

STATE OF MINNESOTA
DEPARTMENT OF COMMERCE
BOARD OF BOXING

In The Matter Of The Adoption And Amendment Of Rules Regarding
Amatuer and Professional Boxing, Kick Boxing, And Karate

STATEMENT OF NEED AND REASONABLENESS

The Minnesota State Board of Boxing proposes to amend certain of its rules regarding amateur and professional boxing and to adopt new rules regarding kick boxing and full-contact karate. Minn. Stat. sections 341.05 and 341.11 grant the Board with authority to promulgate rules.

The last amendment to rules of the Board of Boxing occurred in 1978. Since that time, changes in the Board's statutory authorization, developments in the field of administrative law and circumstances in the fields of amateur and professional boxing necessitate changes in, and amendments to, the Board's rules. Specifically, statutory amendments have altered the legislative framework for the Board's grant of authority; limitations; use of executive secretary; regulation of boxing (to include full-contact karate and kick boxing); duties; licensing and restriction of boxing

matches; licensing and regulation of exhibitions; number of licenses granted; license fees; regulation of professional boxing, particularly the physical examination of boxers and their eligibility to box within certain time constraints; bonds required of promoters; penalties for non-licensed exhibitions; and penalties for failure to report to the Board. These legislative changes are contained in Minn. Stat. Chap. 341, including legislative changes in the 1981 (both regular and special sessions), 1983 and 1984 legislative sessions.

In addition, developments in the field of administrative law compel certain wording changes in the Board's rules. Long-standing rules of the Board have provided for broad discretion in decision-making, few formalities, such as notice of decisions to affected persons, and no references to the use of contested case procedures and hearing examiners. Thus, the Board's existing rules must be brought in line with existing due process and administrative law requirements.

The inclusion of kick boxing and full-contact karate in the statutory definition of boxing calls for the immediate adoption of comprehensive rules regulating contests of these types. Traditional boxing rules, which are the result of decades-old practices, experience and customs, cannot effectively govern the conduct of kick boxing and karate matches, which, by their nature, involve different techniques and different possibilities of harm to participants. It is therefore necessary to adopt comprehensive

rules regarding eligibility for participation, conditions under which matches may be held, and provisions for refereeing and scoring. In drafting new rules on these subjects, the Board has sought input from existing organizations in the fields of kick boxing and karate, both to obtain the best and most workable rules and to provide for cooperation and mutual assistance in the regulation and conduct of matches.

Finally, the Board's concern over the safety of individual participants is its primary criterion in these amendments to existing rules and adoption of new rules. Because of the physical contact involved in boxing, kick boxing and karate, the Board has sought in drafting these rules to regulate in such a way as to minimize dangers to the health and well being of participants in these sports. Specific regulations limiting the frequency of competition and providing for specified physical examinations were adopted for this purpose.

Specific sections of the rules, and the description of the necessity for and reasonableness of each provision, are individually enumerated below.

2200.0600 BASIC REQUIREMENTS.

This rule change provides for approval by the deputy commissioner in the region where an exhibition, match or contest is to be held. This provision is necessary because the Board itself is understaffed, having only a part-time executive director to do its administrative work. This provision allows for quicker decisions

and more convenience to the parties involved in approval of fights. In addition, deputy commissioners generally work with amateur boxers and are more familiar with the strengths and abilities of individual boxers. They are, therefore, in the best position to make final judgments about the evenness, appropriateness and fairness of matches involving amateur boxers.

2200.0800 GRANTING, SUSPENDING, AND REVOKING LICENSES AND REGISTRATIONS.

This amendment provides for suspension or revocation of licenses and registrations by the Board for cause. In addition, it provides that procedures to be followed are those of the Minnesota Administrative Procedures Act, Minn. Stat. §§ 14.57 to 14.69. The reason for this change is that the old rule allows unfettered discretion to the Board in making suspensions or revocations. The new rule removes the possibility of arbitrariness, and provides that the Board shall follow statutory and case law in affording remedies to persons aggrieved by its decisions.

2200.1000 COMPLIANCE WITH STATUTES AND OTHER AGENCY RULES.

This amendment contains a title clarification. The title change is to make clear that persons licensed by the Board must comply with the rules of all State agencies, and makes the title consistent with text of the rule.

2200.1200 INSPECTORS

The provision for mandatory production of boxing records by licensees is designed to make franchise holders more responsive to the Board in its need for information on boxers. The Board investigates the background of fighters to make sure that they are evenly matched for safety reasons. An even match is necessary to insure no fighter sustains a serious injury because of having significantly less skill or experience than the opposing fighter. This provision allows for closer supervision and regulation of franchises by the Board.

2200.1900 POSTCONTEST REPORTS.

This amendment adds closed circuit television presentations to boxing matches in which the promoter is required within 48 hours to send a summary of results and the amount of the gross gate to the Board. The reason for this rule is to provide for honesty in recordkeeping by promoters, i.e. to ensure that they are not misrepresenting the amount of the gate.

When the original rule was promulgated closed circuit television was not a common event. With the advent of televising athletic contests a need exists to include regulation of promoters of televised events.

Minn. Stat. § 341.05 authorizes licensing closed circuit telecasts.

2200.2000 MEDICAL EXAMINATIONS.

This amendment, which is legislatively mandated by Minn. Stat. § 341.115 (1986), provides for an eye examination to be given as part of the physical examination required of professional and amateur contestants by the Boxing Board rules. It also provides that in the event of a knockout, the examination must include an electroencephalogram.

This rule provides additional safety measures. A person with a retinal defect can suffer serious injury or blindness if when receiving a blow to the head; an eye exam designated to reveal retinal defects can prevent such injuries. A thorough medical examination ensures that boxers who have been injured will not be allowed to fight again until healthy enough to do so. An electroencephalogram will reveal any brain damage caused by a knockout.

2200.3200 AMATEUR REGISTRATION AND LICENSES.

This rule deletes the requirement that judges be registered. This deletion is made because referees are licensed judges, and therefore do not need to register again.

2200.3410 FORM OF AMATEUR FRANCHISE LICENSE.

This section sets forth the form for amateur franchise licenses in the state of Minnesota.

This form is needed for amateur promoters to obtain franchises. In addition, it informs them of their rights and procedures under the Administrative Procedure Act and states the

25200701-1014

provisions of regulations regarding amateur franchise licenses. In addition, it provides a written record of information supplied by amateur promoters to the Board of Boxing, which is needed in its regulation of amateur boxing.

2200.3800 COMPENSATION.

This rule defines what cash and prizes an amateur boxer can receive without losing amateur status. It was necessary to amend this rule to reflect the practice of giving prizes other than cash. This rule also allows amateur boxers to accept travel money, which is necessary for many of them to continue to box.

2200.3900 APPLICABLE RULES.

This rule provides for use of the rules of the U.S. Amateur Boxing Federation except when they conflict with Minnesota rules. In the event of a conflict the Minnesota Rules control, to maintain their integrity. This is an amendment, not a new rule, and substitutes the U.S. Amateur Boxing Federation for the Amateur Athletic Union, which no longer governs amateur boxing. The U.S. Amateur Boxing Federation is a national amateur association that is self-policing. Use of their rules in amateur boxing makes Minnesota consistent with other states, and allows even and fair competition between Minnesota boxers and those from other states by the use of uniform rules.

2200.4100 RULES GOVERNING SAFETY.

This rule governs the frequency with which amateur boxers may participate in bouts. The Board finds it necessary to make more specific policy for boxers in specific age groups, particularly younger age groups, to limit the exposure of younger amateur boxers to injury. Limiting the frequency and length of time a younger person participates in a boxing event protects against serious injury and allows adequate time for recuperation after a contest. By defining the maximum number of times that boxers may participate in bouts in a given time period, this rule protects the health and safety of amateur boxers.

2200.4200 EQUIPMENT

This rule coordinates Minnesota with the U.S. Amateur Boxing Federation rules, with the provision that the Board may modify or amend them to increase safety. By following equipment requirements of the U.S. Amateur Boxing Federation, it is easier for boxers to follow the same standard wherever they box, whether in or out of Minnesota. The Board finds the equipment requirements of the U.S. Amateur Boxing Federation to be adequate.

The rule also requires the provision of oxygen equipment at ringside, and the use of headgear by amateurs. The Board has determined that these measures are necessary for the safety of amateur boxers, both for protection and for medical assistance in the event of injury or knockout. These are safety rules that are now followed nationally.

2200.5310 FORM OF PROFESSIONAL FRANCHISE LICENSE.

This section sets forth the form for professional franchise licenses. The necessity for and reasonableness of this rule are the same as for the amateur franchise license described hereinabove.

2200.5400 RULES GOVERNING SAFETY.

This is an amendment to the rules governing safety in professional matches. It limits the frequency with which professional boxers may box, and provides for an EEG and eye examination following a knockout. It is authorized by Minn. Stat. § 341.115.

The increasing concern of the legislature, together with an increased public and regulatory awareness of the need for safety in professional boxing calls for these additional safety measures. Limiting the number of matches that a boxer can fight in a given time period and using an EEG and eye examination are good preventive measures. A boxer who has been knocked unconscious may well have suffered a brain injury, or damage to the retina of the eye, which could be exacerbated by fighting again without proper time to recuperate. The EEG and eye exam will discover any such injury. Likewise, the provision for retirement of a boxer who has been injured severely is intended to prevent further injury.

2200.6200 BUCKETS AND OTHER EQUIPMENT.

This rule contains a new provision that a portable resuscitator with oxygen equipment and a person qualified to use it be available at ringside in professional matches. Such equipment is deemed to be necessary for the protection of the health of boxers who have been knocked out. The availability of portable oxygen and a resuscitator helps to revive a boxer who has been knocked unconscious, and may prevent serious injury if the boxer is having difficulty breathing. Doctors have repeatedly requested that such equipment be present, and this practice is becoming increasingly common nationally.

2200.6900 SHAVING.

This rule is amended to provide for neatly trimmed beards or moustaches in the event that the requirement that a boxer be clean shaven is waived by the Board. The necessity for this rule is that it must be possible to observe boxers who have been hurt. Doctors have repeatedly requested that fighters be clean shaven or neatly trimmed so that possible cuts can be observed and treated. Also, this prevents a beard or moustache which could scratch an opponent. The rule also provides that hair be trimmed or worn so long or loose hair does not obstruct the vision or breathing of either boxer.

2200.7300 PROFESSIONAL MAIN EVENT BOXERS.

This amendment shortens the time in which a boxer must appear at the site before a match. Experience has shown that it is not necessary to have boxers appear three days in advance of a match; appearance 24 hours before weigh-in time is deemed to be a reasonable requirement that ensures that the boxer is present but does not place an undue burden on the boxer. At the same time, the 24-hour requirement allows the Board to check the boxer, attend to all health matters and obtain a substitute if the boxer does not show up.

2200.8100 KNOCKDOWNS.

This amendment requires verification of waiver of the standing eight count rule in advance with the Board. In addition, it clarifies the rules so that the end of a round will not stop the count for a fighter who has been knocked down, except in the final round.

The reason for advance verification with the Board of the waiver of the standing eight count requirement is that a rule this significant in a main event bout must be known to the Board. The reasons for the knockdown rule are certainty and safety. If a boxer is still knocked down at the end of any round it is important to know if he is able to rise before the count to determine if he is seriously injured. The purpose of the eight count is to determine if a fighter is capable of continuing a match without serious injury. Continuing the count beyond the bell helps determine the

degree of injury and allows the referee to stop the event to prevent undetected injury. It gives the referee two options, allowing the fight to continue or stopping it. It also makes clear that once the final bell rings, the bout is over, whether or not the participant has been counted out.

2200.8300 FOULS.

This rule change provides for penalties in scoring in the event that one fighter butts another. It is necessary to provide for such an occurrence, which occasionally happens in fights and produces injuries not caused by legitimate blows from the hands. This rule provides for detection and scoring of unintentional versus intentional butts. Although this judgment must ultimately be made by the referee, the rule assists him in making it and provides assistance for judges in scoring the match when a butt occurs. The rule is intended to stop unsportsmanlike conduct and to make clear how officials should proceed.

RULES GOVERNING BOXING AND FULL CONTACT KARATE.

These rules are entirely new. Under Minn. Stat. § 341.045 (1983), the jurisdiction of the Board of Boxing was expanded to include full-contact karate and kick boxing. The nature of these sports, which allows striking with the feet as well as the hands, requires careful supervision and refereeing of contests and effective rules governing the conduct thereof. Since the rules governing traditional boxing matches do not provide for many situations that occur in full-contact karate and kick boxing,

specific rules governing these sports must be adopted. The rules of the Board of Boxing represent the experience of people familiar with these sports.

2205.0100 BOARD JURISDICTION.

This rule articulates the authority of the Board and forbids the conduct of full-contact karate and kick boxing matches except under the regulation of the Board of Boxing. This rule is needed to provide control over all matches conducted in the State of Minnesota. It is authorized by Minn. Stat. § 341.045, which defines boxing and sparring to include full contact karate and kick boxing, and Minn. Stat. sections 341.05 and 341.11, which authorizes the Board to promulgate rules.

2205.0200 BOXING RULES APPLICABLE.

This rule provides that traditional boxing rules apply to full-contact karate and kick boxing. The rule is needed to avoid the repetition of numerous boxing rules, and is intended to provide for the safety of contestants. It also simplifies the rules, making it easier for the referee to avoid danger to contestants.

2205.0300 WEIGHT CLASSES.

This rule provides that weight classes in tournaments may be the weight classes designated by the sanctioning body, and provides for matches between contestants in adjacent weight classes. The reason for the rule is provide for evenly matched contestants, and the Board finds that it is easiest to follow the governing body's own weight classes, since they conduct the matches, and

participants are used to their standards. Since the sanctioning bodies operate on a national level, this also provides for uniformity in weight classes between this state and the rest of the country.

2205.0400 MINIMUM AGE LIMIT.

This rule provides a minimum age limit for licensed amateur and professional contestants. Because of the danger inherent in the sport, and the corresponding need to provide for the safety of contestants, the Board has determined that a minimum age of sixteen for an amateur contestant provides an assurance of the physical maturation to compete in these sports. Younger participants are more likely to suffer injury or harm their normal development. The minimum age of eighteen is required for professional contestants because of a higher level of competition and because eighteen is the age of majority for signing a legal contract.

2205.0500 CONTESTANTS; EQUIPMENT.

This rule provides the minimum equipment necessary for male and female contestants. Because of the nature of these sports, the Board has determined that certain equipment is necessary to protect contestants. The equipment specified in the rule is considered standard in these sports and the Board also determines them to be necessary to protect participants.

Groin protectors for men are necessary, as are breast and pelvic protectors for women, to avoid serious injury. A fitted mouthpiece protects against dental injury. Approved headgear is necessary to protect against serious head and brain injury. Adequate glove and foot pads, and skin pads, protect against serious injury to both participants. The requirements on all the above equipment are made to ensure the best possible safety for the participants.

2205.0600 GAUZES AND TAPE.

This rule provides standards for gauze and tape used for wrapping hands and feet of contestants. Again, the need for safety of the contestants (in this case the avoidance of hand and foot injuries, as well as injuries to the opponent) calls for standards for these items. It is the opinion of the Board, based on its experience and research, that these standards are necessary safety precautions.

2205.0700 ROUNDS.

This rule provides for the number and length of rounds, as well as the maximum number of rounds within a specified calendar period. Again, this is a safety rule. The Board has determined that it needs to limit the length, number of rounds and number of fights within a given time period to avoid undue fatigue and the consequent possibility of injury. It also allows sufficient time for recuperation. Rounds must also be shorter than in boxing because contestants are allowed to kick, creating more danger to the opponent and fatigue for the contestant.

2205.0800 FOULS

This rule defines fouls. It is necessary to do this to prohibit unreasonably hazardous actions which are recognized as being outside the bounds of these sports. The rules stop unsportsmanlike conduct, particularly the kind that may create a severe danger to participants. These fouls are taken into account accepted and traditional rules in karate and kick boxing and also reflect the Board's ultimate concern for the safety of the participants.

2205.1000 MINIMUM KICKING REQUIREMENTS (MKR).

This rule provides that minimum kick requirement is an option available to the sanctioning organization of a contest. Because kick boxing and karate differ from traditional boxing, some organizations require a minimum of kicks as a matter of threshold skill. The Board of Boxing has determined that there is no unanimity of opinion among sanctioning bodies on this point, and leaves it as a scoring device at the discretion of the sanctioning body.

2205.1100 INTENTIONAL EVASION OF CONTACT.

This rule forbids the intentional evasion of contact. The need for this rule arises from the occasional conduct of some participants who do not wish to genuinely compete. It is intended to keep a match going, and to penalize a contestant who will not actively participate.

2205.1200 OFFICIALS.

This rule designates the personnel who must officiate at all officially sanctioned contests, and calls for a supply of medical oxygen, together with a person qualified to administer it, to be present at all contests. The reason for these rules, again, is safety. The officials designated in this section are those traditionally used both in boxing and in full-contact karate and kick boxing, and the Board deems them necessary both for score keeping and safety purposes.

Specifically, a referee is needed for safety. Three voting judges are required to score points. An official timekeeper is required to regulate the length of the contest. An assistant timekeeper is needed to count in the event of a knockdown. A scorekeeper is needed to serve as a juror to read the scorecards. Two minimum kick requirement (MKR) officials are needed to sanction a show, if minimum kicks are used as a basis for scoring. A Board member is needed to insure the rules are followed. A physician is absolutely required for an event which allows blows from both hands and feet.

As with boxing contests, medical oxygen is necessary for injured contestants and is strongly recommended by medical personnel who attend fights.

2205.1300 JUDGES AND METHOD OF JUDGING.

This section specifies three voting judges and the method of judging of a match (i.e., scoring of contests) and is drafted in order to direct officials how to score the match. As with boxing matches, it provides a mathematical way of determining the winner of a bout won by decision rather than knockout. Three judges are required to score, as is the case in all boxing events. Based on experience and research, the Board determines that this is an orderly and recommended method of scoring designed to properly regulate the event and protect the safety of the participants. matches.

2205.1400 FEES.

This section sets franchise and license fees. It is necessary in order pay for regulation of this sport, and is similar to the fees charged for such franchises in traditional boxing. Because of the legislative mandate that regulatory boards be self-sufficient, the Board deems these fees necessary and reasonable to recover the costs of regulation. The Minnesota Department of Finance has formally approved these fees (copy attached).

2205.1500 INSURANCE.

This section calls for mandatory provision of minimum insurance for contestants. It arises from a need to protect full contact karate contestants financially in the event of injury or death. The Boxing Board does not insure contestants but supports their being insured in an activity where a participant may suffer

injury. The amounts specified are nationally accepted in karate and kick boxing tournaments. The reason that medical insurance coverage is set at its existing level is that the Board has a doctor present at matches to provide medical care, a deputy at ringside, rules to minimize the possibility of injury and officials at ringside to assist an injured contestant.

The Boxing Board does not insure boxers but supports their being insured in a dangerous activity where a participant may suffer injury.

...the ... of ...
...the ... of ...
...the ... of ...
...the ... of ...
...the ... of ...

...the ... of ...
...the ... of ...
...the ... of ...
...the ... of ...
...the ... of ...

Department of Commerce
In the Matter of Proposed
Rules Relating to Amateur and
Professional Boxing, Full
Contact Karate, and Kick Boxing

SUPPLEMENTAL STATEMENT
OF NEED AND REASONABLENESS

SMALL BUSINESS NOTICE

Minn. Stat. § 14.115, subd. 2, requires agencies, when proposing a new rule or amending existing rules which may affect small businesses to consider certain methods for reducing the impact of the rule and to provide certain notices to small businesses. The Minnesota Boxing Board has considered the methods for reducing the impact on small businesses. To the extent possible, the Board reduced the impact of regulation on all parties involved while maintaining the standards necessary for the health and safety of the participants.

Dated: April 13, 1988.



JAMES J. O'HARA
Executive Secretary
MINNESOTA BOARD OF BOXING