Present: Dick Allsopp, President Jim Capron, Susan Epstein, Vice President Tom Hubbell, Amy Gross-Kehoe, Treasurer Leslie Keller, Patty Lawrence, Bill Stump, Jim Tichenor, and non-voting Ex Officio members, Secretary Fred Hagedorn and Executive Director Charlie Leighton.

Guests in attendance included Dave Perry, Dave Dellenbaugh, Dick Rose and Dan Nowlan.

1. The meeting was called to order by President Capron at 8:00 pm Eastern Time.

2. Secretary Hagedorn called the roll and announced that a quorum was present.

3. A MOTION to approve the Consent Calendar was made, seconded and approved.
   a. Minutes of the June 25, 2007 meeting of the Board of Directors, as corrected.

4. President Capron reported on a number of issues of interest. After his many travels in Europe this summer it is clear that the USA Sailors, and the USA, are well respected on the international sailing scene. In preparation for the October meeting of the Board to discuss Priority Goals, Capron has asked the Board to consider “what should US SAILING look like in 2012?”

5. Executive Director Leighton reported that the association is continuing to perform well financially at this point in the year. Leighton noted that the new database will go LIVE on August 1, 2007, and will run in parallel with the current database until October 1, 2007. The good news is that data will only have to be entered once, and will be reflected in both databases. The new podcast and the new look of e-US SAILING have been well received, and our fundraising program is on track. Finally, Leighton re-emphasized that the quality of our programs remains the Association’s focus on creating value for our members.

6. Treasurer’s Report. Treasurer Keller reported that the Executive Director’s report reflected well the financial well being of our business. She also noted that we are still awaiting the Audit Report and the Draft Management letter.

Olympic Report. Chairman Brenner reported that the USA qualified in 10 of the 11 events in the 2008 Olympics at the 2007 Combined ISAF World Sailing Championships, held in Cascais, POR. The Pan Am Games are just starting and are going well to date. The Youth World Championships were also quite successful. Especially notable was USA’s win at the Youth World Championship in the High Performance Dinghy – Female. The Olympic Trials are coming in less than 2 and a-half months. Finally, the New York Yacht Club will be hosting a fundraiser in November, 2007.
7. New Business
The following ISAF Submissions were approved for consideration at the ISAF Fall Meeting:

a. 4 Appeals Cases (see appendix 1);
b. Racing Rules Submissions (see appendix 2)
c. Special Regulations changes regarding the use of flares (see appendix 3)
d. 3 submissions regarding the potential events at the 2012 Olympics (see appendix 4), replacing the single (deferred) submission sent to ISAF for the Mid-year Meeting in Paris.

8. A MOTION to adjourn was made, seconded and approved at 9:16 pm, Eastern Time.

Respectfully submitted,

Frederick H. Hagedorn
Secretary
The Case Book
New Case

A submission from US SAILING

Proposal:

Rule 69.1(a), Allegations of Gross Misconduct: Action by a Protest Committee

An allegation of misconduct must be sufficiently specific to permit the competitor to prepare a defense.

Summary of the Facts
After the fourth race of a regatta, the protest committee received a report alleging that in that race Competitor X deliberately collided with another boat and used intimidating and abusive language. The protest committee notified Competitor X in writing that a rule 69 hearing would be held the following morning. The notice stated that “a hearing will be convened to inquire into your alleged unsportsmanlike conduct during racing yesterday.”

In the hearing, the protest committee found that Competitor X deliberately broke several rules and used aggressive behavior and intimidation to gain an unfair advantage. The protest committee disqualified Competitor X’s boat and instructed the race committee to score the boat DGM for the fourth race. Competitor X appealed, claiming that the protest committee did not inform him of the alleged misconduct.

Decision
Hearings conducted under rule 69 require the protest committee to first inform the competitor in writing of the alleged misconduct; see rule 69.1(a). The allegation must be sufficiently specific to permit the competitor to prepare a defense.

In this case, the protest committee’s reference to “unsportsmanlike conduct” in its hearing notice failed to inform the competitor of the specific misconduct that was alleged to be unsportsmanlike. Therefore the appeal is upheld. The protest committee’s decision is nullified, and Competitor X’s boat is reinstated in her finishing place.

USSA 2006/91

Current Position:
None

Reason:
The core statement of this short appeal is that an allegation made under rule 69.1(a) must be specific enough for the competitor to be able to prepare a defense for the hearing. It also explains the meaning of "alleged misconduct," in the context of a protest committee's duty to inform a competitor about what he or she has done that underlies the committee's decision to call a rule 69 hearing. None of the Cases that deal with rule 69 cover this subject.
Proposal:

Rule 41(d), Outside Help
Rule 86.1(b), Changes to the Racing Rules
Rule 88.2(a), Notice of Race; Appointment of Race Officials
Rule 89.2(a), Sailing Instructions
Rule J1.2(1), Notice of Race Contents

The term “information freely available” in rule 41(d) means information available without monetary cost and easily obtained by all boats in a race. “Easily obtained” means the information is available from public sources that competitors can reasonably be expected to be aware of and can locate with little effort. The term “information freely available” refers only to the information, not to equipment or software needed to receive or read the information. Although an organizing authority cannot change rule 41, the sailing instructions can change it to conform the rule to the objectives of a particular event, class or club.

Question 1
In rule 41(d), what does “information freely available” mean?

Answer 1
The term “information freely available” in rule 41(d) means information available without monetary cost and easily obtained by all boats in a race. “Easily obtained” means the information is available from public sources that competitors can reasonably be expected to be aware of and can locate with little effort. An example is information on the U.S. National Weather Service (NOAA) website and its radio stations.

Information for which a fee has been paid or that is not easily obtained by all boats in a race is not “freely available.” Examples are information supplied only to those boats that have paid a subscription or other fee, and information whose source is obscure.

The term “information freely available” refers only to the information, not to equipment or software needed to receive or read the information. A fee paid to connect to a network that is free and publicly available, such as the Internet, is not a fee paid for the information available there. Similarly, the cost of a computer or software used to connect to or search the Internet is not a cost of the information obtained by those means.

However, if the access to the information, including any equipment or software, is provided for a fee by the same person or entity that provides the information, then the information has a monetary cost and is not “freely available.” Examples are satellite radio companies and ocean routing services when they have charged the recipient of the information a subscription fee for accessing their channels or files.

Question 2
Can an organizing authority or race committee restrict the information that can be received by a boat without modifying rule 41?
Answer 2
An organizing authority cannot change any rule, including rule 41. However, the sailing instructions, which are published by the race committee under rule 89.2(a), can change rules in compliance with rule 86.1(b). If rule 41 is changed, the purpose presumably will be to conform the rule to the objectives of a particular event, class or club. If the sailing instructions will change rule 41, the notice of race, which is published by the organizing authority under rule 88.2(a), must identify the rule as required by rule J1.2 (1). Changes to rule 41 that permit the receipt of otherwise prohibited information or restrict otherwise permissible information that can be received by a boat while racing would certainly help competitors decide whether to attend the event or convey information competitors will need before the sailing instructions become available (see rule J1.2).

USSA 2007/93

Current Position:
None

Reason:
This interpretation of the rules deals primarily with the meaning of "information freely available" as used in rule 41(d). It should be universally useful for race organizers, judges and competitors in races in which boats use advanced communications technology, including international ocean races. It states that any information competitors receive while racing must be easily obtainable by all boats in the race and free of monetary cost. It further states that the rule concerns "information," not the equipment or software needed to receive the information. It also provides some specific examples of sources of information that may breach the rule if the information is received while racing. These interpretations do not duplicate the content of an existing Case.

Furthermore, many sailboat races now involve computers and more sophisticated electronic communication devices. The Racing Rules of Sailing cover a wide range of sailboat racing, and may not be specific enough to deal adequately with the rapid advances in communication options available. It is common that race organizers attempt to limit or specify the type or amount of communication allowed while racing, and this Question specifies how rule 41 can properly be changed in those cases.

The Case Book

New Case

Proposal:
Rule 62.1(b), Redress

A boat physically damaged from contact with a boat that was breaking a rule of Part 2 is eligible for redress only if the damage itself significantly worsened her score. Contact is not necessary for one boat to cause damage to another. A loss of places caused by an avoiding maneuver is not, by itself, grounds for redress. "Injury” refers to physical injury to a person.
Summary of the Facts
Boat B is required to keep clear of Boat A. However, B collides with A, turning A 180 degrees before she is able to continue racing. Boat A loses five finishing places because of the incident. She protests B and requests redress under rule 62.1(b). During the hearing, it is established that there was damage to A but that the damage itself did not affect her ability to proceed in the race at normal speed. A’s protest is upheld and B is disqualified.

Question 1
Is A entitled to receive redress?

Answer 1
No. Under rule 62.1(b), the damage itself must be the reason a boat’s score is made significantly worse. In this case the damage had no effect on A’s score.

Question 2
Must contact between the boats occur in order for redress to be granted under rule 62.1(b)?

Answer 2
No. A boat that suffers physical damage trying to avoid a collision with a boat that has broken a rule of Part 2 may be entitled to redress if the damage is found to have made her score significantly worse and the damage was not her fault.

Question 3
If there had been no collision because A had been able to avoid B by changing course 180 degrees, but with a resulting loss of five places, would she have suffered an “injury” as the term is used in rule 62.1(b)?

Answer 3
No. ‘Injury” in the racing rules refers only to physical injury to a person.

USSA 2007/73 and 98

Current Position:
None

Reason:
These questions and answers clarify that the damage referred to in rule 62.1(b) must itself be the cause of worsening the boat's score. Also, it makes the related points that contact is not necessary for damage to occur and that the loss of places caused by a maneuver is not, by itself, grounds for redress. It also provides an interpretation of the term "injury," first introduced in the 2005-2008 RRS. We think these interpretations will be useful to sailors and judges alike. This interpretation does not duplicate an existing Case.
Proposal:

Introduction
Rule 71.4, Appeal Decisions
Definitions, Rule

The ISAF Cases do not have the status of rules but are “authoritative interpretations and explanations of the rules.” Therefore, when the relevant facts from a protest are essentially similar to the facts of a Case, the interpretations in the Case should be accepted by the protest committee as correct interpretations of the racing rules for that protest.

Like the ISAF Cases, appeals published by national authorities are not rules. However, when the facts of a protest are essentially similar to the facts of an appeal published by a national authority and no ISAF Case conflicts with the interpretations in the appeal, a protest committee within the jurisdiction of a national authority is well advised to follow the appeal in making its decision.

Question 1
Do the ISAF Cases have the status of rules?

Answer 1
No. The ISAF Cases are not rules (see the definition Rule), and therefore do not have the status of rules.

Question 2
What is the status of the ISAF Cases?

Answer 2
The Introduction to The Racing Rules of Sailing, which ranks as a “rule” (see the definition Rule), states that the ISAF recognizes the interpretations in its Case Book as “authoritative interpretations and explanations of the rules.” Therefore, when the facts from a protest are essentially similar to the facts of a Case, the interpretations in the Case should be accepted by the protest committee as correct interpretations of the racing rules for that protest.

Question 3
What is the status of appeals published by national authorities?

Answer 3
Like the ISAF Cases, appeals published by national authorities are not rules. However, when the facts of a protest are essentially similar to the facts of an appeal published by a national authority and no ISAF Case conflicts with the interpretations in the appeal, a protest committee within the jurisdiction of a national authority is well advised to follow the appeal in making its decision.

USSA 2007/99

Current Position:
None
**Reason:**

These questions and answers clarify the status of ISAF Cases and national authority appeals. They confirm that the Cases are authoritative interpretations and explanations of the rules, and are to be accepted by protest committees when the facts are similar. Furthermore, when a national authority's appeal conflicts with an ISAF Case, the protest committee should follow the ISAF Case. But when there is no conflicting ISAF Case, a protest committee that is subject to the authority of a national authority, i.e., is "within the jurisdiction of a national authority," is well advised to follow the national authority's decisions. To be clear, an international jury is not "within the jurisdiction of a national authority" as the term is used in this decision. These interpretations do not duplicate the content of an existing Case.
Proposal:
The rules of Part 2 apply between boats that are sailing in or near the racing area and intend to race, are racing, or have been racing. When more than two boats are involved, the rules that apply are the rules governing each pair of boats. However, a boat not racing shall not be penalized for breaking one of these rules, except rule 22.1.

When a boat sailing under these rules meets a vessel that is not, she shall comply with the International Regulations for Preventing Collisions at Sea (IRPCAS) or government right-of-way rules. However, an alleged breach of those rules shall not be grounds for a protest except by the race committee or protest committee. If the sailing instructions so state, the rules of Part 2 are replaced by the right-of-way rules of the IRPCAS or by government right-of-way rules.

Current Position:
The rules of Part 2 apply between boats that are sailing in or near the racing area and intend to race, are racing, or have been racing. However, a boat not racing shall not be penalized for breaking one of these rules, except rule 22.1. When a boat sailing under these rules meets a vessel that is not, she shall comply with the International Regulations for Preventing Collisions at Sea (IRPCAS) or government right-of-way rules. However, an alleged breach of those rules shall not be grounds for a protest except by the race committee or protest committee. If the sailing instructions so state, the rules of Part 2 are replaced by the right-of-way rules of the IRPCAS or by government right-of-way rules.

Reason:
The proposed addition states a fundamental principle that applies in all the rules of Part 2. A reader who understands this principle finds it much easier to apply the Part 2 rules to incidents involving more than
two boats. For this reason, the principle should be stated in the rulebook. Because it applies in all the Part 2 rules, it is logical to place it in the preamble to Part 2.

The preamble covers two quite separate topics. It is appropriate, therefore, to break the preamble into two paragraphs, one for each topic.

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Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

Racing Rules of Sailing
Rule 19.1

A submission from US SAILING

Proposal:

19.1 When approaching an obstruction, a boat sailing close-hauled or above may hail for that wants room to tack and avoid another boat on the same tack shall hail ‘Room to tack’. [no further changes]

Current Position:

See above.

Reason:

Three rules, rules 19.1, 19.1(b) and 61.1(a), require a boat to hail. Rules 19.1(b) and 61.1(a) specify the precise words that must be used in the hails, but rule 19.1 does not. The proposed wording for rule 19.1’s hail would make these three rules consistent and would help avoid possible misunderstandings among competitors, particularly in international events.

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Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

Racing Rules of Sailing
Rule 28.1

A submission from US SAILING
Proposal:

28.1 A boat shall *start*, leave each *mark* on the required side in the correct order, and *finish*, so that a string representing her *track* wake after *starting* and until *finishing* would when drawn taut pass each *mark* on the required side and touch each rounding *mark*. [no further change.]

Current Position:

See above.

Reason:

Boats are not required to cross the finishing line completely, so a boat whose bow crosses the finishing line but whose stern never crosses that line does not comply with current rule 28.1 because a string representing her wake does not pass each finishing mark on the required side. The proposal corrects this flaw. Additionally, the word ‘wake’ evokes an image of a long, V-shaped wave, which is hard to visualize as a string.

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Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

*Racing Rules of Sailing*

Rule 29.1

A submission from US SAILING

Proposal:

29.1 Individual Recall

When at a boat’s starting signal any part of her hull, crew or equipment is on the course side of the starting line or she must comply with rule 30.1, the race committee shall promptly display flag X with one sound. The flag shall be displayed until all such boats are completely on the pre-start side of the starting line or its extensions and have complied with rule 30.1 if it applies, but not later than four minutes after the starting signal or one minute before any later starting signal, whichever is earlier. **If rule 30.3 applies this rule does not.**

Current Position:

See above.

Reason:
A statement about when a rule does or does not apply should be in the rule itself, and not in some other rule. In the current rules, the reader finds in rule 30.3 a statement that there are circumstances in which rule 29.1 does not apply. The proposal correctly locates that statement. (See the companion submission for rule 30.)

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**Proposition:**

**30 STARTING PENALTIES**

**30.1 I Flag Rule Round-an-End Rule**

If flag I has been displayed, and any part of a boat’s hull, crew or equipment is on the course side of the starting line or its extensions during the last minute before her starting signal, she shall thereafter sail from the course side across an extension to the pre-start side before starting.

**30.2 Z Flag Rule 20% Penalty Rule**

If flag Z has been displayed, no part of a boat’s hull, crew or equipment shall be in the triangle formed by the ends of the starting line and the first mark during the last minute before her starting signal. If a boat breaks this rule and is identified, she shall receive, without a hearing, a 20% Scoring Penalty calculated as stated in rule 44.3(c). She shall be penalized even if the race is restarted, resailed or rescheduled, but not if it is postponed or abandoned before the starting signal. However, she shall not be penalized if the race is postponed or abandoned during that minute, if the starting signal is not made, or if the race is never completed. Each time she is similarly identified during a subsequent attempt to start the same race, she shall receive an additional 20% Scoring Penalty.

**30.3 Black Flag Rule**

If a black flag has been displayed, no part of a boat’s hull, crew or equipment shall be in the triangle formed by the ends of the starting line and the first mark during the last minute before her starting signal. If a boat breaks this rule and is identified, she shall be disqualified without a hearing, even if the race is restarted, resailed or rescheduled, but not if it is postponed or abandoned before the starting signal. However, she shall not be disqualified if the race is postponed or abandoned during that minute, if the starting signal is not made, or if the race is never completed. If a general recall is signalled or the race is abandoned after the starting signal, the race committee shall display her sail number before the next warning signal for that race, and if the race is restarted or resailed she shall not sail in it. If she does so, her...
disqualification shall not be excluded in calculating her series score. If this rule applies rule 29.1 does not.

Current Position:
See above.

Reason:
The phrase ‘the starting signal’ at the end of rule 30.2 and at the end of the second sentence of rule 30.3 is ambiguous. Some protest committees have interpreted the phrase to apply to any starting signal made after a boat breaks rule 30.2 or 30.3. For example, suppose that flag Z is displayed for the first attempted start of race 1, Boat X is in the specified triangle during the last minute before that start, and a general recall is signaled. A few minutes later the second attempted start of race 1 is postponed. In such a case, most protest committees penalize Boat X for being in the triangle before the first attempted start. However, some protest committees argue that because there was a postponement before the second attempted start Boat X should not be penalized. The proposed wording removes the ambiguity.

The inclusion of ‘if the starting signal is not made’ in the penultimate sentence of rule 30.2 and in the third sentence of rule 30.3 permits a race committee to avoid penalizing boats when it realizes in the last few seconds before the starting signal that there is a problem with the starting line. In such a situation, if there not enough time for the committee to signal a postponement, the committee can simply not make the starting signal and then postpone the race a short time later.

Current rules 30.2 and 30.3 state that the penalties shall be given ‘even if the race is restarted, resailed or rescheduled.’ However, these criteria are not appropriate. The penalties can be given to a boat only if the race is completed. There are circumstances in which a penalty can not be given even if a race is rescheduled, then restarted and resailed. For example, the protest committee could abandon such a race as a result of a request for redress and there might be no opportunity to resail it. The appropriate criterion is the completion of the race.

The inclusion of the new sentence at the end of rule 30.2 makes it clear that a boat can be penalized more than once. Currently that must be inferred.

The last sentence of current rule 30.3 has been deleted because a statement about when a rule does or does not apply should be in the rule itself, and not in some other rule. See the companion submission for rule 29.1, which proposes adding a new last sentence in that rule reading, ‘If rule 30.3 applies this rule does not.’

Rule 30.1’s current title, ‘Round-an-End Rule,’ has caused some confusion because a boat that is across the starting line or its extension during the last minute before her starting signal is not always required to completely round one end of the line. Titling each of rule 30’s three sub-rules with the name of the flag displayed when it applies should help a new reader find the applicable rule.

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REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –
Racing Rules of Sailing
Rule 32.2

Proposal:

32.2 If the race committee signals a shortened course (displays flag S with two sounds), the finishing line shall be:

(a) at a rounding mark, between the mark and a staff displaying flag S;
(b) at a line boats are required to cross at the end of each lap, that line;
(c) at a gate, between the gate marks.

The shortened course shall be signalled before the first boat nears the finishing line.

Current Position:
See above.

Reason:
Flag S should be displayed before the first boat nears the finishing line for the shortened course so that boats can plan their tactics. Under rules 32.2(b) and (c), a race committee could shorten a race at a gate, or at a line boats are required to cross at the end of each lap, by displaying flag S after boats have passed through that gate or have crossed that line. Clearly, this is undesirable. Before 2005, when a race in progress was shortened, this was not possible because one end of the finishing line was always a staff displaying flag S.

Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

Racing Rules of Sailing
Rule 40.1

Proposal:

40.1 When flag Y is displayed with one sound before or with the warning signal, competitors shall wear life-jackets or other adequate personal buoyancy, except for brief periods while changing or adjusting clothing or equipment. Wet suits and dry suits are not adequate personal buoyancy.
Current Position:
See above.

Reason:
Competitors have been protested and disqualified under the current rule when they briefly removed their life-jacket to put on or remove an item of clothing under it or to adjust equipment, such as a trapeze harness. This result is clearly unreasonable.

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Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

Racing Rules of Sailing
Rule 44.3(c)

A submission from US SAILING

Proposal:
(e) The race score for a boat that takes a Scoring Penalty shall be the score she would have received without that penalty, made worse for the place worse than her actual finishing place by the number of places stated in the sailing instructions, except that, however, she shall not be scored worse than Did Not Finish. [no further changes]

Current Position:
See above.

Reason:
Those who write software to score races have noted an inconsistency in the current rule in the following circumstances. Suppose a boat’s actual finishing place is 4th, that she accepts a Scoring Penalty, and that the boat that finished in 3rd place is later disqualified as a result of a protest. In that case, under the rule’s current wording, the boat’s penalty is added to the race score for 4th place. This is inconsistent with rule A6.1. The proposed changes remove the inconsistency.

The proposal also clarifies how to score a boat that receives or accepts more than one Scoring Penalty in a race.

The wording is slightly changed for consistency with the wording of other rules, and the long first sentence is broken into two sentences for ease of reading.

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A submission from US SAILING

**Proposal:**

51 **MOVABLE BALLAST**

All movable ballast shall be properly stowed. **Water, sails, dead weight or ballast** shall not be moved for the purpose of changing trim or stability. Floorboards, bulkheads, doors, stairs and water tanks shall be left in place and all cabin fixtures kept on board. However, **bilge water may be bailed out.**

**Current Position:**

See above.

**Reason:**

To permit bilge water to be bailed out of a boat. It has recently been noted that, because bailing out affects a boat’s trim and stability, a boat that bails breaks current rule 51. The current rule’s first sentence covers two quite different topics and so it is logical to break it into two sentences. Finally, the addition of ‘sails’ makes it unmistakably clear that sails may not be moved for the purpose of changing trim or stability.

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A submission from US SAILING

**Proposal:**

63.3 **Right to Be Present**
If a party to the hearing of a protest or request for redress does not come to the hearing, the protest committee may nevertheless decide the protest or request for redress. [no further changes]

Current Position:
See above.

Reason:
To clarify that rule 63.3(b) applies only to a hearing of a protest or request for redress, and not to a hearing under rule 69.

Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE – Racing Rules of Sailing
Rules 69.1 and 69.2

A submission from US SAILING

Proposal:
69.1 Action by a Protest Committee

(a) When a protest committee, from its own observation or a report received from any source, believes that a competitor may have committed a gross breach of a rule, good manners or sportsmanship, or may have brought the sport into disrepute, it may call a hearing. The protest committee shall promptly inform the competitor in writing of the alleged misconduct and of the time and place of the hearing. If the competitor provides good reason for being unable to attend the hearing, the protest committee shall reschedule it.

(b) [No change]

(c) [No change]

(d) If there is good reason for the competitor not to attend the hearing, the protest committee shall postpone it. However, if the competitor has left the event and as a result cannot reasonably be expected to attend a hearing, the protest committee shall not conduct one. Instead, it shall collect all available information and, if the allegation seems justified, make a report to the relevant national authorities.

(d) If the competitor does not provide good reason for being unable to attend the hearing and does not come to it, the protest committee may conduct it without the competitor present. If the committee does so and penalizes the competitor, it shall
include in the report it makes to the relevant national authorities under rule 69.1(c) the facts found, the decision and the reasons for it.

(c) If the protest committee chooses not to conduct the hearing without the competitor present or if the hearing cannot be scheduled for a time and place when it would be reasonable for the competitor to attend, the protest committee shall collect all available information and, if the allegation seems justified, make a report to the relevant national authorities.

(ef) [Current 69.1(e)]

69.2 Action by a National Authority

(a) When a national authority receives a report required by rule 69.1(c) or 69.1(e), [no further changes]

(b) When the national authority of the venue for an event receives a report required by rule 69.1(d), it shall review the decision of the protest committee and confirm or change it. The national authority may then take any action permitted under rule 69.2(a).

(c)[Current 69.2(b)]

(d) [Current 69.2(c)]

Current Position:

See above.

Reason:

If a competitor has good reason not to attend a rule 69 hearing at its scheduled time and place and if he communicates the reason to the protest committee, the committee should be required to reschedule it. The proposed new sentence in rule 69.1(a) establishes such a requirement.

Under one possible interpretation of current rule 69.1, if a competitor is able to attend a rule 69 hearing at the scheduled time and place but simply fails to do so, the protest committee may not hold the hearing. This seems unfair when an event is a qualifier for another event in the near future. It permits a competitor who has committed a gross breach to escape penalization during the qualifying event and, possibly, qualify for and compete in the next event. Several experienced judges have noted that the current rule may encourage competitors not to attend a hearing called under rule 69.1. The rules should, instead, provide a strong inducement for a competitor alleged to have committed a gross breach to attend a rule 69 hearing. The proposed rule provides such an inducement by permitting the protest committee to hold a rule 69 hearing without the competitor present if the competitor has not provided a good reason for not attending and fails to attend.

Because rule 69 hearings deal with serious allegations, new rule 69.2(b) is proposed to require a review of any penalty by the national authority of the venue when a rule 69 hearing is conducted without the competitor present.

Please see also the related submissions to change rules 63.3(b) and 69.1(b).
Racing Rules of Sailing
Rule 69.1(b)

A submission from US SAILING

Proposal:

69.1 Action by a Protest Committee

(b) A protest committee of at least three members shall conduct the hearing, following the procedures in rules 63.2, 63.3(a), 63.4 and 63.6. If it decides...

Current Position:

See above.

Reason:

Rule 63.3(b) establishes the procedure to follow if a party to a protest hearing or a redress hearing does not come to the hearing. Rule 69.1(d) establishes the procedures to follow if a party to a hearing under rule 69.1 does not come to the hearing. Therefore, rule 69.1(d) should be removed from the list of rules governing the conduct of a hearing under rule 69.1. Inserting ‘(a)’ after ‘63.3’ accomplishes this.

Rules 63.2, 63.3(a), 63.4 and 63.6 provide procedures for protest and redress hearings. A protest committee should not slavishly follow those rules when conducting a rule 69.1 hearing. Rather it should follow the procedures set out in those rules. Adding the words ‘the procedures in’ makes this clear.

Please see also the related submission to change rules 69.1 and 69.2 and the related submission to change rule 69.3(b).
69.2 Action by a National Authority

(a) When a national authority receives a report required by rule 69.1(c) or 69.1(d), a report alleging a gross breach of a rule, good manners or sportsmanship, or a report alleging conduct that has brought the sport into disrepute, or a report required by rule 69.1(c) or 69.1(d), it may conduct an investigation and, when appropriate, shall conduct a hearing. [no further change.]

Current Position:

See above.

Reason:

Most readers interpret this sentence to mean that there are three conditions under which a national authority can act – (1) upon receipt of a report required by rule 69.1(c) or 69.1(d), (2) upon receipt of a report alleging a gross breach of a rule, good manners or sportsmanship, or (3) upon receipt of a report alleging conduct that has brought the sport into disrepute. However, the punctuation in the current rule has lead several experienced judges to read, ‘a report alleging a gross breach of a rule, good manners or sportsmanship, or a report alleging conduct that has brought the sport into disrepute’ as a restatement in other words of ‘a report required by rule 69.1(c) or 69.1(d).’

The proposed new wording states more clearly that the intended meaning is the first one above. It also states more prominently the conditions under which a national authority may act on its own without input from any protest committee.

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Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

Racing Rules of Sailing
Rule A11

A submission from US SAILING

Proposal:

A11 SCORING ABBREVIATIONS

These abbreviations shall be used are recommended for recording the circumstances described:
[no further change]

Current Position:

See above.
**Reason:**
The abbreviations in rule A11 have been widely used around the world for many years. Making them mandatory will help competitors readily understand race results. It will also be easier to word other rules.

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**Submission XXX-07**

**REPORTING COMMITTEE – RACING RULES**
**OTHER COMMITTEE –**

**Racing Rules of Sailing**
Appendix L, Instruction 9.1 and Instruction 9.2 (new)

A submission from US SAILING

**Proposal:**
In Appendix L, add the following new instruction and marginal note:

9.2 The following marks are rounding marks: ___________

Marginal note to accompany proposed new instruction 9.2:
Unless it is clear from the course diagrams, list the marks that are rounding marks.

Delete “Unless clear from the course diagrams, state which marks are rounding marks.” from the marginal note for instruction 9.1, and renumber instructions 9.2, 9.3 and 9.4 appropriately.

**Current Position:**
See above. Note, however, that instruction 9.2 is new.

**Reason:**
Many sets of sailing instructions do not make it clear which marks are rounding marks. Currently the requirement to make this clear only appears in the marginal note to instruction 9.1. Many writers of sailing instructions start their writing project by copying the suggested sailing instructions in Appendix L (in normal typeface), but not the italicized marginal notes. If the proposed new instruction 9.2 were included, the likelihood that writers of sailing instructions would make it clear which marks are rounding marks would be increased.

===============================================================================================================
Racing Rules of Sailing
Rule P2 and New Rule P4

A submission from US SAILING

Proposal:

P2 PENALTIES

P2.1 First Protest
When a boat is first protested under rule P1 she may acknowledge her breach by taking a Two-Turns Penalty under rule 44.2. If she fails to do so she shall be disqualified without a hearing.

P2.2 Second Protest
When a boat is protested a second time during the series, she may acknowledge her breach by promptly retiring from the race. If she fails to do so she shall be disqualified without a hearing and her score shall not be excluded.

P2.3 Third and Subsequent Protests
When a boat is protested a third or subsequent time during the series, she may acknowledge her breach by promptly retiring from the race. If she does so she shall be disqualified without a hearing and her score shall not be excluded. If she fails to do so she shall be disqualified without a hearing from all races in the series, with no score excluded, and the protest committee shall consider calling a hearing under rule 69.1(a).

P4 REQUESTS FOR REDRESS

A boat may not request redress for a decision or action by a member of the protest committee or its designated observer under rule P2. This changes rule 60.1(b).

Current Position:
See above. The current position for rule P2.3 is the position adopted by ISAF in November 2006. Rule P4 is new.

Reason:

(1) Current Appendix P is not compatible with the Basic Principle. The Basic Principle says that ‘when competitors break a rule they will promptly take a penalty.’ Rule P2 states that when a boat is protested by the protest committee she may ‘acknowledge her breach’ by taking a penalty. But if a boat believed that she broke rule 42, she should have taken a penalty before she was protested by the committee.
Removing ‘may acknowledge her breach’ eliminates the conflict between the current rule and the Basic Principle, and makes it clear that rule P2 applies even when a competitor does not feel that she committed a breach of rule 42.

(2) Current Appendix P is not accurate. When the protest committee protests a boat under Appendix P, it is the observer who feels that a boat broke rule 42. The reason that a boat takes a penalty is not necessarily because her crew agrees that they broke rule 42, but because they were protested by the committee member. ‘May’ is the wrong word to use. A boat has no real option because the only alternative is disqualification or worse. ‘Shall’ more accurately reflects a boat’s obligation after being protested.

(3) Boats should not be able to request redress from a penalty given under rule P2. Since the proposal deletes ‘may acknowledge her breach’ from rules P2.1, P2.2 and P2.3, a new rule, P4, is proposed that states explicitly that boats may not request redress when protested under rule P2. Note that proposed rule P4 would allow a protest committee to request redress if it made an error in signaling a penalty under rule P2.

Racing Rules of Sailing
Rule P3

A submission from US SAILING

Proposal:

P3 POSTPONEMENT, GENERAL RECALL OR ABANDONMENT

If a boat has been protested under rule P1 and the race committee signals a postponement, general recall or abandonment, the penalty from her first or second protest is cancelled, and but the protest will not be is counted to determine the number of times she has been protested during the series.

Current Position:
See above.

Reason:

Under rule 36, a boat that breaks a rule (other than rule 30.3 or, when Appendix P applies, rule 42) before a postponement, abandonment or general recall may sail in the restarted or resailed race and cannot be penalized for her breach. Therefore, a boat may compete without penalty in a restarted or resailed race after, for example, having collided with and disabled another boat. However, if she is protested for misjudging a roll tack prior to a postponement, abandonment or general recall, then – because that protest counts when determining the number of times she has been protested under
Appendix P during the series – she carries a substantial burden into the restarted or resailed race. This does not seem fair. Also, the rules are simpler when exceptions are eliminated. The proposal makes the rules simpler by eliminating a rather complex exception to rule 36.

ISAF has changed Rule P2.3 for the 2009 rulebook so that the penalty for a boat’s third or subsequent protest will be to retire from the race, rather than to retire from all races in the series. Therefore, there is no reason why the proposal should not apply to a third or subsequent protest, as well as the first and second.

Submission XXX-07

REPORTING COMMITTEE – RACING RULES
OTHER COMMITTEE –

Racing Rules of Sailing
The use of ‘racing rule’ in The Racing Rules of Sailing

A submission from US SAILING

Proposals:
Introduction, Revision
The Racing Rules of Sailing is [no further changes].

Introduction, Cases and Calls
The ISAF publishes interpretations of the racing rules in The Case Book for 2005—2008 and [no further changes].

Introduction, Changes to the Rules
The prescriptions of a national authority, class rules or the sailing instructions may change a racing rule in The Racing Rules of Sailing only as permitted in rule 86.

Rule 3
By participating in a race conducted under The Racing Rules of Sailing these racing rules, each competitor and boat owner agrees [no further changes]

Rule 86
86 CHANGES TO THE RACING RULES OF SAILING THE RACING RULES
86.1 A racing rule in The Racing Rules of Sailing shall not be changed unless permitted in the rule itself or as follows:

(a) Prescriptions of a national authority may change such a racing rule, but not However, a prescription shall not change: the Definitions; a rule in the Introduction; Sportsmanship and the Rules; Part 1, 2 or 7; rule 42, 43.1, 43.2, 69, 70, 71, 75, 76.2 or
79; a rule of an appendix that changes one of these rules; Appendix H or N; or ISAF Regulation 19, 20 or 21.

(b) Sailing instructions may change such a racing rule by referring specifically to it and stating the change, but not rule 76.1, Appendix F, or a rule listed in rule 86.1(a).

(c) Class rules may change only racing rules 42, 49, 50, 51, 52, 53 and 54.

86.2 In exception to rule 86.1, the ISAF may in limited circumstances (see ISAF Regulation 31.1.3) authorize changes to The Racing Rules of Sailing the racing rules for a specific international event. The authorization shall be stated in a letter of approval to the event organizing authority and in the notice of race and sailing instructions, and the letter shall be posted on the event’s official notice board.

Appendix B, Preamble

Windsurfing competition shall be sailed under The Racing Rules of Sailing as changed by this appendix. The term ‘boat’ elsewhere in the racing rules means [no further changes].

Appendix D, Title to Rule D1

D1 CHANGES TO THE RACING RULES

Appendix J

J1.2 (1) identification of any rules in The Racing Rules of Sailing racing rules that will be changed, a summary of the changes, and a statement that the changes will appear in full in the sailing instructions (see rule 86);

J2.2 (4) changes to the racing rules permitted by rule 86, referring specifically to each rule and stating the change (if rule 86.2 applies, state the authorization);

Appendix K, Paragraph 1.4

1.4 Rule(s) Racing rule(s) ________ will be [no further changes].

Appendix L, Preamble, Principles 3, 4 and 7

3 They should not change the racing rules in The Racing Rules of Sailing except when clearly desirable.

4 They should not repeat or restate any of the racing rules in The Racing Rules of Sailing.

7 They should, when possible, use words or phrases from the racing rules in The Racing Rules of Sailing.

Appendix L, Instruction 1.4

1.4 Rule(s) Racing rule(s) ________ will be [no further changes].

Current Position:

See above.
Reason:

It is not clear to some readers, including some experienced race officials, that the term ‘racing rule’ applies only to a rule in *The Racing Rules of Sailing* and not to any of the other rules defined in the definition Rule. Before making the proposed changes, a thorough search for use of ‘racing rule’ was conducted. The proposed changes in the rules identified by this search remove the ambiguities introduced by using this term.
This proposal concerns visual signals for collision avoidance. It would replace white hand (hand-held) flares with battery-powered lights, which are already required in the Special Regulations and by COLREGS.

**Proposal (grab bag):**

4.21.3 Grab Bag Recommended Contents

... 4.21.3 w) 6 red SOLAS compliant parachute flares, 3 white parachute flares, 2 white hand flares and 2 orange SOLAS compliant smoke flares, and cyalume-type light sticks (red and orange flares compliant with SOLAS), and a watertight, high-powered torch (flashlight) with spare batteries and bulbs.

**Reason:**

1. The “white flare” clauses in the two OSRs conflict with COLREGS

Steady white is the commonly accepted color for visual signals for collision avoidance because it differs from strobes and every navigation light except the stern light.

The current OSRs prescribing white flares conflicts with COLREGS. COLREGS prescribes a searchlight (often called a spotlight) and specifies exactly how it is to be used, including the number and duration of flashes when making signals. Of course, a flare cannot be made to flash.

**COLREGS text (emphasis added):**

Rule 34

Maneuvering and Warning Signals
(d) When vessels in sight of one another are approaching each other and from any cause either vessel fails to understand the intentions or actions of the other, or is in doubt whether sufficient action is being taken by the other to avoid collision, the vessel in doubt shall immediately indicate such doubt by giving at least five short and rapid blasts on the whistle. Such signal may be supplemented by at least five short and rapid flashes.

Rule 36
Signals to Attract Attention

If necessary to attract the attention of another vessel, any vessel may make light or sound signals that cannot be mistaken for any signal authorized elsewhere in these Rules, or may direct the beam of her searchlight in the direction of the danger, in such a way as not to embarrass any vessel Any light to attract the attention of another vessel shall be such that it cannot be mistaken for any aid to navigation. For the purpose of this Rule the use of high intensity intermittent or revolving lights, such as strobe lights, shall be avoided.

2. Suitable lights are already required in OSR 4.07

Presumably with the partial aim of collision avoidance, and presumably referring to white lights, this OSR mandates “flashlights,” which are called “torches” elsewhere in the Special Regulations(see 2.0 (h), 4.10, 4.22, and 6.4).

What this means to the owner is that in order to legally address the one problem of collision avoidance, he or she is currently required to inventory two very different types of equipment. One is bright battery-powered light that meets COLREGS requirements. The other is a set of white hand-held flares, which are not mentioned in COLREGS.

The cost considerations are large. The list price of a Pains Wessex white flare is US$20, meaning a cost of $120 for the 6 flares required or recommended by the current OSRs (2 for the grab bag, 4 for the boat), with the outlay to be repeated every four years as old flares expire.

For comparison, here are approximate list prices of battery-powered lights:

- 3 million candle power spotlight (searchlight), under US$60
- 1 million cp spotlight (searchlight), under US$20.
• Waterproof diving torch (flashlight) for ditch bag, under US$40
  (prices from Landfall Navigation and West Marine online catalogs, June 2007)

In daylight, lights and flares may be supplemented with inexpensive devices used as signal mirrors
(for example, a compact disk).

3. **Hand-held flares are difficult to use and potentially dangerous**

Unlike a torch (flashlight) and spotlight (searchlight), operating a flare requires training, special
equipment (gloves or other body protection), and, because the ignition device is small, good
visibility.

When ignited, a hand-held flare drips and (in a fresh wind) throws hot slag. There have been
reports of injuries and damage to boats and life rafts caused by slag. As is well known, on
May 4, 2006, Pains Wessex issued a total recall for While Collision Warning Hand Flares
following a serious injury to a user due to a faulty ignition system. See
http://members.lycos.co.uk/edyc/pains-wessex-2006-02.htm

4. **White flares may not be available**

There appears to be only one major manufacturer of white hand-held flares, Pains Wessex.
When its white flares were recalled in May 2006, on such short notice the Newport Bermuda
Race Organizing Committee had no option but to amend the NOR to eliminate the OSR. The
committee urged entrants to plan to use lights and sound signals to attract attention (as

* * *

Title: 4.23 (Pyrotechnics)

Subtitle: ISAF Special Regulations, Section 4, Portable Equipment & Supplies
  Offshore Committee
  Special Regulations Sub-committee

A submission from US SAILING

This proposal concerns visual signals for collision avoidance. It would replace white hand
(hand-held) flares with battery-powered lights, which are already required in the Special
Regulations and by COLREGS.

**Proposal (boat):**

4.23 Pyrotechnic and Light Signals
4.23.1 Pyrotechnic signals shall be provided conforming to SOLAS LSA Code Chapter III Visual Signals and not older than the stamped expiry date (if any) or if no expiry date stamped, not older than 4 years.

In the above, delete the column headed “white hand flares” and the related note.

Then add the below:

4.23.2 The following lights shall be provided and readily available for the purpose of collision avoidance:

a) a watertight, high-powered white spotlight (searchlight) with spare batteries and bulbs, and

b) a watertight white torch (flashlight) with spare batteries and bulb.

Reason:

1. The “white flare” clauses in the two OSRs conflict with COLREGS

Steady white is the commonly accepted color for visual signals for collision avoidance because it differs from strobes and every navigation light except the stern light.

The current OSRs prescribing white flares conflicts with COLREGS. COLREGS prescribes a searchlight (often called a spotlight) and specifies exactly how it is to be used, including the number and duration of flashes when making signals. Of course, a flare cannot be made to flash.

COLREGS text (emphasis added):

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Maneuvering and Warning Signals

(d) When vessels in sight of one another are approaching each other and from any cause either vessel fails to understand the intentions or actions of the other, or is in doubt whether sufficient action is being taken by the other to avoid collision, the vessel in doubt shall immediately indicate
such doubt by giving at least five short and rapid blasts on the whistle. *Such signal may be supplemented by at least five short and rapid flashes.*

**Rule 36**

**Signals to Attract Attention**

If necessary to attract the attention of another vessel, any vessel may make light or sound signals that cannot be mistaken for any signal authorized elsewhere in these Rules, or *may direct the beam of her searchlight in the direction of the danger,* in such a way as not to embarrass any vessel. Any light to attract the attention of another vessel shall be such that it cannot be mistaken for any aid to navigation. For the purpose of this Rule the use of high intensity intermittent or revolving lights, such as strobe lights, shall be avoided.

2. *Suitable lights are already required in OSR 4.07*

<table>
<thead>
<tr>
<th>4.07 Flashlight(s)</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.07.1 The following shall be provided:-</td>
<td>MoMu0, 1.2.3</td>
</tr>
<tr>
<td>a) a watertight, high-powered flashlight or spotlight, with spare batteries and bulbs, and</td>
<td>xx</td>
</tr>
<tr>
<td>b) a watertight flashlight with spare batteries and bulb</td>
<td>Mu3,4</td>
</tr>
<tr>
<td>c) for Mu3,4 the watertight flashlight in OSR4.07.1(b) shall be stowed in the grab bag or emergency container</td>
<td>MoMu0</td>
</tr>
<tr>
<td>d) a watertight high-intensity heavy duty handlamp, powered by the ship's batteries, instantly available for use on deck and in the cockpit, with spare bulbs</td>
<td></td>
</tr>
</tbody>
</table>

Presumably with the partial aim of collision avoidance, and presumably referring to white lights, this OSR mandates “flashlights,” which are called “torches” elsewhere in the Special Regulations (see 2.0 (h), 4.10, 4.22, and 6.4).

What this means to the owner is that in order to legally address the *one* problem of collision avoidance, he or she is currently required to inventory *two* very different types of equipment. One is bright battery-powered light that meets COLREGS requirements. The other is a set of white hand-held flares, which are not mentioned in COLREGS.

The cost considerations are large. The list price of a Pains Wessex white flare is US$20, meaning a cost of $120 for the 6 flares required or recommended by the current OSRs (2 for the grab bag, 4 for the boat), with the outlay to be repeated every four years as old flares expire.

For comparison, here are approximate list prices of battery-powered lights:

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In daylight, lights and flares may be supplemented with inexpensive devices used as signal mirrors (for example, a compact disk).

3. **Hand-held flares are difficult to use and potentially dangerous**

Unlike a torch (flashlight) and spotlight (searchlight), operating a flare requires training, special equipment (gloves or other body protection), and, because the ignition device is small, good visibility.

When ignited, a hand-held flare drips and (in a fresh wind) throws hot slag. There have been reports of injuries and damage to boats and life rafts caused by slag. As is well known, on May 4, 2006, Pains Wessex issued a total recall for White Collision Warning Hand Flares following a serious injury to a user due to a faulty ignition system. See [http://members.lycos.co.uk/edyc/pains-wessex-2006-02.htm](http://members.lycos.co.uk/edyc/pains-wessex-2006-02.htm)

4. **White flares may not be available**

There appears to be only one major manufacturer of white hand-held flares, Pains Wessex. When its white flares were recalled in May 2006, on such short notice the Newport Bermuda Race Organizing Committee had no option but to amend the NOR to eliminate the OSR. The committee urged entrants to plan to use lights and sound signals to attract attention (as COLREGS requires). See [bermudarace.com/2006/amendments1-2.pdf](bermudarace.com/2006/amendments1-2.pdf)

* * *
Appendix 4

Selection of Events for the 2012 Olympic Regatta

A submission from US SAILING

Proposal:

The following Events shall to be selected for 2012:
1. Men’s One Person Dinghy
2. Women’s One Person Dinghy
3. Men’s Two Person Dinghy
4. Women’s Two Person Dinghy
5. Men’s Two Person High Performance Dinghy
6. Women’s Two Person High Performance Dinghy
7. Men’s Keelboat
8. Women’s Keelboat
9. Men’s Multihull
10. Women’s Multihull

Current Position:
None

Reason:
1. This slate of events will appeal to a wide range of athletes.
2. Skiffs are exciting and generate media interest and buzz.
3. The events provide a natural progression for sailors as they age, broaden their skills and move on to new challenges.
4. Keelboats attract well known sailors, including world champions from other classes and America’s Cup sailors. These “heroes” appeal to the media, spectators, and future Olympians.
5. The symmetry between men’s and women’s events will increase participation by women and may provide ISAF gender equity in Olympic sailing competition.

* * *

The above replaces Submission USA1 that was held-over by the ISAF from the Mid-year meeting that was held in May of 2007.
Selection of Events for the 2012 Olympic Regatta

A submission from US SAILING

Proposal:

1. There shall be five (5) events for men and five (5) events for women at the 2012 Olympic Games.
2. There shall be no “open” Events

Current Position:
The ISAF Council voted during the June 2007 Midyear meeting in Paris for ISAF to consider six (6) events for men and four (4) events for women.

Reason:
It is time for ISAF to promote gender equity. “Open” events have not had a significant effect in increasing the participation of women in sailing events. The symmetry between men’s and women’s sailing events will increase participation by women and may provide ISAF gender equity in Olympic sailing competition.

Women’s Keelboat Match Racing 2012
Olympic Events

A submission from the United States Sailing Association

Proposal:
The Olympics in 2012 shall include a Women’s Keelboat event and the format shall be Match Racing.

Current Position:
There is no current position since the events for 2012 have not yet been selected.

Reasons:

• Match racing fulfils the IOC requirements for an exciting Olympic event: it is athletic; it promotes participation; and it is media and spectator friendly.
• Match racing is physically and intellectually demanding and involves constant action requiring physical stamina with an emphasis on teamwork.
• Standardized equipment results in lower team costs. Lower costs provide a greater opportunity for more nations to participate.
• An international infrastructure for match racing is already in place (Nations Cup, Match Racing World Championships, Women’s Match Racing Circuit, etc.)
• The equipment at match racing events around the world is normally provided free or at minimal cost to the competitors by the hosting Organizing Authority. This promotes accessibility for more national teams.

• Worldwide, women sailors have clearly indicated a desire to have match racing in the Olympics, which is consistent with the growth and interest in Match Racing over the past 10 years. More countries are represented in the match race rankings than in the fleet race rankings.

• Match racing is both media and spectator friendly. The game is easily understood since the first to finish wins.

• Racing can be staged close to shore with grandstands for spectators.

• Each match will be a competition between two nations which will promote national interest in the outcome.

• Match racing will add a new dimension to sailing in the Olympics and will satisfy IOC demands without significantly changing the “game”.