le port d'un VFI lors de la planche à voile NE remplace PAS le besoin d'être bon nageur.

- Si on considère l'information disponible sur le Web, qui ne représentent par nécessairement les faits, les deux principaux dangers dans le sport de la planche à voile sont le l'hypothermie et les vents du large. L'hypothermie peut être évitée seulement par le port de vêtements de protection tels les "steamers" ou les combinaisons, bottines et gants de néoprène. La meilleure protection dans le cas des vents du large est , bien sûr, d'éviter cette situation, ou bien de rester avec l'équipement qui permettra de retourner au rivage en pagayant. Être accompagné par un autre planchiste réduira de manière significative ces deux risques. La meilleure mesure de sécurité reste toujours l'éducation et le bon sens.
- L'argument le plus fréquent en faveur des VFI semble être la perte de conscience d'un planchiste due à une blessure s'il se cogne la tête contre la planche ou l'arrimage. Cette situation est très rare, étant donné que généralement les forces du vent tendent à propulser l'arrimage du côté opposé du planchiste.
- Un VFI gonflable peut créer un enchevêtrement avec l'arrimage ou la planche. Pour la plupart, la seule occasion où un VFI gonflable pourrait aider est lorsque le planchiste perd conscience (ce qui est très rare) . Il serait dans ce cas incapable de gonfler son VFI et par conséquent, son usage est futile. Dans toutes autres circonstances, la planche est suffisante pour l'aider à flotter.
- Pour la plupart des petites embarcations, les règlements indiquent qu'il faut avoir à bord un certain nombre de VFI approuvés par les autorités canadiennes. L'équipage n'est pas obligé de les porter et si le bateau chavirait , quelqu'un qui ne sait pas nager ne pourrait pas les utiliser. Prenez par exemple le bateau hybride qui a récemment chaviré à Ottawa. Par contre, tous les planchistes ont au moins des connaissances base en natation, et donc les règlements devraient être moins sévères que pour les petites embarcations (où la natation n'est pas un pré-requis).
- Le prix courant d'une amende pour un automobiliste qui n'a pas attaché sa ceinture de sécurité est de \$90. Pourquoi la GCC impose-t-elle une amende de \$255 pour ceux qui ne portent pas de VFI en faisant de la planche à voile? Pourquoi cette amende (dont l'efficacité est discutable) est-elle supérieure à celle pour la ceinture de sécurité(dont l'efficacité est prouvée). En 1991, la Garde Côtière des Etats Unis a déclaré une exemption au niveau fédéral du port des VFI pour les planchistes, laissant la décision du port des VFI à chaque État qui se baserait sur le climat ainsi que les conditions de navigation. Seulement 8 États obligent les planchistes à porter des VFI.

**Le Gouvernement fédéral canadien empiète sur les droits de la personne en approuvant des lois qui ne contribuent pas nécessairement à la sécurité individuelle. De laisser la sélection de l'équipement de sauvetage à la discrétion de chaque planchiste est la meilleure façon pour le Gouvernement Federal du Canada d'assurer la sécurité nautique des planchistes.**

Merci d'avoir pris le temps de visiter ce site .Si vous désirez ajouter vos propres discussions, faites-les parvenir par courrier électronique à l'adresse [kc-79@kos.net](mailto:kc-79@kos.net). Si vous voulez raconter des situations dans lesquelles vous auriez aimé porter ou ne pas porter votre VFI , veuillez les faire parvenir également à la même adresse.

Veuillez noter que toute contribution à la liste d'arguments sera traitée de façon confidentielle.  
Ce site n'est pas protégé. Août 2002.

## **Appendix D.**

### **Survey Response Database**

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Appendix D - Survey Results

#	Q1	Q2	Q3a	Q3b	Q3c	Q3d	Q3e	Q3f	Q4	Q5	Q6	Q7	Q8	Q9	Q10
1	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	Yes	-	-	-	Wear PFD mainly for flotation, sometimes warmth. Would prefer to wear more sport specific PFD that is not Canadian approved. I do not want to pay any fines to our rapacious government. I already pay too much tax.
2	Yes	Yes	Hazard	Useless	Useless	Useless	Useful	Useless	No	No	-	No	Yes	Yes	I did wear a PFD until I almost drowned while caught under the sail and hooked into my harness, if I had no PFD I could have escaped much more easily.
3	Yes	No	Useful	Useless	Hazard	Useless	Useful	Hazard	No	Yes	Yes	No	Yes	Yes	
4	Yes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
5	Yes	No	Useful	Hazard	Hazard	Useless	Useless	Hazard	No	No	-	No	Yes	Yes	on flotte deja beaucoup avec le suit de neoprene et le harnais. La planche est un objet flottant de secours. Porter un gilet de flottaison est dangereux lors des sauts et dans les vagues, ou il faut parfois aller sous l'eau pour notre securite.
6	Yes	No	Useful	Hazard	Hazard	Useless	Useless	Hazard	Yes	No	Yes	No	No	Yes	Canadian law
7	Yes	No	Useful	Hazard	Hazard	Useless	Useful	Hazard	No	No	-	No	No	Yes	I wear a non approved pfd and it works just fine... when wearing a thick wetsuit a pfd is very cumbersome and basically useless for flotation purposes as the wetsuit is very floaty
8	Yes	No	Useful	Hazard	Hazard	Useless	Useful	Useless	No	No	-	No	No	No	The PFD I wear all the time is US Coast Guard approved. The legislation should accept all US or Canadian CG approved PFD. I bought my PFD in Canada at the MEC as it was the most comfortable and did not ride up and obstruct my face.
9	Yes	No	Hazard	Hazard	Hazard	Useless	Useful	Useless	No	No	-	No	No	Yes	interferes with windsurfing.... not compatible with harness, wetsuit provides enough flotation
10	Yes	Yes	Useful	Useless	Useless	Useless	Useless	Useless	Yes	Yes	No	No	No	-	
11	Yes	No	Hazard	Useless	Useless	Hazard	Useful	Useless	Yes	-	No	No	Yes	Yes	Ne sais pas nager - J'en porte un approuve pour conformer la loi, mais a rends la nage vers la planche difficile apres une chute. Un gilet plus mince serait plus securitaire
12	No	No	Useful	Hazard	Hazard	Hazard	Hazard	Hazard	Yes	-	No	-	No	No	I wear a PFD most of the time because the additional flotation makes waterstarting easier. I do NOT wear a PFD while wave sailing because it is dangerous. You need to be able to dive under the big waves. I don't, however, get much opportunity to wave sail in Canada because I live on the prairies. My useage of a PFD will NOT change regardless of current or future CCG regulations. I don't believe that you can regulate safety - the braindead and the stupid will still be braindead and stupid no matter how many regulations are passed. Regulations only allows blame to be assessed after an accident -it doesn't prevent the accident. I wear a seatbelt while driving because it is the smart thing to do - not because there is a law.
13	Yes	No	Useful	Useful	Hazard	Useless	Useful	Useless	Yes	-	No	Yes	No	-	reason is for safety during breakdowns, and it helps at times clearing the sail. Breakdowns are rare, but occure enough for me to want a pfd. At the gorge my friends have been in the middle of the river with -broken bases.-broken masts.-broken sails.-etc. I have had my sail fall on my board and balance perfectly on the boom and the whole package starts going downwind faster than you can swim. For me a pfd is not a problem. I even carry a whistle. The only big risk as I see it, is if your rig and board get separated, and your board blows away, without a pfd your in big trouble. Thats my personal experience. I know of the negatives, but its usually wave, and more high end sailers that don't want one, because of the restrictions in swimming and getting clear of falling gear as well of the physical restrictions.
14	Yes	Yes	Hazard	Useless	Useless	Useless	Useless	Useless	No	No	-	No	Yes	Yes	- Bad experiences, caught under the sail, unable to unhook, straps and tie up laces tend to get caught on things, compromised mobility.
15	No	No	Useful	Useful	Hazard	Hazard	Useless	Useless	Yes	-	Yes	No	No	Yes	I do wear a life jacket and it does help in some instances like water starting or just laying back in the water to rest. The jacket does get in the harnesses way. I haven't yet modified my life jacket so that it is not in the way but I will since a number of time this summer I was stuck to my harness because of the life jacket. My problem is that there are no dealers in town that produce appropriate life jackets at a reasonable price. I am not going to spend more that the \$30 for something like that. Hopefully the modifications that I have planned for my current life jacket work to alleviate the issues I have with the life jacket. I do not sail in conditions where having a life jacket is a hazard more than what I stated above but there are some that do. The major companies that produce windsurfers from what I can see do not produce life jackets, they do make vests that you can add weight so you can go faster in speed trials. The industry does not feel that life jackets are a manditory necessity, otherwise they would be tring to make money selling that peice of equipment also.
16	Yes	No	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes	-	No	No	No	Yes	concerns that I will drown if I lose conciousness
17	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Hazard	Yes	-	No	No	No	No	Provides confidence that I'll be able to make it back to shore should I experience a serious equipment malfunction or injury. I think it helps with waterstarts

18	Yes	No	Useless	Hazard	Hazard	Hazard	Useless	Hazard	Yes	No	Yes	No	Yes	Yes	A sailboard is not a sailboat and they can't accommodate all that equipment. windsurfers fall in the water frequently, so they have to swim well. They sail usually very close to the shore, not much farther than usually swimmers are. PFDs make windsurfing more difficult, serve no purpose and are even a hazard sometime. I had a few situations when I fell in the water and got covered with my sail. My PFD made getting out from under the sail so much difficult that I was afraid of my life. I do not need an additional PFD. My sailboard should be my only PFD.
19	Yes	No	Hazard	Useless	Useless	Useless	Useful	Useless	No	No	-	No	No	Yes	le gilet est trop encombrant et nuit a une bonne mobilite neccessaire en planche a voile.En plus il pourrait meme etre dangeureux%3Aexemple coincide sous la voile avec le harnais encore accroche Genant pour la planche quand on doit plonger sous la voile pour les manevres dans l'eau Peut pratique quand on porte un harnais dorsal %21
20	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	Yes	Yes	No	Yes	No	
21	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useful	Yes	-	No	Yes	No	-	Wearing a PFD for all water sports is an essential part of your personal safety equipment. For windsurfing where a significant part of the time is spent in the water either by losing your balance and falling off the board or intentionally by performing a water start, PFDs are even more essential. Windsurfers in general don't have any redundant systems, masts break, sails fail, mast steps become un-attached or ropes can fail rendering the sailboard useless. With the possibility that these situations could arise is wearing a PFD for your own protection seem unreasonable.
22	No	No	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes	Yes	No	No	No	No	If you hit your head or swallow a lot of water it will keep you a float. If you have troubles water starting it will help you save energy by not having to swim%2Ftread water constantly.
23	Yes	No	Useful	Hazard	Hazard	Hazard	Useless	Hazard	Yes	Yes	No	No	No	Yes	I choose to wear or not to wear a PFD, when windsurfing, depending on wind, water - weather conditions at the time and depending on the type of windsurfing that I am doing at the time.
24	Yes	Yes	-	Hazard	Hazard	Useless	Useful	Hazard	No	No	-	No	Yes	Yes	the risk of the sport in Canada does not change with or without a PFD. What should be mandatory is wearing a wetsuit suitable for the conditions. I have seen people trying to windsurf in early spring ie hypothermia temp. waters, with PFD and shorts only. does the PFD really protect that individual. Personal safety IS the issue, not simple compliance to CCG regulations.
25	Yes	Yes	Useless	Hazard	Hazard	Useless	Useful	Hazard	No	No	-	No	Yes	Yes	
26	Yes	No	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes	-	No	No	No	Yes	Fear of being knocked unconscious by the rig sail, mast, boom, and unable to remain afloat.
27	Yes	No	Useful	Useless	Hazard	Useless	Useful	Hazard	Yes	No	No	No	No	No	Securite... en cas de perte de conscience Recevoir le mat sur la tete.
28	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes	-	Yes	No	No	Yes	I wear one for safety reasons as I frequently sail alone and NOT in waves. If I was wave sailing I would NOT wear one for safety reasons.
29	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes	-	No	No	No	Yes	enlever en cas de besoin vagues, qu'on essayer de mettre si tu n'en as pas. Les seules conditions ou je crois qu'on devrait ne pas en porter, c'est quand on joue dans des vagues qui cassent, des vagues surfer. C'est quand meme pas le lot quotidien de chacun de nous malheureusement... Si tu t'assomes ou tu te casses un membre, tu vas etre bien content de flotter sans effort grace la ceinture. Si tu es mal pris dans les vagues comme je l'ai ete une fois, la veste est facile a enlever. Si tu brises ton aileron, tu prends ton gilet puis tu l'accroches sous ta planche pour te donner un plan de d'arive. Ca ma deja servi. Une chose qui serait securitaire quand tu es en mer, sur le fleuve ou dans le golfe, ca serait un VHF portatif etanche. T'es en bris d'equipement %3F T'appelles sur le canal 16, et puis le bateau le plus proche peut se derouter pour te preter assistance. Le courant est fort sur le fleuve, on derive vite....
31	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	No	Yes	No	No	Au Quebec je porte un gilet en tout temps. Previens les tractures au c'tes lors d'impact avec planche ou wish. Plus facile de lever la voile au waterstart. plus facile de rester a flot si tu perds ton stock, et plus visible aussi En mer, cabarete, hawaii, gilet de sauvetage danger
32	Yes	No	Useless	Useless	Hazard	Hazard	Useful	Hazard	No	Yes	-	No	-	Yes	it gets in the way and offers no safety in my opinion. The wetsuit and harness allow me enough floatation to stay comfortably at the surface, yet submerge if I need to. If I ever did get knocked out, the PFD doesn't even float me face up.
33	Yes	Yes	Useless	Hazard	Hazard	Hazard	Useless	Hazard	No	Yes	-	No	Yes	Yes	
34	Yes	Yes	Useful	Useful	Useless	Useless	Useless	Useless	No	No	-	No	Yes	Yes	would not be worn a PFD because in rough conditions it can hinder your mobility and ability to retrieve your equipment when you fall in the water. The hull of a windsurfer has a flotation usually equal to 70-160 Kg. and unlike a sailboat is a functional flotation device while in the water. I feel that the option to sacrifice right of way in order to be deregulated would be an appropriate compromise for this situation. Most windsurfers will not place themselves in a situation where they have to trust that another larger vessel will yield - it's simply too risky. Most windsurfers in my area Kingston, ON do not use a PFD for the same reasons I have stated about. The fines are appropriate for larger sailing vessels but are a source of frustration for windsurfers. The fine is expensive but don't function as an incentive to wear a PFD - and you can't stow a PFD on a windsurfer. A revision of the current laws would be much appreciated.

Appendix D - Survey Results

35	Yes	No	Useful	Useless	Useless	Useless	Useful	Useless	No	Yes	Yes	No	No	Yes	I think it is a good idea to wear a life jacket for obvious safety reason prevent drowning in heavy conditions or if you get hit in the head somehow but I prefer to wear a streamlined life jacket such as a Neil Pryde jacket which I don't think is Canadian approved. The more lighter PFDs don't seem to be Canadian approved therefore perhaps the Canadian regulators should be more flexible on approving more types of PFDs including the light weight slimmer versions.
36	Yes	Yes	Useful	Useless	Hazard	Hazard	Useful	Hazard	Yes	Yes	No	No	No	No	
37	Yes	-	Useless	Useless	Hazard	Hazard	Useless	Useless	-	-	-	-	-	Yes	comfort, and enjoyment of my sport.
38	Yes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
39	No	No	Useless	Useless	Useless	Useless	Useful	Useless	No	No	-	No	Yes	No	Ma combinaison m'aide a flotter et c'est un accessoire que j'utilise tout le temps, beau temps mauvais temps. Un gilet de sauvetage adapte a la planche a voile coute tres cher. Un gilet type canoe n'est pas tres commode vu qu'il faut y ajouter un harnais. J'ai deja essaye un gilet de sauvetage a bord d'un petit voilier et l'experience n'a pas ete plaisante. Une fois coincide sous la voile, j'ai du me defaire de mon gilet pour pouvoir respirer a l'air libre. C'est la raison de ma reponse . En Planche, je finis sous ma voile en moyenne une fois par session lorsqu'il vente fort...
40	Yes	Yes	Useful	Useless	Useless	Useless	Useless	Useless	Yes	-	Yes	-	Yes	Yes	I can't afford the ridiculous fine.
41	Yes	No	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	No	No	No	-	
42	Yes	No	Useful	Useless	Useless	Useless	Useful	Useless	Yes	Yes	Yes	No	No	Yes	
43	Yes	Yes	Useless	Hazard	Hazard	Useless	Useful	Useless	No	Yes	-	No	No	Yes	I don't wear one, because if I have to swim for my board or rig, I want to be able to swim quickly, and this is difficult to do while wearing a pfd. I feel that a windsurfer should be treated more like a swimmer than a boater. A windsurfer, like a swimmer, expects to end up in the water, and dresses appropriately for that situation. Boaters do not wear wetsuits, and do not anticipate ending up in the water, and thus need to wear pdfs. A good wetsuit is much more important to a windsurfer than a pfd. A windsurfer is not a boat that can sink, the board provides excellent flotation in the event that you have to paddle back to shore due to equipment breakage, poor wind conditions, etc.
44	yes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
45	Yes	Yes	Useful	Hazard	Hazard	Hazard	-	Useless	Yes	-	No	No	Yes	Yes	I do wear one. Easier to water start big race sails. Can't swim well. Impact protection when crashing onto gear.
46	Yes	Yes	Useless	Useless	Useless	Useless	Useful	Useless	No	Yes	-	No	No	Yes	For myself the decision to wear or not to wear a life vest depends on the sailboarding scenario. Generally speaking, when sailing alone, I will usually opt to wear one, but when among others, most often not.
47	Yes	No	Useful	Hazard	Hazard	Useless	Useless	Useless	Yes	-	Yes	No	No	Yes	worn for fine avoidance and for visibility, when down in traffic
48	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	No	No	No	Yes	Flotation in case of separation from board
49	No	No	Useless	Hazard	Hazard	Useless	Useless	Hazard	No	No	-	No	Yes	No	Dans la vague il est dangereux d'avoir un gilet et de tout facon tout les planchiste connaissent leur limite et ca devrait etre a leur choix.De plus J'ai commencer a 13 ans. J'ai 31 et je n'ai jamais eu ou vu l'utilisation.
50	Yes	Yes	Useful	Hazard	Hazard	Useless	Useless	Hazard	No	No	-	No	No	No	I have windsurfed for 20 yrs. I am pro-choice, because there are conditions when I like wearing a PFD and conditions that I don't. Conditions I like to wear a PFD include -as a beginner windsurfer, - on very cold days for extra warmth, and on warm days when wearing a shorty wetsuit or bathing suit for the extra buoyancy for waterstarting. Conditions I do not like to wear a PFD include -when I am wearing a full steamer wetsuit which is most of the time as it is buoyant enough, -in heavy wind conditions where the PFD impedes quick swims, -on the coast when sailing in shore break where the PFD is a danger as you cannot dive under the breaking waves, -and because the board itself is a natural safety platform - it cannot sink and leave you stranded.
51	Yes	Yes	Useless	Hazard	Hazard	Hazard	Hazard	Hazard	No	Yes	-	No	No	No	Available Canadian approved PFD's are a hinderance to movement when in the water positioning board and sail for waterstarts, etc., and when on the board they interfere with use of harness and harness lines as well as restricting upper body mobility. For these reasons I generally don't wear a PFD.
52	Yes	Yes	Useless	Useful	Useful	Useful	Useful	Useless	No	No	-	No	No	No	inutile, la planche elle-meme est assez, elle ne coule pas si il y avait un grave accident, la ceinture permettrait de retrouver le corps plus rapidement, la ceinture ne sauvera pas une personne inconsciente le casque par ailleurs serait deja une methode de protection plus efficace que la ceinture.
53	Yes	Yes	Hazard	Hazard	Hazard	Useless	Useless	Hazard	No	No	-	No	Yes	Yes	I don't wear a PFD because it gets in the way. It prevents me from swimming to my equipment when I get separated from it, especially in wavy conditions. When the waves are big, it is important to be able to swim DOWN under the surface to go under the waves. It is very hazardous NOT to be able to do so. I suggest windsurfers be exempt from the PFD requirement.

54	No	No	Useless	Hazard	Hazard	Hazard	Useless	Hazard	No	No	-	No	Yes	No	Le port du gilet n'ais a mon comort lors de mes sorts en planche a voile. Le port du gilet peut etre dangereux lorsque le plan d'eau est tres agiter, il risque de vous entrainer dans le rouleau des vagues. Le port du gilet n'est d'aucune utilite en planche a voile, nos vetement isothermique flotte, donc il est tres facile de nager avec, ensuite le gilet pourrait etre utile sur un plan d'eau calme, suite a une chute en cas de perte de connaissance mais la planche a voile se pratique principalement sur des plan d'eau agiter ainsi si vous etes inconscient vous ne resterez pas la tete hors de l'eau de toute facon
55	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Useless	Yes	-	Yes	No	Yes	Yes	I wear a PFD in Canadian waters ONLY because I can't afford the fine. \$245 is a third the cost of a new sail. As far as right-of-way Power boats think they own the water anyway so deregulating it will not change the way a power boat acts, and if you hit a boat you shouldn't be out there in busy waters.
56	Yes	No	Useful	Hazard	Hazard	Hazard	Useless	Useless	Yes	-	Yes	No	No	Yes	I wear a PFD because I may fall into water. I believe that the PFD is useful although I do not think it needs to be a life jacket which is alot more cumbersome and bulky.
57	Yes	Yes	Hazard	Useless	Hazard	Useless	Useless	-	No	No	-	No	Yes	Yes	Life jackets restrict movement, especially when swimming is required. we often windsurf on Lake Ontario in high winds and waves where it is necessary to able to swim fast. This is not possible with a life jacket on. I don't wear a lifejacket when I go out on other water toys eg. air mattress so why would I wear one on my windsurfer. The windsurfer itself is a great flotation devise if I ever find I need flotation.
58	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Useless	No	No	-	No	No	Yes	hinders freedom of movement, which could tire one out more quickly - slows down the retrieval of board and rig. I consider the board to be better for prevention of hypothermia than a PFD
59	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	Yes	Yes	Yes	No	Yes	Yes	
60	No	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes	Yes	No	No	No	Yes	I choose to wear a pfd for my own safety. Primarily for the on chance that I might get knocked unconscious. You have to see me Windsurf to understand. I like the idea of a strong recommendation from Transport Canada to Windsurfers vs a mandatory law. I would feel otherwise if the number of drownings related to windsurfing is considered high. I believe hypothermia is likely a more serious risk.
61	Yes	Yes	Hazard	Hazard	Hazard	Useless	Useful	Useless	No	No	No	No	Yes	Yes	Can't swim properly, can't dive below water to avoid trailing equipment or careless boaters, getting trapped under sail - can't swim out from under it as easily as without PFD, can't dive under waves when getting out through surf, board floats so it is my best flotation device. It can also get me to sore in a pinch but a PFD doesn't help much because too difficult to swim with. I usually wear a wetsuit. I can swim and could not windsurf if I did not.
62	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	Yes	-	-	-	Yes	I wear a PFD all the time because of personal satey concerns. Injury from equipment blow, overpowered in high winds etc. However in 20 years of windsurfing I have not had to rely on my PFD for safety reasons.
63	-	-	Useless	Useless	Useless	Useless	Useless	Useless	-	-	-	-	-	Yes	I find a wetsuit to be safer and more useful.
64	Yes	Yes	Useful	Useful	Hazard	Hazard	Useful	Useless	Yes	-	No	Yes	Yes	No	Overall safety in the event of accident, injury or illness.
65	Yes	No	Useful	Useless	Hazard	Useless	Useful	-	Yes	-	No	Yes	No	Yes	safety
66	Yes	Yes	Useless	Hazard	Hazard	Hazard	Useless	Hazard	Yes	-	Yes	No	No	Yes	I currently wear a Canadian-approved PFD because I cannot afford to get fined for not wearing one. If it was optional to wear a PFD, I would not wear one since the board is sufficient as a flotation device. The less stuff I have to wear or carry when I am windsurfing, the better I can windsurf and, therefore, the safer I am.
67	Yes	Yes	Useless	Useless	Hazard	Useless	Useful	Useless	No	No	Yes	No	No	Yes	PFD is not compatable with windsurfing harness. If rescue is required by another vessel, that vessel usually has an appropriate tow line. Whistle is useful.
68	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	No	Yes	No	Yes	Added security. You never know when you may injure yourself or get separated from your board in high winds. Added margin of safety and a little extra warmth in late and early season sailing. Easier waterstarts with the large race sail that I use.
69	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	No	No	-	No	Yes	Yes	wearing a PFD is a hazard while windsurfing. You can get trapped under the sail. It is especially dangerous in wavesailing conditions where it is essential that you are able to duck under waves and your equipment if needed. It also inhibits your ability to swim for your gear when you wipe out. Furthermore, a PFD gets in the way of your windsurfing harness. The Canadian government should look at popular windsurfing destinations i.e. the Gorge, Maui and look at how they have dealt with the issue of PFDs for windsurfers. Mark Cann, Burlington, ON, Canada markcann_98@yahoo.com
70	oui	-	-	-	-	-	-	-	-	-	-	-	-	-	-
71	Yes	Yes	Useful	Hazard	Useless	Hazard	Useless	Hazard	Yes	-	Yes	No	Yes	Yes	Safety hazard- additional flotation makes it harder to escape from underneath a downed sail.
72	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	No	No	Yes	Yes	PERSONAL CHOICE I wear a PFD because it gives me a level of comort and does not interfere with the type of sailing I like to do However it can be restrictive and definately limits a sailors range of movement therefore restricting sail capabilitiesors

Appendix D - Survey Results

73	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useless	Useless	No	No	-	No	Yes	Yes	Windsurfing at higher levels is often done in large seas and breaking waves. In breaking waves it is often necessary to be able to swim below the surface under a breaking wave. With a PFD this becomes impossible. I am sure that the CCG is aware of the size of waves that can be encountered in Lake Ontario and can see the relevance. A PFD is not required to float you with your face up and it is also not required to be worn by the boater. It seems to me that my windsurfing board comes close to satisfying those regulations. Michael Walmsley
74	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Hazard	Yes	-	No	No	No	No	Securite uniquement apres 20 ans de planche et de nombreux bris de toutes sortes et quelques fois en eau tres froide c'etait un plus mais dans le cas ou des planchistes vont dans de grosses vagues le port de la ceinture peut t'etre dangereux car en cas de chute il faut plonger dans le fond pour eviter que la vague qui casse nous emporte.
75	Yes	Yes	Hazard	Useful	Hazard	Useless	Useful	Useless	No	No	-	No	-	Yes	Reduced mobility
76	Yes	No	Hazard	Hazard	Hazard	Hazard	Hazard	Hazard	No	No	-	No	Yes	Yes	I restricted swimming ability. Wearing a pfd has restricted in many hours in the water for me in the past when a quick burst of swimming speed would have had me back on my equipment. I also found landing from higher jumps with the Pfd was painful to the underarms and neck if I had to bail from my rig in mid air if the pfd was looser a tighter pfd restricted my breathing. Wearing the Pfd it was more difficult to duck out from under a flooded sail or duck under the water to avoid potential collisions with other windsurfers or falling equipment in congested sailing locations. Windsurfers as a whole are probably more informed and prepared for wind and water conditions than any others on the water adequate thermal protection wetsuit/dry suit which also provides reasonable but slippery flotation is a must to enjoy the sport in Canada.
77	Yes	Yes	Useful	Hazard	Hazard	Useless	Useless	-	Yes	-	Yes	No	No	No	The wind surfer sailing in complete control out on a cool sunny season day with 30 knots of wind I wear a dry suit which provides me with hypothermia protection for many hours plus a full helmet with face guard I am breaking a the law but some idiot fisherman with a pfd jammed under the front seat of his canoe in the same conditions is not. Guess who is going to end up as a statistic. Hypothermia, head trauma, and blood loss from trauma kill windsurfers. PFD's can often contribute to these risk factors rather than minimize them given the high speed quick reaction nature of our sport. What would make our sport safer? Perhaps a very compact and lightweight inflatable buoy with a high speed xenon strobe so a windsurfer in trouble could easily signal if they were in need of assistance.
78	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useless	Hazard	No	Yes	No	Yes	No	Yes	Mal adapte au besoin de la planche a viole
79	Yes	No	Useless	Hazard	Hazard	Hazard	Useless	Useless	No	No	-	No	No	Yes	
80	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Sometimes I wear a PFD sometimes I don't. It depends on the risk I feel I am taking and whether or not I could lose the board during a windy day. As far as the petition goes I have heard all the same arguments before when we tried to repeal the motorcycle helmet law in the early 80's. Windsurfers can get all the lawyers they want and it won't make a bit of difference. THE GOVERNMENT KNOWS WHATS BEST FOR US. We are not an effective enough lobby group. Beside that this is just another way to control people and destroy our rights and freedom. There are many examples of this, firearm registration being one of the more recent. Oh, yes. Don't forget the govnmnt needs the money to pay for all the damn civil servants it needs to administer these programs. I will give you my support but I won't hold my breath. Good Luck
81	Yes	Yes	Hazard	Hazard	Hazard	Useful	Useful	Hazard	No	No	-	No	Yes	Yes	A PFD is in most situations a safety hazzard to the surfer. The PFD inhibits movement. This can hinder the surfer in such a way that dangerous situations can no longer be avoided, or may actually arise simply from wearing a PFD. windsurfer lies under sail after fall, windsurfer has to dive to avoid getting hit by other windsurfers/sailer etc. Even though the PFD for the Windsurfer is a safety hazzard, some form of signaling device sound and for flashlight may be reasonable if small enough. I do not sail or surf in Canada, but we face the same rules at the Lago di Garda Italy. Here the life vest is equally subject to discussion.
82	Yes	No	Useful	Useless	Hazard	Useless	Useful	Useless	Yes	-	No	No	No	No	I keep hitting my head on hard bits of my rig. Sooner or later I will probably hit it too hard. Also, it keeps me a bit warm and allows me to float when swimming back to my board or around it after a wipe out. I would not consider using an inflatable for the following reasons%3A 1. too expensive 2. not much good if you get KO'd for a second or more. 3. self inflating units wouldn't be much good for windsurfers for obvious reasons. 4. too many snaggy bits. 5. thwey have that hard metal cylinder to land on.
83	Yes	Yes	Useless	Hazard	Hazard	Useless	Useful	Useless	No	No	-	No	Yes	Yes	They are a hinderance and may prevent me from swimming after & reaching my board in high winds, thus exposing me to hypothermia.
84	Yes	Yes	Useless	Useless	Hazard	Hazard	Useless	Useful	No	No	-	No	No	Yes	I already float with my wetsuit and harness, and a PFD is cumbersome and won't keep my unconscious head out of the water

85	Yes	Yes	Useful	Useful	Useless	Useful	Useful	Hazard	No	Yes	No	Yes	No	Yes	<p>Ayant moi meme suivie le cours de conducteur d'embarcation de plaisancier, je peux dire que je ne respecte pas personnellement tous les reglements mais je crois que ce n'est pas trop demande, pour des petites embarcations comme nous. La seul probleme est qu'il faudrait avoir des vestes adaptees nos besoins, EX plus court, pour laisser de la place au harnais, avec des poches pour pouvoir mettre un siflet et une petite lampe de poche.La ligne d'attrape peut-etre fixe au pied de met. Pour le dispositif de propulsion manuel, j'avoue pour lui qu'on a deja deux bas et deux jambes.</p>
86	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes	-	No	No	No	-	<p>1. Additional floatation to reduce expended energy when in water. 2. Safety</p>
87	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	Yes	No	No	No	Yes	<p>I wear the PFD because I spend a lot of time in the water, vice on the windsurfer. As well, during the learning stages, it's quite possible to have an accident in high winds e.g. head-to-mast, so a life jacket definitely helps.</p>
88	Yes	Yes	Hazard	Hazard	Hazard	Useless	Useful	Useful	Yes	-	Yes	No	Yes	Yes	<p>A PFD is dangerous in breaking waves. I have been trapped, hooked in, with a PFD ONCE ONLY - never again Also, note that a PFD is not to be relied on for when unconscious - only a much bulkier life jacket can save the unconscious.</p>
89	Yes	Yes	Useful	Useless	Hazard	Useless	Useful	Hazard	Yes	-	No	No	No	No	<p>Ma securite individuelle avant tout</p>
90	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	-	-	Yes	Yes	-	<p>Si on se promene dans les vagues plus haute que son il pourrait etre dangereux si on tombe et que la vague nous tombe dessus le breaker et que l'on ne soit pas capable de plonger pour aller plus creux pour eviter que la masse d'eau nous tombe dessus , comme en surf les surfers ne portent pas de gilet de sauvetage pour cette raison. Autrement dans les autres situations ou il n'y a pas de breaker on devrait en porter un.</p>
91	Yes	Yes	Useless	Useless	Hazard	Useless	Useless	Useless	No	No	Yes	No	Yes	Yes	<p>Une veste de flottaison standard est inutile pour la plupart des veliplanchistes car elle n'est pas adaptee et nuit la navigation. De plus , il est tres difficile de nager avec cette piece d'equipement, dans la vague, c'est impossible.et de s'accrocher au harnais. Un autre inconvenient est qu'elle nous remonte dans le visage si elle n'est pas accrochee au harnais.Je considere que ma meilleure veste de flottaison est ma planche + voile.</p>
92	Yes	Yes	Useful	Useless	Useless	Useful	Useful	Useless	No	No	-	No	Yes	No	<p>Si la voile tombe sur le veliplanchiste,elle peut l'empêcher de passer sous elle du a la plus grande difficulte a plonger dans l'eau</p>
93	Yes	Yes	Useful	Useless	Hazard	Hazard	Useful	Hazard	Yes	-	No	No	No	No	<p>ma securite</p>
94	No	No	-	Hazard	Hazard	Useless	Useful	Useless	No	No	-	No	No	Yes	<p>I'm an excellent swimmer. I wear a helmet in rough conditions. It's in the way. Never heard of anyone drowning.</p>
95	No	No	Useless	Hazard	Hazard	Useless	Useful	Hazard	No	No	-	No	Yes	Yes	<p>C est un choix qui doit rester personnel. Dans de navigation malgre que le gilet gne les mouvements lors de la pratique de mon activitee. Je ne considere pas la planche + voile comme une embarcation car je n'EMBARQUE PAS DANS UNE P.A.V.* Je doit me tenir en equilibre l'aide du vent.</p>
96	Yes	No	Useless	Hazard	Hazard	Hazard	Useless	Useless	Yes	-	No	Yes	No	No	<p>Getting trapped under the sail because of the floatation and interference with unhooking from the harness after a fall.</p>
97	Yes	Yes	Useful	Hazard	Hazard	Hazard	Hazard	Useless	No	Yes	-	No	Yes	Yes	<p>Interferes with harness system and general flexibility &amp; mobility</p>
98	Yes	Yes	Hazard	Useless	Hazard	Useless	Useless	Useless	No	No	No	No	Yes	Yes	<p>IF YOU ARE WAVE SAILING AND GET SEPERATED FROM YOUR GEAR, IT IS IMPORTANT THAT YOU ARE ABLE TO DIVE BELOW THE BREAKING WAVES....SOMETHING A PFD WOULD NOT ALLOW. WHILE WINDSURFING IT IS CUMBERSOME AND AWKWARD. I ALWAYS WEAR A FULL SUIT OF NEOPRENE WHICH PROVIDES SOME FLOTATION....THANK YOU</p>
99	No	No	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	No	Yes	-	No	No	Yes	<p>I only wear a non approved PFD which feel that it would provide a bonnet hat water high winds were injury is a possibility, or very light-wind conditions where the added boyancy helps with waterstarting very large sails. Both a wetsuit as well as the board itself provide floatation. Since a PFD does not prevent someone from drowning only making recovery an easier task a wetsuit provides the same outcome, with no limitation of movement or minor injury. I feel we are being unfairly targetted by being forced to wear the pfd even though other boaters where drowning is obviously much more of a concern, it is optional. If you want to save lives, worry about the boaters, not the windsurfers who plan on being in the water unlike boaters. I don't think I have heard of a death of a windsurfer due to a lack !</p>
100	Yes	Yes	Useless	Useless	Hazard	Hazard	Useful	Hazard	No	Yes	Yes	No	No	No	<p>ne pas porter pour des raisons de liberte de mouvement , pour avoir plus de vitesse a la nage dans les tres grosse vague avec un gilet on est souvent ballote comme un bouchon . par contre tres utile en cas de blessure invalidant les capacitees ph</p>
101	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Useless	No	No	-	No	Yes	Yes	<p>ne pas porter pour des raisons de liberte de mouvement , pour avoir plus de vitesse a la nage dans les tres grosse vague avec un gilet on est souvent ballote comme un bouchon . par contre tres utile en cas de blessure invalidant les capacitees ph</p>

Appendix D - Survey Results

																impression. I always use a PFD but as I haven't found a Canadian Approved PFD which works with a waste harness, I am forced to use one which is designed for Kayaking, and is not Canadian approved. If this or a similar PFD were approved I would have no trouble complying with the current regulations for the type of sailing I do. I am a long time sailor - advanced intermediate - I frequent the George and Nitinat - doing tricks - but not looping YET. I agree that the current regulations are not appropriate and that wearing a PFD can be dangerous in some conditions - primarily in surf. In 15 years of sailing, I have yet to be in a situation where I felt my PFD was a disadvantage and have had a few situation when I was glad I had it on - even though I am a strong swimmer, and used to be a certified national life gaurd.Thanks Ted Gillespie	
102	Yes	Yes	-	-	-	-	-	-	-	-	-	-	-	-	-		
103	No	No	Hazard	Hazard	Hazard	Useless	Useful	Useless	No	No	-	No	Yes	Yes		Safety	
																	I wear a PFD when I judge conditions to be extreme for my skill level. The PFD is restrictive in some cases. However I will not sail in deep water without a buddy, or the presence of others who know I am there. A whistle is a good idea.
104	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Useless	No	No	No	No	No	Yes			
																	Current PFDs are too bulky and restrict movement. Current PFDs have too many snag points that could potentially become entangled in rig. I would consider purchasing a CCG approved wet suit that had sufficient floatation built into the garment. Could you imagine a scenario where you are under the sail and floatation device is caught on rig and you can not separate yourself from PFD. I wear a chest harness that requires me to pull one tab and one velcro strap to effect release from harness hook. How will I incorporate PFD and chest harness together. I wear the chest harness for safety reasons as above situation. I will not wear a seat harness because I can'y readily get it off. I think the windsurfing industry has to start manufacturing boards that incorporate paddles ans lockers for all this stuff they CCG want us to take on to the water. Question - How many windsurfers die each year from drowning. The exposed nature of our sport I think makes us more in tune with the water and we understand our limitations better than other water users.
105	No	No	Useful	Hazard	Hazard	Useful	Useful	Useless	No	Yes	-	No	Yes	Yes			
																	I wear PFD all the time while windsurfing because it provides floatability, peace of mind when the weather is rough and impact protection.
106	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes	Yes	No	Yes	No	Yes			
																	The bulkiness of the PFD does not allow free-range of motion particularly around the shoulders with twisting, thus one tires quickly on the water. If equipment failure occurs as may happen, swimming in to shore would be severely compromised by a PFD. In addition, some buoyancy is often already provided by a wetsuit.
107	Yes	Yes	Useless	Useless	Hazard	Useful	Useful	Useless	No	Yes	-	No	No	Yes			
																	Sur l'eau, c'est le froid qui est le plus grand danger si on sait nager et utiliser son flotteur comme bouée de sauvetage, au pire. Le port du casque dans des conditions de fort vent est plus important que le port de la veste: il m'est arrivé assez souvent de me faire frapper la tête par la mât ou par la planche et j'étais content d'avoir un casque protecteur (qui protège aussi du froid/grande perte de chaleur par cette partie du corps). Cependant, je ne suis pas pour le port obligatoire d'un casque (à chacun de juger d'après ses capacités, ses habitudes, ses expériences et son bon sens). Le port d'une veste gêne la capacité de rejoindre à la nage le flotteur en cas de perte de l'engin par fort vent. Ça m'est déjà arrivé: une chance que quelqu'un d'autre a pu arrêter la dérive du flotteur que je me serais épuisé à rattraper vers le large. P.S. j'ai une veste de flottaison gonflable que je porte (sans grande conviction par rapport à la sécurité) surtout pour naviguer dans des zones où patrouille la Garde côtière...
108	Yes	No	Useless	Hazard	Useless	Useless	Useful	Hazard	No	Yes		No	Yes	Yes			
																	Wearing a pfd inhibits my ability to effectively windsurf (due to interfearence with harness) and I view this as a greater risk than ending up in the water without a pfd.
109	Yes	No	Useful	Hazard	Hazard	Hazard	Useless	Hazard	No	No		No	No	Yes			
110	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Useless	No	No		No	Yes	Yes			
																	bulkiness, cumbersome
111	Yes	No	Useless	Hazard	Hazard	Hazard	Hazard	Hazard	Yes	No	Yes	No	Yes	Yes			
																	I wear a PFD only because it is the law. There have been times when trapped under my sail that freeing myself from my harness was very difficult due to the PFD getting in the way (bulky!).
112	Yes	Yes	Useless	Useless	Useless	Useless	Useful	Useless	Yes	No	Yes	No	No	No			
																	les centaines de dollar d'amende !!!
113	Yes	No	Hazard	Useless	Hazard	Useless	Useless	Useless	No	No	No		Yes	Yes			
																	detrimental to safety while windsurfing and the experience of the sport in general.
114	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useless	Hazard	No	No		No	Yes	Yes			
																	Flotation up into a downed rig has on more than one occasion been a hazard that far exceeds any other detrimental health situation that I've been in.
115	Yes	Yes	Useful	Useful	Hazard	Useful	Useful	Hazard	Yes		No	Yes	No	No			
																	I choose to wear a PFD to (1) conserve energy durign (eg waterstarts); (2) extra padding for freestyle manouvers (eg back loop attempts); (3) provides a place to carry drinking water in a CamelBack; and (4) safety - in case of debilitating injury on the water.
116	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Useless	No	No			Yes	Yes			
																	Hazard in the surf. Can't swim as fast while wearing one.

117	No	No	Useful	Useful	Hazard	Hazard	Useful	Hazard	No	No		No	No	Yes	high winds the water is choppy and rough and wearing a PFD makes it nearly impossible to swim quickly for your board and rig in the event of a crash or if somehow the rig got seperated from the board. Also while wave sailing sometimes you need to duck under a wave when its about to crash on you otherwise it will wash you away from your gear. This problem is magnified enormously if wearing a PFD because wearing it makes you like a cork on the water while your rig is like an anchor. I would honestly be afraid for my safety. to wear a PFD while wave sailing and hence do not. This is why you NEVER see surfers or wave sailing windsurfers wearing a PFD. It's not because its not cool. PLEASE don't force me to abide by a law that could seriously endanger me or worse yet kill me!
118	Yes	Yes	Useful	Hazard	Hazard	Useful	Useful	Hazard	No	No		No	Yes	Yes	Restricts motion. Generally PFDs are smart, but not in waves, where you really need to be maneuverable to be safe.
119	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes		No	Yes	No	No	I have been wearing a PFD since windsurfing day 2 (day 1 was a bit of an eye opener). Fatigue can kill us when we're on the water and the PFD is a small sacrifice to help prevent that.
120	Yes	Yes	Useful	Useless	Hazard	Hazard	Useful	Useless	Yes		Yes	No	No	No	bon exemple aux enfants utile lors de situation imprevue mais ca devient encombrant avec le harnais.
121	Yes	No	Hazard	Hazard	Hazard	Hazard	Useful	Useful	No	Yes	Yes	No	Yes	Yes	It gets in the way of the harness lines and makes it difficult to latch on and unlatch.
122	Yes	Yes	Useful	Useless	Hazard	Useless	Useful	Useless	Yes	No	No	No	No	No	
123	Yes	No	Useful	Hazard	Hazard	Useful	Useful	Useless	Yes		No	Yes	No	No	
124	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Hazard	Hazard	No	No		No	Yes	Yes	PFD's interfere with my waist harness. They impede my ability to swim and increase the likelihood that I would be caught under my sail.
128	Yes	Yes	Hazard	Useless	Hazard	Useless	Useful	Useless	Yes		Yes	No	Yes	Yes	it is much easier to get yourself up and sailing again without a PFD and the only reason standing for still wearing one is that it is mandatory. There is no logical explanation to be wearing a PFD while on a windsurfer, not for warmth (wetsuit) or for floatation (which a board does allowing you to be completely OUT of the water) and it hinders relaunching.
129	Yes	Yes	Hazard	Useful	Useless	Useless	Useless	Useless	No	Yes	Yes	No	Yes	No	Wear it because it's the law. Don't wear it in waves as it's impossible to swim after your board. Has anyone in the Transport Canada tried to swim afer a floating object in big waves?
130	No	No	Useful	Useless	Useless	Useless	Useful	Useless	No	No		No	Yes	Yes	It restricts movement and the windsurfer board is made of stroyfoam and will never sink.
133	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	Yes	No	Yes	No	Yes	Yes	I feel it gets in the way, and without one i feel more free
134	Yes	Yes	Useless	Useless	Useless	Useful	Useful	Useless	Yes		Yes	No	Yes	Yes	Because it is required by law, and not only does it make it more uncomfortable to windsurf in, it is also harder to swim to your board if you fall. The only advantages that I see are that when waterstarting, it's easier to clear the sail, and when you crash, to absorb some of the impact. I think that if harnesses have some floatation, it should be enough. I know some people that wear too small PFDs because they say it's uncomfortable when they're bigger, and that it gets in the way and gets stuck between their harness and body, etc. That said, I think that PFDs should be optional. If someone wants to wear one, they can, but if they don't want to, or it might be hazardous (say in large waves, etc.), then the windsurfer should not have wear one, by law.
135	No	No	Hazard	Useless	Useless	Useless	Useful	Useless	Yes		Yes	No	Yes	Yes	lookoutnot to wear:-restrains from swimming after gear that has drifted away from you (you are far away from your gear after a fall very often, and you must not only swim to your gear but be able to swim fast enough so that the wind and water current doesn't make it float too far away)-restrains movment necessary for windsurfing, hard to check for other watercraft around you due to irritation of the chin from scratching on the lifejacket, hard to twist your body around to see behind you without moving your feet.-restrains body from proper movement to execute and practice moves that are necessary for a competitive level of sailing-pfd gets in the way of my harness hook which is necessary to not get tired quickly-when stuck under the sail it is tough to get underwater to get out from under the sail
136				Useful	Useful	Useful	Useful	Useful	Yes	Yes	Yes	Yes	Yes	Yes	cause i feel like it!
137	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Useless	No			No	No	Yes	
138	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Useful	Yes	No	Yes	No	Yes	Yes	I wear it only because the law says so.
139	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes		No	No	No	Yes	I FIND THE EXTRA BOUYANCY USEFUL WHEN WATERSTARTING. I DON'T SEE IT AS A HINDERANCE, BUT THE DECISION SHOULD BE THE SAILORS
140	No	No	Hazard	Hazard	Hazard	Useful	Useful	Useless	No	No		No	No	Yes	bulky - makes wave riding dangerous
141	Yes	Yes	Useless	Hazard	Hazard	Useless	Useless	Useless	No	No		No	No	No	Gene les mouvements et peut meme représenter un danger quand les conditions deviennent plus difficiles. Je préfère être en suffisamment mobile pour récupérer ma planche rapidement que de me retrouver au milieu de l'eau et avoir à regagner la rive à la nage.



149	No	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes	No	Yes	No	Je sors seulement quand il vente fort (>20 noeuds) sur le fleuve dans les environs de Québec. Pour moi, porter le gilet est une simple question de bon sens. On ne sais pas ce qui peut arriver dans des conditions de vagues, et avec la marée qui peut nous emporter on ne sais où... Je n'approuve pas les gens qui sortent sans VFI dans de telles conditions. Un bon VFI bien ajusté ne nuit pas dans le mouvements. Quelle est la motivation à ne pas en porter? Snobisme??? Il m'est utile tout comme mon casque, quoique j'admet que le port du casque est encore règle de bon sens. Pourquoi le porter sur une eau plate? Avoir une corde de 15m est irraisonnable, tout comme la pagaie, la lampe de poche et les feux de signalisation. Comme appareil de signal sonore, on peut trainer un petit sifflet (ce que je fais sur la mer - les rares fois où j'ai eu l'occasion d'y aller...)		
150	Yes	No	Useless	Hazard	Hazard	Useless	Hazard	Hazard	No	No	No	No	Yes	I feel that I have enough floatation with wetsuits and my rig is always near by. Lite Jackets would make things tricky is stuck under the sail and still hooked in...and of course, they just don't work with harnesses that allow for more control and, therefore, more safety while sailing.	
151	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	Yes	No	Yes	No	No	I wear my PFD because I am only an average swimmer, and an intermediate sailor. I was once in a situation where my board drifted faster than I could swim-I feel it is a good example for kids and beginners-it makes it easy to rest in the water! support your efforts to stop it from being 100% mandatory to wear a PFD, but I think they should be mandatory for kids under 16 (except for competitive events where there is sufficient support like rescue boats and a waiver is signed) and strongly recommended for all sailors in normal conditions. The self-inflatable type is a good idea for those who don't like the bulky ones.In no sense do right-of-way rules have anything to do with the use of a PFD. I do think some common sense should be expressed - eg sailboards really shouldn't be dashing across boat traffic and insisting on right-of-way.
152	Yes	Yes	Useless	Useless	Hazard	Useful	Useful	Hazard	Yes	Yes	No	Yes	Yes	Yes	I choose to wear a PFD currently because it is the law. if given the choice to wear or not wear a PFD, I can tell you now that a t times I would choose to wear one, and other times not.
153	Yes		Useful	Useful	Useless	Useful	Useful	Useless	Yes	Yes				Yes	As a past Red Cross Swimming Instructor and Examiner I have a definite positive attitude in favor of wearing a PFD but I feel the choice should be up to the individual for windsurfing. The need for a choice is based on the existing local conditions,i.e. waves,etc., which could make it hazardous to wear a PFD. Also the sailboard is a floatation device in itself and is a rescue platform too whereas most other water craft can submerge and probably are carrying more than one person.
154	No	No	Useful	Hazard	Hazard	Hazard	Hazard	Hazard	No	Yes	Yes	Yes	No	Yes	
155	Yes	Yes	Useful	Useless	Hazard	Useless	Useless	Useless	Yes	Yes	Yes	No	No	No	
157	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useless	No	No		No		Yes	limits manoueverability in certain sailing situations
159	Yes	No	Useful	Useless	Hazard	Hazard	Useless	Useful	Yes		No	Yes	No	No	La pratique de la planche à voile comporte certains risques, notamment lors de chute à vitesse moyenne (+30 km/h)où la possibilité d'un choc à la tête est élevé. Le seul moyen de prévenir une noyade à ce moment est le port d'un vêtement de flotaison individuel. De plus le temps d'intervention des premiers secours pour les pratiquats de ce sport sont relativement long, puisqu'il s'agit d'un sport individuel souvent pratiqué lors d'avertissement de danger aux petites embarcations, ce qui rend l'intervention encore plus problématique.De toute évidence, le port du VFI devrait être obligatoire, même si ce n'est pas l'image projeté par les professionnels de ce sport.
160	Yes		Useless	Useful	Hazard	Hazard	Hazard	Hazard	No	No		No	Yes	Yes	1. The PFD interferes with harness use, this results in being in the water more oftenz. I use a seat harness with back support, which provides me enough floatation (along with wetsuit), that I can swim easily even when exhausted back to the board.3. The sailboard itself is a perfectly adequate self-rescue device once the sail is removed.
161	Yes	Yes	Hazard	Useless	Useless	Useless	Useless	Useless	No	Yes		No	Yes	Yes	C'est dangereux lorsqu'on est pris sous la voile et encore accroché au harnais. Dans cette condition, il est très utile de pouvoir se couler.
162	Yes	Yes	Useless	Hazard	Hazard	Hazard	Useless	Hazard	No	No		No	Yes	Yes	PFDs just feel to bulky and boyant, especially when added to the boyancy of a wet suit. Getting back up and going is more difficult with that much boyancy, and and drag. Getting caught under the sail becomes a concearn only when you have a hard time sinking a bit to move out from under it. I would consider a helmet on big days before a PFD.



176	Yes	Yes	Useful	Hazard	Hazard	Useful	Useful	Useful	Yes		Yes	No	Yes	Yes	I don't want to get ticketed
177	Yes	No	Useless	Hazard	Hazard	Useless	Useful	Useless	No	No		No	No	Yes	
178	Yes	No	Useful	Useless	Useless	Useless	Useful	Useless	Yes		No	No	No	No	Mon gilet m'aide a faire mes departs aquatiques et me protege lorsque je suis propulsee de ma planche. Je porte aussi un casque pour ne plus perdre ma casquette
179	Yes	No	Useless	Hazard	Hazard	Useless	Hazard	Useless	Yes		No	No	No	Yes	I wear one because it gives me more floatation during water starts, and keeps my chest warm on cold days. I don't wear one for safety reasons. On hot days I would prefer not to waer the PFD, since I get enough floatation from a short wet suit.
180	Yes	No	Useful	Useless	Useless	Useless	Useful	Useless	Yes		No	No	No	Yes	safety, duh.
181	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes		No	No	No	No	+ facile pour les waterstart
182	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes		No	No	No	No	Grew up sailing lasers. Always wore a PDF. I was used to it, and it was only natural for me to wear one while windsurfing. I would feel unsafe without one.
183	Yes	Yes	Hazard	Useless	Useless	Useless	Useful	Useless	No	No	Yes	No	Yes		Il faut etre capable de faire la natation vite, est ce pas possible avec un gilet sauvetage. Ces aussi tres difficile de descende en dessous des vagues avec un gilet. Ca s'est dangereux dans le grand shorebreak.
184	Yes	Yes	Useful	Useless	Hazard	Useful	Useful	Useless	Yes		No	Yes	Yes	Yes	I personally wear a PFD, but only for personal reasons. I feel that it should be up to each individual to make his or her choice as to wear one.
185	Yes	Yes	Useful	Hazard	Hazard	Useless	Useless	Useless	No	No		No	No	Yes	avec un gilet plus facile pour waterstart, si fatigue tu peux te reposer et protege des choc quand on fait des manoeuvres
186	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes	No	No	Yes	No	Yes	I wear an non Cdn approved PFD since it helps me with my waterstarts on less then windy days.
187	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	No	Yes		Yes	Yes	Yes	Too bulky, interfere with movement. restrictive while swimming.
188	No	No	Useful	Hazard	Hazard	Useless	Useful	Hazard	No	Yes		No	No	No	
189	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes	No	No	Yes	No	No	Wear a vest! I take a mast in the head once and you'll know why. Sail in current, break gear and you'll know why!
190	No	No	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes	Yes	No	No	Yes	No	Mon bon jugement fait que j'utilise ou pas un gilet de sauvetage. Encore des taxes deguisees. Les seul fois que j'ai eu des problèmes avec les bateaux ils étaient gros et de plus de 4 mètres donc non assujetti par le loi (pas avant septembre 2009 )
191	Yes	No	Hazard	Useless	Hazard	Hazard	Useless	Hazard	No	No		No	Yes		J'en porte pas, lorsqu'en navigue en vague, on reste dans le rouleur de la vague trop longtemps lorsqu'on tombe au point d'impact. En eau plat, lorsqu'on est sous la voile sous l'eau, il vaut souvent se pousser vers le fond pour nous décrocher au harnais, la veste nous enbêche de bien faire ce mouvement. De plus c'est encombrant.
192	Yes	Yes	Useful	Hazard	Hazard	Hazard	Hazard	Useless	Yes	No	No	No	Yes	Yes	I wear it because it is required. But have had trouble getting out from under my sail because of the life jacket and nearly drowned as a result of it.
193	Yes	Yes	Useless	Hazard	Hazard	Hazard	Useless	Useless	Yes		Yes	No	No	No	Je porte un gilet de sauvetage gonflable pour ne pas avoir de contravention. Je prefererai que la décision soit laissé à mon jugement et selon les conditons de navigation.
194	No	No	Useful	Useless	Useless	Useless	Useless	Useless	Yes		No	No	No	No	Je la porte par choix car il m'apporte un sentiment de securite et ça diminue l'effort physique lors d'un "waterstart"
195	No	No	Hazard	Hazard	Hazard	Useless	Hazard	Useless	No	No		No	Yes	Yes	empêche / réduit la capacité d'effectuer des manoeuvres (waterstart, etc.). A mon avis, pour etre sécuritaire, la pratique de la planche à voile requiert une liberté de manœuvre maximale. Pouvoir exécuter des manoeuvres dans certaines situations peut etre crucial.
196	Yes	Yes	Useless	Useless	Useless	Useless	Useful	Useless	No	No		No		No	Surtout la securite dans les vagues (la ceinture empeche de plonger sous la vague). L' habit de neoprene seulement (wetsuits) permet de rester a la surface de l'eau facilement.
197	Yes	No	Hazard	Useless	Useless	Useless	Useful	Useless	Yes		No	No	Yes	Yes	je porte une veste gonflable, j'ai déjà eu une non gonflable et j'ai failli me noyer pris sous ma voile.Je me sens plus en sécurité avec ne veste, car je ne suis pas un bon nageur longue distance.
198	Yes	Yes	Useless	Useless	Hazard	Hazard	Useless	Useless	No	Yes	No	No	Yes	Yes	Je me suis retrouver dans une situation facheuse, sous ma voile sous l eau. Vu que j etait accroche a un harnais , il m etait impossible de me decrocher de mon harnais vu que ma veste de flottaison exerçais une pression vers le haut, qui me coinçait sous ma voile sous l eau.....ne pas avoir eu de veste de flottaison, aurait ete une affaire de 2 secondes sous l eau...mais dans ce cas ci ce fut plus un 30-40 secondes qui m ont fait tres peur et banir a jamais le port de mon gilet de flottaison
199	Yes	No	Hazard	Useless	Hazard	Useful	Useful	Useless	No	No		No	Yes	No	Un VFI réduit considérablement la rapidité des mouvements et leur ampleur
200	Yes	Yes	Hazard	Useless	Useless	Useless	Useless	Useless	No	No		No	No	No	They offer no benefit other than they are bulky and cumbersome. we are used to being in the water and rely on our board and sail for flotation. Rarely do you ever get separated, thus there is no need. When you crash (while wearing a wetsuit) you are more likely to be hit by your equipment because you cant go underwater.
201	Yes	Yes	Useless	Useless	Hazard	Useless	Useless	Useless	No	No		No	No	Yes	Useless and inhibits ability to swim

Appendix D - Survey Results

202	No	No	Useless	Hazard	Hazard	Hazard	Useless	Useless	No	No		No		Yes	I do a lot of windsurfing in waves and in such a situation it is a hazard to have a PFD. In windsurfing on lake and so forth I have found no advantage to having a PFD and find them some what restrictive.
203	Yes	Yes	Hazard	Useless	Hazard	Useful	Useless	Useless	No	No		No		Yes	Le port d'un gilet de sauvetage peut être particulièrement dangereux pour les planchistes de bon niveau.1- Il restreint les mouvements lors de certaines manoeuvres.2- Il restreint les mouvements lorsqu'on doit nager pour rattraper son équipement (il peut parfois n'être qu'à quelques mètres de nous). Si on ne peut nager adéquatement, le vent et les vagues peuvent l'éloigner de nous).3- Il peut être particulièrement dangereux pour les planchistes performant de hauts sauts. Le gilet peut empêcher le corps de pénétrer dans l'eau lors de certaines réceptions, ce qui engendre d'énormes impacts et stress pour le cou, le dos ou le tronc.Ex: Oseriez-vous sauter d'un plongeon de 5m avec un gilet de sauvetage? Moi non.
204	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes		Yes	No	No	No	1. Required by law.2. Helps in certain situations i.e. waterstarting in rough conditions. Also, I feel safer in rough conditions wearing one in case of equipment failure.3. In regular conditions, I would prefer not to wear one as it restricts movement and maneuverability.
205	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	No	Yes	No	No	Yes	Yes	I too bulky, interferences with range of motion, and periodically can be a hazard as it does not allow underwater mobility. Drawbacks outweigh benefits (extra floatation helpful for waterstarts, and PFDs can provide sense of security in high wind situations)
206	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	No	No		No	No	No	I do not wear a PFD for 4 reasons 1 it limits my manoeuvrability while sailing a windsurfer 2 when I become separated from my gear it limits my swimming ability 3 The windsurfing board is a non sinkable flotation device that is attached to a 'sea anchor', the sail, therefore a PFD is not needed 4 In my opinion the government shouldn't have the 'right' to require me to wear or carry a PFD, it's my life it should be my choice
207	Yes	No	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	No	No		No	Yes	Yes	your board provides enough flotation to keep you afloat, and makes it easier for you to find it if you run they encounter problems in stormy conditions. If you lose your board, and cannot swim fast enough to catch it because you're wearing a PFD, you could be in serious trouble.A PFD can prevent you from submerging yourself underwater if your board or mast is airborne, and happens to land on you, possibly knocking you unconscious. A PFD is of no help if you are unconscious, and could cause a drowning.When wave sailing, it is often IMPERATIVE that you are able to swim under the wave to avoid getting caught by it, or being hit by your gear. A PFD in waves is EXTREMELY dangerous. No big wave surfers would even think about wearing any floatation!Wearing a PFD use should NOT be mandatory!lee@roguewaveboards.com
208	No	Yes	Useless	Hazard	Hazard	Hazard	Useless	Hazard	No	No		No	No	Yes	uncomfortable and expensive
209	Yes	Yes	Useless	Useless	Hazard	Useless	Useless	Useless	No	No		No	No	Yes	my board is my flotation device.A PFD slows down my swimming,it interferes with my mobility.in a fall I can stay under the water to avoid being hit by my equipment or that of others.If I wear a PFD I will be held at the surface away from the safety below.When wave sailing you must be able to dive under the waves so you don't get washed in.I will never wear a PFD while wave sailing.I am not against people wearing PFDs.Some people who can't swim well anyway will benefit from them.Others who don't understand equipment maintenance and self-rescue will feel safer and maybe not panic so fast when something breaks.
210	Yes	Yes	Hazard	Hazard	Hazard	Useful	Useless	Useless	No	No		No	No	Yes	when windsurfing in waves, the only way to escape from a breaking wave is to swim under it. this is not possible with a lifejacket. instead, the jacket would trap you in the breaking wave possibly causing drowning
211	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes		Yes	Yes	No	Yes	
212	Yes	Yes	Hazard	Useful	Hazard	Useless	Useful	Hazard	No	No		No	Yes	No	I don't wear a lifejacket since I was just learning and did a catapult while wearing one. I was under the sail, and my harness was twisted twice around in the lines, and as I was wearing a lifejacket, I was being held into the sail making it very difficult to untangle myself and get free. Now I have gotten into that situation many times, but as I have much less buoyancy (without the lifejacket), I can push down to escape from the sail.



Appendix D - Survey Results

															<p>way too hot, difficult to get rid of excess heat caused by high activity</p> <p>bulky and cumbersome</p> <p>slows down swimming may make it difficult to reach your board on high wind days</p> <p>entanglement danger from all sorts of straps, buckles, knots and ties catching on things and getting wedged in the boom fittings or catching on the harness lines of the rig</p> <p>PFD's do not guarantee to float you face up so they are redundant given that your board provides you with at least 10X the flotation of a pfd</p> <p>Technically the board should be classified as a grand deluxe personal floatation device that will allow you to get your whole body out of the water to prevent hypothermia.</p>
222	Yes	Yes	Hazard	Hazard	Hazard	Useful	Useful	Useless	No	No		No	Yes	Yes	
223	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Hazard	Hazard	No	No		No	Yes	Yes	<p>I believe they are dangerous when you consider the maneuverability necessary in the water when windsurfing. It is totally different than in any other craft. We are in the water as part of our sport, not because there is a problem.</p>
224	Yes	Yes	Hazard	Hazard	Hazard	Hazard	Useless	Useless	Yes	Yes	Yes	No	Yes	Yes	<p>Avoiding potential fines. Although the police close the the cottage where I windsurf rarely (if ever) seem to venture out during windy and rough water days.</p>
225	Yes	No	Useless	Useful	Hazard	Useless	Useful	Hazard	Yes	Yes	Yes	No	Yes	Yes	<p>because it is the law is why I wear a PFD</p>
															<p>1) que la planche représente un objet flottant sécuritaire auquel l'utilisateur peut s'accrocher facilement en cas de chute,</p> <p>2) que le tire-veille est une petite corde de sauvetage en soit,</p> <p>3) que la planche à voile peut céder le passage en n'importe quel temps à une autre embarcation puisqu'il s'agit 'de se jeter à l'eau pour arrêter',</p> <p>4) que le véliplancheur est toujours en contrôle de son embarcation puisque la voile doit être maintenue manuellement hors de l'eau.</p> <p>Je suis en faveur du port du VFI dans le cas où</p> <p>1) le véliplancheur s'aventure en mer ou dans une rivière avec courant car l'embarcation (la planche) peut être en mouvement sans la présence du véliplancheur.</p>
226	Yes	No	Useless	Useless	Useless	Hazard	Hazard	Hazard	Yes		Yes		No	No	<p>Ca dépend du site où l'on planche. Lorsqu'on se retrouve en milieu peu profond, c'est inconfortable. Lorsqu'on est au large, c'est nécessaire. Mais ce qui est le plus restreignant, c'est l'homologation des vestes. Il y a des vestes de flottaison conçue par les compagnies de planche à voile qui sont beaucoup plus agréables à porter, parce qu'elle moule mieux le corps et nous permette de manoeuvrer et de revenir plus facilement sur notre planche.</p>
227	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes	No	No	No	No	No	<p>and you will not see a single pfd in it. A pfd would be a definite hazzard in large surf - and an exemption should be included for those who windsurf on our coastal waters. In large surf, one has to be able to dive below the waves to avoid being crushed. For normal flat water sailing, a pfd is an excellent idea. Boards (particularly the new and larger beginner boards) can actually sail away from the rider if the sail lands on the board and out of the water. I've had this happen to me a couple of times over the years - and had to swim as fast as I could to catch the board.</p> <p>Pfd's don't work well with harnes lines. The lines push the pdf's up and obstruct vision. What's needed is a custom pdf that has little padding down low. But if pdf's are mandatory, I assume that the manufacturers will come up with something.</p>
228	No	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	Yes		No	Yes	No	Yes	
229	Yes	Yes	Useless	Hazard	Hazard	Hazard	Useful	Hazard	No	No		No	Yes	Yes	<p>Comfort and restriction of movement are my main reasons for not wearing a PFD.</p>
230	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Useless	No	Yes		No	No	Yes	<p>I wear a neimet to avoid being knocked unconscious while on the water. A PFD never really occurred to me as I only windsurf with others around. However, if an appropriately designed (i.e. fits over a waist harness), Canadian-approved PFD was made available at a reasonable cost (&lt;\$75) I would consider wearing one.</p>
231			Useful	Useless	Useless	Useful	Useful	Useless				Yes	Yes		<p>I do not wear a PFD because they are cumbersome. Its similar to surfing, you can't surf large waves with a PFD. I never sail alone, and always stay within the confines of a windsurfing set. My wetsuit is already pretty buoyant. There is of course the chance of knock out which I think is the greatest danger.</p>

232	Yes	No	Hazard	Hazard	Hazard	Hazard	Useful	Hazard	No	No	No	No	Yes	the sail. 3. Restriction of mobility while sailing, especially swimming ability. Comment - It appears that the current regulations were created by a land-locked bureaucrats who have never seen a modern sailboard. Surfers should be pleased about that, because they probably have not seen a surboard either, so have not extended these silly ideas to surfers and boogyboarders. If they need to be silly, why not do something that has a smidgen of intelligence like recommending helmets and cell phones in winds of over 20 knots. I say recommending, because their enforcers will likely be unable to catch sailors for spot checks under those conditions. PS - this opinion comes from someone who has had over 45 years of experience with serious watersports, including high winds and large surf, but is still alive!	
233	Yes	Yes	Useless	Hazard	Useless	Useless	Useless	Useless	Yes		Yes	No	No	Yes	Reelle nuisance de porter le vli. Le VFI limite aussi l'usage du harnais. Cependant je le porte toujours si je part en expédition
234	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Useless	Yes	Yes	No	No	Yes	Portez un gilet:en cas de bris Ne pas ported un gilet:risque de rester pris sous la voile	
235	Yes	No	Useful	Hazard	Hazard	Hazard	Hazard	Useless	Yes	Yes	Yes	No	Yes	No	La veste de flottaison homologue cause plus de fatigue par la restriction qu'elle apporte pour nager rapidement, donc plus de chance de perdre le flotteur et le grément dans de grosse condition ce qui entraine pour de risque pour les véliplanchistes. (Nota: Votre lien URL n'est plus à jour pour les règlement pour prévenir les abordages)
236	No	No	Hazard	Hazard	Hazard	Hazard	Hazard	Hazard	No	No	Yes	No	Yes	Yes	Le gilet est dangereux il empeche de pouvoir nager si il y a un probleme. De tout façon la planche elle même est un dispositif flottant qui ne peu couler et peut être servie a la place d'un gilet de sauvetage.
237	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes	Yes	Yes	No	No	No	
238	No	No	Useful	Hazard	Hazard	Hazard	Hazard	Useless	Yes	Yes	No	No	Yes	Yes	I choose to wear one for safety reasons. However, my experience tells me that in many situations they can also be dangerous in the operation of a sailboard, because they interfere with the standard harness used to sail.
239	Yes	No	Useless	Useless	Useless	Useless	Useless	Useless	No	No		No	No	Yes	Un gilet de sauvetage est généralement inutile et constitue un encombrement
240	No	No	Useful	Useful	Useful	Useful	Useful	Useful	No	Yes	No	No	No		la survie et pour ne pas trop fatigué dans l'eau
241	Yes	Yes	Useful	Useful	Useless	Useful	Useful	Useless	No	Yes	Yes	Yes	No	Yes	
242	Yes	Yes	Useful	Useless	Useless	Useful	Useful	Useless	Yes	Yes	No	Yes	No	No	en case d'urgence etre a l'eau avec une veste est plus securitaire. je crois que si je dois nager tres loin, et que l'eau est froide, ca pourrais me sauver la vie. parcontre dans les conditions de vagues je ne porte pas de veste. aussi si j'essaye des trucs je mets mas veste pour proteger mes cotes :) Securite principalement, je planche dans des endroits dangereux (St-Jean I.O.)
243	Yes	Yes	Useful	Useless	Hazard	Hazard	Useful	Hazard	Yes	Yes	No	Yes	No	Yes	Mais aussi pour la flottabilité (moins fatiguant de repartir apres un jibe raté)
244	No	No	Useful	Useful	Useless	Useful	Useful	Useless	Yes		No	No	No	Yes	Sécurité. Meilleure flottaison pour waterstart
245	Yes	Yes	Useful	Useful	Useless	Useless	Useful	Useless	Yes		Yes	No	Yes	No	Mal adapté a la pratique de la planche à voile, dangereux dans les spots de vague ( les surfeurs n'en portent pas eux ? )
246	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useless	Useless	Yes		Yes	No	No	Yes	
247	Yes	Yes	Useful	Hazard	Hazard	Useless	Useful	Hazard	Yes	Yes	Yes	No	Yes	Yes	3 years ago, on a scorching hot 12 kt July day, I went out windsurfing to cool off and take a swim, instead I got a ticket, the threat of a court appearance and 5 months later the \$253.00 fine. I now wear a PFD only because I can't afford not too. Windsurfing shouldn't require a PFD, the board acts as one. Occasionally its nice to have one, when struggling with large sails or difficult conditions but I really think that "freedom of choice" should apply. I'll wear one if I feel the need.
248	Yes	No	Useful	Useless	Hazard	Hazard	Useless	Hazard	No	Yes		No	No	Yes	
249	Yes	No	Useful	Hazard	Hazard	Useless	Useful	Hazard	Yes		No		No		I wear a PFD when windsurfing for saitey reasons. It is similar to wearing a helmet when cycling, or wearing a seat belt in a car.
250	No	No	Useful	Hazard	Hazard	Useless	Useless	Useless	Yes		No	No	Yes	Yes	Primarily a PFD allows me to hote easily and waterstart. Should I get ever get separated from the rig I'll be better off with the PFD. If I was sailing big ocean waves, the PFD would be a liability. You can dive under the wave. Fast swimming is hampered by a PFD.
251	Yes	No	Useful	Hazard	Hazard	Useless	Useful	Hazard	Yes	No	No	No	No	No	Not wearing a PFD while sailboarding (in Lac Deschenes) is a sign of mental defect. It provides protection from the most likely cause of death, drowning. A trip down the Deschenes rapids without a PFD seems a significant mortality risk. A PFD is of significant assistance in restarting and sorting out rig after a fall, particularly in rough weather.
252	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes	Yes	Yes	No	Yes	No	I wear it because I was fined once for not doing so. It was only \$90 at the time but I've worn it since then. When I travel to other places where a PFD is not mandated, I choose not to wear it.
253	No	No	Useless	Useful	Hazard	Useless	Useful	Useless	No	No		No	No	Yes	Dangerous while wave sailing, uncomfortable and restrictive while sailing, and would interfere with swimming ability, while getting back to the equipment after a fall.

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254	No	No	Useless	Useless	Useless	Useless	Useful	Useless	No	No	No	No	Yes	Yes	Wearing a PFD is a hazard, when a windsurfer falls under his sail the PFD makes it much harder for him/her to i) get unhooked from the sail, ii)swim under water out from under the sail, iii) creates an extra piece of equipment that can get caught in the harness lines preventing him from surfacing. The current laws are not only irrational but they are dangerous. I will NEVER wear a PFD since I've already been caught under a sail because I was wearing a PFD and I have no wish for this to happen again. There are many watersports where PFDs make good sense windsurfing isn't one of them. It makes as much sense to enforce PFDs for windsurfing as it does for scuba diving.
255	Yes	No	Useful	Useful	Hazard	Useless	Useful	Useful	Yes	Yes	No	No	No	Yes	I wear one for the extra padding and the floatation. I am aware that many windsurfers consider them a hazard because the buoyancy can result in getting trapped under your sail when you fall but I have never experienced this. Also wearing a PFD when sailing in waves can cause you to be tumbled with the wave rather than being able to swim under the wave. This is why you never see surfers wearing them. Also the requirement for a paddle is daft. Remember that most high wind boards are closer to surf boards in size and buoyancy than they are to boats. Would you require a surfer to carry a paddle?
256	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Useless	No	Yes		No	Yes	No	
257	Yes	No	Hazard	Hazard	Hazard	Useless	Useful	Useful	No	Yes		No	No	Yes	I wear a non approved (american approved) pfd when sailing in Canada. It is less restrictive and I am able to move more freely in it. When sailing in wave conditions I am sacared to wear a flotation device. It is simply unsafe.
258	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes		No	No	No	Yes	sauver ma peau!
259	Yes	Yes	Useless	Useless	Useless	Useless	Useful	Useless	Yes	Yes	Yes	No	Yes	Yes	because of the CCG regs and the \$225 fine. I am a Marine Unit Paramedic with the Toronto Police Marine Unit and I know/have seen the benefit of PFD/life jackets for persons operating boats and using kite boards. Boats sink, catch fire, and kite boards offer very little floatation(unless they're of the 7' unidirectional variety). Windsurfers, and kiteboarders for that matter, wear very buoyant wetsuits/steamers. Much like the foul weather mustang suits(which do eventually get water logged and sink with someone in them). These wetsuits offer very good floatation and protection from the cold. PFD's do not, however, offer thermal insulation, and hypothermia is the main cause of water related medical emergencies. Wetsuits also offer freedom of mov't. Pfd's inhibit this neccessary mov't while performing these sports. Being in the water is part of the windsurfing environment! Being on, not in, the H2O is part of the boaters' environment! PFD's do save some lives, but the main concern is the ease of search and rescue(SAR)...usually BODY RECOVERY!!!! Wetsuits will provide the same. Easy body recovery saves money! No divers, no lengthy searches, etc. What is a detrement of wetsuits is that they are usually black, making SAR difficult. A required colour rashguard, approved colors: yellow, orange, red, solves this problem and makes visual sighting easier. In high wind and H2O conditions it is my belief that a PFD is dangerous, due to the danger in the inability of getting out of the way of floating obstacles(boards, logs, seen, or unseen).
260															What is a detrement of wetsuits is that they are usually black, making SAR difficult. A required colour rashguard, approved colors: yellow, orange, red, solves this problem and makes visual sighting easier. In high wind and H2O conditions it is my belief that a PFD is dangerous, due to the danger in the inability of getting out of the way of floating obstacles(boards, logs, seen, or unseen). Wetsuits allow you to still dive under obstacles in the H2O and through waves. Keeping in mind that only those who possess the skill & ability should be sailing in these conditions. As always, skill level and intelligence should rule your decision. Thank you for this forum and the opportunity to voice my opinion. Please contact me with any questions or rebuttals. Greg Kord Level III/Advanced Care Paramedic dakordster@lycos.com
261	Yes	No	Useful	Hazard	Hazard	Hazard	Useless	Hazard	Yes		No	No	No	Yes	Partly as required by law, partly as a pre-caution.
262	Yes	Yes	Useless	Useless	Hazard	Useless	Useful	Useless	Yes		Yes	No	No	Yes	Want it or not, it is not available as rental at any windsurf destinations
263	Yes	Yes	Useful	Hazard	Useless	Hazard	Useful	Useless	Yes		No	No	No	Yes	I wear a PFD while windsurfing on Lake Superior as it is a very large and unpredictable body of water, and feel safer with it on. On smaller lakes I may or may not chose to wear the PFD depending on the wet suit I would be wearing.
264	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes	No	Yes	Yes	No	Yes	You're stupid if you don't wear a PFD. All windsurfers know there are risks if injury while windsurfing. A simple PFD should be common sence.

265	Yes	No	Useful	Useful	Hazard	Useless	Useful	Useless	No	Yes		No	Yes	Yes	I wear a non approved PFD (for greater mobility) when flat water sailing. In waves, any PFD is a hazard and will cause greater risk than no PFD. In cold water,(ie. the great lakes) I think a buoyant Dry Suit is just as good as a PFD and much more important because of the risks of hypothermia.
266	Yes	No	Useful	Hazard	Useless	Useless	Useful	Useless	Yes		No	Yes	Yes	Yes	The water is cold... a PFD helps me to waterstart, by providing extra lift.
267	Yes	Yes	Useful	Useless	Useless	Useless	Useful	Useless	Yes		No	No	No	Yes	security
268	No	No	Useful	Useless	Hazard	Useless	Useful	Useless	Yes		No	No	No	No	I wear a PFD (and have worn one, when windsurfing, for several years). Unlike a boat with a cabin or storage areas, there is little or no room on a windsurfer for the newer safety items required for small craft. These are 'craft' with a displacement of around 100 litres!
269	Yes	Yes	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes		No	No	No	No	it might save my life, if I hit my head on something (boom, board, mast) and fall into the water unconscious i would like to have a chance to survive. Also it's not a big deal to wear one so why not. who cares if it might not look like the coolest thing on the water, my life is more important than looking cool
270	Yes	Yes	Useful	Useful	Hazard	Useless	Useful	Useless	Yes		Yes	No	Yes	No	waterstarting in lake water definitely helps with a PFD
271	Yes	Yes	Useful	Useless	Hazard	Hazard	Useful	Hazard	Yes	Yes	Yes	No	No	No	the sailor/surfer/kiteboarder from duck-diving under the wave. Instead they get tossed with the wave and could get seriously injured. However either wearing no PFD, or at worst an inflatable PFD, eliminates this problem. For the windsurfers participating in regular open-water conditions (ie. not waves) an approved PFD (inflatable or non-inflatable) is a good idea and should be enforced for the safety of people who do not have the common sense to correctly judge the conditions and/or their fitness before they go out. I presently only use an inflatable compressed-gas PFD in Canada. In Hawaii, in wave conditions, I, along with 995 of the wave-sailors/wave-kites/surfers there, do not wear a PFD, for the above reasons.
272	Yes	Yes	Useless	Useless	Useless	Useless							Yes		Lorque l'on navigue avec une embarcation insubmersible comme la planche a voile, il n'y pas lieu de porter un gilet se sauvetage.
273	Yes	Yes	Hazard	Useful	Hazard	Useful	Useful	Useless	No	No		No	No	Yes	Windsurfing is an active, athletic sport requiring mobility. PFD's are cumbersome and restrict freedom of movement. Further there are situations when windsurfing were personal bouyancy is NOT advantageous - like ducking under the sail when waterstarting.
274	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Hazard	No	Yes	No	No	No	Yes	personal safety if get I get knocked unconscious
275	No	No	Useful	Hazard	Hazard	Hazard	Useless	Useless	Yes		No	No	No	Yes	Personal preference. I wear a kayaker's life vest because it has pockets and for a small amount of safety. (It won't help if I get knocked out.) I can't believe these proposed regulations - they're NUTS!! And I work for the Federal Government! I'm going to give my contacts in CCG a piece of my mind!
276	Yes	Yes	Useful	Useful	Useless	Useless	Useful	Useless	No	No	Yes	No	No	Yes	I haven't worn one in 10 years, except when at Competition where I'm be disqualified for not wearing one. For some beginners and youths it is a necessity, but it should be pro choice. Main reasons: -bulky and inhibits movement and uses more energy to sail -only will let you float when sometimes it is necessary to duck under waves.
277	Yes	Yes	Useful	Useful	Useful	Useful	Useful	Useful	Yes		No	No	No	No	Although I answer negatively to the connotation of not wearing a pfd. I fully understand it is not always a safe device. 7 years in Hawaii too me that. I can only suggest to me much more constructive and supportive of safety matters while proposing alternates. For example suggest an option to wear a pfd or use a board lease in whitecap conditions.. things like that. Try to be a constructive as possible about the survey, but push for change. Another consideration you must take are things like inflatable windsurfers which are on the market now. So... regulations must be all encompassing yet simple. Cam Rawlinson KC-26.
278														No	Le port de la "VFI" est dangereux en planche à voile lors des chutes sous la voile car il est difficile de nager lorsque l'on est pris sous la voile et la veste nous colle sur celle-ci. Il y a une forte probabilité d'asphyxie ou noyade. De plus, lorsqu'il y a une chute et que l'on tombe loin de notre planche, celle-ci dérive beaucoup plus rapidement qu'une embarcation conventionnelle. Il devient difficile de rattraper la planche avec une veste de flottaison. Donc, on se retrouve pris au dépourvue dans des conditions d'eau agitée alors que si on n'a pas de veste, on peut rattraper notre planche et repartir à naviguer. Je vois l'utilité d'une veste seulement lorsqu'une personne se fait assommer mais il me semble qu'un casque de protection serait plus utile qu'une veste dans cette situation.

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279	Yes	Yes	Useful	Useless	Hazard	Hazard	Hazard	Hazard	Yes	Yes	No	Yes	No	No	Dan les vagues importantes cela peut nuire lors de manoeuvre d'évitement de la vague déferlante I'm not a pro. I want to be back at my job in one piece. It helps with waterstarts. I don't sail in salt water. I sail in really cold water. I have heard too many stories of broken ribs, smacked skulls and deaths. It identifies me as a Canadian in tropical waters.
280	Yes	No	Useful	Useful		Useful	Useful	Useful	Yes	Yes	No	Yes	No	No	I wear a helmet and face guard, too.
281	Yes	Yes	Useless	Useless	Useless	Useful	Useful	Useless	Yes		Yes		Yes		Aujourd'hui je le porte parce que je suis obligé, par contre j'aimerais que ce ne soit pas obligatoire parce qu'une fois je me suis retrouvé en danger à cause du gilet. C'est impossible de nager pour rattrapper l'équipement de planche. C'est difficile voire même impossible de plonger à l'approche d'une vague ou d'un embarcation qui se dirige vers moi. C'est plus difficile de remonter à la surface quand la vague casse sur la personne qui porte un gilet.
282	Yes	No	Useful	Hazard	Hazard	Hazard	Useful	Useless	Yes		No	Yes	Yes	No	Utile pour les débutants qui tombent souvent dans l'eau. Utile aussi pour ceux qui éprouvent de la fatigue (consciemment ou non). Dangereux dans les situations extrêmes où il faut nager pour rejoindre son équipement avec une chute.
283	Yes	No	Useful	Hazard	Hazard	Useful		Hazard	No	No		Yes	No	Yes	Restricts movement. I wear a non-approved PFD when conditions or distance require it.
284	Yes	No	Useless	Hazard	Hazard	Useless	Useful	Useless	No	No	No	No		Yes	It's a pain in the ass and won't help. I'm always wearing a wetsuit, which keeps me afloat, and I'm on top of a 10' long flotation device. Why are sailboards now considered vessels, when they were previously considered recreation (i.e. sports) equipment (as they still are by insurance companies).
285	No	No	Useless	Useless	Useless	Useless	Useful	Useless	No	No		No	No	No	Je porte un gilet de sauvetage non approuvé. Ce gilet me donne la liberté de mouvements pour la pratique de la planche à voile.
286	Yes	Yes	Hazard	Useful	Useless	Useless	Useful	Useless	Yes	No	Yes	No	Yes	Yes	As a former instructor in Aruba and mainland Canada & US, I have had many personal instances where students, and have experienced personal situations where a PFD hindered the ability to *quickly* get out from under a sail. A sail that is floating just below the surface, coupled with a boom and a *strong* upward force of a PFD was more dangerous than the benefit provided by the PFD Tom Perrone
287	Yes	Yes	Useless	Useless	Useless	Useless	Useful	Hazard	No	No	Yes	Yes	Yes	Yes	dangereux en conditions de vague. Je porte une veste non homologuée, mais ajustée au corps. Très efficace
288															

## **Appendix E.**

### **Petition Response Database**

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