

U.S. DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20590

REMARKS BY M. CECIL MACKEY, ASSISTANT SECRETARY OF
TRANSPORTATION FOR POLICY DEVELOPMENT, PREPARED
FOR DELIVERY AT THE 1968 NEW JERSEY WATER SAFETY
CONFERENCE, ASBURY PARK, NEW JERSEY, MARCH 23, 1968
HOTEL BERKELEY CARTERET, 1:30 P.M.

In his recent consumer message to the Congress, President Johnson reaffirmed his belief that the "right to safety" is a basic right of the American people.

He pointed out that our complex system of commerce functions effectively because of the ingenuity of our technology and the integrity of our businessmen. However, the separation of the consumer from the producer, the loss of personal contact between them, as well as the growing complexity of products has made it increasingly difficult for most of us to make reliable judgments concerning product safety. This situation has created new problems for the individual and for government.

The consumer must have the assurance that his interests in safety are represented during the production process. The consumer must have confidence that the finished product he buys at least meets minimum standards of quality and safety.

When the products involved either travel or are used in interstate commerce, this protective role properly falls on the Federal Government.

Under President Johnson's leadership and with the strong support of the Congress, substantial progress has been made in many areas of product reliability and consumer safety. Protection has been established guarding against unwholesome meats, against hazardous appliances, and even against dangerous toys. In our particular area of concern in the Department of Transportation, significant advances have been made in motor vehicle and highway safety. There is good reason to believe that the implementation of the pioneering auto safety legislation of 1966 will soon be saving thousands of lives each year. According to the National Safety Council, the first direct evidence of the benefits from new traffic safety regulations was the dramatic decrease in motorcycle fatalities during 1967. In the States which enacted crash helmet requirements--at the encouragement of the National Highway Safety Bureau--the fatality rate decreased as much as 59 percent.

But it is clear that much remains to be done if we are to meet our responsibility to the American consumer.

This year the President has proposed legislation to the Congress which would expand his consumer protection program in eight additional areas.

Measures are included which would provide better consumer protection against unsafe fish and poultry; hazardous radiation from television sets; and fraud and deception in sales.

He called for a comprehensive study of the automobile insurance system with a view to correcting inequities, reducing costs, and making sure that adequate coverage and compensation are available without discrimination.

And, of particular interest to us here today, he outlined a coordinated program to prevent death and accidents on the nation's waterways. And while the boating safety program has, in common with the others, the goal of protecting the consumer, it is unique in one respect. It is an effort to deal with a hazard before it reaches disaster proportions; to prevent a crisis rather than cope with one.

More than 8 million boats will be sailing on the waters of the United States this summer. This number will increase at an average rate of almost 4,000 a week.

Each year more than 40 million Americans use boats to fish, water ski or just get away from it all.

As you can see in the display across the street, there are boats and yachts to suit everyone's taste and pocketbook. From sailing dinghies to the sleek ocean cruisers. There are boats in the traditional designs and there are many with new styles--generally, I note with more horsepower and less boat.

But of much more significance, I think, is the new style that we find in the boating consumer.

The concept of yachting as the sport of a privileged few is long past. In our expanding economy, more and more people each year find the extra leisure time and money that they need to take up boating. Many have little or no experience in seamanship. And many who turn to the water as a source of recreation and pleasure will find it a source of tragedy as well.

According to the latest Coast Guard statistics, over 1,300 Americans throughout the nation lost their lives in boating accidents during 1967. An even larger number sustained serious injuries and property damage exceeded \$6 million. The coroner's reports listed the cause of death in most cases as drowning, generally following some type of boating accident.

The real causes, of course, lie deeper. It may have been failure of the product--a boat lacking reasonable stability, with insufficient floatation or with a leaky fuel system. It may have been more simply that there wasn't anything to hang on to after an accident occurred. Other than product reliability, it may have been operator failure--reckless or careless operation, failure to keep life jackets handy, or just lack of seamanship.

In many cases the accident results from a combination of causes--a product that was not quite safe in the hands of someone who did not know quite enough about how to handle it. But we cannot dismiss 1,300 deaths by saying "he should have known better" or "anyone could tell it wasn't safe."

In the case of the average new boating enthusiast, the gap between consumer and producer is widening. He is not someone brought up in a nautical atmosphere--gradually moving from a row boat to a skiff--learning new skills at each stage. He is just a guy who finds he has a little spare time and some extra money and decides

a boat would be a great thing for himself and his family. He is not out to pit himself against nature. He is just looking for a way to relax. His definition of a boat may well be "a hole in the water, lined with wood or plastic into which you pour money."

And this man is entitled to protection from an unsafe boat; education on the potential dangers in his new environment; and some safeguard against the reckless acts of others.

There are, of course, many fine programs currently being conducted to promote boating safety. We in the Department of Transportation are justly proud of the men of the Coast Guard and their varied programs to protect the boatman. The Public Service groups--to name a few, the Coast Guard Auxiliary, the Power Squadron, the Red Cross, the YMCA and the National Safety Council--all provide valuable services in education and training.

The boating industry and related groups have demonstrated a concern for the problem of product reliability by developing construction standards and encouraging their use by their members.

Independent testing organizations such as the Yacht Safety Bureau give the consumer some basis for a safety-conscious choice.

Some of the States, particularly since enactment of the Federal Boating Act of 1958 have become increasingly effective in all phases of boating safety. New Jersey's leadership in this field is well recognized. I understand that the New Jersey Boating Commission has recently been awarded the Tenth Annual Kiekhafer-Mercury Gold Cup for the excellence of its State boating program. I offer you my heartiest congratulations.

All of the activities I have mentioned deserve a great deal of credit. Without them the boating accident rate and loss of life would certainly be higher than it is.

But the fact remains that 1,300 people died in boating accidents last year and many--probably most--could have been saved.

The time has come to intensify our efforts to insure that the boating consumer has nothing less than his "right to safety." The Recreation Boat Safety Act of 1968 now before the Congress will accomplish that objective.

The President has chosen to implement his program by following a principle of government which has come to be known as "creative federalism." Under this concept the capabilities of the Federal and State governments are joined in a commonly supported effort. Only those functions which require broad national guidance or control are reserved to the Federal Government. The bulk of the program effort--in a large part the actual contact with the public--is the responsibility of State or local authorities, with financial assistance from the Federal level.

"Creative federalism" has worked well in other areas--for example, Federal-aid in the highway program. More closely aligned to the problem area we are considering is the work in highway safety, with its joint program of standard setting and State and community grant programs.

The Recreational Boat Safety Act of 1968 is, I feel, a classic example of this principle.

It is a two-pronged attack on what we consider to be the key points of the boating safety problem. It proposes:

- the establishment at the Federal level of minimum safety standards for boats and related equipment.
- substantially expanded and strengthened State boating programs, education and enforcement with Federal financial assistance.

Safety standards, primarily enforced at the point of manufacture, are to be promulgated by the Secretary of Transportation. This will insure broad applicability and uniformity throughout the nation.

The safe boating programs, dealing as they do with the individual citizen, more effectively and properly belong to the States. They would receive financial assistance, but only minimal guidance from the Federal level.

This joint effort of Federal regulation and State enforcement can provide a coordinated nationwide safety program which will reduce the number of boating accidents. It can also avoid the possibilities of a sharply increasing accident rate resulting from the number and changing characteristics of the novice boatman.

We should not compare the problems of boating safety with those of highway safety too closely. The elements of each vary greatly in magnitude and context. But there is a lesson in highway safety which we cannot afford to ignore. The time for corrective action is before the problem gets out of hand. The time for planning is before emotional demands cause over-reaction.

We are now in a position to undertake reasonable planning and to commence corrective action which will provide adequate consumer protection without unnecessary restrictions. We may not always have this opportunity.

Let us look first at the standards section of the bill. The need for safety standards for boats and related equipment has long been recognized. Over the years marine insurance underwriters, boating industry groups and public service organizations have combined to develop a wide variety of safety related specifications and recommended practices. The American Boat and Yacht Council, the Boating Industry Association, the National Fire Protection Association, and the Yacht Safety Bureau to mention only a few, have expended a great deal of effort and money in developing standards and testing component equipment.

The limitation of this program is that there are numerous standards, but no uniform agreement to comply with them. Although there has been much research, there are still areas of potential hazard which are not adequately covered. Most significantly, the acceptance of the standards is left to the discretion of the manufacturer. Even under newly expanded safety certification programs, it is estimated that no more than 50 percent of the annual production will be in compliance with established standards.

The nature of the industry itself adds to the problem. Unlike the automobile industry where a few manufacturers account for nearly all the annual production, a significant percentage of boats are made by small builders who are not members of any of the standard setting groups. If there is a need for safety standards, they should apply to all--with an opportunity for specific exceptions where valid justification can be demonstrated.

In years past, it may have been possible for a knowledgeable yachtsman to take a copy of recommended standards in hand and make his own critical choices in a boat yard. But the average new boat buyer of today just does not have access to that kind of information.

The proper Federal role, as we view it, is to establish and enforce minimum performance standards in certain critical areas to assure the consumer that the product he buys has been designed and constructed with reasonable consideration for the safety of himself and his family. These critical areas could include buoyancy, stability, ventilation, fuel systems, capsized floatation and engine reliability. It is not our intention to specify how particular boats should be styled or built, but only to require that they meet minimum standards of safety performance. The voluntary standards which have been developed by industry and independent groups will no doubt be the basis for much of what the Secretary will require.

While it is not practical to presume that a boat can be made that is accident proof any more than a car or a plane can be crash proof, there are things that can be done to make a boating accident less likely to occur; or if one does, that it will reduce rather than add to the resulting danger to the occupants.

Another section of the Act recognizes that the operator as well as the manufacturer has a responsibility for safety. The Secretary will have authority to establish regulations listing the safety equipment which must be carried in a boat while underway. This is a natural extension of the standard setting authority and insures that the manufacturers' standards do not lose effect in actual practice. In many ways this procedure parallels State automobile laws which place the burden on the operator to insure that his vehicle has lights, windshield wipers, horn, etc., before he drives it.

In summation, minimum performance standards will be promulgated by the Secretary based on the recommendations of the Commandant of the Coast Guard. Although the actual standard setting procedures have not yet been developed, I can assure the voluntary groups and the boating industry that the research they have done will be given fullest consideration. The responsible portion of the boating industry should experience only minimal effect from the establishment of national boat safety standards--the consumer could benefit greatly.

The President's program also takes into consideration the fact that safer boats are only part of an effective water safety program. The other recognized parts include education and enforcement. We must have effective programs which will provide the novice boatman with at least the rudiments of navigation and related skills. We must

give him an opportunity to learn some of the potential dangers of his new sport before he has to cope with them. We should hopefully, develop in him, sufficient confidence so that he can deal with a difficult situation if one should arise.

As in the case of safety standards, much creative work has been done in boating safety education. State organizations, the Public service groups and the industry deserve a great deal of credit for the work they have done. But, again, we must look at the statistics and realize that there is more to do.

It is also the responsibility of government to protect the boatman from those who would endanger him through their own reckless or lawless operations.

Here we again look to the States to protect the consumer's "right to safety." Federal enforcement should be provided only where reasonable State capabilities cannot be made available. The necessity for full State involvement is further emphasized when we realize that nearly one-half of the annual boating fatalities occur in waters exclusively under State jurisdiction.

The Federal role in education and enforcement is to stimulate through guidance and financial help stepped-up State--and through the States--local boating safety programs.

The 1958 Federal Boating Act encouraged the States to establish meaningful programs but Federal assistance and incentive was lacking. Now through the use of matching funds, it is proposed to actively aid State governments either to initiate or expand their activities.

The Act authorizes the appropriation of \$5 million for the first year of the program and calls for sufficient funds for succeeding years through 1971. The funds will be apportioned among the States by taking into consideration, whether the State has an approved boating safety program; the number of boats actually registered in the States; and an estimate of the number of boats using State waters. I am sure this latter will have particular significance to you here in New Jersey.

Under the Act, the Federal Government is authorized to provide up to 75 percent of the cost of carrying out the State's approved

program. This includes the cost of training personnel for State and local boating safety work and the cost of administering State programs as well. The approval of State programs will be based on regulations set by the Secretary. These may include, but are not limited to, requirements that a State program include boat operator education, safety and enforcement patrols, safety inspections, testing and examination of boats, boat operating zones, operator licensing programs, boating accident investigation, hazardous debris removal and emergency service. Let me emphasize that we are not attempting to direct State programs in detail. Our concern is to see that the available funds go to those who are willing to make an effort. The States in fact are encouraged to undertake innovative programs which might offer significant advancement in the effectiveness of boating safety.

In addition to the matching fund programs for the States, the Act encourages the Secretary to assist and cooperate with all interested parties to increase boating safety. The number of fatalities can be reduced only with the concerted effort of everyone involved.

The President's safe boating program is not limited to the legislative proposals I have outlined. The Secretary of Transportation has pledged to increase the effort within the Department, as well, specifically the Coast Guard.

He has called for a stepped-up research effort which will seek to develop safer boat designs and to improve life saving equipment. I feel that this is of great importance. Too many fatalities have occurred where life jackets were in the boat but either not worn or not available when they were needed. Perhaps here the solution is a floatation device that would be less cumbersome to wear.

The educational facilities of the Coast Guard and the Coast Guard Auxiliary will be enlarged. They will give particular emphasis to informational programs for boat owners and operators.

The collection and analysis of accident statistics will be reviewed in an effort to help us better understand what causes accidents.

The existing waterway marker system will be reappraised to make it more responsive to the needs of the boatman. More attention will be given to weather and hazard warnings.

We feel that President Johnson has proposed a well balanced program which will be of significant benefit to the public at an acceptable cost. It seeks the cooperation of State and local governments, industry groups and the boating public in a common effort to save lives. But it seems that any program, no matter how well intentioned, stirs opposition if it appears to extend governmental control. The initial response to our proposed program in some of the boating press, was that "Big Brother" in the form of the Federal Government was moving in to destroy the enjoyment of recreational boating. But my associates in the Coast Guard tell me, and I am sure those of you in the Marine Patrol will agree, you don't feel like "Big Brother" when you tow in a capsized boat that carried an entire family to its death or when you have to tell a wife or mother that its just not worth searching any more.

I don't mean to be melodramatic, but no one seems to complain when the long arm of the government holds a tow line or a life jacket. It is time we moved a step further toward keeping the accident from happening in the first place.

We are moving in the right direction. The consumer, the boatman and the American citizen deserves this "right to safety." I earnestly urge you all to join in this endeavor--to give your full support to the President's program for recreational boating safety. The job is well worth doing--it must be done; it will be done better, faster and more efficiently with the full cooperation of the States, the industry and the boating public. We look forward to working with you.

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REMARKS BY M. CECIL MACKEY, ASSISTANT SECRETARY OF
TRANSPORTATION FOR POLICY DEVELOPMENT, PREPARED
FOR DELIVERY AT THE 1968 SPRING CONFERENCE OF THE
U.S. COAST GUARD AUXILIARY, PIER 66, FT. LAUDERDALE,
FLORIDA, APRIL 20, 1968, 12:00 NOON

One of the great things about the Department of Transportation
is the Coast Guard. And one of the great things about the Coast Guard
is the Coast Guard Auxiliary.

In the past year since the Department was created, I have had
the opportunity to meet informally with quite a few members of the
Auxiliary, and discuss many of our mutual interests and a few of
our mutual problems. It is a real pleasure for me to be here today
to meet with the National Board of the Coast Guard Auxiliary. I
consider this to be an honor and only regret that over a year has
passed before the opportunity presented itself. I can assure you,
however, that this delay does not reflect a lack of the Department's
interest or esteem for your fine organization.

The Department of Transportation has only been in existence
since the first of April of last year. But the idea had been under
consideration since before the turn of the century. Presidents,
Congresses and students of government had long realized that there
was a need for some central coordination of the nation's transportation
system. Over the years there had been a number of studies, plans

and even proposed legislation to establish such an organization. But in every previous occasion some disruptive force kept this realization from becoming a reality.

Finally, last year, in a concerted effort by President Johnson and the Congress, the Department of Transportation was formed. While it may not be the final solution, we feel that its creation was a significant movement toward improved transportation.

If we look at the specific wording of the DOT Act, we find the Department was formed to promote "fast, safe, efficient and convenient transportation at the lowest consistent cost." We could only wish that the task were as simple and straightforward as the phrase.

What the Act did accomplish was to combine most of the transportation agencies of the Federal Government into a single Department. One notable exception was the failure to include the Maritime Administration, but its logical connection with the Department is strong and we certainly expect that it will eventually join us.

A Cabinet level officer, the Secretary of Transportation, was appointed to head the Department and to be the principal advisor to the President on transportation matters.

The Secretary was provided a staff to enable him to carry out these duties and to coordinate the policies and programs of these now combined agencies in the fulfillment of the goals of the Act.

We sometimes wish he had been provided with a magic wand as well.

Some of the agencies brought in to form the Department of Transportation were well established--the Federal Aviation Agency, the Bureau of Public Roads and the Coast Guard. Others were relatively new and were still going through their own growth pains--the Highway Safety Bureau, for example, had been created only a year before.

And some were actually created along with the Department--the Rail Administration, the Transportation Safety Board and the Office of the Secretary were created almost from scratch.

In addition to the major agencies which came in, there were also some interesting and important smaller ones--the Alaska Railroad,

the St. Lawrence Seaway Development Corporation and the Great Lakes Pilotage Administration.

Those of us who were fortunate enough to be able to help in forming the Department have found that its creation brought some problems we expected--and some we didn't expect.

But it has also brought us a great deal of satisfaction and pleasure. High on this list of pleasures has been our close association with the Officers and men of the United States Coast Guard.

From the days when we were drafting the original bill to create the Department, the Coast Guard was active in every stage of the planning.

They were there to support us when we took the bill to the Congress. It was quite evident at that time that the respect the Congress holds for the opinion of the Coast Guard leaders significantly aided the passage of the bill.

After enactment, Alan Boyd, who was soon chosen to be the first Secretary, called on Paul Trimble, the Coast Guard's Assistant Commandant, to head an interagency task force to establish an organization for the Office of the Secretary. This group, which he ably led, performed a difficult task and literally breathed life into the Department.

And even now, several Coast Guard officers serve directly on the Secretary's staff, often being called on to perform functions which range far beyond the duties normally expected of a Coast Guard Officer.

In the first hectic year of Departmental organization, the Coast Guard has demonstrated again and again that it is "always ready" to fulfill its responsibilities and to be part of the transportation team.

The Coast Guard has not hesitated to express its opinions; many times quite strongly. But there has been a constant willingness to look beyond Coast Guard interests in a sincere effort to turn the vital purposes of the DOT Act into programs for the American people.

Being aware of the traditions of the Coast Guard, this is no more than we would expect. But I can assure you it has gone neither unnoticed nor unappreciated.

We also find that in addition to the Coast Guard itself, the Department now includes the Coast Guard Auxiliary. The Act which transferred to the Secretary all the legal powers relating to the Coast Guard gives him responsibility for your fine organization as well.

Here we find a unique organization--nearly 25,000 members, dedicated to the highest traditions of the Coast Guard and performing such functions as:

- aiding in search and rescue missions,
- patrolling regattas,
- inspecting motor boats.

And most importantly, helping to bridge the gap between government and the public, in the all important field of boating safety--acting primarily, not as a law enforcement organization, but in assistance to the Coast Guard in their traditional humanitarian role.

Evaluating the Auxiliary we find first that we have an organization that, in the favorite Washington jargon, is "cost effective"; an organization where an annual expenditure of \$850,000 provides services that it is estimated would cost \$3.8 million to duplicate. I can only wish that this ratio could apply to our other programs as well.

Another favorite term that is used in judging organizational worth is "cost benefit." For the Auxiliary, this is more difficult to evaluate. The real benefits the Auxiliary produces through its inspection and education functions cannot really be measured in the usual terms, but they are very real. They are:

- the accident that didn't happen.
- the fatality that didn't occur.

These accidents and fatalities didn't happen because the people involved were equipped and prepared to meet an emergency situation when it arose.

It is this intangible benefit--the prevention of accidents--that is the real key to increased boating safety.

One of our primary missions in the Department of Transportation is to insure that this intangible benefit is expanded in all means of transportation.

President Johnson, in his message to Congress, called it the "consumers' right to safety" and listed it high among his program priorities. In the past few years, with the help of the Congress, significant strides have been made in air and highway safety. A proposal for a comprehensive railroad safety bill is presently under consideration--and in the area that is of particular concern to us here today, the President has initiated a program to further intensify our efforts in boating safety.

I am sure you are all aware of the magnitude of the problem. There are 8 million boats currently on the water and this number increases by an average of 4,000 a week. About 40 million people will participate in boating this year, many for the first time.

It is this new boatman who is our primary concern. More and more he is not someone with boating experience moving up from a skiff or a canoe, learning a little at each step. He is just a guy with some extra time and money who thinks a boat would be fun for his family and who generally starts out with a high powered motor.

-- Most new boatmen will enjoy the pleasure of boating.

-- But too many will find tragedy.

In 1967 over 1,300 people died in boating accidents. A larger number were injured and property damage figures were over \$7 million.

We realize that without the work of the Coast Guard Auxiliary and other groups, these figures would undoubtedly be even higher. But we cannot dismiss as acceptable, an average of almost 10 deaths a day during the boating season. We cannot describe as unavoidable, this breach in the boating consumers' right to safety.

The President has taken an active role in improving boating safety by proposing to the Congress the "Recreational Boat Safety Act of 1968." This legislation is a two-pronged attack on the main parts of the problem as we view them--first improving the safety of boats themselves and secondly helping State and local governments to expand their boating safety programs.

The need for safety standards for boats and related equipment has long been recognized. Over the years marine insurance underwriters, boating industry groups and public service organizations have combined to develop a wide variety of safety related specifications and recommended practices. The American Boat and Yacht Council, the Boating Industry Association, the National Fire Protection Association, and the Yacht Safety Bureau to mention only a few, have expended a great deal of effort and money in developing standards and testing equipment.

The limitation of this program is that while there are numerous standards, there is no uniform agreement to comply with them. Although much research has been done, there are still areas of potential hazard. Most significantly, the acceptance of the standards has been left to the discretion of the manufacturer. Even under newly expanded safety certification programs, it is estimated that no more than 50 percent of the annual production will be in compliance with established standards.

If there is a need for safety standards, they should apply to all--with an opportunity for specific exceptions where valid justification can be demonstrated.

The proposed Act will authorize the Secretary to establish and enforce minimum performance standards in selected critical safety areas. These areas could include buoyancy, stability, ventilation, fuel systems and capsized floatation. The voluntary standards will probably be the basis for many of the eventual regulations but consumers will be assured that any boat they buy has been designed and constructed with reasonable consideration for their safety--Not as in the past where only those who chose to do so would meet safety standards.

The other major part of the Act authorizes substantial financial aid to those States who are willing to conduct active boating safety programs. Up to \$5 million is called for in the first year with additional funds as necessary in the years to follow. Under a matching fund arrangement, the Federal Government will provide up to 75 percent of the funds necessary to carry out State programs in a wide variety of boating safety activities. The only limitation is that a State must demonstrate that its program will meet minimum requirements so that funds are not diverted to purposes other than boating safety. The lack of funds has always hindered State boating safety activities and we feel that this part of the President's program will be of great benefit.

We view this legislation as a significant step toward improved boating safety. It combines State and Federal activities where they are most effective.

- the Federal, dealing with safety standards on a nationwide basis.
- the State, dealing with the boating public in education and enforcement at the local level.

But we also realize that legislation by itself is not enough. For a truly effective program, we must have the cooperative efforts of everyone involved.

- Government at the Federal, State and local level.
- the public service groups, including the Auxiliary.
- the boating industry.
- and the boating public, both the experienced yachtsman and the novice.

We must together look at all aspects of boating safety.

We must find what safety standards are required and see that they protect everyone.

We must go beyond our current educational program and actually educate the public to realize they need the training that is available.

We must study the statistical data and determine what the real causes of accidents are and we must direct our training efforts toward these causes.

We must find effective ways to discourage those who would endanger the public through reckless operations.

In doing all this, the Secretary will be looking to the Auxiliary to play a major role. With your unique capability to span the gap between government action and public support, you are an invaluable aid to the Department.

We can succeed in reducing fatalities. For an example of the kind of results possible, we have only to look at the dramatic reduction in motorcycle fatalities to realize the effectiveness that is possible in Federal/State cooperative safety programs. Last year, in the 34 States which required safety helmets --at the urging of the National Highway Safety Bureau--the fatality rate was down as much as 59 percent. An almost unbelievable figure. As you will probably recall, when the safety helmet requirement was first proposed, it was met with great public outcry and resistance. The feeling expressed was that "the right to enjoyment" was being infringed. I am sure the 59 percent now appreciate that they were forced to make a trade for the right to safety.

We are moving in the right direction. The consumer, the boatman and the American citizen deserve this "right to safety." I earnestly urge you all to join in this endeavor, to give your full support to the President's program for recreational boating safety. The job is well worth doing--it must be done; it will be done better, faster and more efficiently with the full cooperation of the States, the industry and the boating public. We look forward to working with you.

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