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THE COAST GUARD AT WAR

DEC. 7, 1941 - JULY 18, 1944

MARINE INSPECTION

XIII

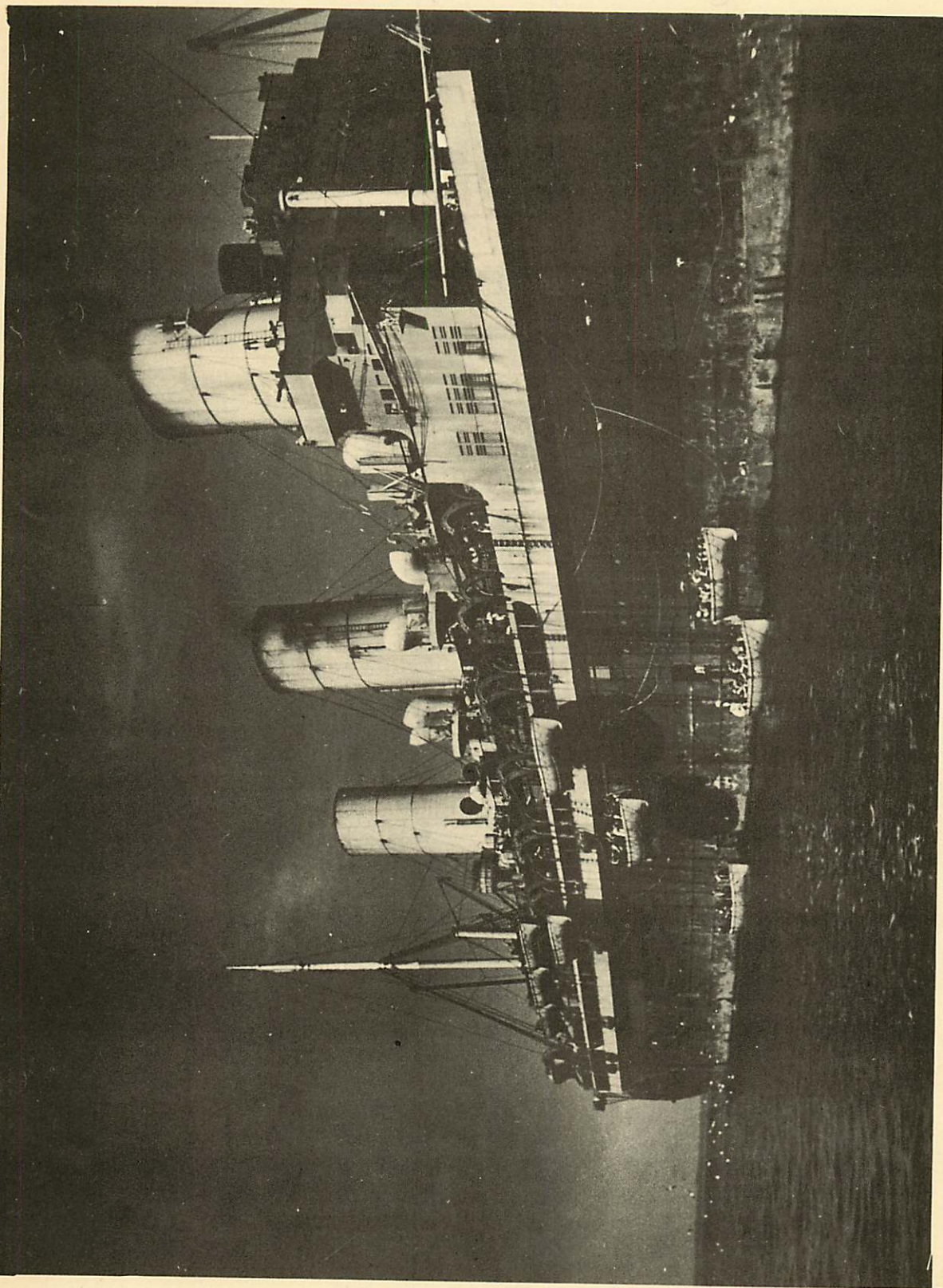


VOL I

PREPARED IN THE
STATISTICAL DIVISION
U. S. COAST GUARD
HEADQUARTERS
JULY 31, 1944

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COAST GUARD INSPECTS ALL SHIPS LEAVING AMERICAN PORTS.

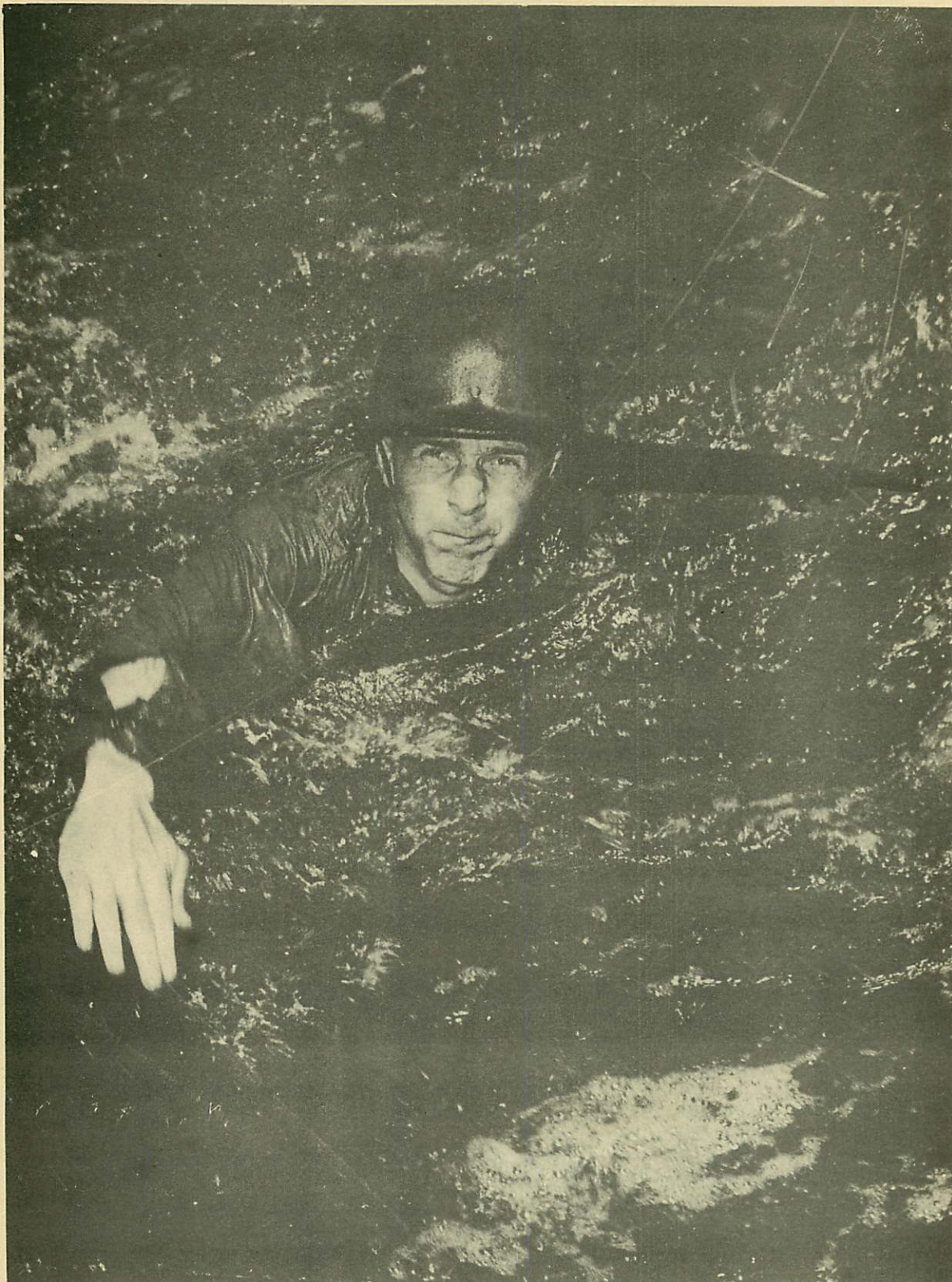


COAST GUARD AT WAR
MARINE INSPECTION
XIII

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OVERBOARD IN FULL FIGHTING GEAR.



COAST GUARD AT WAR
MARINE INSPECTION
XIII

NEW WARTIME DANGERS

ENEMY SUBMARINES
ATTACK ALLIED
MERCHANT SHIPS

Nazi U-Boat.

Only two tortured survivors of the shipwrecked crew from the British merchant ship ANGLO-SAXON lived through the ordeal of thirst, hunger, and exposure after being cast adrift when their vessel was torpedoed in 1940 by a

INADEQUATE
SAFETY PRO-
VISIONS

Eight men had escaped from the sinking ship, but two died of wounds that could easily have been treated with first-aid equipment, two became crazed with thirst and jumped overboard, one gulped large mouthfuls of sea water and died in agony, and the other died of exposure and thirst. Although the lockers on their lifeboat were full of hard tack, the men were unable to eat, for their salivary glands had ceased to function and they could not swallow the dry biscuit which they had chewed into dry powder.

VARIOUS GOVERN-
MENT AGENCIES
ATTEMPT TO
DEVELOP WAR-
TIME SAFETY
MEASURES

Enemy attacks on American seamen and ships, just prior to and after our entry into the war, indicated the urgent necessity for immediate measures to provide more adequate safety precautions in order to meet the conditions of modern warfare. The attempt of various agencies of the Government to develop and institute corrective measures led to a maze of conflicting and, in many instances, ill-considered and unnecessary requirements which, although well-intended, resulted in delays and unsafe conditions. It was apparent to all that the successful prosecution of the war would be jeopardized unless American ships and the men on them were adequately protected.

COAST GUARD ASSUMES PROTECTION OF MERCHANT MARINE

EXECUTIVE OR-
DER 9083

For that purpose, one central agency was needed -- an agency experienced in the consideration and development of safety standards at sea. In the interest of expediting the prosecution of the war, President Roosevelt, by Executive Order 9083, dated March 1, 1942, placed the authority and responsibility for the protection of the American merchant ships and seamen directly upon the Commandant of the United States Coast Guard.

EMIN TRANSFERRED
TO COAST GUARD

To assist in carrying out this responsibility, the President's order transferred from the Secretary of Commerce to the Commandant certain safety-at-sea functions of the former Bureau of Marine Inspection and Navigation. These functions of that Bureau became an integral part of the Coast Guard.⁽¹⁾

(1) See Appendix A for detailed list of functions transferred to Coast Guard from the Bureau of Marine Inspection and Navigation, and list of duties transferred by that Bureau to the Bureau of Customs.

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COAST GUARDSMEN ARE TAUGHT TO SAVE LIVES. HERE IS THE "HAND TOW".



COAST GUARD THUS
CONTINUES ITS
BASIC JOB OF PRO-
MOTING SAFETY AT
SEA

"If America and its Allies are to win the devastating war now raging over the surface of the entire globe," said Admiral Waesche, "the ships that carry the food, the guns, the tanks, the planes, and other implements of war to our fighting forces on battlefields beyond the seas, must reach their destination safely. Therefore, the Coast Guard at war is still carrying on its basic job of protecting the merchant marine of the United States."

The new duties of merchant marine inspection, conducted for the basic purpose of promoting the safety of life and property at sea, include the following: approval of plans for merchant ships and their equipment; inspection of vessels to check on stability, fire control or fireproofing, life-saving and fire-fighting equipment and other details; administration of load line; administration and enforcement of the laws pertaining to the numbering, equipment, and operation of motorboats; enforcement of manning requirements; issuance of certificates of inspections; examination, licensing and certification of Merchant Marine personnel—masters, pilots, engineers, staff officers, and seamen; signing on, discharge, and living conditions of merchant seamen; investigation of marine casualties; preparation and publication of rules and regulations to provide protection to passengers, officers, and crews of American ships; Merchant Marine Council activities.

APPROVAL OF PLANS AND SPECIFICATIONS

BLUEPRINTS FOR
VESSELS APPROVED

From the moment the keel of a new ship is laid until she retires from active duty, the Coast Guard watches over that vessel's career -- testing, inspecting, examining, and, above all, safeguarding. The active interest in her welfare begins before the new ship is built. Blueprints of plans and specifications for the construction of vessels are submitted to a corps of highly trained naval architects and steam and electrical engineers of the Coast Guard, who check the plans to make sure that they conform in every respect to all requirements. Plans submitted to the Coast Guard are those dealing with the hull structure, the main power plant together with necessary pumps and other auxiliaries, arrangement and details of all piping systems, and complete plans of electrical equipment and installation.

COOPERATION OF
AMERICAN BUREAU
OF SHIPPING

The plans and specifications for all merchant ships which are subject to inspection are submitted to the Coast Guard for approval before work is commenced in order to see that they are in full compliance with rules and regulations for the class of vessel intended and also for the service for which she is designed. The Coast Guard makes the rules and regulations with a view to the safety-of-life at-sea requirements. If possible, structural plans are first sent to the American Bureau of Shipping and then to the Coast Guard, in order to save time. The Coast Guard is not obliged to accept the Bureau's rulings but it is very helpful to have the Bureau check plans first. The Coast Guard is the final authority.

PLANS FOR GOVERN-
MENT VESSELS AP-
PROVED

The contract plans and specifications reviewed at Headquarters involve construction, alteration, and repair of merchant vessels, and, in most instances, vessels for the War Department and other agencies of the Government. Basic safety character-

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U.S. COAST GUARDS' INSPECTION OF A CANADIAN TRANSPORT.



istics, as well as the adequacy and arrangement of the vessel and its equipment in all details, are carefully reviewed and checked in order that approval for construction may be given.

INSPECTIONS

VESSELS IN- SPECTED DURING CONSTRUCTION

After the plans and specifications for vessels and equipment have been approved, the Coast Guard sends its experts to inspect the ships in various stages of building, and to test and inspect lifesaving and firefighting devices. The Merchant Marine Inspectors are members of the staff of the District Coast Guard Officers in the various Naval Districts throughout the nation. In 1942, there was an immense increase in their activities because of the huge expansion in the construction of merchant vessels. In the fiscal year 1943, new vessels inspected during construction numbered 1,556, a three-fold increase over the previous year.

EQUIPMENT IN- SPECTED AT FACTORIES AND MILLS

Boiler plates are inspected, tested, and approved at the mills. Completed boilers are similarly treated at the place of manufacture. Lifeboats, rafts, ring buoys, and other items of safety equipment are inspected at the factories where made, and stamped "Approved," with the initials of the inspector, if found in all respects satisfactory and in accordance with Coast Guard requirements.

SHIP'S STABILITY TESTED

When launched, a test is made of the ship's stability involving weight placements and complicated calculations. The Coast Guard is the technical adviser on Merchant Marine matters to the United States Army. When additional armaments have been put on a vessel, its stability is affected and in such cases ballast has to be placed in the vessel. The Coast Guard inspects and inclines Army transports to try out their stability. All troopships, United States and foreign, carrying U. S. troops, are Coast Guard inspected. Inclining experiments conducted in the fiscal year 1943 totaled 147 vessels. Lifeboats and life rafts are also tested for stability. The tilt a raft will take without capsizing is a determining factor in its rejection or approval.

THE LOAD LINE

During the fiscal year 1943, new load-line certificates totaling 1,352, were issued to American ships, and close observation was made of the compliance by shipping of the load-line markings. The administration of the load line is a Coast Guard function. The load line is a line 9 inches long, placed in the middle of the length of the ship, to determine the maximum draft to which the ship can be loaded. If the ship is overloaded that line is submerged and the ship is legally unseaworthy. In such a case, the Government can prevent the ship from sailing.

ANNUAL INSPEC- TIONS ON VESSELS

United States merchant vessels are inspected once a year. In that group are all United States ocean, Great Lakes, lake, bay, sound, river and coastwise merchant vessels, including those of the War Department and other Government agencies. During the fiscal year 1943 annual inspections were completed on 6,883 vessels. Transports were visited for like purposes. To facilitate the operation of vessels in war zones, Coast Guard Inspectors were assigned to duty at foreign ports in such zones.

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LIFEBOAT DRILL, BEFORE SAILING



ANNUAL IN-
SPECTIONS OF
LAND INSTAL-
LATIONS

Veterans' hospitals, penitentiaries, forts, army cantonments, federal buildings, and the like are visited about once a year by Coast Guard Inspectors, who inspect and test stationary installations, consisting of boilers, unfired pressure vessels, and other appurtenances.

STRUCTURAL FAILURES OF VESSELS ARE INVESTIGATED

NAVY BOARD IN-
VESTIGATES
FAILURES IN
WELDED VESSELS

A Board of Investigation was convened by the Secretary of the Navy in 1943 to inquire into the design and methods of construction of welded steel merchant vessels, after several failures of inspected vessels. The interim report of the Board, as of June 3, 1944, stated that without an early and general adoption of welded construction in the merchant shipbuilding program, as well as in the naval shipbuilding program, the results in speed and volume of construction which had been accomplished would have been impossible.

SS ESSO MAN-
HATTAN BREAKS
IN TWO

A specific case of structural failure cited in the Report was the case of the ESSO MANHATTAN, a Standard Oil Company Tanker, which, on March 29, 1943, broke in two. The fracture started in a butt weld between plates A-9 and A-10 at the crown of the deck. With a sound described variously as a thump, thud, bang, crash or explosion, the fracture ran across the deck in way of #6 tank, and down both sides, progressing to the bilge port and starboard. The vessel jack-knifed and the bow dug under an oncoming wave. The crew abandoned in lifeboats and were picked up by the USCG KIMBALL. The vessel was repaired and returned to service.

ELECTRICAL EQUIP-
MENT OF SS HENRY
BERGH INVESTI-
GATED

A new and exhaustive inquiry started on June 9, 1944, in the wreck of the Liberty Ship HENRY BERGH, which went on the rocks on the Fallaron Islands on June 1, 1944. Testimony in the trial had already disclosed that the ship, built in Richmond in 1943 and converted to a transport that summer, carried an electrical system "so bad that it looked like a child's work." The new inquiry was to find where that electrical equipment had been purchased and where installed.

FAILURES NOT
ONLY ON LIBERTY
SHIPS

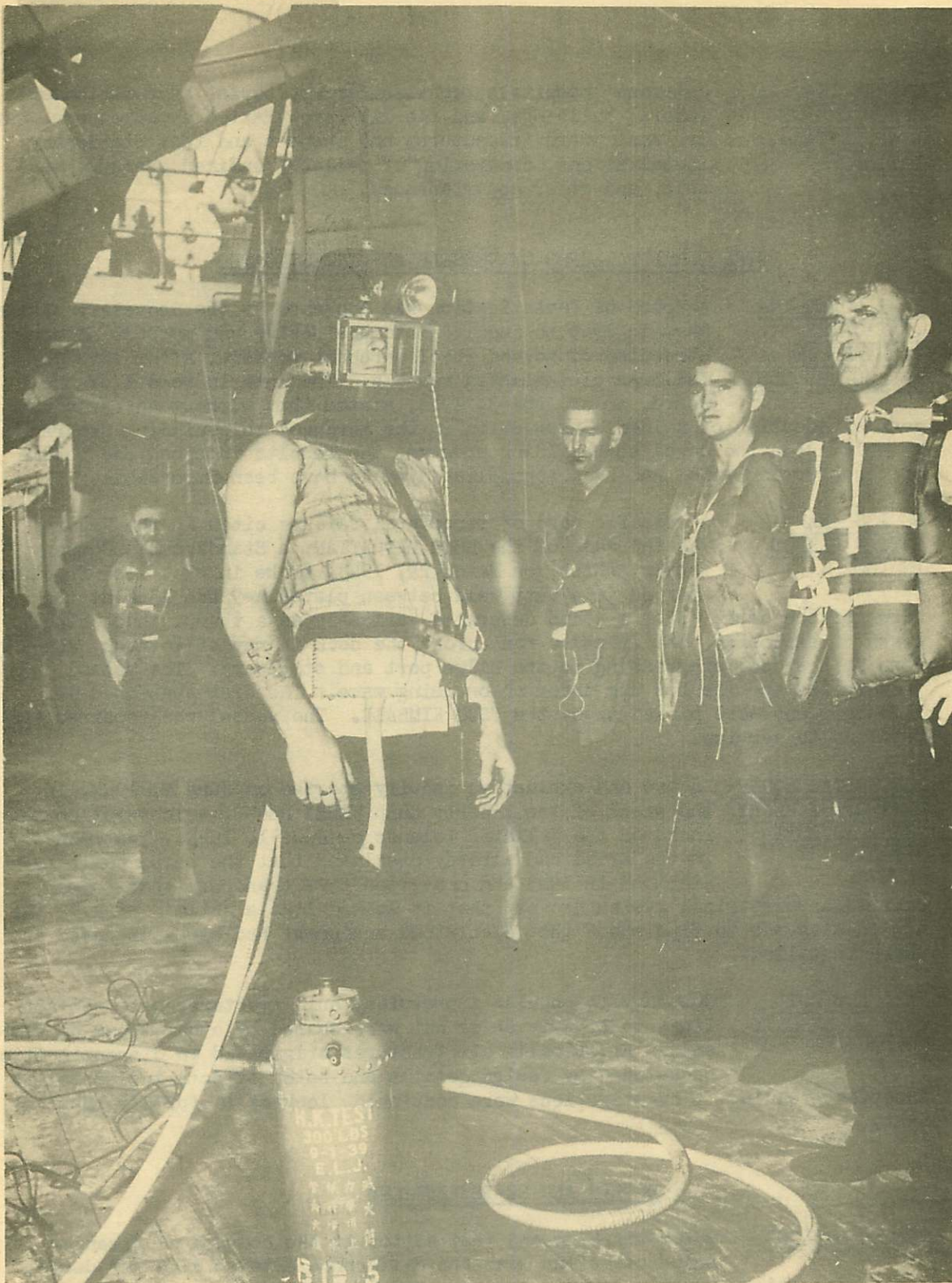
Contrary to popular impression, hull fractures were not confined to Liberty ships but were shared by other types of vessels. Practically all fractures originated in discontinuities occasioned by design details and notch effects incidental to imperfect welding. Investigations were continued, looking to further improvement.

DRILLS AND RE-INSPECTIONS

SEAMEN DRILLED

Quick thinking and fast action at the command of "Abandon ship" can often mean the difference between life and death. To abandon ship correctly takes practice. Lifeboat training programs drill men in the experience needed for handling lifeboats and equipment so that

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FIRE DRILL BEFORE SAILING.



there will be no danger of their having to learn for the first time on a torpedoed ship. While training, lifeboat crews are repeatedly changed so that all men will know what to do at every abandon-ship position.

WELFARE OF SEA- Special attention is given to accommodations and sanitary conditions designed for the welfare, comfort, and efficiency of the crews under operating conditions. At the annual inspections, the crews are examined in the performance of their duties. They are required to participate in emergency drills until these are satisfactorily executed. To insure safe operation, it is the responsibility of the Coast Guard to see that an adequate crew both as to number and qualification is provided, and no vessel may put to sea until she is manned by at least the number of men of each class required by the inspection certificate unless a waiver is issued. When the Inspectors are satisfied that the vessel is properly manned and in all respects suitable for service, they issue a certificate of inspection authorizing the navigation and operation of the vessel for one year. These licenses may be revoked if the laws are not complied with in every detail during the year.

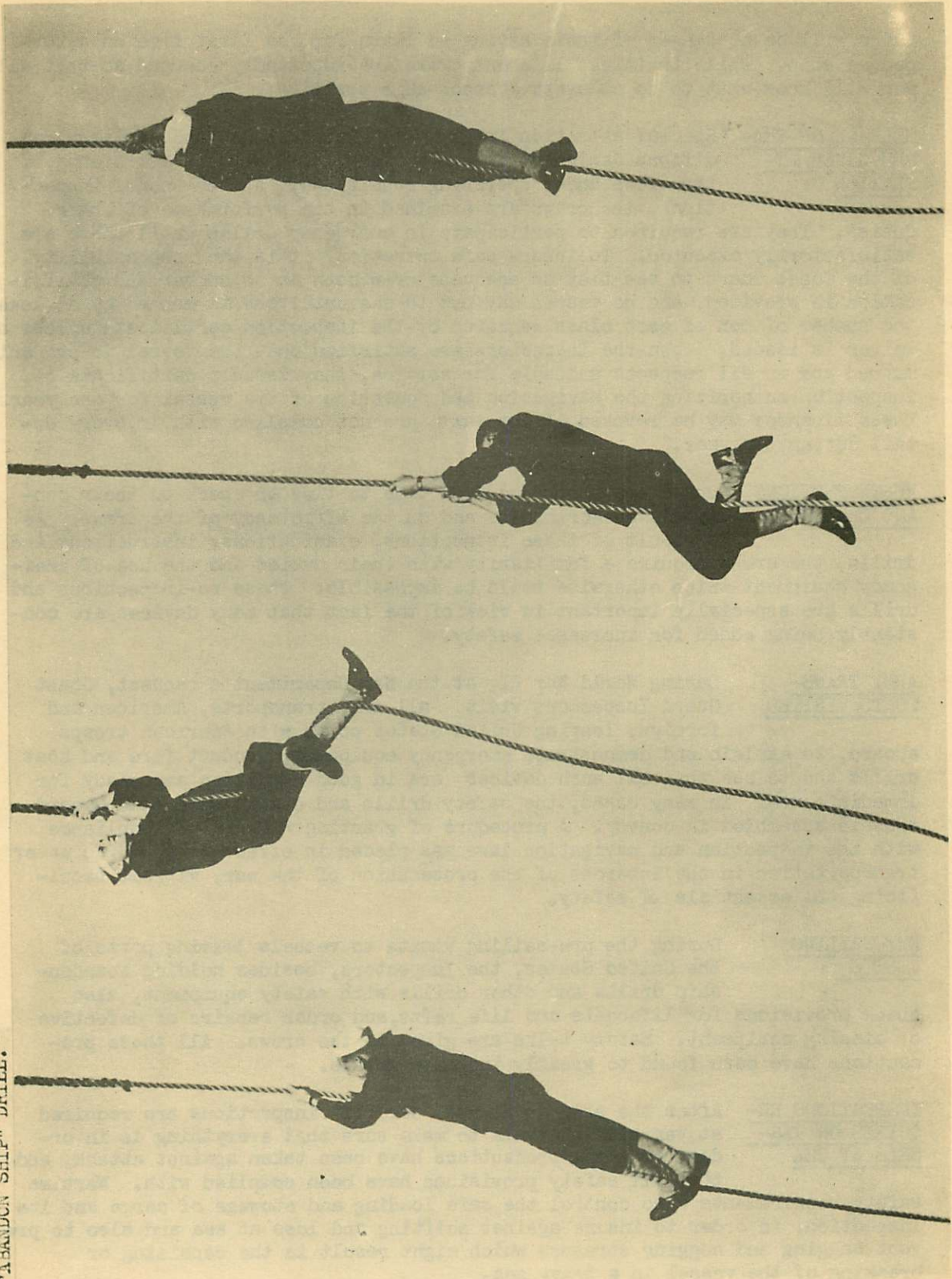
RE-INSPECTIONS AND DRILLS Ships are reboarded from time to time to check on their continued seaworthiness and on the efficiency of the crews. As a result of these inspections, examinations, instructions and drills, the crews acquire a familiarity with their duties and the use of emergency equipment which otherwise would be impossible. These re-inspections and drills are especially important in view of the fact that many devices are constantly being added for increased safety.

ARMY TRANS-PORTS VISITED During World War II, at the War Department's request, Coast Guard Inspectors visit all Army transports, American and foreign, leaving United States ports with American troops aboard, to explain and demonstrate emergency equipment, conduct fire and boat drills and to see that all such devices are in good condition and ready for immediate use. In many cases, the safety drills and checks were held aboard vessels assembled in convoy. A procedure of granting waivers of compliance with the inspection and navigation laws was placed in effect to speed up water transportation in the interest of the prosecution of the war, without sacrificing the essentials of safety.

PRE-SAILING VISITS During the pre-sailing visits to vessels leaving ports of the United States, the Inspectors, besides holding abandon-ship drills and other drills with safety equipment, also check provisions for lifeboats and life rafts, and order repairs of defective or missing equipment. Safety talks are given to the crews. All these precautions have been found to greatly increase morale.

INSPECTIONS REQUIRED ON VESSELS AT SEA After the ship is at sea, security inspections are required at various intervals to make sure that everything is in order, that all precautions have been taken against attack, and that all safety provisions have been complied with. Wartime safety requirements also control the safe loading and stowage of cargo and its inspection, in order to insure against shifting and loss at sea and also to prevent sagging and hogging stresses which might result in the capsizing or breaking of the vessel in a heavy sea.

"ABANDON SHIP" DRILL.



WELFARE OF MERCHANT SEAMENRECORDS OF
SEAMEN

The Coast Guard maintains the individual files of approximately 500,000 merchant seamen. Each file contains a complete history of the particular seaman's employment aboard United States merchant vessels, and a record of all documents issued to him by the Shipping Commissioners and Merchant Marine Inspectors at the various ports. The types of certificates mentioned below were issued in the following number during 1942, from March through December: Certificates of Identification 63,615; Continuous Discharge Books 17,469; Certificates of Service (unqualified ratings) 62,012; Able Seaman 8,217; Lifeboatman 19,336; Qualified Member of Engine Department 14,142; Tankerman 686; Staff Officers 377. Standards are prescribed for the guidance of the Shipping Commissioners in supervising the signing of ships articles and the discharge and payment of crews.

NEXT OF KIN
NOTIFIED

The Coast Guard has the further duty of notifying the next of kin of all merchant marine personnel reported dead or missing; of furnishing such information to the Red Cross, the War Shipping Administration, the Office of the Provost Marshal, and operators of the vessels concerned. The heroic action and sacrifice of the officers and men of the Merchant Marine in getting supplies through to our Allies took a heavy toll, which was reflected in the losses suffered by this group in the year ending June 30, 1943, when 271 were reported to have died in action and 2,447 were reported missing.

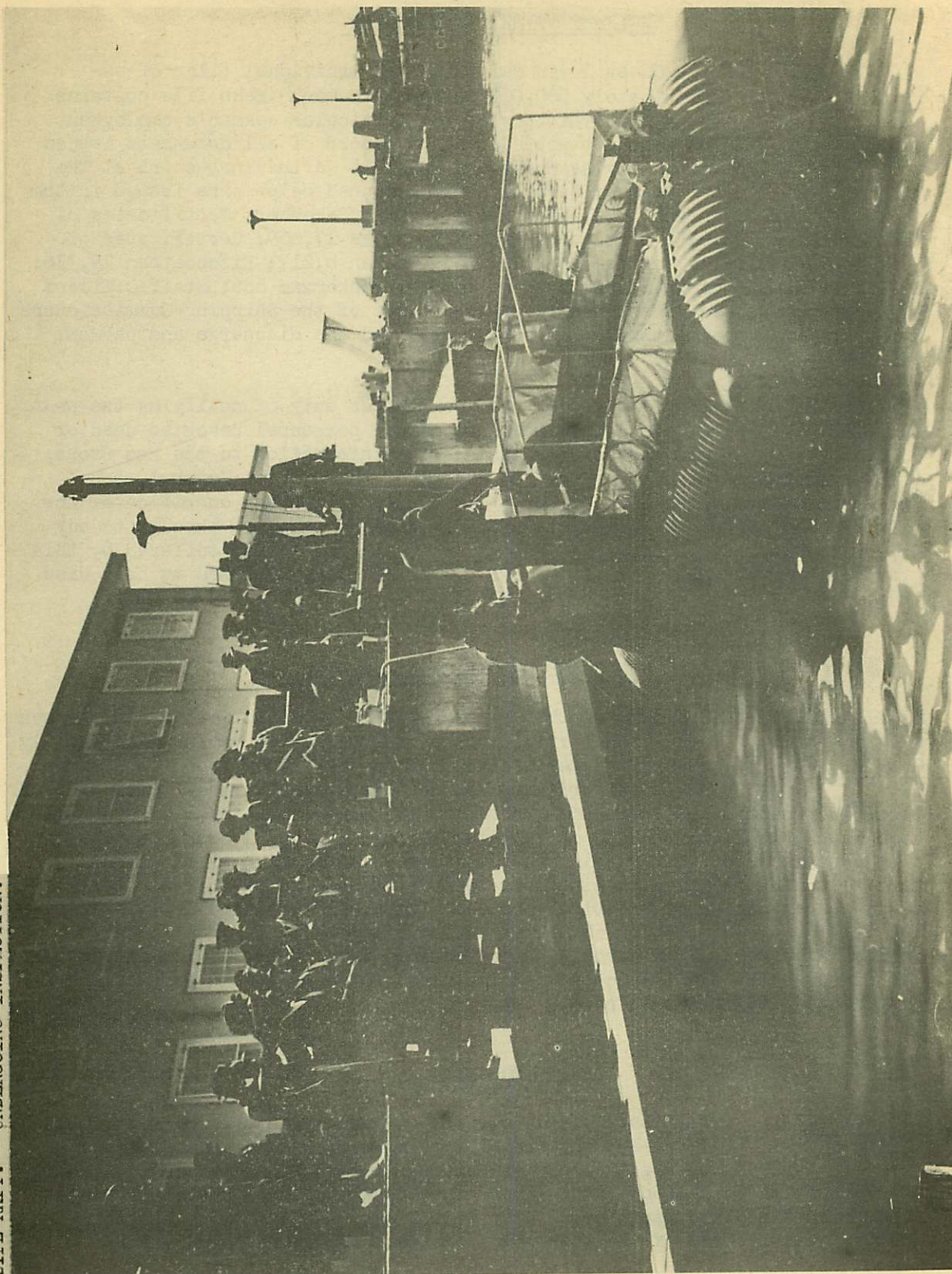
LICENSES AND CERTIFICATES GRANTEDEXAMINATION
AND LICENSING
OF PERSONNEL

Officers of the Merchant Marine receive licenses and seamen are given certificates of service after having successfully passed the tests given by the Coast Guard. Uniform standards for written examinations are prescribed to be offered to officer candidates throughout the country. Seamen take oral examinations. From March, 1942, to the end of that calendar year, 11,721 deck officers and 11,691 engineer officers qualified for licenses after such examinations. Special uniform written examinations were developed and distributed periodically for examining prospective licensed officers in Maritime Service Training stations. Information is published and disseminated on the subject of obtaining licenses. From March 1942 to the end of the year, 500 pamphlets containing specimen examinations and 381 copies of the Rules and Regulations were distributed, to meet this need.

HEARING UNITSRECORDS OF
COMPLAINTS

The Coast Guard collects and maintains the records of all cases arising from the alleged misconduct, incompetency, or negligence of merchant marine personnel, looking toward the revocation or suspension of licenses or certificates. Through arrangements with the State Department, Navy Department, and War Shipping Administration, all reports of the misconduct or incompetency of any American

LIFE RAFT. - UNDERGOING INSPECTION.



merchant seaman are received at Coast Guard Headquarters at the earliest possible moment and relayed to the District Coast Guard Officers concerned, with instructions as to when and where the accused will next arrive in the United States and the action to be taken. There are Hearing Units in all major United States ports and also in several foreign areas. These Hearing Units are a "johnny-on-the-spot" way of maintaining discipline when a ship is away from its home port. They keep the boys in line.

FOREIGN
HEARING
UNITS

Hearing Units are also concerned with giving temporary repair to damaged vessels so that a ship may be made seaworthy until it can get to some place where regular repair work is done. In foreign ports, the Coast Guard Merchant Marine Hearing Units also sit as Boards of Examiners to enable Merchant Marine Officers and seamen to be promoted while away from home ports on extended duty. Merchant Marine Hearing Units were established in six British ports, in 1943, to handle discipline problems and to enable Merchant Marine personnel to take examinations for promotion and receive advancement while on duty in the European war zone. These units were located in London, Liverpool, Hull, Bristol, Glasgow and Belfast. Two units were also opened for the use of the merchant seamen in the North African area, one at Casablanca, and the other at Oran.

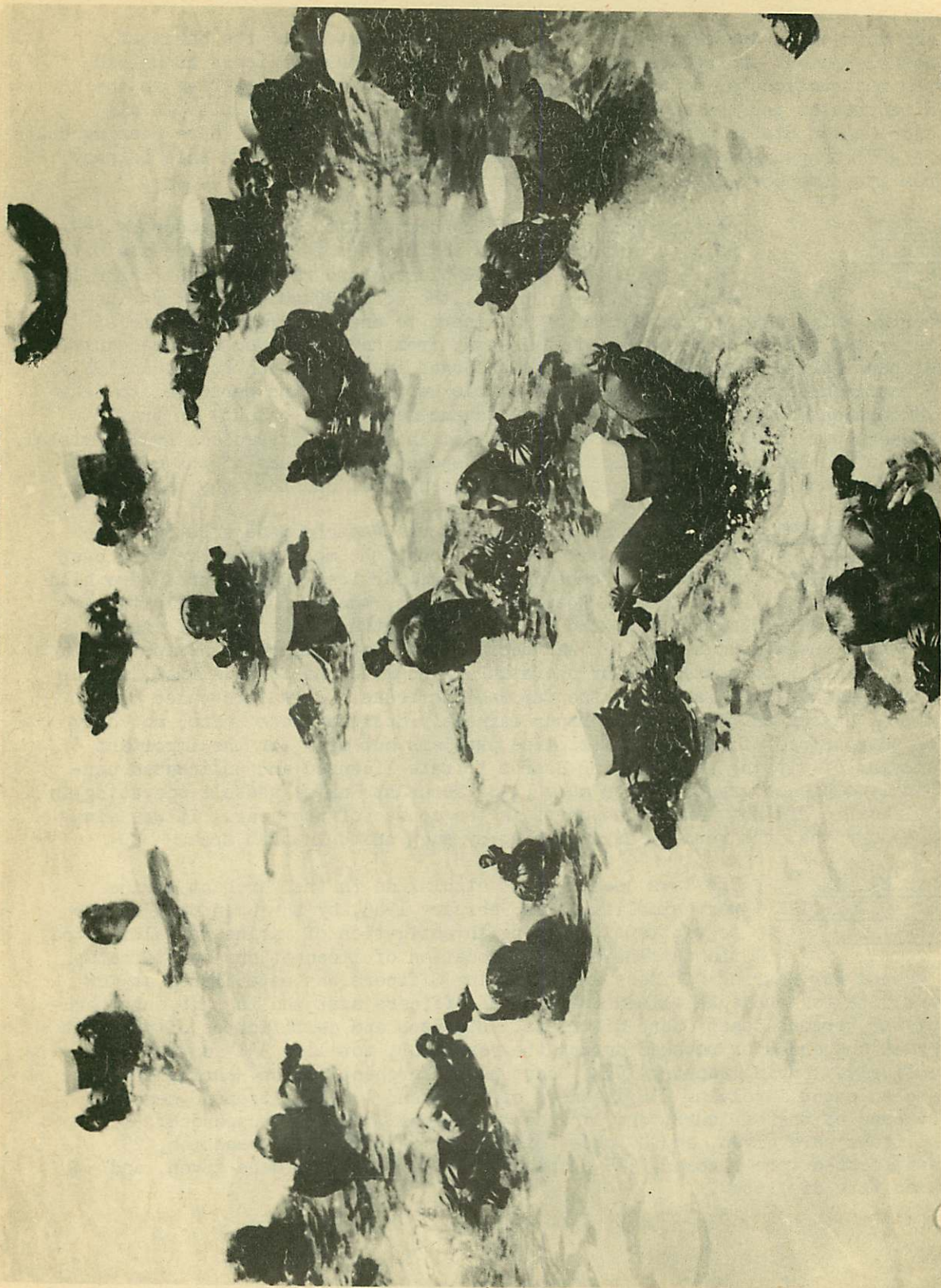
ADMIRAL WAESCHE
VISITS THE
SOUTH PACIFIC

In the summer of 1943, Admiral Waesche made a 28,500-mile tour of Pacific installations, the most extensive trip ever taken by a Commandant of the Service. Conferences were held with General Douglas MacArthur, Admiral Chester Nimitz, Admiral William F. Halsey, Jr., and Vice Admiral Arthur S. Carpenter. As a result of these discussions, it was decided that seven Merchant Marine Hearing Units, similar to those already operating in England and North Africa, would be established immediately in the far Pacific areas. It was revealed that Admiral Halsey and General MacArthur earnestly desired these units, not only for the purpose of handling discipline problems but also for the important function of sitting as Examining Boards to rate licensed and unlicensed personnel to higher grades, since many U. S. Merchant Marine vessels operating in the Pacific did not touch home ports in the course of the year. It was also necessary that the vessels be inspected by such units in that area.

LAWS DEALING
WITH DISCIPLINE
SIMPLIFIED

The laws dealing with discipline in the Merchant Marine were simplified, in February 1943, by the amendment of the regulations governing investigation of marine casualties and the suspension and revocation of licenses and certificates. A school for Hearing Officers and Examining Officers was established at New York City for the specialized training of officers assigned to this duty throughout the various Coast Guard districts. Licenses and certificates of merchant seamen suspended or revoked during the year 1943, totalled 330 and 884 respectively. During January 1944, Coast Guard Merchant Marine Hearing Units handled cases involving 234 licensed officers and 1,681 unlicensed men. In the case of the officers, one license was revoked, 90 were suspended, 54 admonitions were given, and 89 cases dismissed. Of the unlicensed men, 25 certificates were revoked, 515 suspended, 570 admonitions were given, and 571 cases were dismissed.

PREPARING FOR EMERGENCIES - COAST GUARDSMEN TURN TROUSERS INTO "WATER WINGS".



LESSONS FROM CASUALTIESMISUNDERSTOOD
SIGNALS

Many lessons are learned from the study and careful analysis of casualties. As a general rule, the immediate cause of most marine collisions is disregard or direct violation of the nautical rules of the road. In convoy, traveling blacked-out, conditions are such that in a fog or in poor visibility, a collision may be quite unavoidable. However, in the case of vessels navigating in the inland or coastal waters of the United States, the majority of collisions are both unnecessary and highly detrimental to the prosecution of the war. In the investigation of such cases, it usually appears that the accident could have been avoided had the masters or pilots of the respective vessels acted with strict conformity with the rules of the road. An illustration of this point is the case of two steamers which, early in 1944, collided on an inland waterway, due to misunderstood signals.

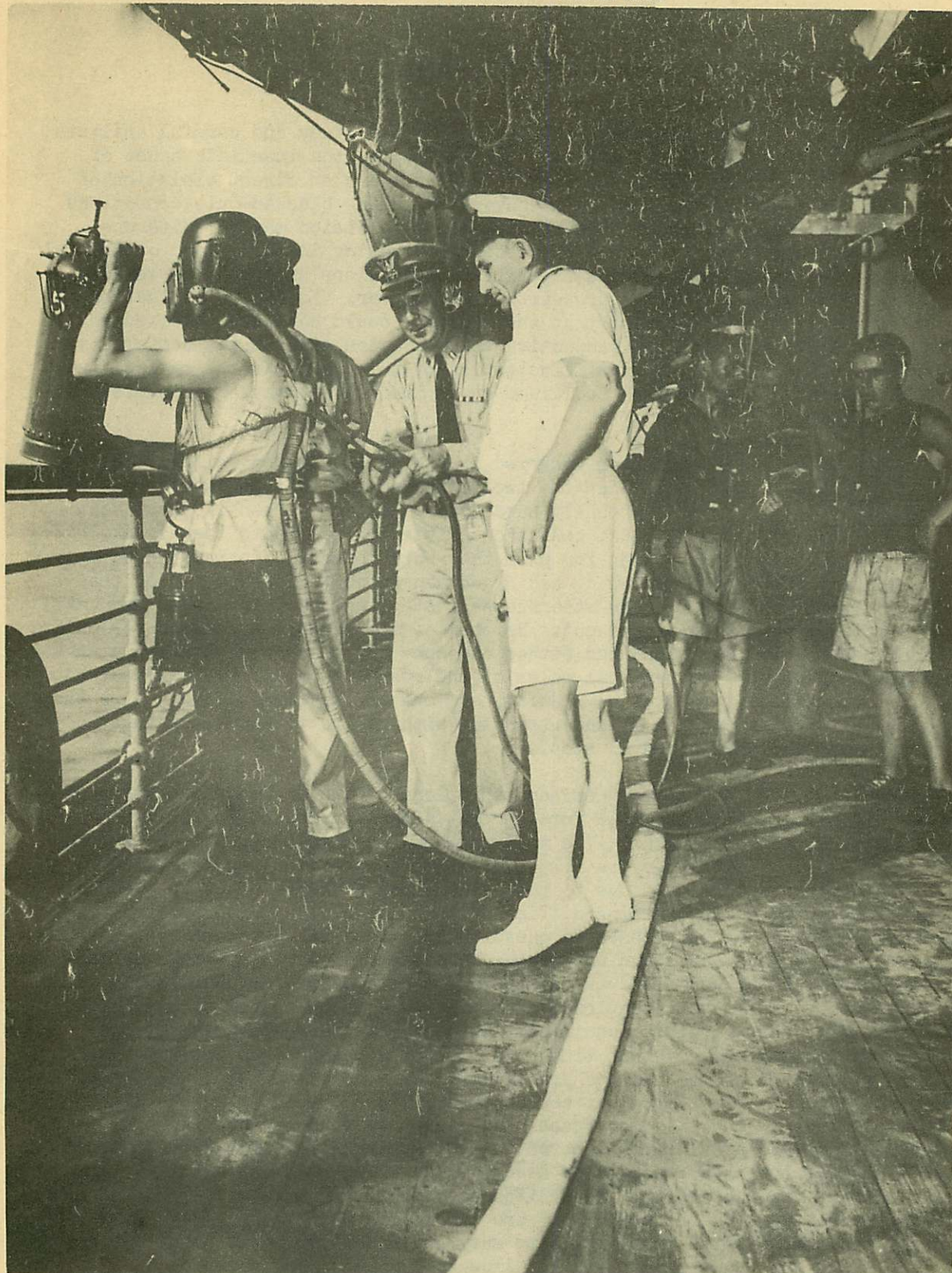
DISREGARD OF
NAUTICAL RULES
OF THE ROAD

The collision occurred in the early morning while it was still dark, and when the two downbound and two upbound vessels were abreast, a doubly hazardous situation. When it first became apparent that confusion existed in regard to the signals given and there was misunderstanding for whom they were intended, it was the duty of both masters on the vessels which had drawn dangerously close to reduce the speed of their vessels to bare steerage-way, stop, and back if necessary, until the difficulty had been ironed out. Neither of the vessels concerned followed the proper course of action; had either one done so, there would probably have been no collision. The nautical rules of the road have been carefully worked out for the better safety of navigation, and one of the cardinal points is the rule requiring that when a misunderstanding with regard to signals arises, both vessels must decrease speed or stop.

A CASE OF
POOR
JUDGMENT

An American Merchant ship loaded with an important war cargo arrived off a foreign port after sunset and in bad weather conditions. The wind was howling a gale directly on shore with heavy rain squalls in which the wind reached force 8. The anchorage was congested due to the presence of a number of other vessels, many of which were experiencing difficulty in holding, even with two anchors down. The master of the vessel in question concluded he was close enough to the beach to anchor--no soundings having been taken at any time--when he discovered that he was well into the congested anchorage and was dangerously close to the beach. Full use of engines and rudder were insufficient to extricate the ship from this position due in part probably to the shallowness of the water in which she was by that time. Both anchors were let go but the vessel lay in the trough of the sea and drifted broadside onto the beach. A tug was dispatched to her assistance but could not get close enough to pass a line in the shallow water and the heavy seas. The ship was pounding heavily and after about an hour and a half broke in two. Lifeboats and life rafts were launched and a part of the crew reached the beach, although one man was swept off his life raft and drowned and the first lifeboat capsized in the surf. The remainder of the crew stayed by the wreck and were taken off the following day. The master was charged with inattention to duty and unskillfulness, and after a full hearing was found guilty and his license suspended for a period of six

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COAST GUARD INSPECTS FIRE DRILL ON A CANADIAN TRANSPORT.



months. Inadequate precautions as to lookouts and soundings resulted in his overrunning his estimated position and caused the total loss of a valuable cargo vessel and the death of one of his seamen.

CONSOLIDATION OF REPORTING

Prior to the war, reports of Marine Casualty were made on a form of the then Bureau of Marine Inspection of the Commerce Department, which was in many respects similar to the report required by law to be filed with the Coast Guard. In 1941, these two reports were consolidated, but they were designed to cover only casualties due to collision, foundering, and faulty stowage or construction. However, when U.S. Merchant Vessels and Tankers began to be sunk by torpedo, bomb and mine in 1942, the Temporary Wartime Rules were issued which did not require the report of Marine Casualty (or Accident) to be filed on N.C.G. 2692 (the new combined form) on casualties due to enemy action. The Marine Inspection Division of the Coast Guard, as part of the old B.M.I.N. was termed after consolidation, still needed information of a technical nature on casualties due to enemy and new forms (924-d-1 and 924-d-2) were devised to obtain this information on such casualties. Whether a report on N.C.G. 2692 should also be submitted on casualties due to enemy action, so that, for statistical purposes, complete files may be maintained, is a question which is now under consideration.

BRITISH REQUEST HEARING UNITS

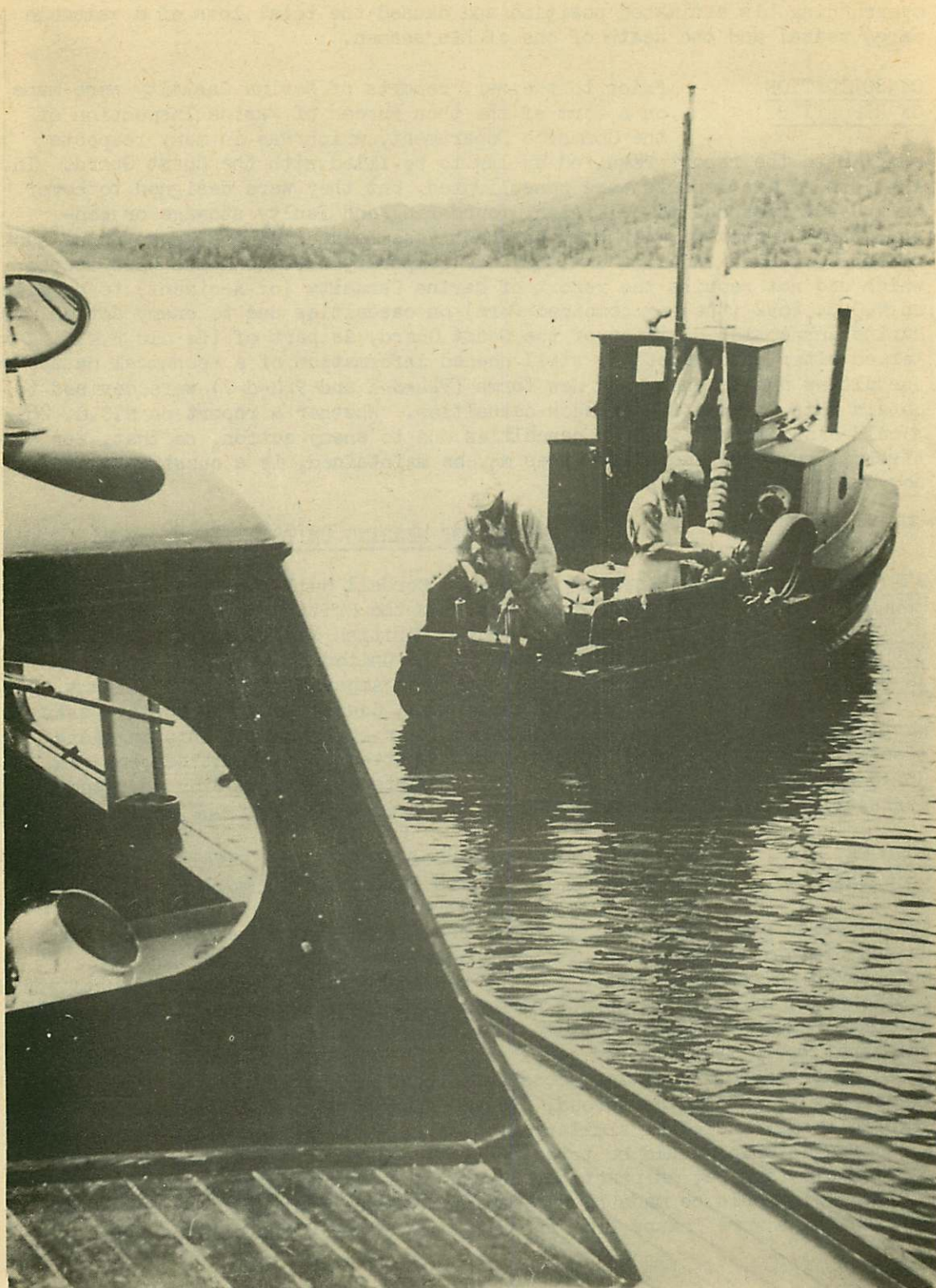
BRITISH REQUEST NAVAL COURTS IN U.S.

Secretary of State Cordell Hull, on June 7, 1944, received a request from the British Foreign Office for the establishment of British Naval Courts to try their merchant seamen in the United States. The request, transmitted by American Ambassador, John G. Winant, stated that these Naval Courts were not to be courts martial but civil tribunals established under the Merchant Shipping Acts specifically for the trial of offenses committed by merchant seamen. In World War II, the jurisdiction of these Courts was extended by emergency legislation to meet the needs arising in various parts of the world.

PURPOSE OF COURTS

The primary purpose of the British Naval Courts, as requested for United States ports, would be to try offenses by British merchant seamen and, so far as jurisdiction permitted, by all seamen serving on British ships other than United States citizens, against the special discipline which they had undertaken as seamen to observe. The secondary purpose of these courts would be the trial of such seamen for other minor offenses when such trial would be more prompt and less calculated to interfere with the operation of the ship than would trial by the civil courts of the United States. Seamen would be tried for desertion, absence without leave, refusal to comply with agreements to join ships abroad, disobedience to directions to serve in British ships, and other similar offenses, but the seamen would not be tried for offenses which could be tried by civil courts of the United States. There would thus be, in practice, no conflict of jurisdiction, it was stated, and no claim would be made by His Majesty's Government that the crews of British ships were immune from the jurisdiction of United States courts.

COAST GUARD PICKET BOAT ENFORCING MOTORBOAT ACT



RECIPROCITY INVOLVED Transmitting the request in the form of an airgram, Mr. Winant strongly recommended that every effort be made to comply with the British proposal, not only for the reasons set forth but also because of the expediency of enabling the British Government to point to the reciprocal features of such Courts in answering critics of the application of the United States of America (Visiting Forces) Acts, 1942, to merchant seamen. The assistance of the United States authorities might be required for the apprehension of offenders ashore and possibly in certain circumstances for their detention after conviction. However, it was thought there would not be many cases in which persons would have to be detained, since persons who are sentenced by Naval Courts to terms of imprisonment can be removed to the United Kingdom for detention.

GENERAL EISENHOWER REQUESTS AIDE

In June 1944, General Dwight D. Eisenhower asked for a high ranking officer, thoroughly familiar with merchant marine problems, and the Commandant recommended Captain Halert C. Sheppard, Chief of the Merchant Marine Inspection Division of the Coast Guard. Captain Sheppard left for England late in June to become a member of General Eisenhower's staff at a time when the Invasion of Europe on the French coast was giving rise to many problems involving thousands of merchant ships and seamen. In response to a pledge of full support from the Merchant Marine at the liberation invasion of France, General Eisenhower sent the following cable, dated June 28, 1944, to Captain Edward Macauley, U.S.N.(Ret.), Deputy War Shipping Administrator: "In behalf of the men of my command, I thank the men of the Merchant Marine for their pledge of full cooperation in our common effort to destroy the forces of tyranny and darkness. The huge quantities of supplies that have been brought across the Atlantic are a testimonial to the job that has already been done."

ADMINISTRATION OF MOTORBOAT ACTS

MOTORBOATS LAWS ENFORCED The general public comes more in contact with Coast Guard officers through the Motorboat Acts than through any of the other laws which the Coast Guard is required to enforce.

NUMBERS REQUIRED ON SIDE AND TOP Under the Numbering Act of 1918, all undocumented vessels propelled in whole or in part by machinery must be numbered. Exceptions to this law are public vessels and other craft not measuring over 16 feet and temporarily equipped with outboard motors. In 1942, the Commandant issued wartime regulations which required not only that the numbers painted on the side of the vessel be between 6 and 24 inches high, but also that the numbers in appropriate sizes be placed wherever possible on the top side of all numbered motorboats. This provided a more effective method of aerial and surface identification.

OPERATORS GIVEN EXAMINATION The old Motorboat Act of 1910 was superseded by the Act of April 25, 1940, which has as its purpose the greater safety of vessels of that type. An operator of a motorboat carrying passengers is required to pass an examination proving that by character and ability he can be safely entrusted with the duties and responsibilities of that charge. No person is permitted to operate a motorboat or any vessel in a reckless or negligent manner which might endanger the life, limb, or property of any person, under penalty of paying a fine not to exceed \$2,000, or being imprisoned for a term not to exceed one year or both.

CONFIDENTIAL

COAST GUARD TRAINS MEN TO SWIM WITH FULL BATTLE EQUIPMENT.



COAST GUARD
MAY ARREST
VIOLATORS -
TEST
EQUIPMENT

Coast Guard officers can immediately arrest any person whom they apprehend in the reckless navigation or operation of a motorboat. However, when such an arrest is made, the Coast Guard officer is required to bring the person arrested immediately before a United States Commissioner or Judge or Court of the United States for examination of the offense alleged against him. During 1942, many applications and petitions for relief from fines and penalties incurred as a result of violations were reviewed, and final action was taken in regard to requests for mitigation or remission of the fines and penalties incurred. Coast Guard Inspectors test the boilers and other equipment on the motorboats to make sure that requirements are met.

MERCHANT MARINE COUNCIL

MERCHANT MARINE
COUNCIL CREATED

On June 1, 1942, a Merchant Marine Council was created, by the order of the Commandant, to make studies and recommendations for the efficiency and welfare of Merchant seamen and for the efficacy of safety appliances and equipment aboard merchant vessels. The Council consisted of Coast Guard officers intimately acquainted with the safe construction, equipment, manning and operation of merchant vessels. Rear Admiral Harvey F. Johnson, Chief Engineer of the Coast Guard, was named the Chairman. Chosen as Vice Chairman of the Council, upon his return to Headquarters, was Captain James A. Hirshfield, who as skipper of the CGC CAMPBELL had made history in the victorious battle with six German submarines while on convoy escort duty in the North Atlantic.

A PANEL OF
EXPERTS
DESIGNATED

For purposes of discussion, study, and assistance to the Council, a panel of experts was designated, chosen from the country's outstanding leaders in every phase of maritime activity, from industry, labor and Government. The Council also provided a forum where the various elements of the industry could express their opinions on actions and proposals of the Coast Guard affecting their interests. The combination and coordination of the efforts and talents of the entire merchant marine were thus utilized to provide an ever increasing standard of safety for American ships.

POST-WAR
SIGNIFICANCE

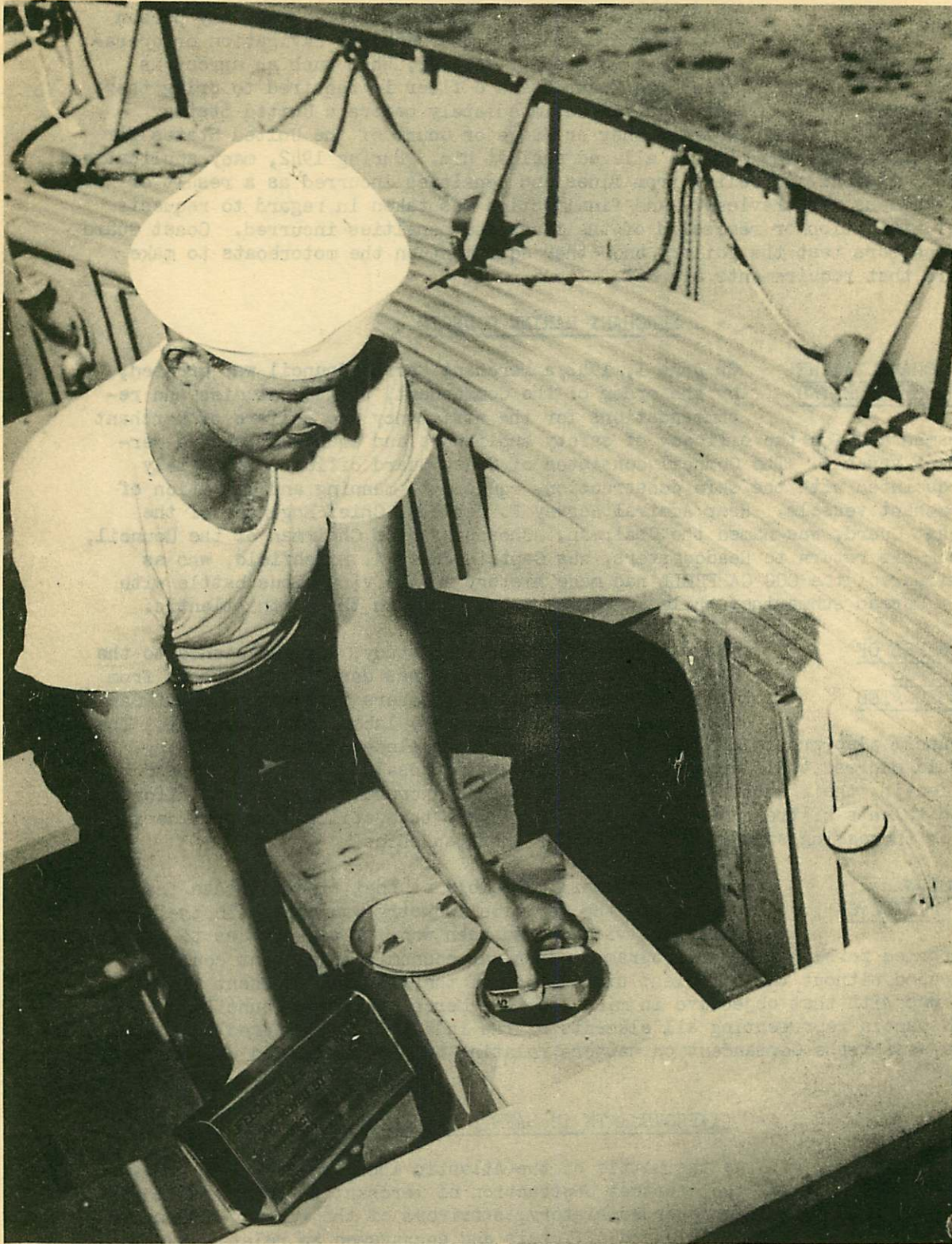
Although it was impossible at that time to state the part which the maritime industry would play in the world after the victory had been won, it was obvious to all informed persons that no program of post-war economic adjustment could succeed without the efficient utilization of the American merchant fleet. It was with that objective in mind that the Merchant Marine Council, with its panels representing all elements of the industry, was created to advise and assist the Commandant on matters relating to navigation and maritime safety.

IMPROVEMENTS IN SAFETY MEASURES

SURVIVORS
QUESTIONED

As the Battle of the Atlantic increased in tempo, with the greatest destruction of merchant shipping ever known in recorded history, survivors of the torpedoed vessels were interviewed by Coast Guard officials and encouraged to relate experiences.

CONFIDENTIAL
STOWING CANNED WATER ON LIFE BOAT.



It is one of the functions of the Merchant Marine Inspection Division to interview the survivors of every American merchant ship which has met with disaster.

EXCELLENT
SUGGESTIONS

"The interviews with survivors often brought us excellent suggestions for the improvement of our life-saving equipment," said Captain Halert C. Shephard, Chief of the Division. He found that the survivors of lost ships had many suggestions, and it appeared only natural that they should know better than anyone else how lifeboats and such equipment could be improved upon. The one particular suggestion he heard most often was that more boat drills should be held. "After once being torpedoed, they don't mind the precaution of having frequent drills," he said.

DRINKING WATER
AND PROTECTIVE
CLOTHING

The particular articles of lifesaving equipment which they recommended more than any of the others were drinking water and protective clothing. "So in view of their suggestions," the Captain continued, "our lifeboats are equipped with 10 quarts of drinking water, and every man is given a rubber immersion suit as protection against the wind and weather."

SIGNALING
MIRRORS

Occasionally a survivor would have an idea for adding something new to the lifeboat equipment. "There's one case where survivors told us how they signaled to a passing ship by tearing off the lid of a tin can and catching the reflection of the sun on its surface," the Captain related. "That gave us the idea of adding mirrors to the lifeboat equipment, along with the parachute flares and other signaling devices." New safety measures adopted by the Coast Guard are based squarely upon the experience and need of survivors, and after consultation with maritime unions and others concerned.

SENIOR SURVIVORS
REPORT CASUALTIES

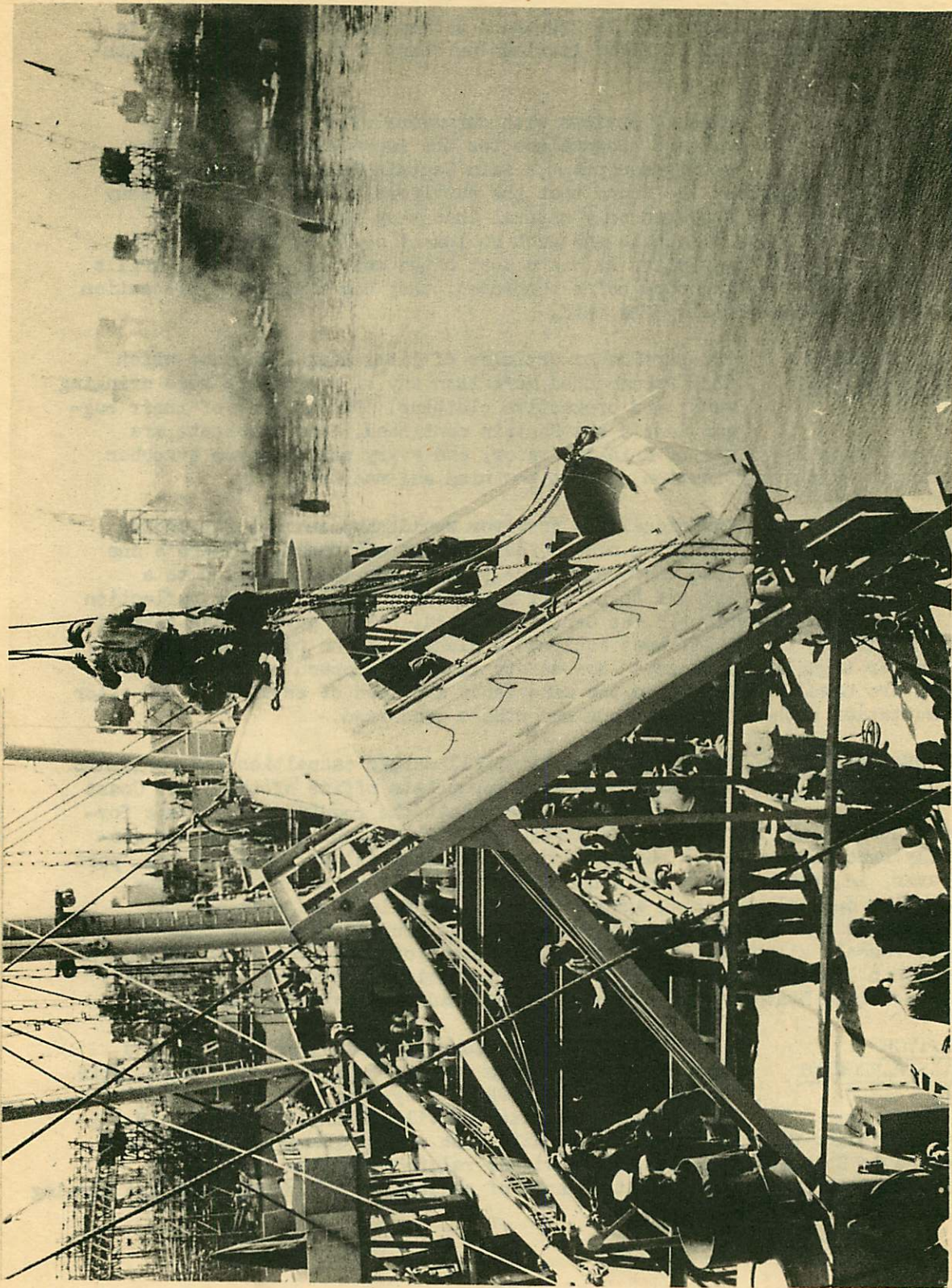
The law requires that all marine casualties and accidents be reported to the appropriate office of the U. S. Coast Guard and failure to submit the required report was formerly a violation and subject to a penalty. War-action casualties are generally reported by senior survivors upon their arrival at the first U.S. port. However, in those cases where senior survivors fail to report, it is the statutory duty of operating agents to submit certain forms with all the known facts and circumstances of the casualty. Survivors of American merchant vessels attacked and sunk by enemy action off the east coast of Central and South America are thus flown to Miami, Florida, the first port of entry in the United States, where they are questioned by Coast Guard examiners.

SURVIVOR
TELLS HARROWING
TALE

A Coast Guard Cutter picked up eleven oil-stained and flame-seared survivors of a large tanker off the Atlantic coast on March 13, 1942. They were brought to shore at Southport, a tiny fishing village near Wilmington, N.C., after spending nine hours on a tiny raft. The other fifteen survivors were brought to Charleston, S.C. The survivors related a harrowing story of swimming in a sea ablaze from thousands of gallons of oil loosed from the burning ship.

CONFIDENTIAL

NEW TYPE LIFE RAFT. - COAST GUARD PREPARES FOR TEST.



DANGERS OF ESCAPING WITHOUT LIFEBOAT OR RAFT

"Buddy, it was just hell," said one young seaman, Herbert L. Gardner, on his first sea voyage. "I saw two of my comrades ground to pieces by the propeller of the ship as they tries to escape the flames." He related that a geyser of crude oil gushed skyward and spread over the sea for hundreds of yards a few seconds after the ship was torpedoed in the blackness of the night. He rushed to the forecandle to get his lifejacket and found the whole ship in flames. Backing away from one overcrowded lifeboat on the blazing ship, he struggled to reach a second boat but found that it had capsized in the confusion of the emergency launching. He then went down a line, attempted to right the lifeboat and as he did so he saw a Filipino messboy die in the same attempt.

HAIR CATCHES FIRE AS HE SWIMS

"Finally, I jumped clear of the side of the ship and hit the water," said Gardner, "and believe me, I just didn't expect to come away from that mess alive. I tried to swim clear of the ship, through blazing oil. Three times I came up to the surface through the oil and felt my hair catch fire. I'd duck under and stay as long as I could, then come up again. Men were screaming as they burned to death in the flaming sea of oil."

IMPROVED LIFEBOATS AND RAFTS

APPARATUS TO LOWER LIFEBOATS IMPROVED

Many such testimonies made it apparent that the apparatus to launch lifeboats would have to be improved, and more boats provided. Getting a lifeboat into the sea from the sloping deck of a ship that was sinking or afire, and often had a decided list, was even harder than keeping the little craft afloat in the turbulent water. Wonders have been achieved in the improvement of davits, the apparatus to lower lifeboats into the sea. Vessels are equipped with the improved davits which make it possible to launch lifeboats in spite of the list, and under the new safety rules American ships have to carry their lifeboats in the outboard position permanently so they can be lowered instantly. There are "skates," which are devices that help the boat to slide over projections when the vessel is listed.

DOUBLE NUMBER OF LIFEBOATS CARRIED

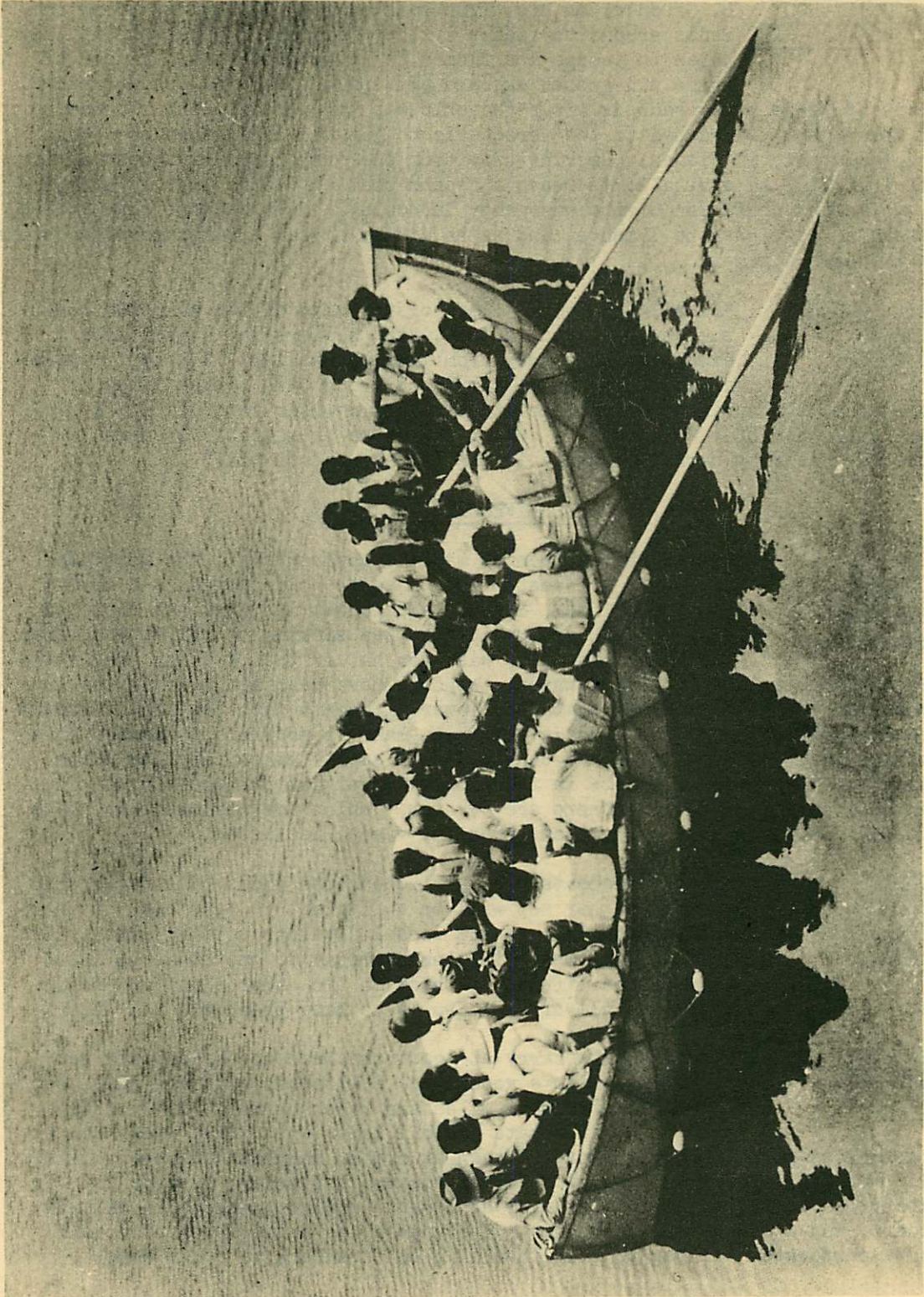
Enough lifeboats are carried on both sides of a cargo ship so that either set will be sufficient to take care of the entire crew in case the vessel develops a heavy list. Thus even if the vessel is sinking badly to one side, at least half of the lifeboats, those on the other side, are ready for split-second lowering, all arranged so as to hang free over the water.

NEW EQUIPMENT OF LIFEBOATS

All lifeboats carry at least one mast and a complete set of sails. With a good wind, a lifeboat with all sails set can go two thousand miles and reach harbor. Other items carried in lifeboats are oil lamps with spare wicks and extra fuel so that the compass can be seen at night, complete first-aid kits, pilot charts, electric pocket torches with extra batteries, matches in waterproof containers, signal flags, at least 6 woolen blankets in oilskin covers, and a drogue or sea anchor. The anchor has a supply of storm oil and a perforated oil bag to help in riding out breakers on rough seas.

CONFIDENTIAL

TESTING A LIFE BOAT.



RED OR YELLOW
SAILS REQUIRED
RICKENBACKER
AND PARTY
RESCUED

Other safety regulations provide that lifeboat sails should be either red or chrome so they can be seen better from the air or at sea. Yellow dyes spread on the water attract airplanes, and it was in this manner that Eddie Rickenbacker was saved when he was lost at sea while on a flight to the South Pacific. A Navy scout seaplane spied a spot of yellow on the rolling blue swells and taxied over. The yellow spot was a life raft. In the raft was Captain W. T. Cherry, pilot of the ill-starred Rickenbacker plane. He was taken aboard the rescue plane and flown to safety. Hopes for the rescue of Rickenbacker himself were revived for he was floating some place nearby in a self-inflated life raft. Just before nightfall, on November 12, 1942, another yellow spot was sighted and rescuers, landing and taxiing alongside, looked into the smiling face of Captain Rickenbacker and two of his companions. The improved life raft and the yellow dye saved many men cast adrift and floating like tiny specks on a vast ocean.

REMOTE
CONTROL
IMPROVED

Testimonies included not only comments on lifesaving apparatus but also on various parts of the ship. One survivor reported that the remote control for the main engine was very stiff and practically unworkable. The Coast Guard immediately made an investigation of the firm which had manufactured the apparatus in question and ascertained what improvements could be made. Topside remote control for propulsion machinery and overboard discharges are required, so that the speed of the vessel and overboard discharges can be shut off from a position to prevent flooding and capsizing of boats during launching operations while the vessel is in motion. The remote control is also designed to prevent boats and rafts, as well as people, in the water from fouling the ship's propellers.

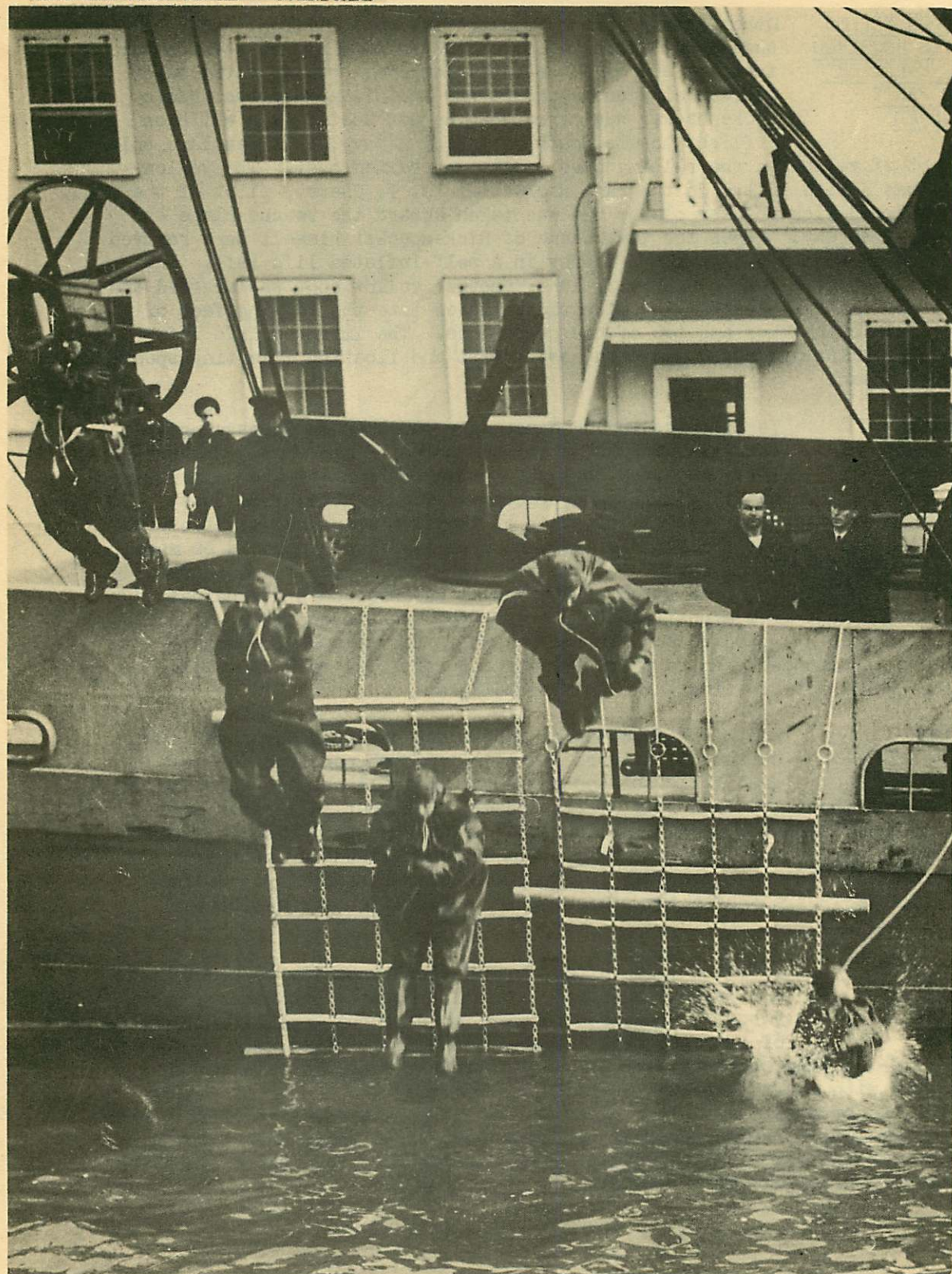
LARGER
LIFEBOATS

The new lifeboats are larger and designed for fewer occupants. Features of their improved construction are grab rails, skates and skids, as well as motor propulsion for certain boats on each side of the vessel. Lifeboat fall reels, cruciform lowering bits, and life lines from davit spans are also required to insure speedy and safe launching. The underwater contour of the Liberty Ship lifeboats has been improved for greater stability. Marine safety experts are constantly searching for safer lifeboats and better equipment.

IMPROVED
RAFTS AND
FLOATS

Improved life rafts, of sufficient capacity to accommodate all persons on board, are also required equipment. Each vessel is required to have two doughnut-type life floats of not less than 15-person capacity, fitted with paddles and self-igniting electric water lights. Merchant cargo vessels are thus equipped with accommodations in lifeboats for twice the number of persons aboard, accommodations in life rafts for all persons aboard, and life floats for a minimum of thirty persons. All together, these ships have lifesaving devices in the way of boats, rafts and floats for more than three times the number of person actually carried.

CONFIDENTIAL
ABANDON SHIP DRILL - "OVERBOARD"



TANKER TORPEDOED When an Axis submarine torpedoed and sank the 6,766 ton
WHILE LIGHTS Gulf Oil Tanker GULFTRADE, on March 10, 1942, Coast Guard
WERE SHOWING boats rescued sixteen of the thirty-five crew members and
 landed them at Tompkinsville, Staten Island. Captain
 Torger Olsen, skipper of the ill-fated vessel, told Coast Guard officials,
 "After we got as far as Barnegat we thought we were safe. A few minutes
 before we were struck, we saw two ships ahead of us. In order to avoid a
 collision, I ordered the running lights to be put on. We were torpedoed
 while the lights were burning."

BLACKOUTS AS Safety measures to aid in the actual prevention of enemy
FURTHER SAFETY attacks include such precautions as light and noise black-
PRECAUTIONS outs and degaussing equipment. Even the glow of a cigarette
 can be seen as far as a half-mile distant on a clear, dark
 night. In addition to the blackout of light, there is also need of a black-
 out of sound. The importance of a silent ship is evident when the perfecting
 of all types of sound detecting devices is borne in mind.

EMBARKATION Following an attack by mine, bomb, or torpedo, after every
LADDERS AND effort to save the ship has been unavailing, the interior
NETS of the vessel is lighted up with emergency lights and lumi-
 nous markings, installed there according to the new regu-
 lations. Two or more avenues of escape are provided for interior spaces,
 where people are liable to be trapped. Engineering spaces are required to
 be fitted with flexible emergency ladders for escape purposes. Embarkation
 ladders and lifesaving nets are required over the ship's side for easy
 boarding of lifeboats and rafts, and also for rescuing survivors from the sea.

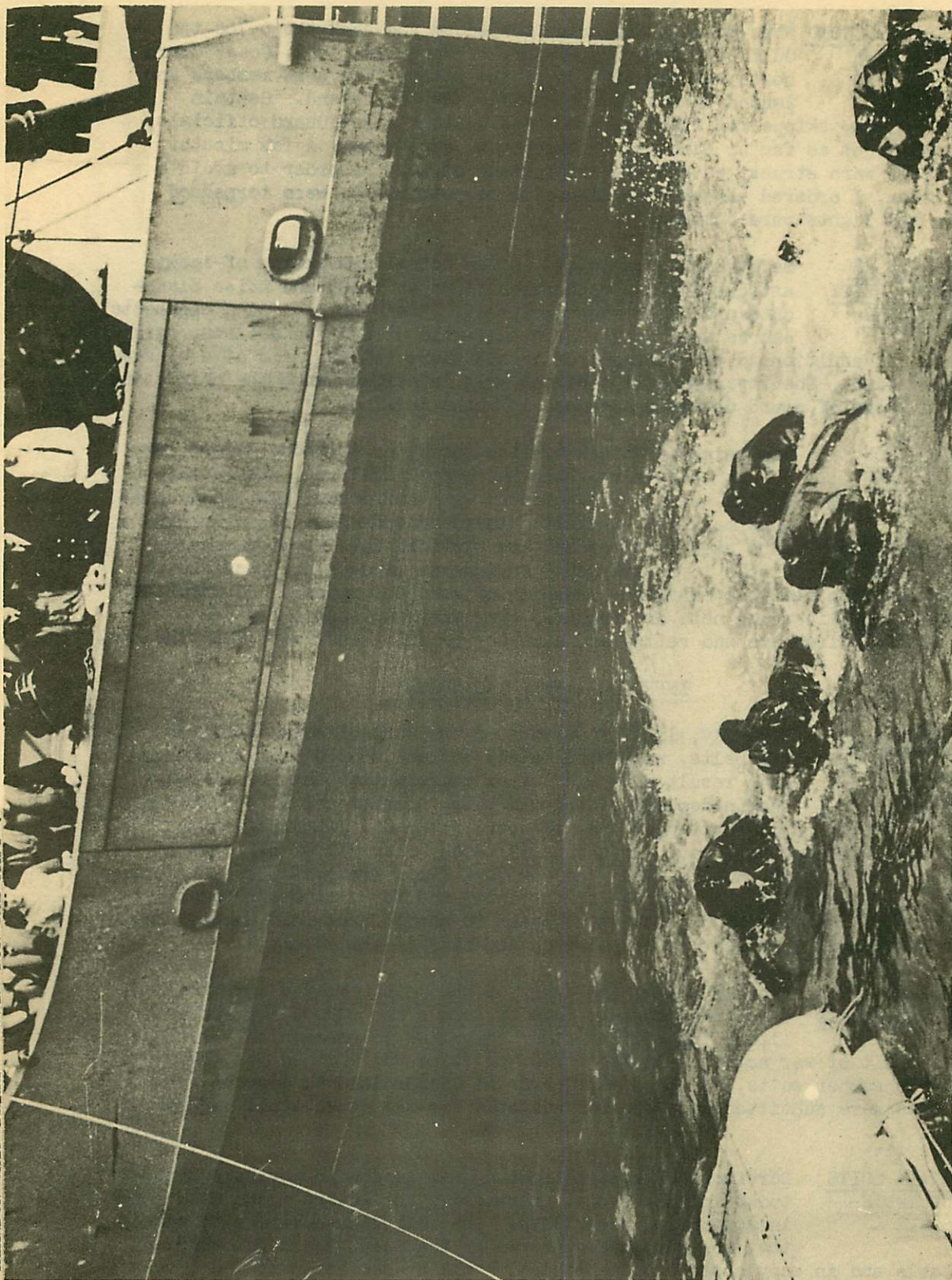
IMPROVED LIFESAVING SUITS

INADEQUACY OF Formerly, life preservers in the form of cork slabs, or
OLD FASHIONED lifebelts, were used merely to keep people from drowning.
LIFE PRE- As a result many died of exposure while they were afloat.
SERVERS The inadequacy of the old-time, traditional life-belt was
 illustrated by the disaster of the CITY OF ATLANTA that
 went down off Cape Hatteras, on January 19, 1942, with all of her crew of
 49 men, except 3 who were saved. The New York Times wrote of the survivors,
 "They all stayed together as much as possible, and for a time shouted to
 each other. But one by one, the men ceased to shout. The cold numbed them.
 And one by one, they lost their holds on the bits of their ship."

LIFESAVING Shortly before the entry of the United States into the war,
SUITS DEVELOPED a great clamor was made by seamen and others for rubber
 lifesaving suits for men compelled to abandon ships at sea
 as a result of war action. At that time, no standards existed for the use of
 suitable rubber suits, so the Coast Guard was constrained to approve such
 suits as were submitted and appeared suitable for use as coverall immersion
 suits.

COVERALL SUITS Survivors of vessels lost by war action in northern lati-
FOUND INDIS- tudes indicated that practically the entire crews used suits
PENSABLE in abandoning their ship. The following testimonies reveal
 that the garments approved by the Coast Guard have proved
 suitable and in many cases indispensable for the preservation of the lives of
 the seamen cast adrift.

ABANDON SHIP DRILL - "SWIM FOR THE RAFT".



"Lifesaving suits provided were very helpful and the suits kept men afloat and safe from sharks, which were all around me for an hour."

Oiler.

"There were hundreds of sharks in the vicinity, which attacked those not wearing suits, but did not attack any of the members that were wearing suits."

Mate.

"In extremely cold and rough weather, the survivors in rubber lifesaving suits, in groups of three and four, jumped from the vessel into the water and were rescued by the boats of an escorting corvette."

Survivors.

"Thirty-six persons wore their suits for 61 hours on rafts and boats. The suits were very good. The men would have suffered from exposure if they had not had the rubber suits."

Master.

"During rescue operations rubber suits were used; the procedure being to stuff a member of the crew into the suit, tie a tight line around his chest, pick him up bodily and lower him over the side. He would then swim out from the ship, tow in life rafts and single survivors in the water. The water temperature was 40 degrees, the air temperature was 30 degrees. Suits were of inestimable value."

Commanding Officer,
USCG ESCANABA.

"Those rubber suits are fine things keeping you warm, finest thing in the world. If the shoes only fitted well you couldn't wish for anything better."

Master.

"The sole survivor feels he owes his life to the rubber suit he was wearing. Others who abandoned ship without this gear froze almost immediately and were washed overboard by the heavy seas."

Sole Survivor.

DANGERS
GREATLY
REDUCED

The dangers to shipwrecked seamen, forced to spend long days exposed to the rigors of the open sea, have been greatly reduced due to the development of the rubber immersion suits.

As an important aid to all mariners, those grotesque-looking overall suits are provided men on cargo and tank vessels of 1,000 gross tons or over.

PROTECTION
FROM THE
ELEMENTS

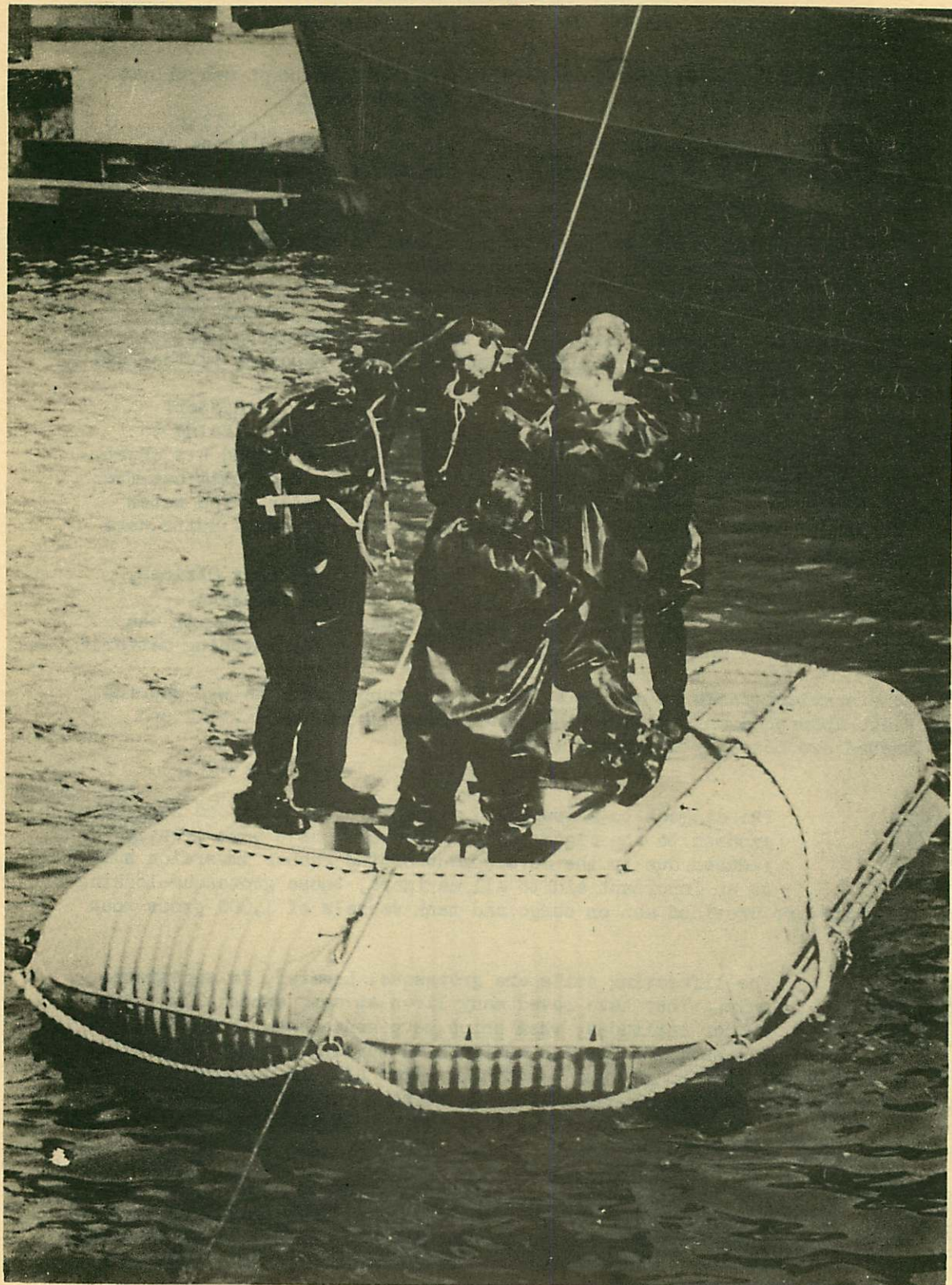
The lifesaving suits are grotesque, however, in appearance only. They have saved many lives at sea, especially in the colder latitudes, when ships have gone down. The new style lifesaving suits are designed to furnish protection from

the elements as well as to prevent drowning. After all, it doesn't do a man much good to keep from drowning if he is going to freeze to death. When forced to go overboard, the men wearing the new-style lifesuits can keep reasonably dry, warm and safe.

ONE-PIECE
GARMENTS
WITH HOOD

The suit covers the entire body, a mask on some types even protecting the face. These coveralls are made of rubberized material, seamless up to the neck and water-tight. Attached in one piece with the suit are ahhood, wristlets and boots.

CONFIDENTIAL
ABANDON SHIP DRILL - "LIFE SAVING SUITS OFF".



WIDE
OPENING AT
SHOULDER

The openings at the shoulder are very wide so the suits can be quickly donned. With the suit on, a man can carry on his work in the lifeboat or raft without discomfort. A belt is attached to the suit; it can be made fast to a piece of drift wood, a raft, or be used to facilitate the rescue of seamen in the water.

KAPOK VESTS
WORN
UNDERNEATH

Buoyancy is provided by a kapok vest, light in weight and comfortable, which is worn under the coverall. These life preservers have to be worn all the time, whereas, the heavy coverall garments are put on when it becomes necessary to abandon ship. Under actual wartime conditions, especially in the North Atlantic, the lifesuits have had to be worn most of the time, at intervals almost lived in. But most of the time the suit is not donned until its owner is safely in a lifeboat or raft.

LIFEBOATS
EQUIPPED
WITH EXTRA
PRESERVERS

Although all men are instructed to wear their life preservers at all times, some men have been found in the water after abandoning ship not wearing a life preserver and have been lost because their shipmates could not toss them an extra preserver, or reach them in time. Lifeboats are, therefore, equipped with a few extra preservers.

KEPT IN
CONVENIENT
PLACE

When not in use the rubber suit is kept in a convenient place. Members of the deck department keep them nearby wherever they work. It has been advisable for the "black gang" to have theirs near the engine passage or on the boat deck, ready for instant use. Each type of suit has individual characteristics; the seamen become well acquainted with it as soon as possible after arriving on board.

IMPROVE-
MENTS WERE
MADE CON-
TINUALLY

Since the suits are made of rubber and synthetic rubber, they demand extreme care. They have to be kept away from steam pipes, heated areas, oil and grease, and be checked repeatedly for holes and cracks. In one of several tests made, holes were punctured in the newest type and the seaman was still kept afloat. The wearer's comfort was further enhanced by attaching a towel in the neck of the suit. This towel also kept out any water that might have filtered through the neck. Tests for improvement continued to be made and suggestions have been widely encouraged.

MAN FLOATS
ABOUT UNCON-
SCIOUS BUT
SAFE AND FULLY
RECOVERS

The importance of the lifesaving suits is being demonstrated continually by rescue reports from sea. One man related that while wearing one of these coverall lifesuits he was blown overboard and knocked unconscious by a torpedo blast. When rescued some time afterwards he was still unconscious but perfectly safe and later fully recovered.

PART OF LIFE-SAVING EQUIPMENT. LIFE JACKET - DRINKING CUP - FISHING KIT - ETC.



LEAD
PLACED
IN BOOTS

The one essential difference between the standard rubber lifesaving suit and the so-called protective exposure suit is that the standard suit has lead placed in its boots to hold the wearer in a vertical position upon entering the water. The other suits do not keep their wearers in an upright position. The weight of the standard suit with lead in its boots is 13 pounds, and the weight of the other suits without lead is 7 pounds. By removing the lead from the boots of the standard suit, such suit becomes for all practical purposes, an exposure suit.

WITHOUT
THE LEAD,
THE
WEARER
SURFACED
FACE DOWN

Upon entering the water feet first, from any height, while wearing an ordinary exposure suit (with no lead in the boots) the wearer invariably surfaced in a horizontal position, face downward. Even if the wearer entered the water in a position other than feet first, he surfaced in the horizontal position, with face considerably downward. He found it impossible after most exhaustive struggling to place himself in a vertical position. Wearers of the exposure suits entering the water under actual conditions of disaster and in any kind of sea would soon exhaust all their strength trying to get themselves in a vertical position and in all probability lose their heads and drown.

ELECTRIC
LIGHTS
ON
SUITS

The lifesaving suits approved by the Coast Guard contain all the desirable features of the so-called exposure suit and in addition keep the wearer upright, with his head and shoulders well above the water. Electric lights have been installed to replace the calcium self-igniting water lights which were attached to life rings and which in modern warfare could be agents of destruction if they should set the sea afire around a sinking tanker. Thousands of persons wearing life preserver lights during the night have been spotted in the water and rescued who would otherwise have perished.

IMPROVED RATIONS

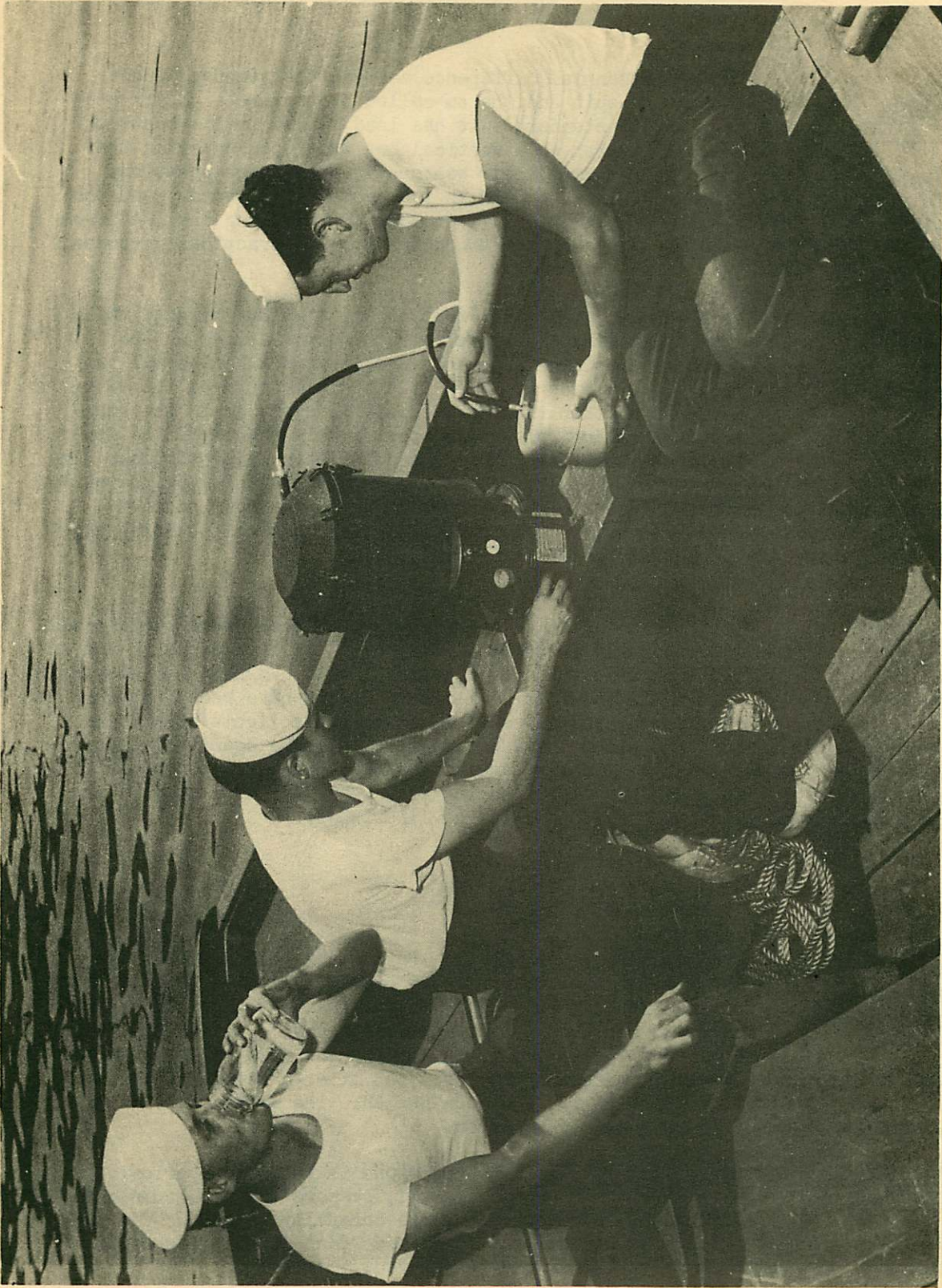
DRINKING
WATER FOR
SHIPWRECKED
SEAMEN

The new laws issued by the Coast Guard give increased protection to shipwrecked men by providing more and better food rations for lifeboats and rafts. The most important single item for men cast adrift has been found to be drinking water. Survivors recounting their experiences have verified the fact that men can live for weeks without food, but after a few days without water they are tortured with thirst and soon perish. The minimum amount of water in a lifeboat is ten quarts per person.

PROVISIONS
INSPECTED

Every item of lifeboat provisions is inspected periodically to make sure it has not leaked, evaporated, or become contaminated. Food and water are carefully guarded. The new laws require that a replacement item has to be made fast in the lifeboat before the item which it is replacing can be removed.

PORTABLE COMBINATION WATER PURIFIER AND COOKING STOVE.



MODERN
MENUS

Everyone knows that hardtack was the sailor's food since time immemorial. In 1942, Coast Guard Marine Inspectors did away with hardtack. They said, "Shipwreck survivors, after a few days and especially with limited water, lack the strength to masticate the old style sea biscuit." Nutrition experts have brought the lifeboat menu up to date. A new type of biscuit has been developed, softer, containing more food value, and fortified with vitamins. These biscuits are packed in air-proof and moisture-proof containers.

PEMMICAN
AND
CHOCOLATE

A compressed food, called pemmican, has been developed, consisting of pounded sugars, fats, and meats, a single ounce of which satisfies almost as much as a course dinner. It keeps indefinitely. Pemmican was first invented by the American Indians, improved by Arctic explorers, and then further improved by The Marine Inspection authorities of the Coast Guard. Chocolate, always considered a high-energy food, is provided in water-proof packages. It is of a non-thirst producing kind. The last item on the menu consists of malted milk tablets. These can be dissolved slowly on the tongue.

AMOUNT OF
DAILY
RATION

Three and a half pounds of food must be provided for every person the lifeboat is certified to carry; that is, fourteen ounces each of the four items. The officer commanding the lifeboat has to decide on the amount of the daily ration, supervise the issuing of the provisions, and guard against pilfering and waste. He has to ration the provisions with the possibility of a long period adrift.

PUBLICATIONS - WARTIME SAFETY MEASURESWARTIME
SAFETY
MANUAL

As a result of interviews with thousands of merchant seamen, the Coast Guard compiled a war book, entitled "Wartime Safety Measures for Merchant Marine," and distributed copies to operators, officers, and crew members of all American merchant ships. In many respects one of the most extraordinary publications of the war, the book contains all information a mariner can need when cast adrift and all hope seems gone, and has become a sort of bible to thousands, second only to food and drink. Such a book had long been needed and often discussed, but this was the first actually produced.

EDUCATIONAL
MATERIAL
INCLUDED

The manual, compiled by the Merchant Marine Inspection Division, was prepared in memorandum form in July, 1942. It was printed and released to the general public in January 1943. Extensive research was done in its preparation. The regulations are arranged according to subject. Educational material is added from a digest of information obtained from various sources.

CONFIDENTIAL

PRACTICAL TEST OF SUNLIGHT SIGNAL MIRROR.



CARE OF
SURVIVORS
INJURED

For example, an article was contributed by the Division of Preventive Medicine of the Bureau of Medicine and Surgery, U.S. Navy. It tells what to do in caring for survivors: first-aid treatment for shock, burns, heat exhaustion, sun stroke, fractures, flesh wounds; what to do for cases of extreme thirst, starvation, "immersion foot", frostbite, and prolonged exposure to cold, sunburn, eye inflammation, emotional disturbances. Foreign regulatory authorities, masters, officers and seamen of American and other United Nations vessels furnished part of the material. The suggestions for safety taken from the comments and recommendations of survivors are the result of close analysis and careful study. From the gruelling experiences and bitterly learned lessons of the men who had looked death starkly in the face many times, the Coast Guard found out what were the needs of persons cast adrift for weeks without rations or with only a limited supply, and published its findings in the manual. Many survivors tell in detail to what heights of ingenuity the human mind will rise when faced with the final test of life and death. However, men often perished not because no food or water was on hand but because they didn't know how to use what was available.

CALMNESS
STRESSED

Over a hundred detailed instructions are given in the safety publication to show the men adrift how to help themselves. Calmness and human ingenuity are stressed as the strongest weapons in the victim's long struggle for survival. The mental struggle is not ignored. Under Hints, on page 99 of the book, a paragraph on attitude in boats states: "Men in boats should remember that their chance of survival depends primarily on their mental attitude and co-operation with the officer in charge. If you can't be cheerful, be quiet. Experience has shown time and time again that the comfort and indeed the chances of survival of those adrift depend upon the frame of mind of the boat's company."

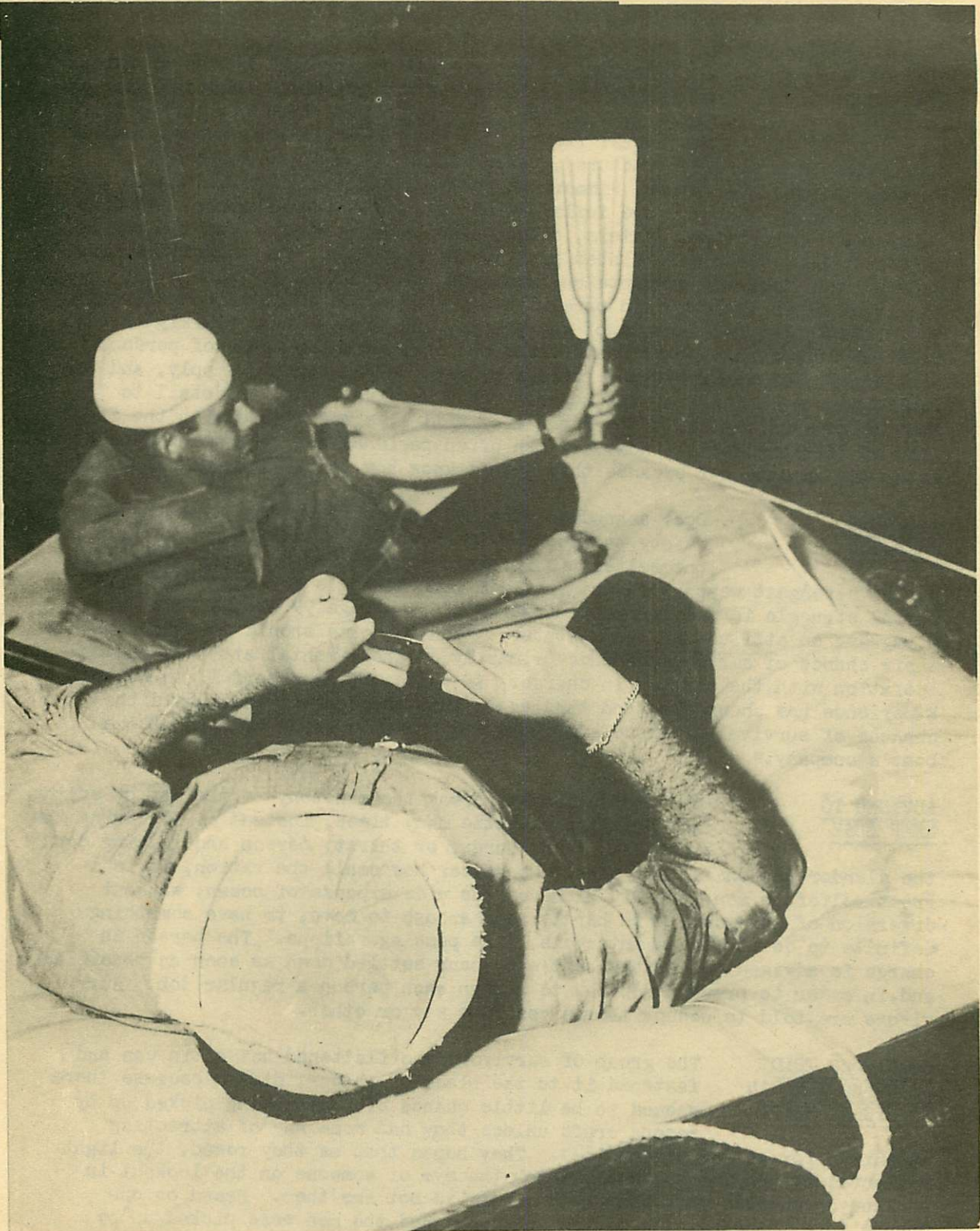
ADVISED TO
KEEP BUSY

Men are advised to break the monotony of the day by eating and drinking a little many times, instead of following the instinct of the hungry or thirsty person and gulping down the slender rations all at once. No matter how small the ration, it is a great relief to men, totally alone on the wide expanse of ocean, without diversion of any sort, with hardly room enough to move, to have something definite to do at stated intervals, like passing rations. The person in charge is advised to get the boat's company settled down as soon as possible and, in order to prevent moping, to assign each person a regular job. Survivors are told to occupy themselves some way or other.

SURVIVORS TOLD
OF USING TIN CAN
TO SIGNAL SHIPS

The group of survivors who flattened out a tin can and fastened it to the blade of an oar, did so because there seemed to be little chance of their being picked up by rescue craft unless they had some way of attracting attention for as far as ten miles. They hoped that as they rowed, the light reflected by the tin can would catch the eye of someone on the lookout in a plane or surface ship who would otherwise not see them. Based on one chance in a thousand, the device succeeded and the men were picked up by a craft which had sighted their flashing light across several miles of ocean.

CONFIDENTIAL
CONTACT IS MADE WITH PLANE BY REFLECTING SUNS RAYS.



COAST GUARD
BOOK SHOWS
HOW TO
OBTAIN FLUIDS

than hunger. Coast Guard officials fear most the tendency of men half-crazed with thirst to drink sea water. In a very short time, the high sodium and magnesium content of sea water is fatal to the drinker. The Coast Guard book has elaborated on methods of securing fluids; how to catch rain water, etc. Survivors are counselled to catch rain water by using the canvas stowed on their boats or rafts. However, because illnesses and even deaths have resulted from salt spray blowing into the stretched canvas, the book instructs seamen to throw away their first canvas-full of water and to spread the canvas as high as possible above the boat or raft.

SUGGESTIONS
FOR SAFETY
INVITED

The Shipping industry, maritime unions, the public and others interested have been strongly urged to send in all suggestions for increased safety to the Coast Guard Headquarters in Washington. Among such suggestions received was Governor Pinchot's idea for providing all lifeboats and rafts with fishing kits so that men adrift in the ocean could keep alive after their food and water supply had been exhausted. Fishing kits had been considered for some time and the moment was ripe for installing this necessary item in lifeboats.

GOVERNOR
PINCHOT'S
IDEA

Admiral Waesche met with Governor Pinchot and other civic-minded citizens who had various plans for perfecting the fishing kit idea so it could be quickly adopted and put to use.

THE FISHING
KIT WAS
ADDED TO
PROVISIONS

An emergency fishing kit, to be opened only for actual emergency use, became the required equipment of every lifeboat and raft on all Navy and merchant ships of 3,000 tons or more. This kit, wrapped in a heavy canvas bag called a "bib-apron," is designed to be worn by the senior officer or master fisherman on the lifeboat. The equipment includes fishing tackle, hooks and lines, sinker, fishing rigs of varied sizes and types, a dip net, pork rind bait, knife, whetstone, cotton gloves, and an instruction sheet on fishing. Besides telling how to fish, the instruction sheet also tells of other ways of gaining sustenance from the sea and on uninhabited islands. All this material is packed in a two-quart, waterproof, key-opening can.

FINDING
WATER

Survivors landing on uninhabited islands are given instructions for finding water by digging on beaches and near ponds. They can boil water in a section of bamboo. Turtle eggs can be found by tracking the turtle across the sand when it comes from the water at night to bury its eggs. The turtle itself, which is good to eat, can be captured by being turned over, caught by the shell near a hind leg and flipped forward diagonally. Of course, men know, and are reminded that coconuts provide both food and drink on tropical islands. Survivors learn that the large tender bud, or cabbage, at the top of many palm trees and rattans is edible, that bamboo sprouts can be eaten raw or boiled. Breadfruit and fish can be cooked in a hole in the ground, with hot stones under a covering of earth and leaves.

PART OF LIFE SAVING EQUIPMENT. STOWED IN MERCHANT MARINE LIFE BOATS.



CATCHING
FOOD

The instructions also tell of tricks for catching fresh-water fish and shell fish. The modern Robinson Crusoes are advised that birds and animals on tropical islands can be eaten--that includes monkeys, bats, lizards, land turtles, frogs and even snakes. It is safe to eat grubs and grasshoppers, toasted on a stick. But caterpillars are not to be eaten. "Nearly all the native peoples are friendly," the instructions declare. "Show them that you are friendly, too. Except along the coast and in the Northern mountains of New Guinea, you can almost always go to them safely for help." The final word of advice about islands and other problems, for that matter, is this: "These instructions do not and cannot cover all cases. The best advice of all is to keep using your head. Many men before you have saved their lives by doing just that."

A FEW
USEFUL
THINGS TO
REMEMBER

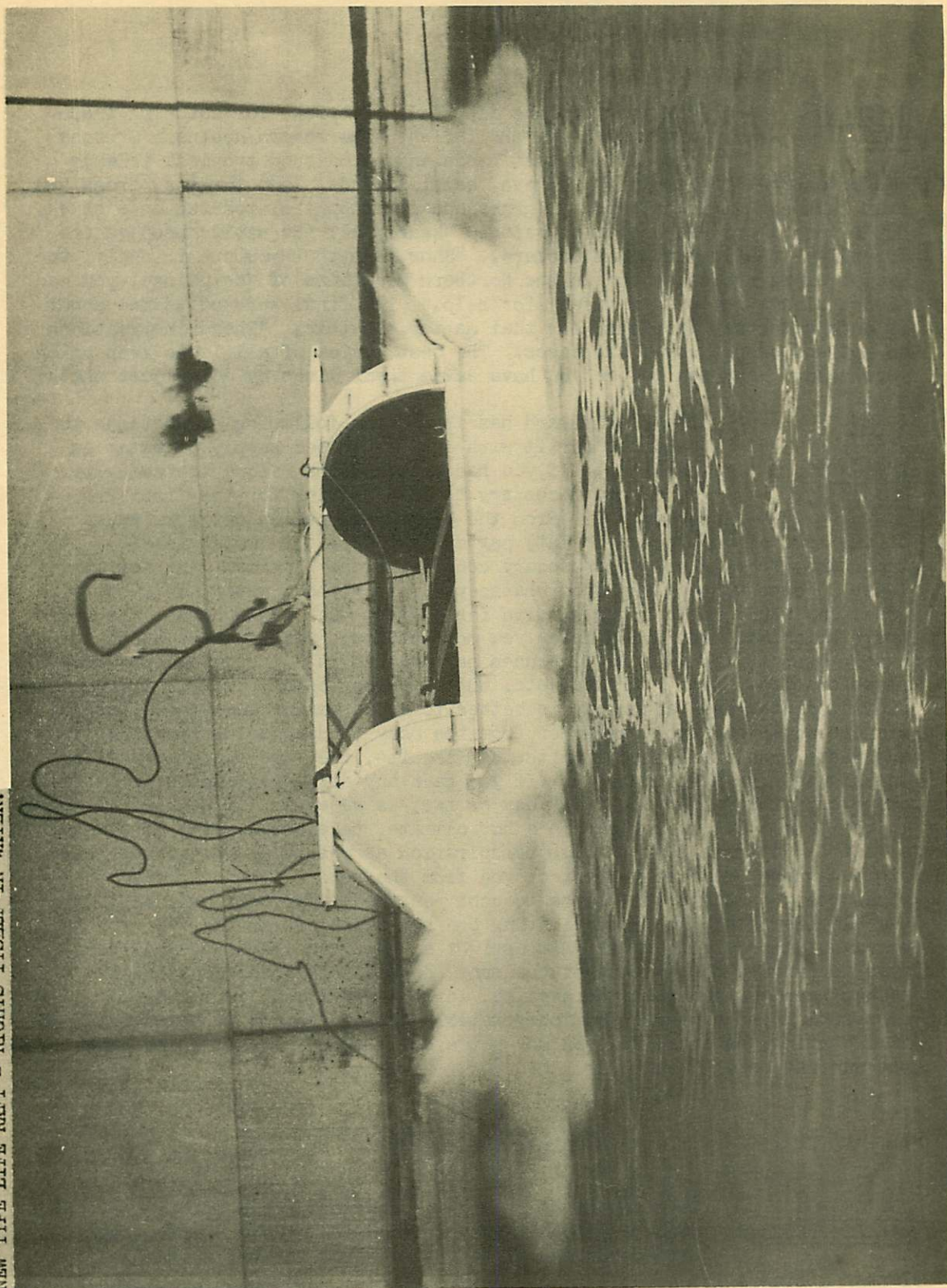
The Coast Guard has issued the following suggestions to men cast adrift with only a limited supply of water on hand: 1. If you had a good drink before the casualty, it is not necessary to take a drink for the first 24 hours. 2. From the beginning, ration out your water at the rate of 16 ounces (1 pint) per man per day. 3. Water is all-important, food is only a secondary consideration. One can live for at least 20 days without any food whatsoever, but without water, in a hot climate, one would be lucky to survive for 5 days. 4. Eating meat, fish, or fruit which has been dried makes you more thirsty. If you have plenty of water, that is, from 24 to 32 ounces per day, it is all right to eat the flesh of birds, fish, turtles, etc. which you may catch. If you are on the minimum pint-a-day ration, it is better to avoid eating such foods, as the kidneys would have to draw water from the body to dispose of the minerals and waste products formed from them. Biscuits, too, are thirst-producing unless water is plentiful. 5. If you have any anti-seasickness pills, take one every 6 hours for the first day or two, as water is, of course, wasted in vomiting. 6. If you are in a hot climate, take extra pains to see that as little water is lost through perspiration as possible. To effect this, rig an awning overhead to protect you from the sun's rays, but leave the sides open to enable the breeze to cool your body. To this end, most of the clothes should be removed during the hot hours of the day. If you have no way of improvising shade, sit upright so that the least possible body area is exposed to the heat of the sun. Keep your clothes constantly soaked with sea water in the daytime, for this will cool your body by evaporation and conserve your body water. Clothing should be dried out before evening, however, for you may get a chill even in the Tropics once the sun has set.

TANKERMAN'S BOOK

ADVICE FOR
TANKER OFFICERS

As a result of many requests and because of the intrinsic need, a pamphlet was prepared and widely distributed entitled "Suggested Safety Measures for the Guidance of Tanker Officers in Case of Attack by Submarine." This pamphlet, based on the

NEW TYPE LIFE RAFT - RIGHTS ITSELF IN WATER.



experience of 1,000 tankermen attacked by submarines, first appeared in 1942. A second printing of this publication, in 1943, added two sections: one was entitled "The Gas-freeing of Tankers on the Ballast Voyage," the other "Suggestions for the reduction of Oil Hazards in Marine Salvage Work." The information collected by the Government on each tanker casualty is in such great detail that it is possible to make special studies of the effect of moonlight, darkness, weather, and so forth, on attack and the effectiveness of various types of lifesaving devices.

MORE ATTACKS IN CALM SEA

The book states that experience has shown that more attacks are made in a calm or moderate sea than in a rough sea. The enemy seldom is sighted before the attack but in 40% of the cases he was sighted after the attack. In a paragraph on "Look-outs," the book says, "It has been stated that there are certain conditions of visibility and sea when experience indicates that attack is less likely than at other times. This does not mean that the vigilance of lookouts should be relaxed in the slightest at such times. While true that there is less chance of attack in a rain squall or in a fog, it is also true that you have excellent chances of catching the enemy on the surface at close range under these conditions. Many submarines have been destroyed by merchant ships under these exact conditions."

LIFESAVING GEAR ESSENTIAL

It is assumed that each member of the crew is in possession of his personal lifesaving gear, consisting of life preserver, lifesuit, whistle and jack-knife, and that each man is familiar with this equipment and his life-boat and fire station.

ABANDONING SHIP

Advice about abandoning ship reminds the seamen that many men have been lost from tankers due to launching lifeboats with too much headway on the ship. The average tanker, when attacked, is to be abandoned in 11 minutes if afire and 22 minutes if not on fire. Naturally the spectacle of a tanker on fire would produce a very understandable urge to get away, but many men have been lost due to excessive haste.

BURNING OIL- USE OF LIFEBOATS

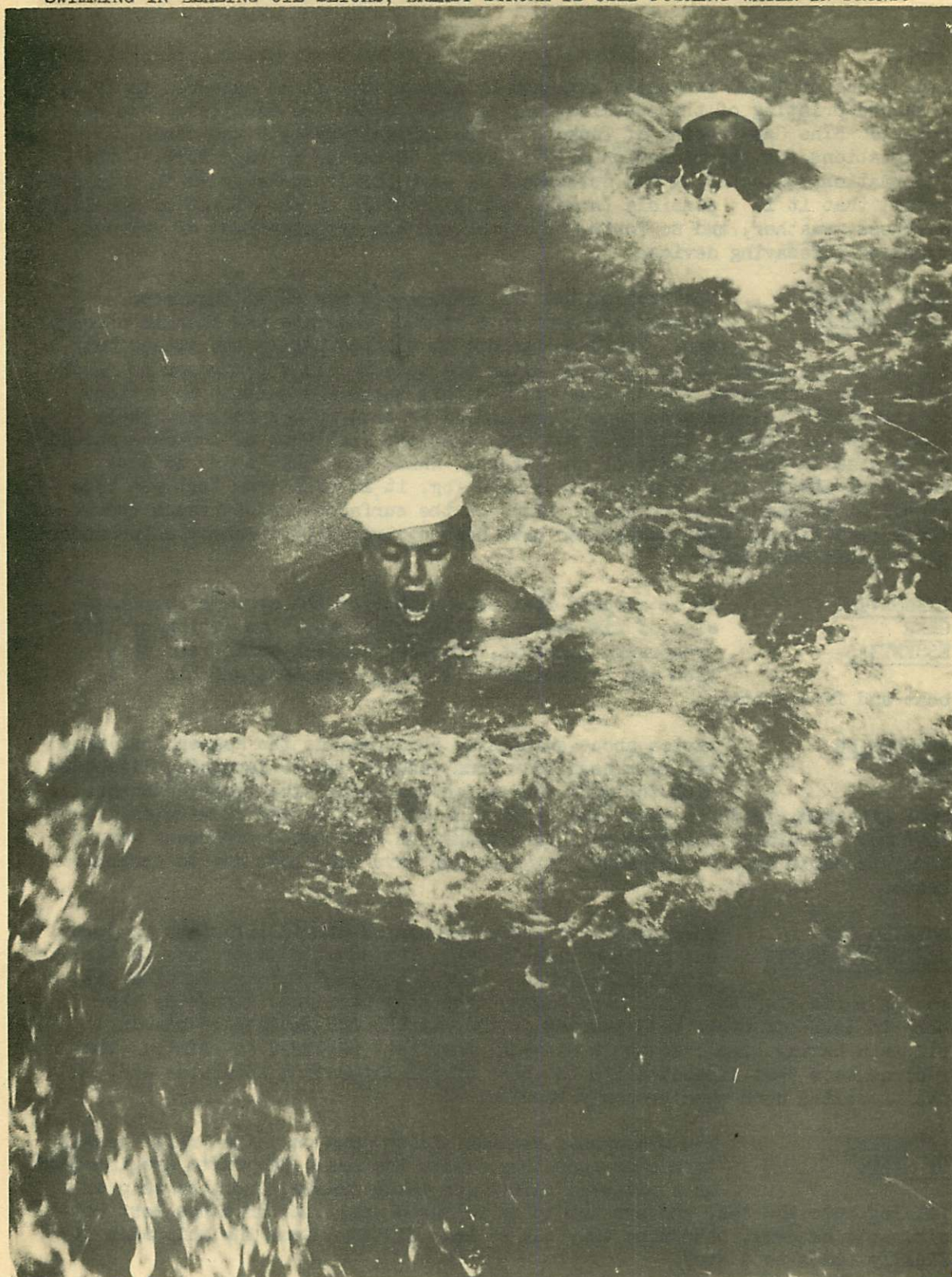
Burning oil on the water causes men in lifeboats to jump out of them from fright. The Coast Guard points to the fact that lifeboats have been rowed through burning oil on the surface of the water many times, that they have gone alongside the ship to take off other men, passing on the way through patches of burning oil, and having completed their mission, they have returned in safety. The records show that lifeboats are the best of all lifesaving apparatus and can be relied upon when properly handled.

LAUNCHING OF RAFTS

Men are warned against riding down on rafts--rafts usually turn over when they strike the sea. The rafts are intended as a place of safety for those jumping from the ship or falling into the sea, and are not to be released until the ship has lost considerable headway, otherwise they may be some distance from the ship when it finally comes to a stop.

CONFIDENTIAL

SWIMMING IN BLAZING OIL SLICKS, -BREAST STROKE IS USED PUSHING WATER IN FRONT.



DIVING AND
SWIMMING

Men are advised that the best place from which to dive is on the side of the ship opposite to the damaged side. When swimming through oil-covered water the following swimming strokes are advocated: "By using the modified breast stroke a path can be cleared through the oily water by pushing the oil away and to the sides of the swimmer. Thus, a clear path for swimming is opened in front of the swimmer. The same clearing of oily water can be done when swimming the dog paddle stroke. The eyes and mouth should be kept closed until the shoulders of the seamen are clear above the oily surface." Men are advised to swim windward so as to get away from the oil patch as quickly as possible. Under-water swimming is also advocated.

ATTACK
DRILLS

It is suggested that attack drills be held at which every attempt is made to simulate the actual emergency condition of enemy attack. After describing the condition, each officer is to be asked, by the Master of the vessel, what action he considers appropriate. These conditions and the reasons for certain actions are to be explained to the unlicensed personnel frequently and in detail.

A LOG BOOK FOR SURVIVORS CAST ADRIFTLOG BOOK
ISSUED

In 1944, the Coast Guard issued a Log Book, to be used by United States merchant seamen cast adrift. The 89-page book also contains information for use in lifeboats and rafts. It has been so difficult to get detailed information on the problems which faced survivors cast adrift, that the Coast Guard officials felt that the condition could be remedied and much useful data obtained by recording events as they occurred day by day. In the log book, besides the daily events, survivors can enter comments and suggestions for better means of abandoning ship and for improving lifesaving apparatus.

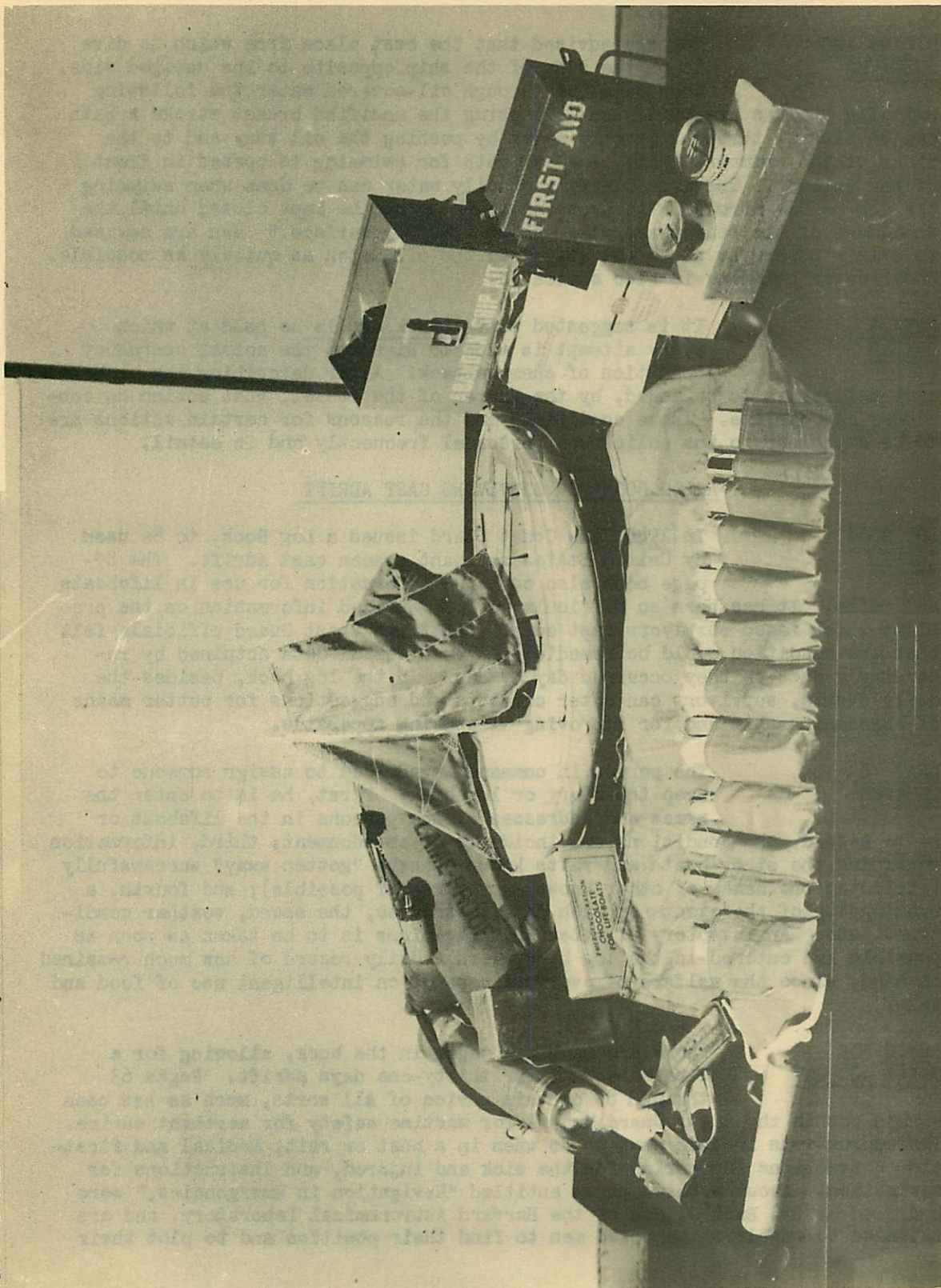
WHAT IS
ENTERED

The person in command is advised to assign someone to keep the diary or log book. First, he is to enter the names and addresses of the persons in the lifeboat or raft; second, the conditions and incidents of abandonment; third, information regarding the other boats and rafts known to have "gotten away" successfully (including the names of other known survivors, if possible); and fourth, a running log of the events of each day, the course, the speed, weather conditions, etc. An inventory of water and provisions is to be taken as soon as possible and entered in the log book, with a daily record of how much remained on hand, since the welfare of everyone depends on intelligent use of food and water.

SPACE FOR
DAILY ACCOUNT

There are 62 blank pages in the book, allowing for a 2-page account for thirty-one days adrift. Pages 63 through 89 contain advice of all sorts, much as has been worked out in the Coast Guard Manual for wartime safety for merchant marine. The suggestions include what to do when in a boat or raft, medical and first-aid instructions for caring for the sick and injured, and instructions for navigation. About a dozen pages entitled "Navigation in Emergencies," were prepared by Dr. Bart J. Bok of the Harvard Astronomical Laboratory, and are intended to enable shipwrecked men to find their position and to plot their

PART OF THE LIFE SAVING EQUIPMENT STOWED IN MERCHANT MARINE LIFEBOATS.



course for the nearest land or position where rescue can be reasonably expected. "When you have been rescued," the Foreword in the Log Book states, "do not forget that you may be able to help in locating other survivors of your ship in boats or rafts by reporting what information you have to the proper authorities." The log book is to be delivered to the first Coast Guard officer or district Coast Guard office available. If the survivors land in a foreign country they are to deliver the log book to the American Consul, requesting that he forward it to the Commandant of the U.S. Coast Guard, Washington, D. C.

ITEMS ADOPTED AS EQUIPMENT

STANDARD LIFEBOAT EQUIPMENT

If all the items possessing merit, which have been proposed by survivors and others, had been adopted, a half dozen additional lifeboats would have been required just to carry the equipment. As it is, the list chosen, after extensive and painstaking consideration of all the testimonies, is imposing. It is as follows:

Bailer	Ditty bag	Massage oil
Bilge pump	Drinking cups	Mast and sails
Blankets	Drinking water and	Matches
Boast Hooks	containers	Oars
Bucket	First-aid kit	Painters
Bullet-hole plugs	Fishing kit	Pilot chart
Canvas hood and	Flash lights	Plugs
side spray curtains	Grab rails	Provisions
Compass	Hatchets	Rowlocks
Daytime distress	Illuminating oil	Rudder and tiller
signals	Lantern	Sea anchor
Distress lights	Life line	Signaling mirrors
Distress parachute	Life preservers	Signal flag
flares	Locker	Storm oil
Distress signal pistol	Manila line	Portable radio transmitter

STANDARD PERSONAL EQUIPMENT

Every person is furnished with a life preserver. A substantial number of additional life preservers have to be stowed in chests strategically located so as to be immediately available. Each person is also furnished with a whistle, jack-knife, life-preserver light, and on non-passenger vessels, with a rubber lifesaving suit for immersion or exposure.

ABANDON SHIP KITS

Vessels are provided with at least two abandon-ship kits containing morphine in syrettes, sulfa drugs, cleansing oil, chemical heating pads, and other first-aid items. With these are included instructions for their use.

LIFE SAVING DEPENDS ON EQUIPMENT

Analysis of war casualties shows that the number of survivors saved depends on the readiness and availability of lifesaving equipment. The skill of the officers and crew in using equipment to the utmost advantage and without panic is a direct result of the efficiency of the Master and officers in drilling each member of the crew until everybody is thoroughly conversant with the various items.

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A PORTABLE ELECTRIC MEGAPHONE AND AMPLIFYING UNIT.



NEED FOR
EQUIPMENT

Statements from survivors of torpedoed vessels prove not only the desirability but also the absolute necessity for the requirements contained in the Coast Guard book "Wartime Safety Measures for Merchant Marine." The Statements showed for example, that additional rafts have saved about 15% of the survivors and have served as a temporary refuge for an additional 20%. Every lifeboat carried a sack of soft wood plugs as its equipment to plug up holes made by machine-gun bullets.

PORTABLE
ELECTRIC
MEGAPHONES

A portable electric megaphone which provides emergency communications facilities aboard ship, in the event of failure to the regular communications system, has been approved by the Coast Guard and has become required equipment on all merchant ships. The new device is self-contained, operating independently of the vessel's electrical system. Thus, in the event of damage to the vessel's electrical system or communications equipment, the new megaphone provides adequate communication between the various parts of the ship.

MICROPHONE
ATTACHED

Located in the mouth-piece of the new megaphone is a microphone. The new device is equipped with an amplifier and a battery carried in a case slung over the user's shoulder. The operator squeezes the switch in the pistol-type handle and speaks into the microphone, the amplifier providing sufficient power to carry the voice a distance of several hundred yards with great clearness. The Merchant Marine Inspection Division of the Coast Guard has made full tests aboard ships at sea to demonstrate the satisfactory performance of the new equipment, and commercial designs have been approved by the Commandant. Every vessel is required to have two of these power-operated megaphones for the issuance of orders to fight or abandon ship, or for issuance of such other orders and instructions as may be necessary.

LIGHTS ON
LIFE PRE-
SERVERS

Thousands of persons wearing life-preserver lights during the night are spotted in the water and rescued. They would otherwise have perished. During winter gales, seamen wearing rubber lifesaving suits have jumped into the icy ocean and have been rescued by escorting vessels. Portable radio transmitters in lifeboats have warned approaching Allied vessels of lurking submarines so that these vessels could divert their course and avoid attack.

LOSS OF LIFE
DECLINES

From the beginning of the war to the summer of 1943, statistics show that due to the new safety measures, the loss of life from marine casualties due to war action had decreased 75%. It was the objective of the Coast Guard to further reduce that percentage so that the only possible loss of life would be such as was the direct and causal result of shell, bomb, or torpedo explosions.

DISTRESS
SIGNALING
EFFECTIVE

The survivor statements indicate that daytime and nighttime distress signals, including signaling mirrors, attract the attention of high-flying planes and distant vessels and have saved people who were adrift at sea in boats and rafts for many weeks.

APPENDIX A

BUREAU MARINE INSPECTION AND NAVIGATIONFUNCTIONS TRANSFERRED TO THE U.S. COAST GUARD

The functions of the former Bureau of Marine Inspection and Navigation which were transferred to the Coast Guard are as follows: approval of plans for the construction, repair, and alteration of vessels; approval of material, equipment, and appliances; classification of vessels; inspection of vessels and their equipment and appliances; issuance of certificates of inspection and of permits indicating the approval of vessels for operations which may be hazardous to life or property; administration of load line requirements; enforcement of other provisions for the safety of life and property on vessels; licensing and certificating of officers, pilots, and seamen; suspension and revocation of licenses and certificates; investigation of marine casualties; enforcing of manning requirements, citizenship requirements, and requirements for the mustering and drilling of crews; control of log books; shipment, discharge, protection and welfare of merchant seamen; enforcement of duties of shipowners and officers after accidents; promulgation and enforcement of rules for lights, signals, speed, steering, sailing, passing, anchorage, movement and towlines of vessels and lights and signals on bridges; numbering of undocumented vessels; prescription and enforcement of regulations for outfitting and operation of motorboats; licensing of motorboat operators; regulation of regattas and marine parades; all other functions of the Bureau, Offices and Boards which were not transferred to the Bureau of Customs; and all other functions of the Secretary of Commerce pertaining to shipping which were not transferred to Customs, including the remission and mitigation of fines, penalties and forfeitures under the laws governing these functions. This transfer was for the duration unless changed by Congress to go back to Commerce.

FUNCTIONS TRANSFERRED TO THE BUREAU OF CUSTOMS

The functions of the Bureau of Marine Inspection and Navigation which were transferred to the Bureau of Customs were those pertaining to the following: registry, enrollment, and licensing of vessels, including the issuance of commissions to yachts, the assignment of signal letters, and the preparation of all reports and publications in connection therewith; measurement of vessels, administration of tonnage duties, and collection of tolls; entrance and clearance of vessels and aircraft, regulation of vessels in the coasting and fishing trades, and limitation of the use of foreign vessels in waters under the jurisdiction of the United States; recording of sales, conveyances, and mortgages of vessels; protection of steerage passengers; all other functions of the Bureau of Marine Inspection and Navigation which are now performed by the Bureau of Customs on behalf thereof; and the power to remit and mitigate fines, penalties and forfeitures incurred under the laws governing those functions. These functions were transferred to the Commissioner of Customs, to be exercised by him under the direction and supervision of the Secretary of the Treasury.

APPENDIX A
(continued)

MERCHANT MARINE INSPECTORS COMMISSIONED

Former civilian Merchant Marine Inspectors in the Districts and principal administrative officers of the Merchant Marine Inspection Division at Headquarters have been commissioned as Regular Reserve Officers in the Coast Guard.

REGULATIONS WAIVED

Many of the regulations governing marine inspections may and have been waived by the Commandant, U. S. Coast Guard, under Section 501, Title 5 of the Second War Powers Act delegating such power to the Secretary of the Navy and the general waiver of the Secretary of the Navy on October 1, 1942, delegating his powers in this respect to the Commandant, U. S. Coast Guard.

U. S. Merchant Vessels 1,000 tons or over engaged in Deep-Sea Trades.

	<u>Number of vessels</u>	<u>Gross Tonnage</u>	<u>Total Personnel</u>
15 Nov. <u>1941</u>	1,127	6,670,566	49,409
15 Dec.	1,131	6,720,042	49,439
15 Jan. <u>1942</u>	1,117	6,562,387	47,428
15 Feb.	1,131	6,679,541	48,672
15 Mar.	1,121	6,627,382	48,332
15 Apr.	1,087	6,462,204	46,990
15 May	1,095	6,599,854	47,281
15 June	1,079	6,626,264	47,410
15 July	1,029	6,534,965	44,964
15 Aug.	1,012	6,386,375	44,327
15 Sept.	1,079	6,833,855	45,583
15 Oct.	1,125	7,211,128	47,606
20 Nov.	1,203	7,792,803	51,581
20 Dec.	1,219	7,998,845	51,633
20 Jan. <u>1943</u>	1,235	8,157,590	52,891
20 Feb.	1,351	8,982,158	57,816
20 Mar.	1,423	9,524,223	61,383
20 Apr.	1,498	10,103,746	65,491
20 May	1,565	10,734,772	69,154
20 June	1,695	11,653,386	74,998
20 July	1,821	12,599,147	80,004
20 Aug.	1,917	13,360,524	84,999
20 Sept.	2,020	14,316,163	89,339
20 Oct.	2,078	14,651,203	92,657
20 Nov.	2,089	14,747,658	92,781
20 Dec.	2,247	15,702,484	100,073
20 Jan. <u>1944</u>	2,331	16,612,799	104,297
20 Feb.	2,419	17,265,093	107,913
20 Mar.	2,490	17,782,125	111,024
20 Apr.	2,603	18,701,370	118,581
20 May	2,687	19,319,396	122,447

Source: U. S. Maritime Commission, Division of Economics and Statistics

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APPENDIX B

U.S. MERCHANT SHIP LOSSES
Dec. 7, 1941 to Mar. 30, 1944 (1)

<u>MONTH</u>	<u>NUMBER OF VESSELS</u>	<u>TOTAL GROSS TONNAGE</u>	<u>TONNAGE CONVOYED</u>	<u>NUMBER OF VESSELS WHERE LIVES SAVED WERE</u>		
				<u>75% or more</u>	<u>25%-75%</u>	<u>75% or less (2)</u>
Dec. 1941	22	81,819		4	2	2
Jan. 1942	22	110,128		5	3	4
Feb.	28	162,112		8	2	11
Mar.	35	186,359	11,533	13	7	6
Apr.	40	204,691		28	6	2
May	46	233,060	23,528	31	12	3
June	55	265,561	43,327	39	5	4
July	47	262,218	127,004	34	7	0
Aug.	19	109,425	52,681	13	4	1
Sept.	29	149,671	67,202	11	4	4
Oct.	26	141,977	43,997	14	3	3
Nov.	26	131,186	36,749	13	2	3
Dec.	10	39,476		1	0	0
Jan. 1943	22	112,573	59,191	9	2	1
Feb.	25	131,408	108,725	12	5	1
Mar.	37	208,308	173,096	19	3	4
Apr.	15	85,875	63,103	7	2	1
May	13	65,297	36,579	5	0	0
June	10	57,317	12,727	4	0	1
July	17	111,014	31,826	13	0	1
Aug.	8	23,653	21,612	2	0	0
Sept.	12	62,841	27,726	3	2	0
Oct.	13	39,700	25,598	1	0	1
Nov.	14	27,040		13	0	0
Dec.	29	86,878	1,685	18	1	3
Jan. 1944	16	72,634	43,096	11	0	0
Feb.	10	41,522	23,457	7	0	0
Mar.	9	57,934	17,542	7	1	0
TOTAL	655	3,261,677	1,051,984	345 52%	73 11%	56 9%

Vessels making casualty reports	474	72%
Vessels making no reports	181	28%
TOTAL	655	100%

Note (1) The above table shows 4 fewer vessels and 115,960 less total gross tonnage than the figures from which the accompanying charts were made, several vessels having been erroneously reported lost at the time the charts were prepared.

Note (2) Includes only casualties on which reports (N.C.G.2692 or 924-D-1-2) were made.

GROSS TONNAGE
SHOWN ———○———

NO. OF VESSELS
SHOWN - - - - ○ - - - -

U.S. MERCHANT VESSELS ENGAGED IN DEEP SEA TRADES (1000 GROSS TONS OR OVER)

U.S. MERCHANT VESSELS SUNK SINCE PEARL HARBOR

U. S. COAST GUARD
PREPARED IN
STATISTICAL DIVISION
P.S.B.

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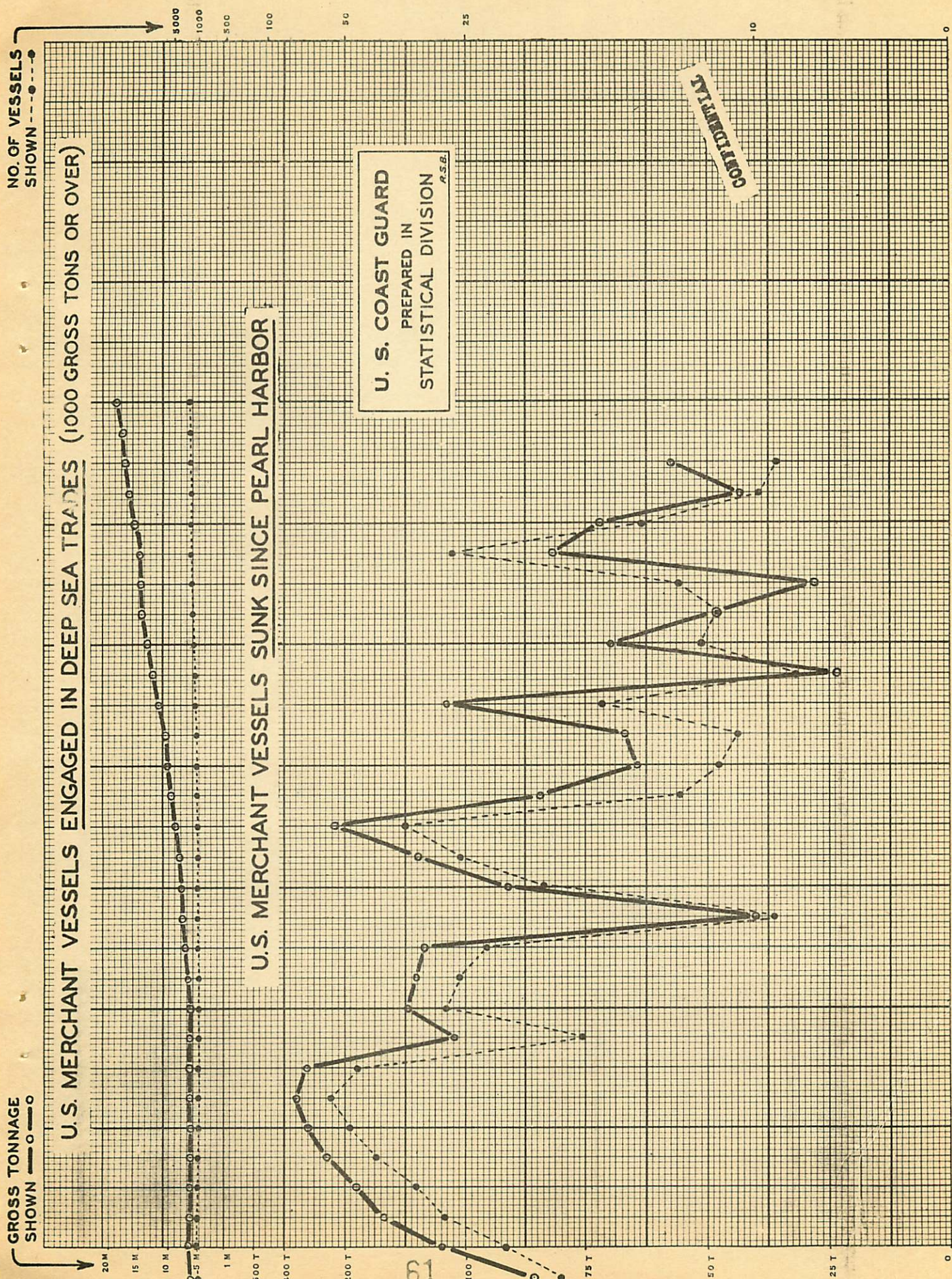
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JAN FEB MAR APR MAY JUNE JULY AUG SEPT OCT NOV DEC JAN FEB MAR APR MAY JUNE JULY AUG SEPT OCT NOV DEC JAN

1942

1943

1944



APPENDIX C

The attached chart (APPENDIX C) "U. S. Merchant Vessels Engaged in Deep-Sea Trades (1000 gross tons or over)" and "U. S. Merchant Vessels sunk since Pearl Harbor" show by months the steady growth of the U. S. Merchant Marine (vessels and tonnage) since Pearl Harbor (see preceding tables) and the number sunk (number and tonnage). The peak in the sinkings was reached, it will be noted, in June 1942 (see preceding tables for figures) and steadily declined until August 1942. After a slight increase in September 1942, the sinkings again fell to a new low in December 1942. Then they shot up to almost their June 1942 peak in March 1943, declining again to June 1943 and again rising in July. They went downward and somewhat upward until March 1944, the latest information currently available.

Meanwhile the number and tonnage of all U. S. Merchant Vessels of 1000 gross tons or over engaged in Deep-Sea Trades has shown consistent growth every month since Pearl Harbor.

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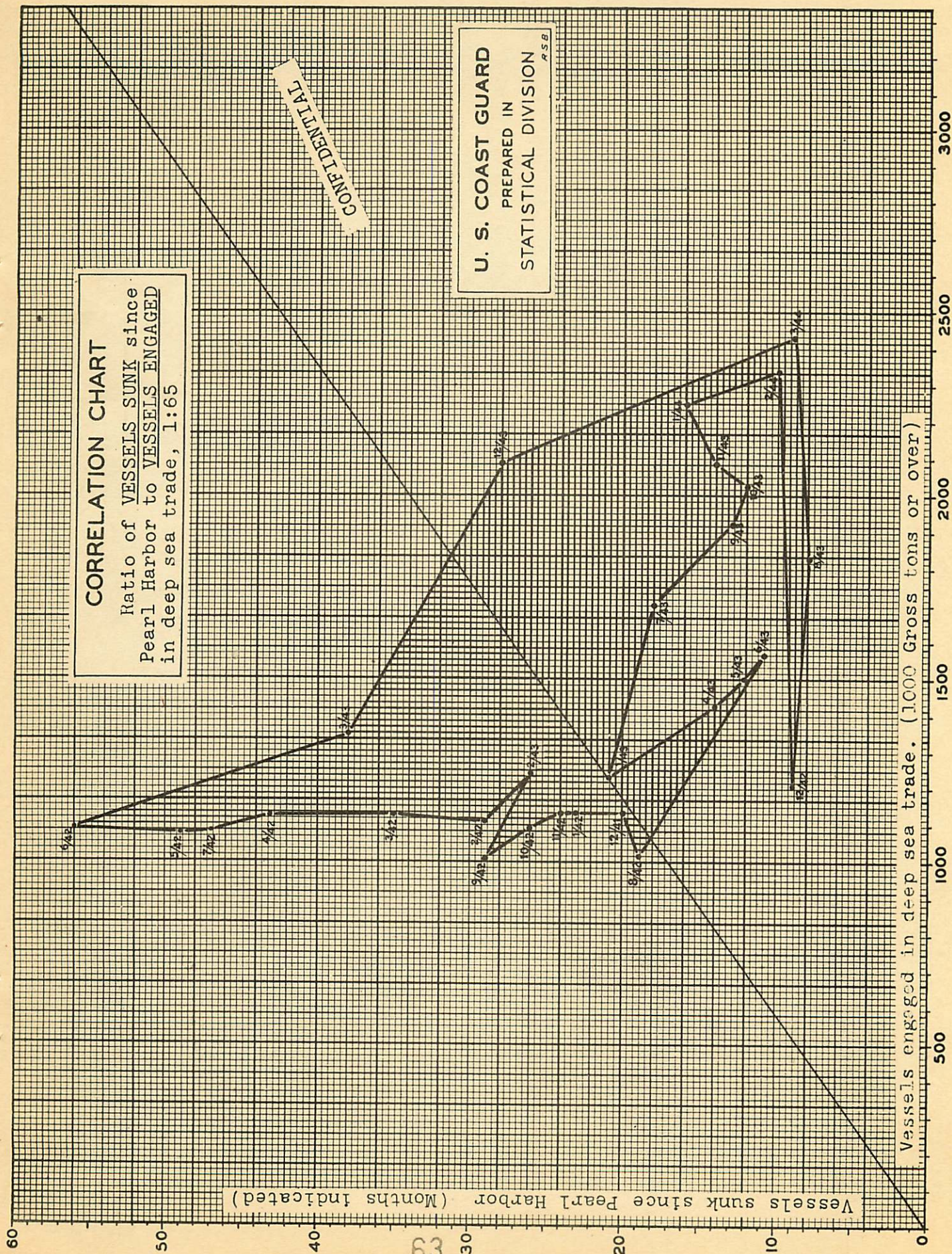
CORRELATION CHART

Ratio of VESSELS SUNK since Pearl Harbor to VESSELS ENGAGED in deep sea trade, 1:65

U. S. COAST GUARD
PREPARED IN
STATISTICAL DIVISION
RSB

Vessels sunk since Pearl Harbor (Months Indicated)

Vessels engaged in deep sea trade. (1000 Gross tons or over)



APPENDIX D

Another correlation chart (APPENDIX D) gives the relationship by months between U.S. Merchant Vessels sunk and those in the Deep-Sea (1000 gross tons or over) fleet. It will be noted that the dates noted above the "Line of Regression" with two exceptions (February 1943 and March 1943) are all in the years 1941, 1942, indicating that in those years the monthly sinkings were all above the average for the whole period (December 7, 1941 to March 30, 1944.). The 1943 and 1944 months, however, were all below the $2\frac{1}{2}$ years average and in March 1944 the greatest number was reached with the secondlowest sinkings.

150 T

100 T

65

50 T

0

PERSONNEL (LICENSED, UNLICENSED and RADIO, including MASTERS)

CONFIDENTIAL

PERSONNEL

ON

U.S. MERCHANT VESSELS (1000 GROSS TONS OR OVER)
ENGAGED IN DEEP SEA TRADESU. S. COAST GUARD
PREPARED IN
STATISTICAL DIVISION
ASB

JAN FEB MAR APR MAY JUNE JULY AUG SEPT OCT NOV DEC JAN FEB MAR APR MAY JUNE JULY AUG SEPT OCT NOV DEC JAN

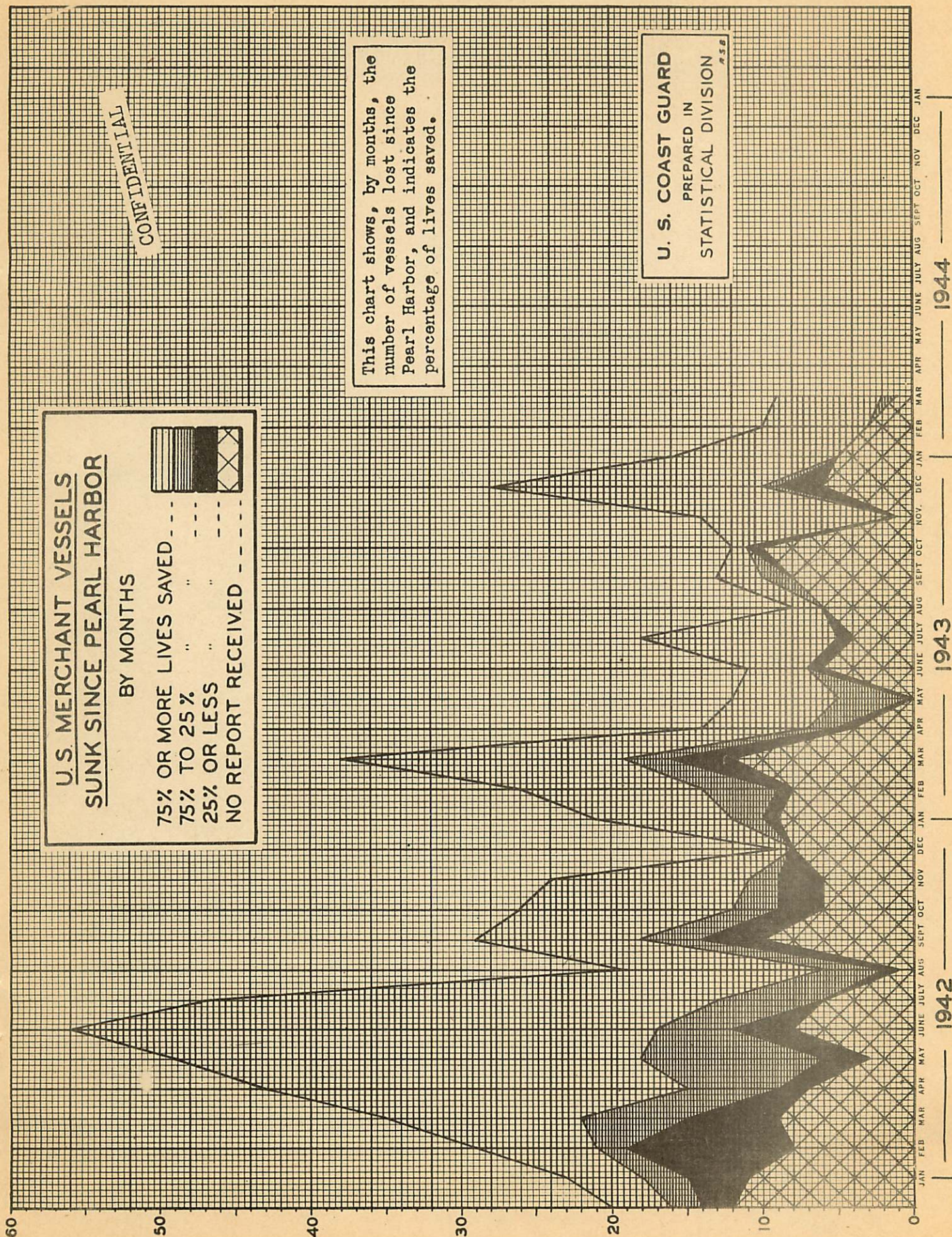
1942

1943

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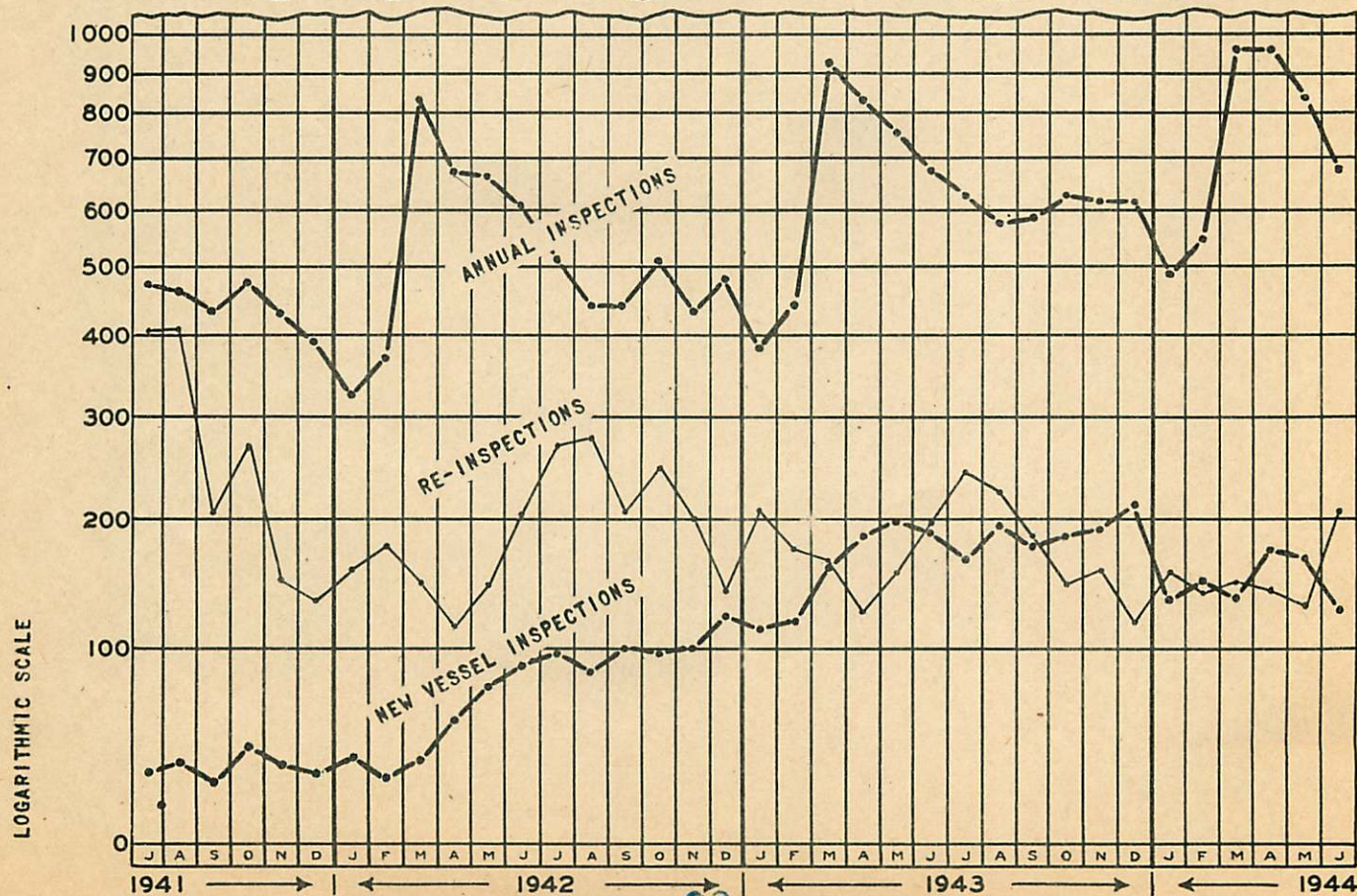
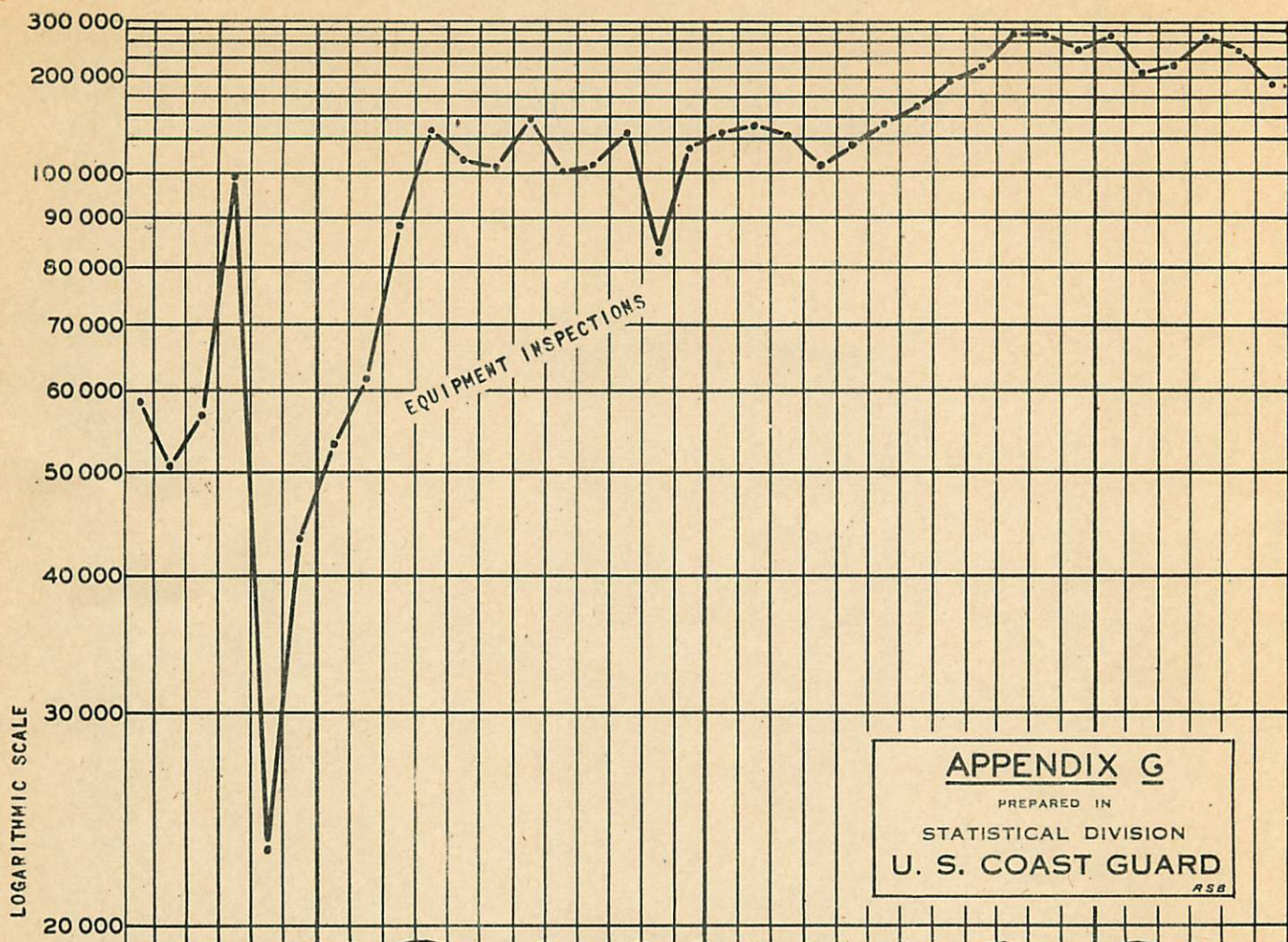
APPENDIX E

A third chart (APPENDIX E) shows the steady growth of the personnel of all kinds employed as officers and crew on these Merchant Vessels (1000 gross tons or over, engaged in Deep-Sea Trades) from Pearl Harbor to date, and indicates graphically the growing responsibility of the Marine Inspection Division of the Coast Guard in increased licensing and in providing improved safety equipment for 141 per cent more personnel.



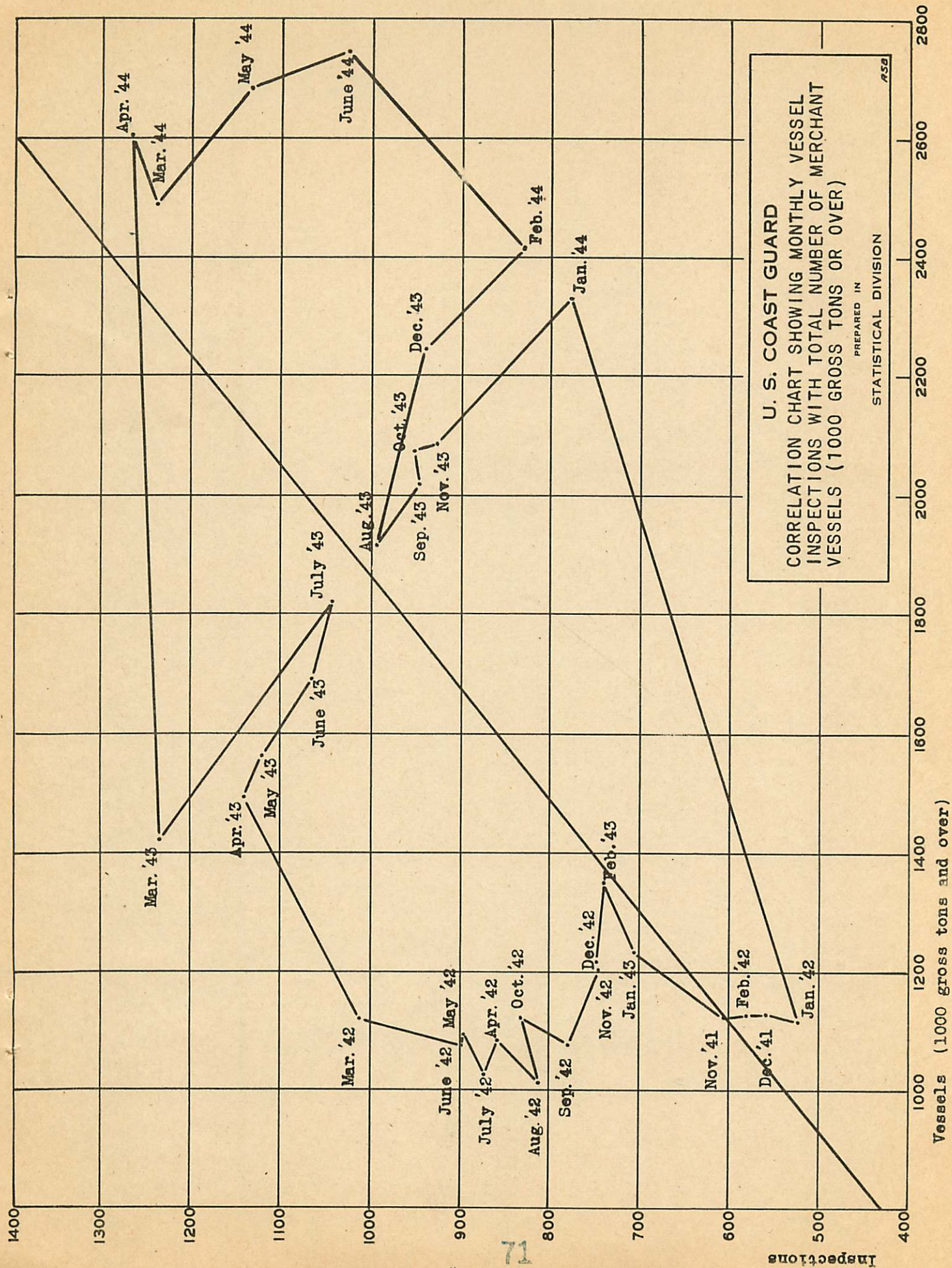
APPENDIX F

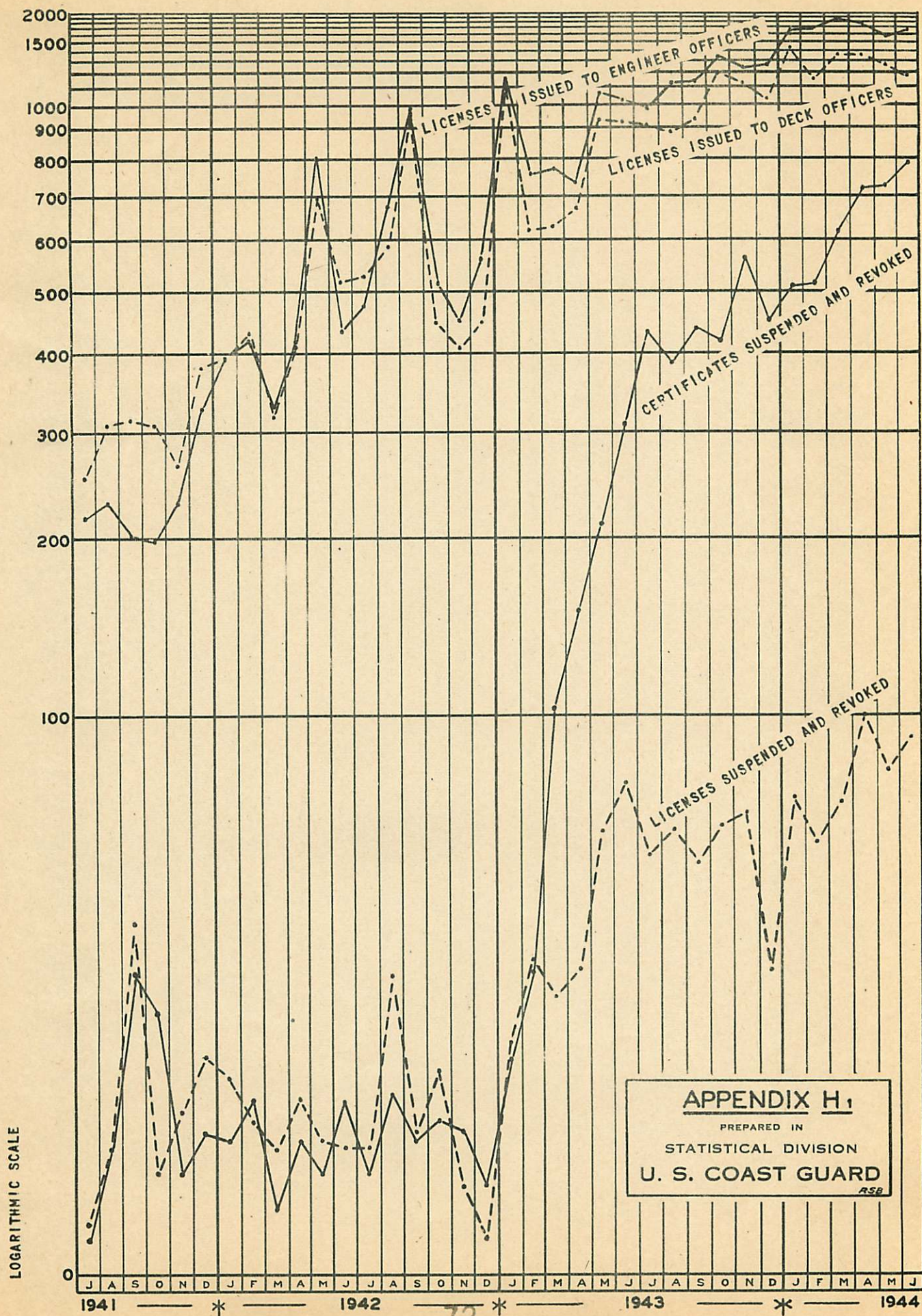
A fourth chart (APPENDIX F) "U.S. Merchant Vessels sunk since Pearl Harbor by months" (showing those on which various percentages of lives were saved) is a graphic presentation of the fact that in by far the greater number of sinkings 75% or more of the lives have been saved. This is the best indication of the efficiency of the methods and equipment which the Coast Guard has approved and whose use it has enforced.



COAST GUARD AT WAR - MARINE INSPECTION XIII
APPENDIX G
MONTHLY VESSEL INSPECTIONS
FISCAL YEARS 1942-1944

I N S P E C T I O N S				
DATE	ANNUAL	RE-INSPECTIONS	NEW VESSEL	EQUIPMENT
1941				
July	494	406	33	58,640
Aug.	470	407	39	50,607
Sept.	439	203	29	56,965
Oct.	481	265	41	97,853
Nov.	419	148	36	22,985
Dec.	397	131	31	43,085
1942				
Jan.	329	154	38	53,683
Feb.	375	174	30	61,941
Mar.	830	146	37	88,296
Apr.	685	113	59	132,569
May	677	142	76	108,371
June	605	203	89	102,331
TOTAL FY 1942	6,201	2,492	538	877,326
July	515	258	99	149,422
Aug.	453	274	83	101,460
Sept.	452	206	100	104,890
Oct.	505	228	97	127,132
Nov.	445	200	99	84,952
Dec.	486	140	122	118,093
1943				
Jan.	384	208	113	127,129
Feb.	448	173	117	138,553
Mar.	914	164	156	126,172
Apr.	831	128	181	107,453
May	771	152	198	121,499
June	679	196	191	140,005
TOTAL FY 1943	6,883	2,327	1556	1,446,760
July	629	247	167	162,451
Aug.	578	225	191	197,319
Sept.	587	183	176	214,836
Oct.	625	145	183	269,461
Nov.	615	120	189	268,869
Dec.	611	120	210	242,606
1944				
Jan.	490	155	133	256,019
Feb.	544	140	146	205,252
Mar.	950	149	140	219,041
Apr.	949	146	172	262,480
May	833	132	168	234,466
June	694	206	126	196,839
TOTAL FY 1944	8,105	1,968	2,001	2,729,639





COAST GUARD AT WAR
MARINE INSPECTION
XIII
APPENDIX H (1)

OFFICER'S LICENSES ISSUED, SUSPENDED AND REVOKED - SEAMEN'S RECORDS ISSUED
FISCAL YEARS 1942-1944

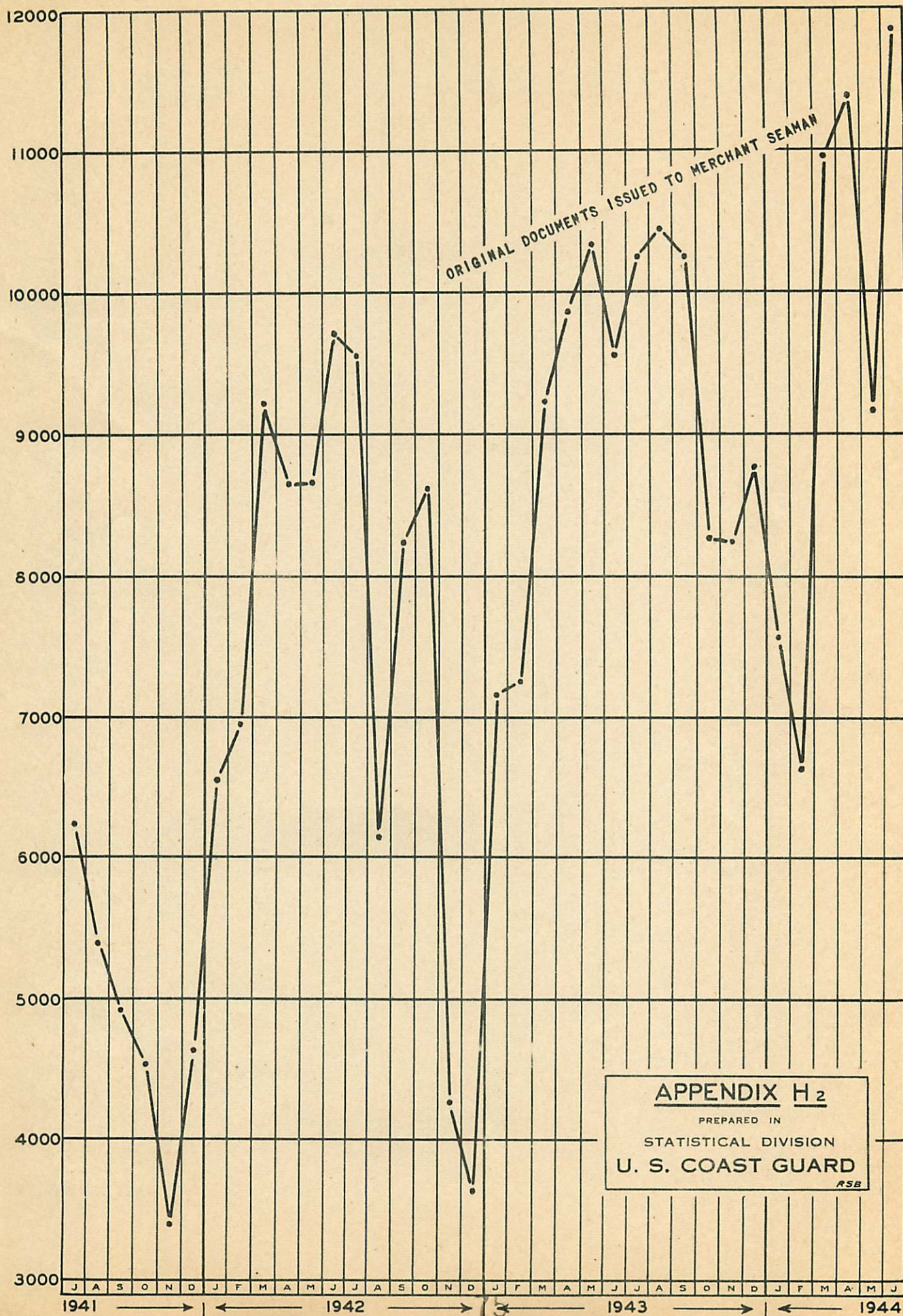
NUMBER MERCHANT MARINE LICENSES ORIGINALLY ISSUED, ALL GRADES
(RENEWALS NOT INCLUDED)

Month	Deck Officers	Engineer Officers
<u>1941</u>		
July	254	218
August	308	230
September	314	201
October	308	199
November	264	231
December	379	325
<u>1942</u>		
January	393	392
February	428	421
March	318	323
April	409	414
May	697	800
June	521	431
TOTAL FY 1942	<u>4,593</u>	<u>4,185</u>
<u>1942</u>		
July	531	476
August	587	673
September	955	988
October	446	512
November	406	449
December	442	559
<u>1943</u>		
January	1,110	1,154
February	619	752
March	624	770
April	674	737
May	931	1,071
June	916	1,018
TOTAL FY 1943	<u>8,241</u>	<u>9,159</u>
<u>1943</u>		
July	902	993
August	883	1,115
September	930	1,122
October	1,200	1,310
November	1,129	1,239
December	1,036	1,265
<u>1944</u>		
January	1,418	1,654
February	1,153	1,686
March	1,380	1,862
April	1,378	1,735
May	1,254	1,586
June	1,195	1,647
TOTAL FY 1944	<u>13,858</u>	<u>17,211</u>

CONFIDENTIAL

NUMBER OF LICENSES AND CERTIFICATES SUSPENDED AND REVOKED

Month	Licenses Suspended and Revoked	Certificates Suspended and Revoked
<u>1941</u>		
July	3	2
August	9	9
September	40	32
October	7	25
November	13	7
December	19	11
<u>1942</u>		
January	17	10
February	12	14
March	9	4
April	14	10
May	10	7
June	9	14
TOTAL FY 1942	<u>162</u>	<u>145</u>
<u>1942</u>		
July	9	7
August	31	15
September	11	10
October	18	12
November	6	11
December	2	6
<u>1943</u>		
January	21	19
February	34	32
March	27	103
April	32	150
May	62	210
June	77	309
TOTAL FY 1943	<u>330</u>	<u>884</u>
<u>1943</u>		
July	55	433
August	62	384
September	53	437
October	63	418
November	67	562
December	32	447
<u>1944</u>		
January	71	507
February	58	516
March	70	620
April	100	722
May	80	726
June	91	792
TOTAL FY 1944	<u>802</u>	<u>6,564</u>



APPENDIX H₂
 PREPARED IN
 STATISTICAL DIVISION
 U. S. COAST GUARD
 RSB

APPENDIX H (2)
NUMBER OF MERCHANT SEAMEN ISSUED ORIGINAL DOCUMENTS

<u>Month</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>
July	6243	9507	10219
August	5399	6117	10439
September	4901	8240	10259
October-	4537	8615	8257
November	3398	4267	8244
December	4628	3648	8795
	<u>1942</u>	<u>1943</u>	<u>1944</u>
January	6566	7168	7580
February	6950	7282	6631
March	9205	9212	10966
April	8662	9876	11392
May	8687	10322	9174
June	9708	9559	11826
TOTAL	78884	93913	113782

GRAND TOTAL FISCAL YEARS 1942-44

286579

Sources for Monograph on Merchant Marine Inspection

Captain R. E. Coombs, Acting Chief, Merchant Marine Inspection Division, has reviewed the MS and made valuable suggestions. Through his cooperation much of the basic material was obtained.

1942 Report of Activities: "Work of the Merchant Marine Personnel Division during 1942 - by Commander H. T. Jewell, Chief.

1942 Report of the Merchant Marine Inspection Division.

Notes from the files of Lt. Savonis and other in the Merchant Marine Inspection Division.

Interview with Captain Halert C. Shephard, Chief of the Merchant Marine Inspection Division.

Article entitled "Lifeboats that Really Save Lives" in the September 1942 issue of Esquire Magazine. This article was recommended by Capt. Shephard who said material for the article had been furnished by his Division.

Annual Reports to the Secretary of the Treasury.

Navy Press Releases.

Coast Guard Alumni Association Bulletin.

"Wartime Safety Measures for the Merchant Marine," a book prepared by the Merchant Marine Inspection Division of the U. S. Coast Guard.

"The Mast," January, 1944, a magazine of the U. S. Maritime Service.

"Helpful Information Regarding Fishing," a pamphlet prepared for publication and consisting almost entirely of material quoted from advice given by Dr. T. P. Shultz, of the National Museum. (Pamphlet given by Capt. Shephard.)

Magazine article in U. S. Coast Guard Magazine of August 1943, on improved lifesuits.

Radio Script prepared by U.S.C.G. Public Relations, in which Capt. Shephard speaks of his work in interviewing survivors.

War Shipping Administration Release dated June 28, 1944, giving General Eisenhower's expression of thanks to Merchant Marine.

"Functions and Activities of the Bureau of Marine Inspection and Navigation," a pamphlet describing the work of the former BMIN, recommended by Merchant Marine Inspection Division.

"The U. S. Coast Guard Wartime Safety Measures for Merchant Marine," an article and book review of the book by that name prepared in Merchant Marine Inspection Division.

Sources Cont'd

Pamphlet entitled "Suggested Safety Measures for the Guidance of Tanker Officers in Case of Attack by Submarine."

"Log Book and Certain Information for Use in Lifeboats and Life Rafts," a log book published January 2, 1944, prepared by the U. S. Coast Guard.

"Proceedings of the Merchant Marine Council, USCG," January 1944 and May 1944 issues.

"Laws Governing Marine Inspection," a pamphlet prepared by the USCG.

Miscellaneous articles and notes recommended by Merchant Marine Inspection Division Officers and other Coast Guard Officers.

Notes taken in an interview with Mr. Harrison of the Merchant Marine Inspection Division.

P10

THE COAST GUARD AT WAR MARINE INSPECTION XIII



VOLUME II

PREPARED IN THE
HISTORICAL SECTION
PUBLIC INFORMATION DIVISION
U.S. COAST GUARD HEADQUARTERS
APRIL 1, 1951



This edition is designed for service distribution
and recipients are requested to forward corrections,
criticism, and comments to Commandant, Coast Guard
Headquarters, Washington, D. C., Attention Historical
Section, Public Information Division.

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THE COAST GUARD AT WAR

MARINE INSPECTION

XIII - VOLUME II

BEGINNINGS OF MARINE INSPECTION - 1838

Robert Fulton's first steamboat, the CLERMONT, made the trip from New York to Albany on August 17, 1807. The first American steamboat to cross the Atlantic was the SAVANNAH, built in New York City by Francis Picket, her engine built by Stephan Vail. Launched August 22, 1818, she left for Savannah March 28, 1819, and on May 22, 1819, left Savannah for Liverpool, arriving June 20th. He captain was Moses Rogers of Georgetown, South Carolina. The SAVANNAH used steam as an auxiliary power. Between 1807 and 1824 a number of steam boats were built and operated, particularly on the Mississippi and Ohio Rivers. The first steamboat boilers were built square and many used sea water. While they carried a pressure of not more than 30 pounds an appalling number blew up. As a result of the increasing number of lives lost in steamboat disasters, Congress directed the Secretary of the Treasury, in 1824, to conduct an investigation of the causes. The Secretary's report was duly transmitted to Congress with the statement: "I am of the opinion that legislative enactment is calculated to do mischief rather than prevent disasters." It was not until July 7, 1838⁽¹⁾ that the first legislation was enacted by the federal government looking toward the "better security of the lives of passengers on board of vessels propelled in whole or in part by steam."⁽²⁾ This act (5 Stat. L. 304) provided that owners or masters of such vessels were required to employ a competent number of experienced and skillful engineers to have the hulls of their vessels inspected every twelve months and the boilers every six months to determine their strength and durability, and to provide their vessels with lifeboats, signal lights, fire pumps, and hose, and other equipment to insure protection of those on board. A license certificate had to be procured by such owner or master, subscribing to their compliance with these requirements, before passengers could be carried.

FIRST INSPECTORS - 1836

The act of 1838 further authorized district judges of the United States, within whose districts any ports of entry or delivery might be, on the navigable waters, bays, lakes, and rivers of the United States and "upon application of the master, or owner of any steamboat or vessel propelled in whole or in part by steam, to appoint from time to time, one or more persons skilled and competent to make inspections of such boats and vessels, and of the boilers and machinery of the same." The inspectors thus appointed were authorized to inspect such vessels when called upon by the master or owner, receiving compensation from the owners of vessels inspected, at the rate of five dollars for each hull and five dollars for each boiler. If the vessel met all requirements the inspectors were authorized to issue a license

1. See "The Steamboat Inspection Service" (Service Monograph of the U. S. Government No. 8) Institute for Government Research - D. Appleton & Co., N.Y. 1922.

2. The steamboat MOSELLE blew up on the Ohio River with a loss of over 100 lives in 1838. Two months later the steamboat PULASKI blew up off the coast of North Carolina with a loss of 140 lives. Two days later the steamer WASHINGTON burned on Lake Erie with a loss of over 50 lives and shortly thereafter the steamer GENERAL BROWN blew up on the Mississippi with a loss of over 60 lives. An 1838 report to Congress stated that over 100 boilers had exploded since the advent of steam for motive power. Most passengers preferred riding on towed barges than on steam vessels.

certificate or certificate of inspection to the owner or master, which was required to be posted conspicuously on board for the information of the public. Any person employed on board a vessel in which lives were lost through his misconduct, negligence or inattention to duty was deemed guilty of manslaughter.

OTHER LAWS 1843-49

An act approved March 3, 1843, (5 Stat. L. 626) provided for additional steering apparatus on steam-vessels in case of an emergency, such as in the event of the pilot being driven from the wheel by fire. Four years later the act of February 22, 1847, (9 Stat. L. 127) limited the number of passengers that vessels subject to the steamboat laws could carry. This provision was extended by the Act of March 3, 1849, (9 Stat. L. 399) to include all vessels bound from any port in the United States to any port or place in the Atlantic or Pacific Oceans or their tributaries. This was after we had acquired California from Mexico after the Mexican War, 1846-48, and the discovery of gold in California, which brought many 49ers around the Horn and via Central America by ship.

"STEAMBOAT ACT" - 1852 - SUPERVISING INSPECTORS

The "Steamboat Act" of August 30, 1852, (10 Stat. L. 1852), however, really furnished the foundation for the Steamboat-Inspection Service. It provided for the Presidential appointment of nine supervising inspectors. These were to be competent and experienced in the construction and operation of merchant vessels. They were required to meet once a year for joint consultation and to establish rules and regulations for the uniform administration of the inspection laws. At this session the territory over which each was to exercise supervision and control was assigned by the group. They were to supervise the work of the local inspectors; to assist in the actual work of inspection when necessary; to report cases of neglect, carelessness and inefficiency among local inspectors to the Secretary of the Treasury, who could remove same; and to furnish the local inspectors with technical information on matters pertaining to the welfare of the service. The supervising inspectors received salaries of \$1500 per annum and traveling expenses.

LOCAL INSPECTORS - 1852

Under the 1852 act, two local inspectors for each of certain specified collection districts were to be appointed by a commission consisting of the district collector of customs, the district supervising inspector and the judge of the United States district court, and approved by the Secretary of the Treasury. One was to be known as inspector of hulls and the other as inspector of boilers and their compensations, fixed by the act, ranged from \$200 to \$2000 per annum, according to the estimated amount of work required in the various districts.

FEES TO TREASURY - LICENSING ENGINEERS AND PILOTS - 1852

Fees for the inspection of vessels and for the issuance of officer's licenses of such vessels were to be turned over to the collector of customs for remission to the Treasury. The local inspectors, acting as a board, were authorized to license and classify all engineers and pilots of steamers carrying passengers.⁽¹⁾ Appeals from their

1. One of the first licenses to be issued by the Local Inspectors at St. Louis was to Samuel Clemens (Mark Twain) as Pilot on the Mississippi in 1852.

decisions could be taken to the district supervising inspector.

SPECIAL PROVISIONS -
REPORTS - 1852

Additional requirements for vessels, such as precautions against fire, additional life-saving

equipment, and a special license to carry certain dangerous or inflammable articles were included in this act. The Secretary of the Treasury was authorized to receive reports from the board of supervising inspectors, to inquire into the operation of the inspection laws, and to make recommendations to Congress.

CHANGE IN ATTITUDE
TOWARD INSPECTION
BY 1862

There was considerable hostility and opposition to the inspection laws in the years immediately following, especially among officers

and owners of vessels. The increasing benefits from their operation, however, gradually became apparent and the board of supervising inspectors in their annual report for the fiscal year 1862 to the Secretary observed:

"A general admission of the great utility of the law and expressions of satisfaction at the results which have followed its observance, which to those interested in such property is now fully apparent, has now taken the place of the original opposition with which the inspectors were met in many instances, and incomplete as this law (Act of 1852) may be, in some respects, the cause of almost every accident to passenger steamers which now occurs can be readily traced to a violation of its provisions, or of the regulations of this board pursuant thereto." (2)

OTHER INSPECTION
LAWS 1853 - 1866

A succession of minor enactments followed the "Steamboat Act of 1852." A joint resolution of March 3, 1853,

(10 Stat. L. 262) more specifically defined the duties of inspectors; the Act of March 3, 1855 (10 Stat. L. 715) regulated the number and accommodations of passengers on steam vessels; the act of June 8, 1864 (13 Stat. L. 120) provided an additional supervising inspector and two local boards, abolished one local inspection district, and extended the 1852 act to include ferry-boats, tug-boats, and canal-boats carrying passengers for hire; the act of July 4, 1864 (13 Stat. L. 390) further regulated the carriage of passengers on steamboats and other vessels; the act of March 3, 1865 (13 Stat. L. 514) provided for two local assistant inspectors and one additional local inspection board, reestablishing the inspection district abolished in 1864; and the act of July 25, 1866 (14 Stat. L. 227) further provided for the safety and accommodation of passengers and for fixing the salaries of local inspectors.

SUPERVISING INSPECTOR -
GENERAL 1871

As early as 1855, the special agent of the Treasury Department appointed by the Secretary to collect information

on steamboat inspection activities and to attend the meetings of the board of supervising inspectors had reported to the Secretary:

"The system is at present without an efficient head. The president of the board of supervising inspectors is, from the necessity of the case, little more than a moderator of debates at their annual meetings. The powers that the law confers on the Secretary of the Treasury are very limited. xxxwith the Union divided into nine districts, and the supervising inspector in each district exercising a wide discretion

2. Ibid.

in regard to rules and regulations, there has been no uniformity in the operation of the act. It is only at Washington City, where the accounts are collected from all quarters, that there can be a proper supervision of the system. Whether this should be by a Supervisor-General, by the Secretary of the Treasury, or by a board especially constituted for that purpose, is for the wisdom of Congress to determine."

By the terms of the act of February 28, 1871 (16 Stat. L. 440) the office of Supervising Inspector-General was created. Under the direction of the Secretary of the Treasury, he was given immediate direction and supervision over the entire work of the service. He was a Presidential appointee with a salary of \$3500 per annum and travel expenses. The supervising inspectors, together with the Supervising Inspector-General, now were to assemble as a board, at Washington, once a year, and at such other times as the Secretary of the Treasury might prescribe, for joint consultation and for assignment to each of their number the limits of the territory within which he should perform his duties. The law vested the board with authority to establish all necessary rules and regulations required for the proper and uniform administration of the inspection laws, and such regulations when approved by the Secretary of the Treasury, should have the full force of law.

ACT OF 1871

The act of 1871 superseded or repealed all previous legislation on vessel inspection, licensing of officers, and the transportation of passengers and merchandise on vessels propelled in whole or in part by steam, except the section of the 1852 act, which had provided for the punishment and forfeiture of office of steamboat inspectors receiving any fee or reward for their services, except that allowed by law. The respective duties of the Supervising Inspector General, the district supervising inspectors and the local inspectors were outlined in detail. Additional boards and local inspectors were authorized.

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RULES OF THE ROAD - 1871

The board of supervising inspectors was authorized to establish such regulations to be observed by all steam-vessels in passing each other as they should from time to time deem necessary for safety.

tions to be observed by all steam-vessels in passing each other as they should from time to time deem necessary for safety.

VESSEL TYPES
INSPECTED - 1871

"All steam vessels navigating any waters of the United States which are common highways of commerce,

or open to general or competitive navigation, excepting public vessels of the United States, vessels of other countries, and boats propelled in whole or in part by steam for navigating canals" were included under the act. The laws for inspection of vessels and licensing of engineers and pilots extended to ferry-boats, canal-boats, yachts, and other small craft of like character propelled by steam, as well tug-boats, towing boats, and freight boats.

REINSPECTIONS AND
OTHER PROVISIONS - 1871

Reinspections were authorized to be made by local inspectors at proper times to ascertain the safety of

vessels for the purposes of navigation and to detect violations of the inspection laws. Additional requirements were imposed on owners to provide for the safety and comfort of passengers and collectors of customs were forbidden to license, register or enroll any vessel propelled in whole or in part by steam until satisfied that all provisions concerning the regulations of such vessels had been complied with.

PILOTS AND
OFFICERS LICENSES - 1871

The states were prohibited from imposing upon pilots of steam-vessels any obligation to procure a state or other license in addition to that issued by the United States. The issuance of licenses by boards of local inspectors to masters, chief mates, engineers, and pilots of steam-vessels was made the subject of detailed regulations, especially with regard to the qualifications of applicants for such licenses, and the local inspectors were given power to revoke the licenses of officers in case of "bad, intemperate habits, incapacity, inattention to duty or the willful violation of any provision of this act." (1)

PROTECTION
FOR OFFICERS
AND CREW - 1871

The 1871 act sought security for the lives of all persons on board steam vessels, thereby giving the officers and crews of such vessels the lawful protection that formerly extended only to passengers. The act was modified and amended from time to time, but it established the basic activities and organization of what came to be known, without, however, any specific legislative designation, as the "Steamboat Inspection Service."

DEVELOPMENT
UNDER TREASURY
1874 - 1886

By the act of April 17, 1874 (18 Stat. L. 30) engineers' and pilots' licenses could be issued by boards of local inspectors to aliens who had declared their intention of becoming citizens of the United States. The "Passenger Act of 1882" (August 2, 1882 - 22 Stat. L. 186) superseded all prior acts regulating the transportation of passengers on steam vessels. Inspectors were directed to ascertain the number of passengers such vessels could carry with safety and also the deck space, hospital facilities and food provided for them. The act of August 7, 1882, (22 Stat. L. 346) placed foreign private steam vessels carrying passengers from any port in the United States to any other place or country under the laws regulating steam vessels. Sixteen "special inspectors of foreign steam-vessels" were provided for. The "Revised International Rules and Regulations for Preventing Collisions at Sea" were adopted by the act of March 3, 1885 (23 Stat. L. 438).

TRANSFER TO NAVY
OPPOSED - 1883

The Steamboat Inspection Service had been organized and developed in the Treasury Department with customs officers charged with the enforcement of the inspection laws. In January 2, 1883, a bill was introduced in the House of Representatives, upon recommendation of the Secretary of the Navy to transfer the service, along with other bureaus of the Treasury Department to the Navy. The bill was vigorously opposed by the heads of the various Treasury bureaus involved. (2) All stressed the undesirability of intrusting the administration of civil laws to an armed branch of the government, supported and maintained for war purposes only. Naval officers while having superior educational, theoretical, and technical knowledge, were held by the Supervising Inspector-General, to be without the practical knowledge and experience of civilian boiler inspectors. Moreover, the proposed change, he contended, would subject licensed officers of steam-vessels to technical and impractical examinations which many could not pass, even though possessing superior practical qualifications. Equally potent arguments were adduced by the heads of the other Treasury bureaus and the bill never became law.

1. Ibid.

2. These included the Revenue Marine Service, Coast and Geodetic Survey, Marine Hospital Service, Life-Saving Service, Lighthouse Board and Revenue Cutter Service.

COLLECTION OF FEES
ABOLISHED - 1886

The collection of all fees for rendering certain services by collectors of customs and inspectors of steam-vessels to American vessels was abolished under the act of June 19, 1886 (24 Stat. L. 79). These officers were to be henceforth paid out of the Treasury such sums as each would have received on the basis of the services performed at the fees received prior to the passage of the act.

FACTORY
INSPECTION - 1894

Inspection of iron and steel boiler plates at the mills where they were manufactured was next provided by the act of January 22, 1894, (28 Stat. L. 28). Material for the manufacture of marine boilers when bearing the stamp of an assistant inspector detailed to a mill were to be accepted by local inspectors.

FOREIGN VESSEL
INSPECTION -
SALARIES BASED ON
NUMBER OF
INSPECTIONS - 1895

The office of "special inspector of foreign steam vessels" was abolished by the act of March 1, 1895 (28 Stat. L. 699) and the duty made part of the regular duties of local inspectors and their assistants. Additional boards of local inspectors were established and the salaries of all local inspectors were based upon the number of vessels inspected during the preceding year, ranging from \$1200 to \$2500. Assistant inspectors were authorized in districts where 225 or more steamers were inspected annually. In such districts, clerks for boards of local inspectors were provided at salaries fixed by the act.

SERVICE EMPLOYEES
UNDER CIVIL SERVICE - 1896

By executive order of March 2, 1896, all the employees of the Steamboat Inspection Service, with the exception of the Supervising Inspector-General and the supervising inspectors, were placed in the classified civil service. Two years later the Supervising Inspector-General in his annual report declared the step not a success because of the serious delay in the work of the Civil Service Commission and the lack of candidates because of their aversion to taking the examination. Congress, however, made no change.

FIVE YEAR
OFFICER LICENSES - 1896

The term of all licenses issued to officers of steam-vessels was made five years by the act of May 28, 1896 (29 Stat. L. 188) and provided for their renewal at any time before their expiration. This act defined what vessels should be deemed "vessels of the United States" and required that the watch officers of such vessels, including pilots, should be citizens of the United States. This act was not, however, to repeal the 1874 law which authorized aliens who had declared their intention of becoming citizens to be issued engineers' and pilots' licenses.

MOTOR BOAT
REGULATION - 1897

Under the act of January 18, 1897, (29 Stat. L. 489) all vessels of more than 15 tons burden, carrying freight or passengers for hire, propelled by gas, fluid, naphtha, or electric motors were made subject to the laws governing inspection of hulls and boilers and to the licensing of engineers and pilots. They were also brought under regulations as to lights, fog signals, steering, and sailing rules, which the board of supervising inspectors had established.

EXPANSION OF
JURISDICTION 1897-1903

Any foreign vessel admitted to American registry was,

by the act of March 3, 1897 (29 Stat. L. 687), to be inspected in the same manner as American vessels and issued the usual certificate of inspection. Chief mates and watch officers of ocean and coastwise steamers as well as mates of river steamers were to be examined, licensed and classified under the act of March 23, 1898 (30 Stat. L. 340). Inspection of vessels and licensing of officers were to include sail vessels of over 700 tons and all other vessels or barges of over 100 tons carrying passengers for hire under the act of December 21, 1898 (30 Stat. L. 764). Reciprocal recognition of hull, boiler, and equipment inspection by foreign countries having inspection laws of passenger steamers similar to or approximating those of the United States was provided in the act of February 15, 1902, (32 Stat. L. 34). Many of these changes in the inspection laws had following specific suggestions made by the Supervising Inspector-General in his annual reports to Congress. The function of the service was thus steadily developed as one vitally necessary to the protection of the lives of those subject to the dangers of navigation.

TRANSFER TO
DEPARTMENT OF
COMMERCE AND LABOR
1903

When on December 4, 1901, a bill was introduced into the Senate to establish a Department of Commerce and Labor "to foster, promote and develop the foreign

and domestic commerce, the mining, manufacturing, shipping and fishery industries, the labor interests, and the transportation facilities of the United States" it met a more favorable reception. The bill proposed to transfer to the new department all bureaus whose work and duties were connected with or germane to such objectives. The House Committee on Interstate and Foreign Commerce reported favorably on the proposal with some modification on January 6, 1903. "Possibly the Steamboat Inspection Service might be transferred without great injury to the public interests" the report stated "but that bureau has largely to do with collectors of customs at the different ports, and it has not been thought wise by your committee at this time to recommend its transfer." As finally passed by the House, however, the bill was substantially that introduced into the Senate in 1901. Under the act of February 14, 1903 (32 Stat. L. 825) as finally approved "all the duties, power, authority, and jurisdiction, whether supervisory, appellate, or otherwise, previously imposed or conferred upon the Secretary of the Treasury by acts of Congress and relating to the control of American and foreign shipping or to the Steamboat Inspection Service and officers thereof, is transferred to, and imposed upon the Secretary of Commerce and Labor." (1)

THE "GENERAL SLOCUM"
DISASTER - 1904

The need for revising the steamboat inspection laws was now recognized by the board of supervising in-

spectors who met shortly after the transfer to frame a bill embodying amendments to existing inspections laws necessary to bring them, as well as the organization of the service, into closer harmony with current developments in marine transportation. The bill introduced in Congress March 29, 1904, failed of enactment. On June 15, 1904, the excursion steamer GENERAL SLOCUM burned in the East River, New York, and 957 persons, most of them women and children, lost their lives. An investigating commission appointed by President Roosevelt placed the responsibility largely upon the officers of the Steamboat Inspection Service and cited: (1) an inadequate corps of inspectors at the Port of New York; (2) opposition from the public to the delays in steamer turnaround incident to reinspection (3) reluctance of owners of vessels to maintain life-saving and fire fighting equipment in proper condition; and (4) inadequate supervision

1. Ibid.

by the supervising and local inspectors over the assistant inspectors who performed the actual work of inspection. The commission submitted many recommendations for the improvement of the service. While the Supervising Inspector General, who was a member of the commission, concurred in the report, except as to placing the responsibility upon the supervising inspector, the President approved the report in its entirety and ordered the dismissal of all officers of the service involved.

AMENDMENTS
TO LAW - 1904

Congress now acted promptly and on March 3, 1904, passed a series of amendments (33 Stat. L. 1022) which

embodied many of the commission's recommendations. These included: (1) authorizing supervising inspectors to prescribe measures to be taken by owners to guard against and extinguish fire and to prescribe the exact number and character of life-saving equipment to be kept on board; (2) in case of revocation of certificates of inspection of vessels or licenses of officers by local boards, appeals could be taken to the supervising inspectors in the first instance, and to the Supervising Inspector-General, with the approval of the supervising inspector, in the second; (3) detail of assistant inspectors from one port or district to another by the Secretary of Commerce and Labor, as the needs of the service dictated, and placing them definitely under the direction, supervision and control of the local inspectors in the performance of their duties; (4) repeal of the provisions of the act of March 1, 1895, basing the salaries of local inspectors upon the number of vessels annually inspected and definitely determining them at fixed figures irrespective of such considerations; (5) provision for amending rules and regulations made by the board of supervising inspectors by an executive committee, consisting of the Supervising Inspector-General and two supervision inspectors, to be called by the Secretary of Commerce and Labor at any time. Such amendments of the rules and regulations when approved by the Secretary, were to remain in effect until 30 days after the adjournment of the next meeting of the board of supervising inspectors. This made possible changes necessary to meet emergencies arising due to rapid changes and improvements in the practice of steam engineering and steam navigation.

CHANGES IN LAW
1906 - 1913

The most important changes which were effected by Congress in the inspection laws in the next seven years

were:

1. Vessels of 15 gross tons or less, propelled in whole or in any part by gas, gasoline, petroleum, or electricity could be operated only by persons licensed by a board of local inspectors.
2. Local inspectors were empowered to determine the necessary complement of officers and crews of all vessels of the United States subject to inspection and enter them upon the ship's certificate of inspection, subject to appeal first to the supervising inspector and then to the Supervising Inspector-General.
3. Sea-going barges were required to submit to an annual inspection of hull and equipment.
4. Regulations concerning the navigation of sea-barges and towing vessels within any of the inland waters of the United States were to be established by a special board.
5. Beginning with the fiscal year 1912, permanent indefinite appropriations for salaries and

expenses of the service were repealed in favor annually submitted budget estimates.

6. Annual reports of the supervising inspectors to be made to the Supervising Inspector-General and of to themselves, meeting as a board.

7. An additional board of local inspectors was blished.

BOAT ACT -

Under the "Motor Boat Act" of June 9, 1910, (36 Stat. L. 462) motorboats were defined as vessels propelled machinery and not more than 65 feet in length, pt tug-boats and tow-boats propelled by steam. such steam driven motorboats were made subject to action of engine, boiler and other operating inery by local inspectors of steam vessels who also to approve their design. Regulations as ights, whistles, fog horns and bells were estahed. All motor boats carrying passengers must y one life preserver for every passenger on board could be operated only by a person duly licensed local board of inspectors, without examination, subject to revocation or suspension for miscon, gross negligence, recklessness in navigation, iolation of law.

DEPARTMENT OMMERCE - 1913

When by the act of March 4, 1913, (37 Stat. L. 736) the Department of Labor was organized from Bureaus of Department of Commerce and Labor, the Steamboat action Service remained with the Department of erce, under the direction of the Secretary of erce.

MENTS - 1922

The most important amend-
ments to the inspection
laws between 1913 and 1922
were as follows:

1. Crude petroleum, gunpowder, kerosene, and loading oils as stores, transportation and use asoline or other petroleum product to operate es or supply auxiliary lighting and wireless ms could be transported on passenger vessels : regulations prescribed by the board of supervis- inspectors, thus modifying the regulations restrict- the transportation of dangerous and inflammable les on such vessels.

2. A satisfactory examination for color-
ness must be passed by masters, mates or pilots team-vessels before their licenses could be re-
l by local boards of inspectors.

3. The requirements for inspection of foreign : vessels registered under the Ship Registry Act ugust 18, 1914 (38 Stat. L. 693) were suspended wo years by Executive Order of September 4, 1914.

4. The number of passengers vessels were per-
d to carry by local inspectors could be decreas-
t their discretion, by supervising inspectors
nly increased with their approval.⁽¹⁾

5. Appeals by persons directly interested or
ted by any decision or action of local inspectors
l be taken to the supervising inspector of the
ict and from him to the Supervising Inspector-

his and other amendments were occasioned by the
ng of the excursion steamer EASTLAND at her dock
icago on 1915 and recommendation of a Board of
ry on August 15, 1915, on the problem of over-
ng passenger steamers.

General, whose decision was to be final.

6. In cases of disagreement between members of local boards within their respective districts, super-
vising inspectors could investigate and decide, or
review any decision or action of such boards upon
their own motion.

7. Any decision or action of either the super-
vising or local inspectors could likewise be reviewed
by the Supervising Inspector-General, whose decision,
when approved by the Secretary of Commerce, would be
final.

8. Reviewing officers were empowered to administ-
er oaths and to summon and compel attendance of wit-
nesses, when necessary, by a process similar to that
employed by the United States district courts.

9. Four travelling inspectors and a Deputy
Supervising Inspector-General, as well as addition
to personnel were provided, including boards of local
inspectors and assistant inspectors.

10. All steam vessels owned or operated by the
U. S. Shipping Board, or by any corporation organized
or controlled by it, were to be inspected by the
service.

11. Cargo vessels, documented under the laws of
the United States could carry not more than 16 pas-
sengers in addition to their crew without being class-
ed as "passenger vessels" within the meaning of the
inspection laws. They were not exempt from regula-
tions governing life-saving equipment, however, and
were required to give notice to such additional per-
sons carried of the presence of dangerous articles
on board or of other conditions of risk to safety of
passenger or crew.

"SEAMEN'S ACT"- 1915

Under the "Seaman's Act"
of March 4, 1915, (38 Stat.
L. 1164) the board of super-
vising inspectors was to
establish rules and regulations, to be approved by
the Secretary of Commerce governing the number and
character of life-saving appliances required by law
to be kept on board. Local inspectors were to exa-
mine and grant certificates of service to able sea-
men, which were to be accepted as evidence of the
possessor's rating as such. A complete record of
all such certificates issued, together with such
affidavits as might be filed by applicants, were to
be kept by each local board. Certificates to per-
sons qualified to serve as life boatmen were also to
be issued by boards of local inspectors.⁽¹⁾

BUREAU OF NAVIGATION AND STEAMBOAT INSPECTION - 1932

On June 30, 1932, under
the "Economy Act" approved
on that date, the Steamboat
Inspection Service and the
Bureau of Navigation of the
Department of Commerce were consolidated as the Bureau
of Navigation and Steamboat Inspection. The offices of
Supervising Inspector-General of the former Steamboat
Inspection Service and of Commissioner of Navigation
were merged into one as the Director of the new
Bureau. The Bureau of Navigation had been created
in the Treasury Department by the act of July 5, 1884.
It provided for a Commissioner of Navigation who
"shall investigate the operations of the laws relative
to navigation, and annually report to the Secretary

1. The "Seaman's Act" embodied most of the recom-
mendations regarding life-saving equipment made at
an international conference on safety at sea held in
London in 1913-14 after the sinking of the TITANIC
in 1912.

of the Treasury such particulars as may, in his judgment, admit of improvement or require amendment. "He shall be specifically charged with the decision of all questions relating to the issue of registers, enrollments and licenses of vessels, and to the filing and preservation of these documents." He "shall be charged with the supervision of the laws relating to the admeasurement of vessels and the assignment of signal letters thereto, and of designating their official number; and on all questions of interpretation growing out of the execution of the laws relating to these subjects, and relating to the collection of tonnage tax, and to the refund of such tax, when collected erroneously or illegally, his decision shall be final." He was to publish annually a list of vessels of the United States belonging to the commercial marine, specifying the official number, signal letters, names, rig, tonnage, home port, and place and date of building of every vessel, distinguishing in such list sailing vessels from such as may be propelled by steam or other motive power." He was also to report annually the increase in vessels of the United States "by building or otherwise." He could also change the names of "vessels of the United States under such restriction as may have been or shall be prescribed by Act of Congress." Under the act of February 14, 1903, the Bureau of Navigation of the Treasury Department had been transferred along with the Steamboat Inspection Service to the Department of Commerce and Labor effective July 1, 1903.

"MORRO CASTLE" DISASTER - 1934

Early on the morning of September 8, 1934, the deck night watchman of the MORRO CASTLE, a luxury liner, en route to the West Indies but then off the coast of New Jersey, with 318 passengers and a crew of 231 aboard reported that smoke was coming out through the ventilator on the fidley. The flames first made their appearance in the ceiling and locker in the writing room on the port side of B deck. They spread rapidly and in an incredibly short time swept through the public rooms on B deck, attacking both forward and aft main passenger stairways to the lower decks. This prevented passengers using those stairways to reach A or B decks. The result was disastrous. One hundred and thirty four persons were burned to death and drowned in the disaster. Following this disaster the whole organization of the Bureau was set up under revised regulations. A technical staff was created in 1936 and at the same time the name of the Bureau was changed to Bureau of Marine Inspection and Navigation.

FUNCTIONS TRANSFERRED TO COAST GUARD AND CUSTOMS TEMPORARILY - 1942 PERMANENTLY - 1946

At the beginning of World War II in 1942 the functions of the Bureau were transferred temporarily from the Department of Commerce, partly to the Coast Guard and partly to the Bureau of Customs under the First War Powers Act, by Executive Order No. 9083 of February 28, 1942 (F.R. 1609). This arrangement proved successful⁽¹⁾ and under Reorganization Plan No. 3, which was transmitted to Congress May 16, 1946, pursuant to the provisions of the Reorganization Act approved December 20, 1945, it was made permanent. The functions transferred permanently to the Coast Guard, effective July 16, 1946, were:

Approval of plans for the construction, repair and alteration of vessels.

Approval of materials, equipment and appliances.

Classification of vessels,

1. SEE APPENDIX B.

Inspection of vessels and their equipment and appliances.

Issuance of certificates of inspection and of permits indicating the approval of vessels for operations which may be hazardous to life or property.

Enforcement of other provisions for the safety of life and property on vessels.

Licensing and certificating of officers, pilots and seamen.

Suspension and revocation of licenses and certificates.

Investigation of marine casualties.

Enforcement of manning requirements, citizenship requirements, and requirements for the mustering and drilling of crews.

Control of log books.

Shipment, discharge, protection and welfare of merchant seamen.

Enforcement of duties of shipowners and officers after accidents.

Promulgation and enforcement of rules for lights, signals, speed, steering, sailing, passing, anchorage, movement, and towlines of vessels and lights and signals on bridges.

Numbering of undocumented vessels.

Prescription and enforcement of regulations for outfitting and operation of motorboats.

Regulation of regattas and marine parades.

All other functions of the Bureau, offices, and boards, which are not specified as being transferred to the Bureau of Customs.

All other functions of the Secretary of Commerce pertaining to those functions of the agencies abolished, including the remission and mitigation of fines, penalties and forfeitures incurred under the laws governing these functions and those incurred under the Act of December 17, 1941 (55 Stat. 808, as amended).

The functions relating to the award of number to undocumented vessels vested by law in the collectors of customs were, under the same plan, transferred to the Coast Guard.

FUNCTIONS TO CUSTOMS 1942 - (1946)

The functions transferred to the Bureau of Customs of the Treasury under this plan were: the registry enrollment and licensing of vessels, including the issuance of commissions to yachts, the assignment of signal letters, and the preparation of all reports and publications in connection therewith.

The measurement of vessels, administration of tonnage duties, and collection of tolls.

The entry and clearance of vessels and aircraft, regulation of vessels in the coasting and fishing trades, and limitation of the use of foreign vessels in waters under the jurisdiction of the United States.

Recording of sales, conveyances, and mortgages of vessels.

Protection of steerage passengers.

All other functions of the Bureau, offices and boards which were performed by Bureau of Customs in their behalf prior to the effective date of Executive Order No. 9083 of February 28, 1942 (F. R. 1609).

And the power to remit and mitigate fines, penalties and forfeitures incurred under the laws governing these functions.

ABOLITION OF OFFICES-1946

Along with the Bureau of Marine Inspection and Navigation, and its Office of Director, the offices of supervising inspectors, principal travelling inspectors, local inspectors, assistant inspectors, shipping commissioners, deputy shipping commissioners, and the Board of Supervising Inspectors, boards of local inspectors, the Marine Casualty Investigation Board, and the marine boards were all abolished. An entirely new organization was set up in the Coast Guard.

COAST GUARD MARINE INSPECTION 1942 - 1946

With succession of the Coast Guard to the duties of the Board of Supervising Inspectors and to the duties of the Secretary of Commerce in administering inspection and navigation laws, there were established in the office of the Commandant of the Coast Guard at Headquarters three units:

1. Merchant Marine Inspection Division.
2. Merchant Marine Personnel Division.
3. Merchant Marine Council.

The first handled inspection of vessels generally, the second the licensing and certificating of merchant marine personnel, and the third advised on problems of the merchant marine involving the Coast Guard reviewing proposed merchant marine regulations. The office of local inspector was abolished and each district was given a marine inspection officer who assisted in the direction of vessel inspection, licensing, and certificating, investigation of casualties and other merchant marine regulatory activities. He was also in charge of numbering motorboats and handling violations of the navigation laws.⁽¹⁾

1. For an account of the functioning of Marine Inspection during World War II see "The Coast Guard at War - Marine Inspection - XIII - Volume I."

FIRST NAVAL DISTRICT

NATURE OF THE DISTRICT

The First Naval District, comprising the New England States except Connecticut, includes three ports in which shipping is active in peacetime and wartime; viz: Boston, Massachusetts; Portland, Maine; and Providence, Rhode Island, in the order of importance. Shipping in other smaller ports is minor, except for fishing activity. Accordingly, Marine Inspection units were established at these three localities.

PRE-WAR

Prior to 30 June, 1932, the functions of this division were carried out by the Bureau of Marine Inspection and Navigation, and the Steamboat Inspection Service. By Act of 30 June, 1932, these two were consolidated, and became known as the Bureau of Marine Inspection and Navigation. The Director of this Bureau, under direction of the Secretary of Commerce, was given general superintendence of merchant seamen of the United States, as well as that of inspection of material. Marine Inspection continued under this Bureau on a civilian basis, without material change, until after declaration of war. As pre-war shipping activity increased, the work load of the Bureau of Marine Inspection and Navigation grew commensurately.

TRANSFER TO COAST GUARD

By Executive Order No. 9083 of 28 February, 1942, under the First War Powers Act, all functions of the Bureau of Marine Inspection and Navigation, including those exercised by the Director, the Board of Supervising Inspectors, the Supervising Inspectors, and the Local Board, were transferred from the Department of Commerce to the Commandant of the Coast Guard. By Headquarters letters of 1 June, 1942, (CO-020) and 24 June, 1942 (CO-701) the organization of the Marine Inspection Division was established. The Commandant delegated considerable authority and responsibility for the performance of marine inspection functions to the DCGOs and through them to Officers in Charge, Marine Inspection, as subordinates of the DCGOs.

ADMINISTRATIVE

The general administrative organization for all Districts was similar and that of the First Naval District varied in no important particular from the general plan outlined by Headquarters. Initially, the functions of the Division were divided into three distinct categories, (a) Material Inspection Section, (b) Licensing and Certificating Section, and (c) Shipment and Discharge Section. Headquarters letter 222030 May, 1943, directed all DCGOs to establish Hearing Units. Therefore, in addition to (a), (b), and (c), a hearing unit was established in the First Naval District, 31 August, 1943. Officers in Charge of these four units were directly responsible to the Officers in Charge, Marine Inspection, who headed up Marine Inspection Units at the various ports, and these, in turn, were responsible to the Marine Inspection Officer who was a member of the Staff of the DCGO, and directly responsible to him. Routine office work at the various Marine Inspection offices was in charge of a Chief Clerk. Each Marine Inspection Office functioned as a unit, and was administered as a unit. The personnel complement for each office included all performing material inspection, personnel, shipping commissioner (shipment and discharge), and hearing unit functions. This plan of organization was followed at the offices at Boston, Portland and Providence, except that in the smaller offices, more than

one function came under the direct supervision of one officer. At Boston, certificating was done in the office of the shipping commissioner, who was in charge of shipment and discharge.

ADMINISTRATIVE LESSON LEARNED

It is the opinion of the Marine Inspection Officer, LND, that had the Headquarters Organization Manual been strictly adhered to in its entirety, a better and more successful operation of the offices in Boston would have resulted. The Marine Inspection Officer would have been kept in closer contact and would have had much more authority than was finally vested in him at the close of the war. Under such conditions, there would have been less discontent among ship owners and operators in New England, as well as among the licensed and unlicensed personnel. However, the Portland and Providence offices followed the letter of the Manual, and observed scrupulously the authority and jurisdiction of the Marine Inspection Officer, reporting to him all the incidents and cases.

NO TERMINATION OF THIS ACTIVITY

Due to the nature of the Marine Inspection Office, no termination of this activity has occurred.

After VJ-day, the work of these units steadily increased due to the return of troops through the Port of Boston, together with the resumption of the operation of freight and passenger vessels by Steamship Operators. Transfer from the Department of Commerce to the Coast Guard was for "duration and six months." This was made permanent under the President's Reorganization Plan III which became effective July 16, 1946.

EACH FUNCTION TREATED SEPARATELY

Because each of the functions of Marine Inspection is distinct from the others, the subjects are treated

separately as follows:

Section I	Material Inspection
Section II	Licensing and Certificating
Section III	Shipment and Discharge
Section IV	Hearing Unit

Experience of the Portland and Providence offices was similar to that of the Boston Office except for the difference in the Hearing Unit at Providence mentioned in Section IV.

PERSONNEL CHART

A chart showing the personnel and organization of the Marine Inspection Office

(Boston) is presented on the following page. This was the personnel as of 31 May, 1945.

SECTION I

MATERIAL INSPECTION

PRE-WAR STATUS

An Act of Congress established the Steamboat Inspection Service in 1838.

Various subsequent acts were passed expanding, limiting, revising and other amending the original organization and functions. This developed into the Bureau of Marine Inspection and Navigation, with headquarters at Washington, D. C. The head of the Bureau was known as the Director, who was assisted by a staff of technicians and traveling inspectors. Before hostilities, this activity was separate from the Coast Guard, so that there was no pre-war Coast Guard history in Marine Inspection.

PRE-WAR ORGANIZATION

Boston was the headquarters of one of the Seven Inspection Districts into which the United States was divided. The Boston district operated under the direction of a Supervising Inspector, and was further divided into local districts headed by a local board of two inspectors, Hull and Boiler. The various Supervising Inspectors formed a Board which convened at Headquarters annually and at other times when called by the Director. At these meetings, the "Rules and Regulations" were drawn and amended from time to time, within the limits imposed by statute. In addition, each Supervising Inspector was responsible for close attention to the operation of his local boards for promotion of proper and uniform dispatch of business within his district.

TRANSFER TO COAST GUARD

By Executive Order No. 9083, under the authority of the First War Powers Act, the Bureau of Marine Inspection and Navigation was transferred from the Department of Commerce to the Coast Guard on 28 February, 1942. The assumption of this responsibility came during a period of enormous expansion of the Coast Guard's regular and wartime activities, and was an additional burden on an already heavily taxed organization. At Boston, the Local Board of Inspectors and a staff of seven assistant hull inspectors, seven assistant boiler inspectors, and eight clerks constituted the force at this time handling inspections from southern New Hampshire and Vermont to the Connecticut border, exclusive of southeastern Massachusetts west of the eastern shore of Buzzards Bay. Initial communications from Coast Guard Headquarters in the name of the Commandant were, in effect, instructions to carry on as before, but re-vamping office hours to conform with established hours of the Coast Guard.

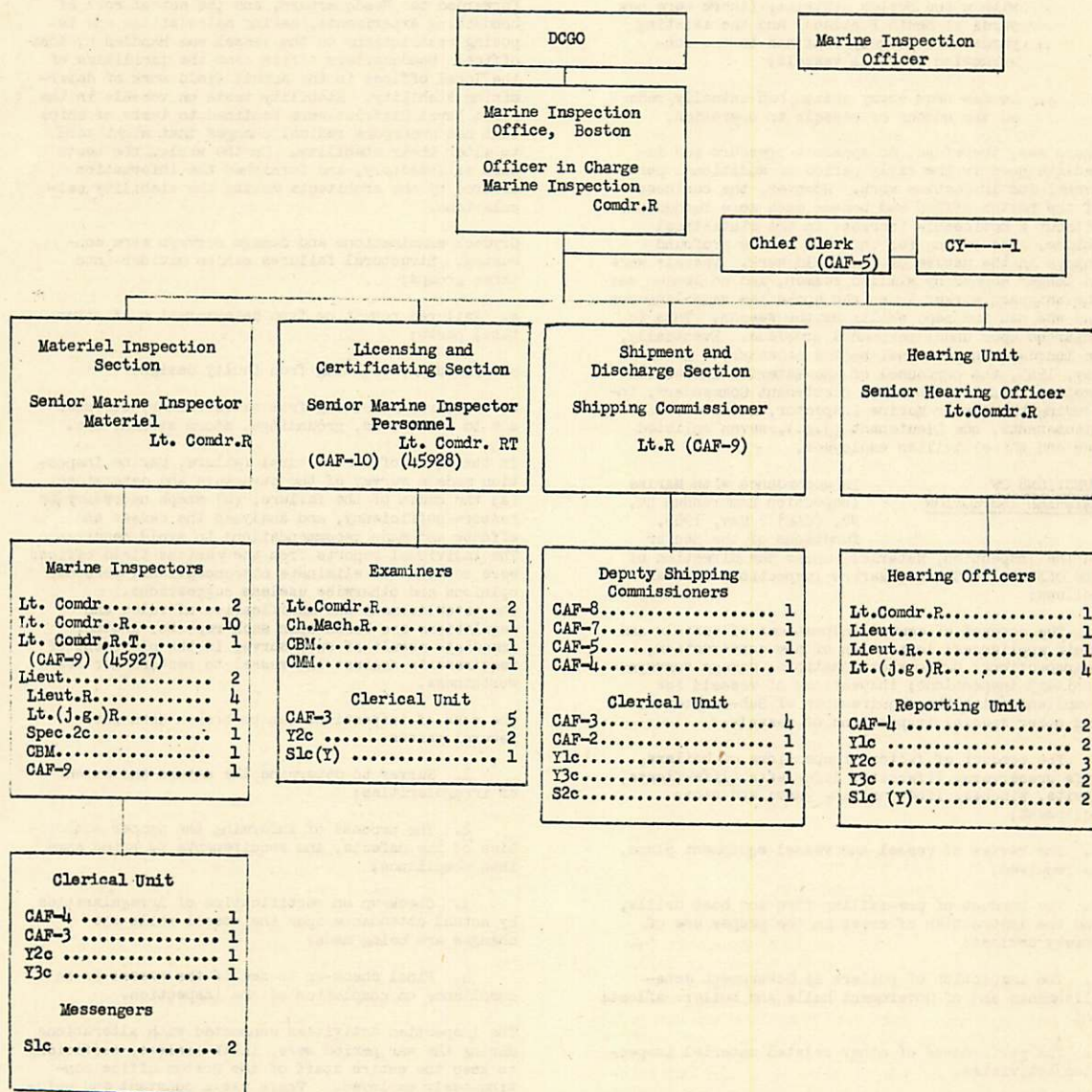
PERIOD OF TRANSITION

In most of its basic laws governing Marine Inspection, Congress charged the Board of Supervising Inspectors with the responsibility for drafting Rules in line with the principles of the law. Nearly all of the administration of the Inspection Laws and Rules lay in the hands of the local boards, members of which, with their assistants, performed the actual inspections and carried out edicts of law. Business in the field in which Headquarters was involved, cleared through the local boards, which issued Certificates of Inspection to vessels. Business with the local boards and with Headquarters was cleared through the Supervising Inspector. The chain of appeals from the decisions of the local boards passed to the Supervisors, to the Director, thence to the Secretary of Commerce.

The Coast Guard, upon taking over this activity, abolished the local board in Boston. Instead, it appointed a single Officer in Charge of Marine Inspection, in order to fit this new function into the existing and constantly expanding regular and wartime activities. Assistants to this officer were also appointed. The chain of command was through the Officer in Charge directly to DCGO. The Supervising Inspector's office was abolished. The former Supervising Inspector was assigned to the Staff of the DCGO as Marine Inspection Officer, and he assisted the DCGO in matters pertaining to Marine Inspection. The change-over process was graduated so as not to disrupt operations which, in themselves, had become complicated by the extraordinary wartime activity of merchant shipping. An outline of the ultimate organization is given in the introduction.

EXPANSION OF THE ACTIVITY

The expansion of the Merchant Marine did not become apparent in the inspection records of the Coast Guard



in the Port of Boston until about a year after the beginning of hostilities, and nine months after transfer to the Coast Guard. This was due to four principal factors:

1. The shipbuilding program did not reach an appreciable production stage until then;
2. The Port of Boston's facilities for shipping were rather limited until the Army Base had been expanded and until Army yards were in mass production with their output in motion toward the seaboard;
3. No new shipbuilding yards were established within the Boston district, (there were new yards at South Portland) and the existing yards were largely confined to the construction of Naval vessels;
4. Losses from enemy action had actually reduced the number of vessels in operation.

There was, therefore, no apparent pressure and immediate need in the early period of additional personnel for inspection work. However, the business of the Boston office had become much more burdensome without a noticeable increase in the statistical volume. The reason for this lay in the profound change in the nature of the field work. Vessels were no longer manned by skilled seamen, and no longer was the shipyard worker a man who spoke the same language and who had the same skills as the seaman. This is enlarged upon under personnel problems. Eventually, an increase in personnel became necessary. As of 31 May, 1945, the personnel of the Materiel Inspection Section comprised fourteen Lieutenant Commanders, including the Senior Marine Inspector, Materiel, six Lieutenants, one Lieutenant (j.g.), seven enlisted men and three civilian employees.

FUNCTIONS OF MATERIEL INSPECTION

In accordance with Marine Inspection Memorandum No. 92, (CAMI) 7 May, 1945, functions of the Senior

Marine Inspection, Materiel, under the direction of the Officer in Charge, Marine Inspection, were as follows:

- a. The conduct of annual inspections of vessels and their appliances; inspection of new construction; reinspections; drydock examinations; damage surveys; sanitary inspections; inspections of vessels for compliance with the requirements of Sub-Chapter "Q" and other special inspections of vessels;
- b. The conduct of factory inspections of boilers, life preservers, lifeboats, life-rafts, life-floats, davits, winches, line-carrying guns; and other equipment;
- c. The review of vessel and vessel equipment plans, as required;
- d. The conduct of pre-sailing fire and boat drills, and the instruction of crews in the proper use of safety devices;
- e. The inspection of boilers at Government establishments and of Government hulls and boilers afloat; and
- f. The performance of other related materiel inspection activities.

INSPECTIONS OF VESSELS

The annual inspection of vessels coincident with their certification was

held throughout the war period. These inspections were largely routine, without special accomplishments or unusual circumstances. The Boston office had no experience with new construction during the war period, due to the fact that the existing building yards in the Boston district were given over almost entirely to Naval construction. However, new construction was of concern to the Portland office. The function of the Boston office in inspections of vessels with respect to stability, is outlined in the regulations and consisted chiefly of inquiring into and observing vessels to uncover causes of doubtful or definite instability. In such event, inspections designed to furnish Coast Guard Headquarters with all pertinent data were undertaken. The information was forwarded to Headquarters, and the actual work of conducting experiments, making calculations and imposing restrictions on the vessel was handled by that office. Headquarters office used the facilities of the local offices in the actual field work of determining stability. Stability tests on vessels in the First Naval District were confined to tests of ships that had undergone radical changes that might tend to alter their stability. On the whole, the tests were satisfactory, and furnished the information desired by the architects making the stability calculations.

Drydock examinations and damage surveys were conducted. Structural failures can be divided into three groups;

- a. Failures resulting from deterioration of structural parts;
- b. Failures resulting from faulty design;
- c. Failures resulting from extraordinary stresses due to collisions, groundings, storm strain, etc.

In the event of a structural failure, Marine Inspection made a survey of the structure and determined (a) the cause of the failure, (b) steps necessary to restore sufficiency, and analyzed the causes and effects and made recommendations to avoid recurrence. The individual reports from the various field offices were screened to eliminate misconceptions, personal opinions and otherwise useless suggestions. The establishment and modification of rules and regulations are based upon such reports. Another immediate result of such survey is the placement of requirements against the vessel to restore her seaworthiness.

The work of inspections can be broken down into several phases:

1. Survey to determine the nature and extent of irregularities;
2. The process of informing the proper authorities of the defects, and requirements to bring same into compliance;
3. Check-up on rectification of irregularities by actual attendance upon the vessel while the changes are being made;
4. Final check-up to see if the vessel is in compliance on completion of the inspection.

The inspection activities connected with alterations during the war period were, in themselves, sufficient to keep the entire staff of the Boston office continuously employed. There was a constant and uninterrupted flow of alterations. The existing vessels in the Merchant Marine had been built from specifications that were primarily intended to cover com-

mercial operation in peacetime. There was a lack of precedent in the particular requirements for operation of these vessels during wartime. The result was that alterations were made in accordance with known requirements, only to be re-altered at a later date in the light of subsequent developments. Lack of skilled workmen complicated this operation.

Inspections were conducted involving items of fire control, fire proofing and fire-fighting equipment. Such inspections were both of a routine and special nature. The routine inspections consisted of a check against the requirements set forth in the vessel's Inspection Certificate and standard regulatory requirements. Special circumstances involved surveys and decisions under unusual circumstances, such as conversions of ordinary merchant vessels to troop carriers. The chief difficulties encountered in this type of work were trying to fit the standard regulation into the new picture. There was a surprising lack of interest on the part of ship personnel in many cases. This personnel apparently had the idea that the functions of the Inspection service was to install, service, maintain and operate this equipment, whereas, its actual function was to exercise a sort of supervisory and police activity. There appears to be a very strict limit to the amount of substitution and variation from established practice that can be successfully undertaken. New and untried devices and equipment had a habit of developing many difficulties after having been put in service.

Vessels built, or owned, or operated by the Government were operated under a special commission set up like a private corporation, and their property was subject to all the laws and regulations of both the civil and military authorities, as though privately owned. Vessels whose titles are vested in the United States and are operated in public service are exempt from Marine Inspection rules. Hence, Army vessels including transports are within this group. Thus, certain relaxations of the safety rules were undertaken, in degrees varying with locations, and with no uniformity. The War Department used Marine Inspection as an outside authority in the supervision of their vessels. This lack of uniformity complicated inspections, at one locality and then another.

The method of enforcing the laws and rules is confined to (a) invoking of monetary penalties in which the office exercises the function of complainant, the actual invocation being made by the Federal Courts or the Collector of Customs, (b) the withholding or withdrawal of Certificates of Inspection, without which the vessel cannot operate legally and will not be granted clearance by the Collector.

CERTIFICATES OF INSPECTION

Delivery of a Certificate of Inspection is the last step in the process of inspection, and is an acknowledgment by the Coast Guard that the subject vessel is in full compliance with the laws, rules, and regulations. Sea trials of the vessel precede the issuance, if circumstances require it. The certificate is delivered to the master of the vessel, and copies to the Collector of the Port, the owners of the vessel, and Coast Guard Headquarters as a central depository. The issuance of these certificates was an important function of the Material Inspection offices of the First Naval District, but it was, in itself, routine and without special incidents of note.

LOAD LINE CERTIFICATES

The issuance of Load Line Certificates is an ordinary function of Marine Inspection. This, also, was carried out very much as a matter of routine in the

First Naval District, without special incident. The office of Material Inspection determined by means of inspections that there were no violations of the regulations before issuance of certificates.

VESSEL BOILER INSPECTION

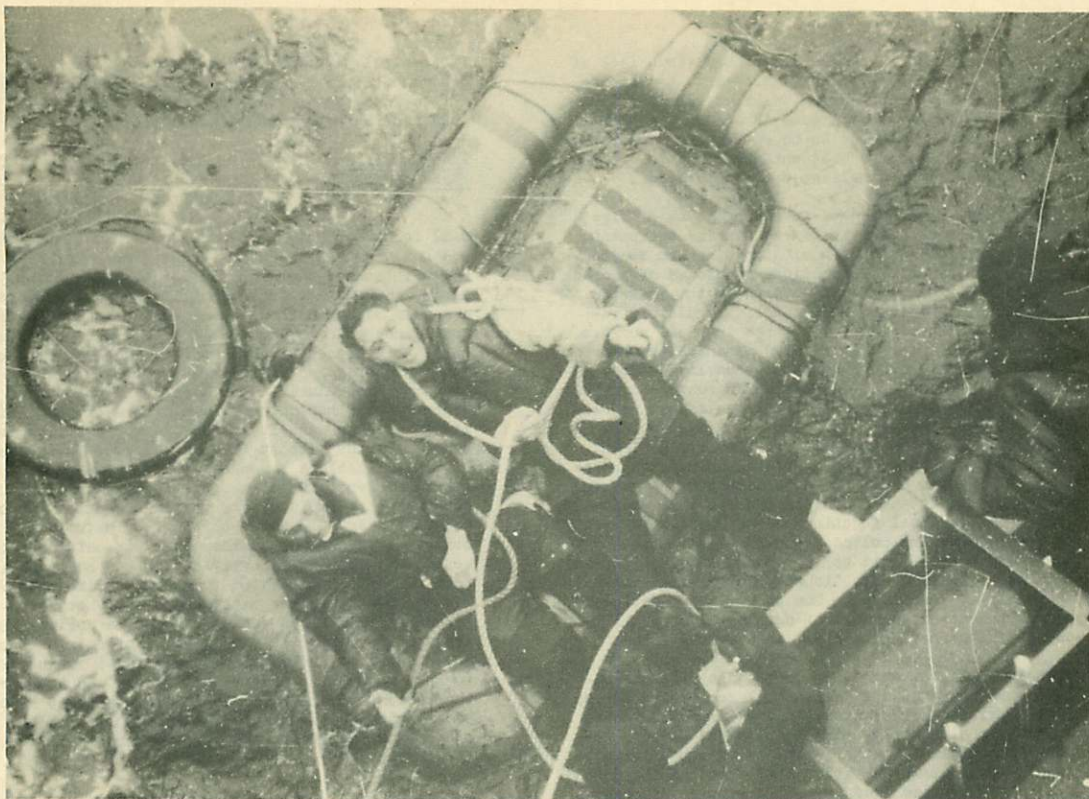
The inspection of boilers is probably the most important single item of inspection. Regulations call for an annual hydrostatic pressure test, usually one and one-half times the working pressure of the boiler. In addition, the boiler is examined on the inside and outside including fire and water sides in a manner designed to disclose any and all defects. Compliance with the code is a "must" and no certificates were issued without such compliance. The operating engineers of a vessel are required by law to report any irregularities in their boilers noticed between annual inspections. The system of inspections is designed to make it impossible for a boiler to become dangerous without the knowledge of Marine Inspection. All boilers are passed on the presumption that the sufficiency is not a matter of days but will cover with an ample safety margin operation for one calendar year. Whenever a report of defect in a boiler was received, an inspector was detailed to the vessel and continued certification was made contingent upon rectification of the trouble. Unfired pressure vessels are a similar hazard, but somewhat less hazardous than fired vessels, such as a boiler. Boiler inspections were made annually, or oftener as necessary. During wartime, inexperienced personnel often failed to make reports of faulty conditions, and it became the custom of Marine Inspection in the First Naval District to board vessels without application by the owners and look for trouble rather than wait for it to be reported.

SHORE BOILER INSPECTION

Federal buildings and such, usually contain certain hazardous machinery. Private buildings are insured and company inspectors attend to inspection. Federal buildings are not covered by underwriters, and hence the Government has found it desirable to use the facilities of Marine Inspection because the operating personnel for such machinery are not always skilled in judging the nature and degree of the hazards involved. Marine Inspection cooperated in providing this service. Annual inspections were conducted at the various Federal institutions and buildings, and reports were made to the agencies in control of the particular property. There is no statutory, or other, means of enforcing the requirements in such cases, and this is an important weakness in this activity.

DRILLS

The peacetime policy of Marine Inspection regarding fire and boat drills is to educate the personnel in the Merchant Marine in drilling methods so that uniformity with its benefits would result throughout the Merchant Marine. Thus, at regular annual inspections log books and records of the vessels are checked to determine if the law has been complied with. As a matter of test and method of instruction it is a standard requirement to have the vessel conduct fire and boat drills in the presence of the inspector before issuance of certificate. This uncovered operational or equipment defects and faulty methods. With the advent of war the extraordinary number of cases involving abandoning ship raised this particular phase of the inspection work in the First Naval District to one of utmost importance, and the policy of the Coast Guard was altered in accordance with wartime requirements. Every vessel that made the major ports of the District was boarded at some time if at all possible, and part of the check-up was the fire and boat drill. These were all held under conditions and using methods



BATTERED BY NORTH ATLANTIC STORMS
AND HAUNTED BY THE HORROR THAT THEY WOULD NOT BE FOUND
TWO SURVIVORS OF A TORPEDOED U. S. TROOP TRANSPORT
ARE RESCUED BY A U. S. COAST GUARD COMBAT CUTTER



ROPES THAT MEANT SAFETY DROP TO HALF-FROZEN, EXHAUSTED SURVIVORS
OF A TORPEDOED U. S. TROOP TRANSPORT IN THE NORTH ATLANTIC
FROM THE COAST GUARD COMBAT CUTTER BIBB

simulating actual abandonment. In addition, crews were lectured on hazards coincident with the handling of boats and fire-fighting equipment as a further educational function. There were very few vessels that sailed without having had a supervised drill. During the war period, there was a probable average of 50 drills a month held at Boston, the number each month actually varying between 15 and 100.

MOTORBOAT REGULATIONS

Motorboat regulations were enforced by the Marine Inspection office only in cases of inspected motorboats. The restrictions on such vessels were such as to practically eliminate this work. The examiner for personnel issued any necessary licenses to motorboat operators. Numbering of undocumented vessels was handled by the Motorboat Division of Marine Inspection.

EARLY PROBLEMS

When the Coast Guard assumed Marine Inspection, the extraordinary hazards to life and property at sea, incidental to operations in the war zones, were without parallel and had no real counterpart even in World War I. The advent of aircraft and greatly increased efficiency in submarine operations in the raiding of merchant shipping superimposed upon an already complex system of safeguards, an urgent necessity for additional safeguards. The local office of Marine Inspection at Boston received from Headquarters a resume of experiences and amendments to the rules almost daily. Headquarters, in turn, solicited reports and suggestions from the local offices. A great deal of time was spent in interviewing survivors of sinkings, and in the preparation and forwarding to Headquarters of reports concerning these interviews. The necessity for corrective and defensive measures was starkly apparent in the appalling casualty figures, but the remedies were a problem to be solved only by careful consideration of the hazards and a costly and time-consuming process of proposal by trial and error.

Data on casualty experiences had to be gathered and reported to form a basis for analysis and correction. The Boston office was in almost daily receipt of advice and directives, and new regulations emanating from Headquarters as a result of the study of these reports. These regulations had to be put into immediate effect without benefit of time for study, discussion, and advertising to the industry. In time, the number of special regulations designed as antidote to the war hazards approached, if not equalled, the existing safeguards against the ordinary hazards of the sea.

PROBLEMS OF PERSONNEL

Skilled seamen no longer manned the Merchant vessels. Shipyard workers were men to whom ships were unfamiliar. An entirely new complement of workmen and seamen had moved in as a result of wartime pressure. The number of available experienced seamen had been whittled down by losses at sea, the demands of armed sea-going services, the reluctance of some to go to sea, and by other obscure causes. The activity of the shipyards had so increased that the former workmen formed only a skeleton framework upon which the expanded organization hung. Consequently, the Field Inspector could no longer continue in his former capacity of abstract supervisor, the bulk of whose work consisted in probing and rectifying the occasional and technical divisions and omissions from proper and lawful ship construction and operation. He found it necessary to enter into every detail and particular of these practices and to constantly check on method and progress, quality and sufficiency. Not only did

he cite the requirement of Rule or Law, and pass upon it after compliance, but also the method and manner of compliance had to be constantly checked and directed if enormous waste of time and material through mistakes were to be avoided.

The personnel problem became more acute as time wore on. The visible supply of labor was diminished by induction of many skilled hands into the armed forces. Everyone seemed a novice at his work. Good mechanics became foremen, foremen became superintendents, and the latter moved into management. Each in turn had to learn his business from a new viewpoint. Volume of work increased as more ships were placed in operation, and maintenance, repair and conversion operations rivaled new construction in scope. This delayed and complicated expedition of the work of inspectors.

With war supplies and troops moving in volume to the war theaters, Boston became second port. All available piers were worked to capacity, including the enormously expanded Army Base Port of Embarkation. Tonnage moving in and out of Boston reached unprecedented volume. The ship personnel situation was very serious. Not only were skilled and experienced seamen practically non-existent, but those who were in service shifted from ship to shore, and ship to ship, so frequently that the all-important asset of familiarity of seamen with their own particular ships never developed in fact. The figures representing casualties and irregularities attributable directly to lack of skill kept mounting. All this served as an additional burden on Marine Inspection and developed into a nightmare for management in the industry. The work of Marine Inspection gradually overlapped the function of management. This trend was not only welcomed by management but even solicited in some cases. Several directives from Headquarters were received in the Boston district authorizing and urging this cooperative attitude.

War necessity required additional personnel in the ships, additional means of signaling and communication, and special instructions in lighting of the vessel to conform with blackout requirements. In most cases, this called for wiring and electrical equipment which, in itself, constituted a load comparable to the regular and ordinary electrical system. The work undertaken by Marine Inspection in connection with these alterations was equal in volume to the ordinary work connected with the installation of the regular system. It was further complicated by the lack of skilled workmen with the general over-all knowledge of requirements in the industry. A further difficulty was the numerous changes that were made by authorities as the experience gathered from war activities increased.

PROBLEM IN DRILLS

A personnel problem relating to fire and lifeboat drills was serious. As a whole, the crews of vessels regarded the drills as a necessary nuisance. Considerable effort was entailed in convincing the men of their importance. The chief difficulty in conducting these drills lay in choosing a time when the crew was on board the ship, and the boats, decks, and ships' side clear so that boat launching operations could be conducted. The use of barges for the loading of heavy-lift cargoes, the practice of fueling ships lying at their loading berths, and of berthing ships alongside each other all reduced the number of days available for drilling. Not the least of the difficulties was the lack of sufficient crew on board. This lack of crew can be laid to several causes — men on leave, unfilled berths, press of ship's work, and deliberate evasion by members of the crew.

PROBLEM IN MATERIALS

There was a problem of materials and the necessity for substitutions and make-shift design. Obviously, numerous mistakes and misconceptions were unavoidable under such circumstances. Not the least of the trouble in keeping shipping in operation stemmed from the multiplication of control. A Marine Inspector's business was formerly confined to contact with the vessels' owners or official personnel. He now had an owner to deal with in the form of the War Shipping Administration represented by a managing operator as well as a regional office. Superimposed on this was an indirect interest involving the U. S. Navy, charged with defense, and in most cases the charterer in the form of the U. S. Army, not to mention contractors and sub-contractors. It was often difficult to determine where jurisdiction of one began and the other left off.

Obviously regulations promulgated with the haste dictated by war necessity were designed to cover average conditions, while the inevitable exceptions were left without precedent for uniform disposal. Hence, the inspector in the field was often "on his own" for decision in these cases. Not less obvious was a resultant diversity of ruling by individual inspectors scattered throughout the country. This led to criticism of the Coast Guard, much of which was without foundation, but served to increase the pressure on individual inspectors as well as the supervising officers with a resulting over-all tension. It can be assumed that such handicaps were of a transitory nature, and were corrected by the accumulation of skill and familiarity with the problems by personnel. Also, industry was getting into high gear on production of material. There was a distinct improvement in the supply of material, and by 1944 it ceased to be a major source of trouble.

PROBLEM IN BOILER AND APPURTENANCE

Annual inspections of boilers and vessel equipment were insufficient under the stress of war use, and many interim inspections were necessary. During wartime the personnel of ships were somewhat inexperienced and did not always understand their duties and responsibilities to Marine Inspection. Hence, numerous instances of faulty conditions were discovered without benefit of a report by the ship's personnel. In line with this development, the policy of Marine Inspection was altered somewhat, in that inspectors boarded vessels without application by the owners, operators, or crew to discover faulty conditions that might not have been reported.

SPECIAL PROBLEM WITH ARMY VESSELS AND TROOP SHIPS

Special problems of functional jurisdiction and practice arose in the case of vessels carrying troops. There were no laws or regulations applicable to such ships. Some privately owned vessels were operated for Army account, others were operated by the Army. Some were owned and operated directly by the War Department. But they were all engaged in transportation of troops to the war zones, and the primary consideration was the transport of as large a number of men as compatible with reasonable safety. Clearly, the safety standards of regular passenger ships had to be altered in these cases. With no clearcut basis to work on, the Boston inspection district established liaison with Army Transport officials, and a set of working rules was arbitrarily set up and practiced. It is to the credit of both the Coast Guard and Army that an enviable spirit of cooperation existed between these two services from the start, and a continuance of the same spirit prevailed throughout the trying period from 1942 to 1945.

When Marine Inspection had a legal obligation to modify practices in the operation, alteration, or building of vessels carrying troops, the task was undertaken with full knowledge of the special problems and needs of the military; likewise, the Army in Boston made every effort within its power to comply with the requirements of Marine Inspection.

Where Marine Inspection had no legal jurisdiction over Army vessels, it acted in the capacity of adviser to Army Transport officials. This advice was solicited and received by these officials in the same manner and spirit that it was tendered by the Coast Guard, and after considering the special nature of the Army operations, the Army vessels were as close to meeting the Coast Guard standards as was possible and still carry on their business. Where a marked discrepancy existed, it could usually be attributed to circumstances beyond the control of either service. It was rarely ever possible to fit exactly the right type of vessel to the right transportation job.

LESSONS LEARNED

A definite lesson was learned as a result of inspections of fire control, fire proofing, fire fighting, and certain other items of equipment. There is a very strict limit to the amount of substitution and variation from established practice that can be successfully undertaken. The terrific depreciation imposed upon equipment by the elements, with which a vessel is in constant contact, calls for only the best of materials and designs, -- those which have proven themselves satisfactory over a long period of years. New and untried devices and equipment developed many difficulties after having been put in service. Liberal relaxation of the rules, while often seemingly necessary under press of war necessity, was a mistake from the practical standpoint of vessel operation. Relaxations expedited the operation of vessels, but it was found later that it were better to have adhered to the rule and rote in the first place, as subsequent delays and troubles were the normal reaction to relaxations, and there was no net gain in the final analysis.

Skillfulness on the part of ship personnel in life-saving operations is of paramount importance. This should be recognized by every party in interest in the operation of ships in wartime. Life-saving definitely should be given a place in the schedule of the vessel equal in status to that of other operations such as fueling, loading, berthing, sailing and discharging. As a result of required drills conducted by Marine Inspection in the First Naval District, it was learned that the lack of knowledge and skill by the crews of vessels, including the officers in many cases, was abysmal. Marine Inspection found itself, in numerous instances, trying to fit its efforts to indoctrinate personnel into a schedule that gave this function a place of minor importance. It is believed that the efforts of the Coast Guard in this respect can best be directed toward training the officers of ships so that they, in turn, can train the rest of the crew along the same lines.

The Boston office of Marine Inspection had virtually no activity relating to blueprints of new vessels submitted for review and examination, because most construction within its jurisdiction was of naval craft. There was much construction of merchant vessels at Portland. As a result of war urgency, it was not possible to consume the usual time required in the preparation, review and criticism of plans, for the need for speedup was desperate. Many plans were never completed and finally approved before completion of the vessel. Many alterations were made by "eye" where plans were drawn from the finished structure

for purposes of record and information. There was an attempt to reduce difficulties to a minimum by constant attendance on vessels undergoing construction or repair and where formal and routine approval was required, in order to anticipate criticism of the reviewing authorities and approve the immediate set-up on the inspector's own responsibility. This was done to expedite work, and there appeared no other way. All were cognizant of the necessity for by-passing regular channels. There appears to be no way to circumvent the delays entailed by requirement of governmental supervision except by relaxing methods to suit the times. It was learned that, especially under these conditions, the importance of qualified personnel could not be over-stressed. Spot judgment necessarily had to replace established regulatory supervision.

Vessels owned by the United States and operated in public service are exempt from the inspection rules. Hence, Army vessels (transports) are included in this group. The War Department has seen fit to use the facilities of Marine Inspection as an outside authority for supervision of their vessels. Because regulations were designed primarily for the operation of privately owned merchant shipping, they did not fit into War Department requirements in wartime. The principles of policing merchant vessels in time of peace are entirely different from those of policing an Army Transport in time of war. In peace, the rule for merchant shipping is "Safety First." Since the hazard of operating in the face of the enemy in wartime was infinitely greater than any hazard during peacetime, the slogan "Safety First" went by the board. Relaxation was necessary, but there was nothing officially definite about its degree. Since it was a matter of judgment, and the judgment was exercised by upwards of a thousand individuals throughout Marine Inspection field offices, uniformity was impossible. When the war was about over, in May, 1945, there was an attempt to establish definite uniform regulations, but no adequate code was ever forthcoming. As a result of wartime experience in this regard, it would appear that a special set of uniform regulations applicable to vessels on military missions should be established, and that such regulations should always exist, at least in draft form, to be ready for immediate execution in the event of emergency.

The Marine Inspection activity in the First Naval District was complicated by transfer of competent, long-experienced inspectors to other duty. Replacement with inexperienced personnel whose official contacts with masters having life-long experience at sea brought about some embarrassing situations. One lesson learned in this connection is that it would be far better, for the efficient and smooth operation of this function, if experienced inspectors and other personnel were allowed to remain in their primary assignments.

RECOMMENDATION

The tendency over the past ten or fifteen years has been to make the structure of Marine Inspection grow comprehensive and elaborate. This is in no small measure due to the pressure of public opinion resulting from wide publicity given certain comparatively recent disasters. It is possible that the structure has become more elaborate than is necessary, and has reached the point where the functions of Marine Inspection are beginning to become somewhat handicapped by ponderous and complicated procedure. Careful examination of any proposed reorganization with the purpose of simplifying procedure and reducing the chain of responsibility to that bare minimum which will promote uniformity, might well result in salutary benefits to the service.

ACHIEVEMENTS OF MATERIEL INSPECTION

Materiel Inspection was, of necessity, largely a matter of routine duty. As such, there were no outstandingly spectacular achievements. The principal achievement of the activity was the complete coverage of its assigned duties under the stress of war conditions in the second part of the United States, despite a succession of problems as already indicated. Materiel Inspection is the only Governmental agency directly and comprehensively concerned with the safety of life at sea that is at the same time empowered by law and has the facilities for enforcement.

SECTION II

LICENSING AND CERTIFICATING

PRE-WAR SYSTEM

The Licensing Unit issued seaman certificates from its inauguration in 1915 until September, 1942. Examinations for certificates as able seamen, qualified members of the Engine Department, and tankermen, were conducted by the Licensing Unit, and this continued throughout the war period. There was no change of consequence in this Unit's activity with the advent of war except in the great increase in volume of examinations and licenses, and transfer of the activity to the Coast Guard.

CERTIFICATING

In September, 1942, Certifying was assigned to the Shipping Commissioner's Unit, which carried on this work until September, 1945, when the Certifying Unit, as such, was established under the Senior Marine Inspector, (Personnel), Wartime certifying is covered in Section III, Shipment and Discharge, concerning activities of the Shipping Commissioner's Office.

PROCEDURE WITH APPLICANTS

Upon receipt of an application for examination, the application was checked and reviewed by the examining officer, the applicant's discharges were also checked, and the birth or naturalization certificate was examined. If these plus the man's experience were proper, the application was approved. The applicant was then given a physical examination, finger printed, and examined on First Aid. If this was all passed successfully, the written examination was given. The standards and procedures used in passing upon qualifications of applicants are defined under rules and regulations for "Licensing and Certifying of Merchant Marine Personnel," and these were strictly followed. This is uniform in all Districts, and is a matter of routine. Applicants were generally found qualified insofar as sea-time was concerned, about 80% of them having been so qualified.

QUALIFICATIONS LOWERED AS A WAR NECESSITY

Qualifications were lowered as a result of war necessity. Prior to the war a man was required to serve one year on his license before he could raise his license. During the war the term was reduced to six months. For original licenses, there were many changes as to amount and type of experience required. Since the amount of sea service cannot be compensated for by any other means, the result was a generally lower level of competence on each grade of license, and more operational and personnel difficulty in the Merchant Marine.

PROCEDURE WITH EXAMINATIONS

Examination procedures were about uniform in all Districts. Originally, and during the war period, examinations were compiled locally, and conducted daily. The candidate was handed a question along with epitome and nautical

almanac when necessary, he copied the question and wrote his answers, all scrap paper was destroyed, the final result put in the candidate file jacket, and another question was given. The examining officer read the examination, graded it, and on completion approved it if a mark of 70% or better was obtained. The examination was approved by the Officer in Charge, Marine Inspection, before the clerk made out the license. The examiner was free to converse with the candidate during examination on any question and decide if the man really knew the answer. On 1 September, 1945, Headquarters put into effect a new type of professional examination on direction and under control of Headquarters. It has been found that this plan of a centrally controlled examination is a more effective and satisfactory method of handling this phase of licensing.

EXAMINATIONS FOR PILOT LICENSES

Pilot examinations are essentially specialized on local waters and, therefore, the nature of the questions was less generalized and more specific. Many indorsements for extension of pilot route were made on current licenses, on which no figures are available.

PERSONNEL

Examinations were conducted by qualified examining officers who specialized in this work and who held Marine licenses. They were well versed in the rules and regulations covering this procedure, and with the many changes which came with wartime operation. Fortunately, officers assigned to Licensing at Boston were very capable and were retained on this assignment. The activity was virtually free from personnel problems.

PROBLEMS

The Licensing Unit encountered no problems worthy of mention regarding review of applicants, conduct of examinations, issuance of licenses, finance or supply. There was no over-lapping of authority or functions.

ISSUANCE OF LICENSES

During the war the Licensing Unit kept moving the largest group of candidates ever to pass through the Boston office. Between 28 February, 1942, and 14 August, 1945, the following pilot licenses were issued:

	<u>Original</u>	<u>Renewal</u>
First Class Pilot	29	47
Second Class Pilot	1	4

In the fiscal year ending 30 June, 1945, a total of 2352 licenses was issued, of which 536 were original licenses. A total of 76 licenses was refused, of which about 40 were applications for original license. Renewals of licenses totaled 475, and licenses for raise of grade reached 1341. The more numerous classes and grades of license issued during the period 1 July, 1942 - 30 June, 1945:

	<u>Original</u>	<u>Renewal</u>	<u>Total of grade</u>	<u>Total</u>
Master ocean steam and Motor Vessels	2	47	181	230
Chief Mates ocean steam and motor vessels	3	25	451	479
Second Mates ocean steam and motor vessels	25	28	669	722
Third Mates ocean steam and motor vessels	423	33	---	456
Chief Engineers ocean steam vessels	1	332	167	500
First Assistant Engineers ocean steam vessels	5	64	272	341
Second Assistant Engineers ocean steam vessels	41	77	473	591
Third Assistant Engineers ocean steam vessels	439	73	---	512

Total, all licenses for above period -- 5021

ACHIEVEMENT OF LICENSING UNIT

There was no single outstanding achievement of the Licensing Unit, for all of the activity was of routine nature and carried out according to specific rules and regulations. However, with the available personnel, the handling of such a large volume of candidates so expeditiously and smoothly was, in itself, a commendable achievement. Also worthy of notice, was the task of reading and grading the vast number of examinations so that the candidates knew their results within a few minutes after completion of their work.

LESSON LEARNED

In general, this examination system has been in vogue for such an extended period that, with the change of 1 September, 1945, already noted, there appeared to be no need for any radical change. However, it should be emphasized that during wartime requirements for licenses were lowered, and this resulted in a lower level of efficiency among officers and crews of merchant vessels. Results were sometimes unfortunate. Such lowering of qualifications should be definitely avoided in another emergency if at all possible. The solution of this problem deserves a great deal of attention.

NO CURTAILMENT OF THE ACTIVITY

Licensing and Certificating, being a vital activity to both the wartime and peacetime Merchant Marine was continued.

SECTION III

SHIPMENT AND DISCHARGE

PRE-WAR DEVELOPMENT

The Shipping Commissioner's Office functions, and is governed by statutes enacted by Congress as early as 1872, for the shipment and discharge of American seamen and their families.

CONSOLIDATION OF THE SERVICE

By Act of 30 June, 1932, the Bureau of Navigation was consolidated with the Steamboat Inspection Service and in 1936 the consolidated services were known as the Bureau of Marine Inspection and Navigation. The Director, under the direction of the Secretary of Commerce, was given general superintendence of merchant seamen of the United States, so far as seamen were not under existing laws subject to the supervision of any other officer of the Government. The basic legal status of the Shipping Commissioner remained as promulgated by Navigation Laws and Statutes.

CERTIFICATES OF IDENTIFICATION AND CONTINUOUS DISCHARGE BOOKS

The Act of 25 June, 1936, (Public Law No. 908, 74th Congress) Sec. 2, and the Act of 24 March, 1937, Sec. (b) designated the Shipping Commissioner to issue Certificates of Identification and Continuous Discharge Books to seamen. The law prescribed that an American Merchant Seaman shall exhibit to the Shipping Commissioner, at the time he signs on the shipping articles, his proper identification, and the rating for which he is qualified to serve on board the vessel. These documents have a control number and that number is noted on the shipping articles.

WARTIME DEVELOPMENT AND ESTABLISHMENT

On 28 February, 1942, by Executive Order No. 9083, the functions and personnel of the Bureau of Marine Inspection and Navigation were transferred to the United States Coast Guard for the duration of World War II and six months thereafter. At that time, the Shipping Commissioner's Office for the Port of Boston was staffed with experienced civilian personnel trained in procedure and in the interpretation and adjudication of the governing the functions of the office.

PERSONNEL

On transfer to the Coast Guard, the Shipping Commissioner was the only member of the staff to accept a Commission, it being not mandatory that the Shipping Commissioner or his deputies accept militarization. A Shipping Commissioner is appointed in accordance with Navigation Statutes but was designated Senior Merchant Marine Inspector (Personnel) for purposes of issuing seamen's certificates of service in conjunction with seamen's certificates of identification and continuous discharge books. In July, 1942, the Shipping Commissioner at Boston was taken ill, and his duties were assumed by the Chief Deputy Commissioner who, due to long experience, was capable of taking over the duties and responsibilities of the Office. In October, 1942, the former Shipping Commissioner died and the Chief Deputy was appointed Shipping Commissioner. With the creation of the War Shipping Administration, two deputy shipping commissioners attached to the office were transferred to that organization, leaving three experienced deputies to organize and meet the demands of a work load which had grown to huge proportions due to the war. The staff, therefore, was inadequate to handle the volume of work. Both military and civil service employees were attached. As the

civilian personnel were not subject to the military rotation, it was much more expedient to retain the civilian personnel.

Prewar policy had been to train clerks in the Shipping Commissioner's Office in all phases of duties and functions of the office, allowing time for the study of, and application and interpretation of, the Navigation Statutes. The Clerk acquired the ability to adjudicate, and the experience to apply the statutes. The Chief Deputy (Civilian), in her supervisory capacity, trained all personnel attached to the Shipping Commissioner's Office. No regular school was set up at this port. To meet the demands of the work-load, military personnel were added to the complement. The work was dissevered, and sections were set up to expedite the movement of vessels, certification of seamen, and disposition of ship's data. Filing records were expanded and a stenographic section established. To guard against the stoppage of functions of any section due to absenteeism, the personnel were trained to be fluid and capable of carrying on the work of an absentee.

FUNCTIONS OF THE ACTIVITY

In order that no advantage may be taken of a seaman and that he may understand his responsibilities, his contract of employment (The Shipping Articles) is supervised by the Shipping Commissioner or Deputy Shipping Commissioner. Where unusual provisions are to be incorporated in the contract, because of the nature of the voyage or the cargo carried, such provisions are explained to the members of the crew by the Shipping Commissioner at the time the seamen sign the contract for the voyage.

SHIPPING ARTICLES

The particulars of engagement are completed on the Shipping Articles. A seaman is allowed by law to allot a portion of wages he may earn to relatives set forth in the statute. The Deputy approves the allotment and must exercise care that the proper amount is allotted. A Certificate of Shipment signed and sealed with the official seal of the Shipping Commissioner is attached to the Shipping Articles. Two sets of the agreement are left with the Master of the vessel, and one set is held for the Shipping Commissioner's files, from which a copy is made for Headquarters where data is posted to the seaman's jacket.

OFFICIAL LOG BOOK

At the termination of the voyage, the Shipping Commissioner reviews the entries made by the Master in the Official Log Book, and adjudicates such claims as are presented to him by members of the crew or the Master. Entry of every offense committed by any member of the crew for which it is intended to prosecute, or to enforce a forfeiture must be made by the Master. Entries calling for the forfeiture of wages and effects must be carefully scrutinized to decide whether the offense had been properly entered and brought within the statute. The Shipping Commissioner or Deputy reads the entry in the Log Book — obtains the facts from the Master and seaman, and adjudicates the case. The decisions of the Shipping Commissioner or Deputy is final. If the entry and facts as ascertained by the Commissioner sustain the Master's charge, the forfeiture or logging as to infractions of the law are sustained by the Commissioner. If the Commissioner is satisfied that the entry is incorrect or the logging excessive, the logging is not sustained and an adjustment of the fines deducted from the seaman's wages is made. The Commissioner completed the particulars of release, obtains the seaman's signature to the shipping articles and issues a certificate of discharge to the seaman. The Commissioner issues a Certificate of

Compliance with the laws to the Master, and the contract for the voyage is closed.

CERTIFICATING

During the war, from September, 1942 to September, 1945, all certificating of unlicensed seamen was accomplished in the Shipping Commissioner's Office and files and records maintained. Applications for documents were received and passed upon by the Shipping Commissioner or Chief Deputy for Certificate of Identification, Continuous Discharge Books, Certificates of Service, and raise in grade. Affidavits and fees for duplicate documents were handled by this office, as were applications for Staff Officers who were interviewed and passed upon. From December, 1936 to September, 1945, the Shipping Commissioner at the Port of Boston received applications for and issued all Certificates of Identification, and Continuous Discharge Books, for the first endorsement. These were completed as to the facts shown in the applicant's records, and the seaman's Certificate of Identification or Continuous Discharge Book number, and the port at which the document was issued, were indicated on the first endorsement and signed by the Shipping Commissioner or Deputy.

NATURE AND SCOPE OF SHIPMENT AND DISCHARGE

The following tabulation shows the work-load in the functions of the Boston Shipping Commissioner's Office for September, 1945, compared with that of September, 1939:

	1939 September	1945 September
Number of seamen discharged	639	4481
Certificates of Discharge		4470
Number of seamen shipped	1221	3165
Number of allotment notes issued		817
Certificates of Identification	275	333
Certificates of Service		270
Indorsements		200
Number of vessels serviced in the office		180
Number of vessels serviced outside		130
Duplicate documents issued	57	47
Certificates of Registry to Staff Officers		13
Continuous Discharge Books issued	19	8
Designation of beneficiary		7
Number of vessels signed on	20	
Number of vessels paid off	19	

MILITARY POLICY OF ROTATION -- A DETRIMENT

The military policy of rotation was found to be a detriment to the functioning of the office because of constant transfer of partially trained personnel. A training period is definitely required by a deputy. The clerical duties shown by the Shipping Articles are only a very minor part of the knowledge of statutes, adjudication of laws, tact and judgment required to keep upon a level keel the Shipping Commissioner's affiliations with Steamship companies and Seamen's Unions, and other Government officials. Many errors were unavoidably made by inexperienced attachees.

RELATIONSHIP WITH OTHER ACTIVITIES

The Shipping Commissioner's Office for the Port of Boston has maintained amicable relations with Unions, and every case brought to the Shipping Commissioner for attention and decision has been settled to the satisfaction of all concerned. The Customs Service, Immigration

Service, War Shipping Administration, Intelligence Service, the several Consulates, and the U. S. Maritime Service received and gave satisfactory cooperation.

RELATION TO U. S. COURT

The jurisdiction of the disposition of wages and effects of deceased and deserting seamen is vested in the United States Court and the District Court for the Port of Boston, for whom the Shipping Commissioner acts as Custodian. The latter receives accounts of wages and personal effects of deceased seamen, and the forfeiture of wages and effects of deserting seamen. The Shipping Commissioner, having read the Official Log Book entry made by the Master, and found it in order, receives from the Master an account of the wages earned, and a check or money order covering the wages due, and reports to the U. S. District Court. In the case of a deceased seaman, the family is advised as to the procedure in obtaining the return of wages and effects deposited with the Court, and in many instances is assisted in executing documents. It is advised as to agencies where relief may be obtained for the many difficulties arising from the loss. Approximately 300 deceased seamen's effects and wages were reported to the U. S. Court at Boston.

The deserting seamen's wages are invariably applied for by the offender, and every effort is made to collect the wages turned in to the Court by the Shipping Commissioner. The Court at Boston has ordered that "upon application of the U. S. Shipping Commissioner for the return of wages of seamen deserters, as to whom the charge of desertion has been withdrawn, (by the Master or Company acting for the Master) the entire sum deposited shall be returned to the U. S. Shipping Commissioner for delivery to the seaman entitled thereto...." There were approximately 150 desertion charges sustained and return made to the District Court -- the number not sustained cannot be estimated without referring to Log Books, some of which are now filed at the National Archives.

PROBLEM PRESENTED BY MERCHANT MARINE HEARING UNIT

The Merchant Marine Hearing Unit was established during World War II and as an added measure of discipline, a seaman was subject to the loss or suspension of his documents for certain offenses, among which was included desertion. Much annoyance and confusion was caused to Steamship Companies, Masters and operators by the conflicting opinions arising between the Marine Hearing Unit and the Shipping Commissioner as to desertion. In many instances, the charge of desertion made by the Master had been sustained by the Shipping Commissioner whose decision is final, and the man's wages deposited with the Court. The seaman then appeared before the Hearing Unit which boarded the vessel, and which cleared the man of the charge of desertion as it affected his seaman's documents. The man then confronted the Shipping Commissioner with a statement made by another Unit of the Coast Guard in which the man was cleared of the charge of desertion, and much embarrassment was caused. The Shipping Commissioner then had to persuade the seaman that he must follow the procedure prescribed by the Court for the return of the wages and effects he has forfeited by his deserting the vessel. The offenses and punishment of a merchant seaman are set forth by statutes enacted by Congress and adjudication is within the jurisdiction of a U. S. Shipping Commissioner and the U. S. District Court. Under a separate statute a seaman may forfeit his seaman's documents for infringement of laws -- however, desertion has been definitely placed within the jurisdiction of a U. S. Shipping Commissioner and, therefore, penalizing a

seaman a second time by another Unit must of necessity create confusion.

ACHIEVEMENTS OF SHIPMENT AND DISCHARGE

The outstanding achievement of the Shipping Commissioner's Office was the expeditious paying off and signing on of crews; the organization of personnel for the issuing of seamen's documents, and assistance rendered the unions and War Shipping Administration by certificating seamen with the minimum of delay. The accomplishments of the tactful adjudication of cases by the Shipping Commissioner or his Deputies were innumerable, and no full records were maintained. As in other functions of Marine Inspection, duties were largely routine requiring expeditious performance.

The following is a summary of the activities of the Shipping Commissioner's Office, Boston, for the fiscal years ending 30 June, 1943, 1944, and 11 months to 31 May, 1945.

	1943	1944	1945
Number of men shipped	6,054	18,229	25,382
Original Seamen's documents issued (Certificates of Identification)	3,539	4,056	2,422
Certificates of discharge issued	6,275	17,646	23,382

A breakdown of the figures for the year 1945 through August shows the following:

	Number of men shipped	Original certificate of Identification	Certificate of discharge
January	3,104	278	2,047
February	2,310	244	2,166
March	2,392	297	2,218
April	2,507	296	1,967
May	1,764	252	2,216
June	2,034	267	2,456
July	1,866	92	1,681
August	2,044	102	3,075

MISTAKES MADE AND LESSONS LEARNED

The early separation of trained personnel was the outstanding mistake. When the armed forces returned from the theatre of war, the work-load in the Shipping Commissioner's Office increased. The office was left with an inadequate and untrained staff. Those in supervision at this office are of the opinion that, to meet another emergency, the former policy of training clerks for advancement should be strictly adhered to and that the civilian status of the Office should remain unchanged. Organization and administration in another emergency, should remain with career incumbents of the Shipping Commissioner's Office who, from long experience, are familiar with measures to be taken in an emergency whereby all phases of the work can be expeditiously handled, and who can evolve programs of training for new employees.

PRESENT STATUS

After cessation of hostilities in Europe, the work-load, in connection with the shipment and discharge of seamen and the disposition of data, correspondence, and claims adjusted, steadily increased due to the return of troops and the resumption of the operation of freight and pas-

senger vessels by Steamship Operators. The peacetime functions of the office will continue.

SECTION IV

MERCHANT MARINE HEARING UNIT

PRE-WAR SITUATION

Before World War II, there was no hearing unit. Upon transfer of Marine Inspection duties from the Department of Commerce to the Coast Guard, it became evident that hearing units should be established due to the greatly expanded Merchant Marine, and the correspondingly larger number of cases requiring hearings, investigation, and discipline.

ESTABLISHMENT OF THE UNIT

The first hearing unit was established at New York, under Headquarters letter 222030, May 1943, to all DCGOs directing establishment of such units. On 31 August, 1943, the Merchant Marine Hearing Unit, First Naval District, Boston, was established within the Marine Inspection Office, Boston. Although the MMHU, First Naval District, was located at Boston, Hearing Unit activities were thereupon conducted by the Officers in Charge of Marine Inspection at Portland, Maine, and at Providence, Rhode Island. When so requested, and deemed necessary, officers and stenographic personnel were despatched from Boston to Halifax, Nova Scotia, to make investigations and hold hearings, since there was no Hearing Unit at that port. The above offices were staffed by Marine Inspectors and by officers trained at the Hearing and Examining Officers' School at New York.

RELATIONSHIP BETWEEN OFFICES

The activities of the Portland and Providence offices were closely coordinated with those of the Boston Unit through the ministrations of the Senior Hearing Officer at Boston, who acted as liaison officer and co-ordinator of Hearing Unit activities for the First Naval District. However, the Portland and Providence offices were not subordinate to the Boston officer, but were independent and operated under the District Marine Inspection Officer.

ORGANIZATION AND ADMINISTRATION

The Hearing Unit was one of the four major subdivisions of activity coming within Marine Inspection. The Senior Hearing Officer was directly responsible to the Officer in Charge, Marine Inspection who, in turn, was responsible to the District Marine Inspection Officer. The Boston Unit was composed of several Hearing Officers and yeomen. At Portland, the Unit consisted of two hearing officers schooled at New York and further trained at Boston, who devoted full time to this activity. At Providence, there was no Hearing Unit as such, although certain officers in the Marine Inspection Office at that port had been schooled at New York in hearing unit work, and sat at such hearings as were necessary.

PERSONNEL

Originally, the Unit at Boston was composed of four officers who had been indoctrinated for this special work at the Hearing and Examining Officers School. Later, this Unit added a stenographic force of five persons. The increase in the volume of this Unit's activities at the Boston Port of Embarkation necessarily brought about the need for additional officers and stenographic assistance during the peak of the work-load. The Unit became expanded to eight officers and ten stenographic personnel. In the Fall of 1945, the personnel had declined to six officers, and nine steno-

graphic personnel consisting of four Spars, three male yeomen, and two civilians. At Providence, no personnel were assigned solely to hearing unit duties, but at Portland the two officers had appropriate office assistance. All officers in this Unit were assigned directly by Headquarters. There was no rotation of personnel in the Hearing Unit, so that problems incidental thereto were absent. Experience of the Unit suggests that operations were better on a military than on a civilian basis, for control over personnel is better, and the man in uniform receives greater respect from those appearing before the Unit.

PURPOSE AND SCOPE

The Unit was created for the purpose of investigating marine casualties including collisions, groundings, strandings, heavy weather damage, and war casualties. Also investigated were cases involving misconduct, negligence, inattention to duty and various other faults on the part of the Merchant Marine personnel serving on board U. S. merchant vessels and Panamanian and Hondurian vessels under charter to the War Shipping Administration. These functions, which had been formerly exercised by the office of Marine Inspection, were placed under the jurisdiction of the Hearing Unit for more efficient and expeditious handling, and to allow the Marine Inspection office to devote its efforts exclusively to marine inspection work. Wartime conditions brought about a great increase in the volume of crew trouble and marine casualties, and segregation of this activity into a special unit was constructive from all angles. Through 31 July, 1945, the Boston Unit handled 3,554 misconduct cases and 1,677 casualty cases. Among these were all cases of oil pollution and all cases involving the violation of Traffic Regulations of Boston Harbor.

EARLY PROBLEMS

In the early days of the Unit, when procedure was new, time, effort, and patience were required to develop a smooth-running organization. Personnel was short, and time was required for training, whereas work for the Unit mounted more rapidly than personnel became available. This was corrected through training at New York, and the force became adequate. Yeoman had to be broken in at the office of the Unit, and time was required to build up proficiency. In later days, competent personnel were always available. However, throughout the activity, was the problem of young ensigns with four or five weeks' training, sitting in judgment on Masters and other experienced seafarers who had spent their lives at sea and in command of ships, and who resented the situation.

OPERATIONS

Originally hearings were handled by the office of Marine Inspection, with three boards: Board "A" - on cases involving loss of life, vessels, etc; Board "B" - on cases involving serious accidents; and Board "C" - on cases involving routine matters. On establishment of the Hearing Unit, procedure was changed, and became similar to a Court case with the Hearing Unit Officer sitting as judge. In addition, there was an Examining Officer. The defendant was represented by a lawyer if he so desired. Hearing Officers included licensed Masters who sat on deck cases, and licensed Engineers who sat on engineer and technical cases. In addition to the 3,554 misconduct cases and 1,677 casualty cases handled through 28 November, 1945, mentioned previously, investigations were conducted at Boston on the following:

Collisions	364
Heavy weather damage	160
Enemy action damage	59
Other damage	584

1167

The Boston Hearing Unit interviewed all seamen repatriated through the Port of Boston from abroad, who had departed their vessels in foreign ports by reason of enemy action, their own fault, or illness. Interviews with survivors of sinkings were conducted by this Unit. If survivors reached Boston by train or otherwise by land, interviews were held at the Hearing Office. If they arrived by land, interviews were held on board upon arrival. Other authorities also interviewed these men, usually at the same time. The interviews were held chiefly to ascertain how personnel behaved in the emergency, and to discover if life saving equipment and other apparatus and appliances worked properly, and what was used. In most cases it was found that equipment was adequate. Use was made of any information of value obtained in these interviews. Often the men were fed at Coast Guard mess halls until transportation was obtained.

A typical summary of a month's work of the Boston Unit is the following, for June, 1945.

MERCHANT VESSEL ARRIVALS AND BOARDINGS

U. S. Vessels arrived 126
WSA Operated Panamanians arrived . 9

CASUALTY CASES INVESTIGATED

Groundings 11
Collisions 13

MERCHANT VESSEL ARRIVALS AND BOARDINGS

Average Crew, all Vessels 49.53
Boardings by Examining Officers. 79
Vessels Covered Other than by
Boardings by Examining
Officers 64

CASUALTY CASES INVESTIGATED

Personnel (death-injury) 19
All Others (fire-machinery, etc.) 41
Resultant Hearings-licensed 6
Resultant Hearings-unlicensed 0

DISPOSITION OF CASES

	<u>U. S. Vessels</u>	
	<u>Licensed</u>	<u>Unlicensed</u>
Admonitions Given on		
Investigations	2	42
Dismissed on Investigation	33	113
Charges Preferred	10	31
Hearings Held	7	27
Dismissed after Hearing	2	4
Admonitions Given after		
Hearing	0	0
Cases Referred for Completion	15	70
Investigated but Action Pending	19	47
Appeals Indicated by Person		
Charged	1	0

DISPOSITION OF CASES

	Panamanian Vessels	
	Licensed	Unlicensed
Admonitions Given on Investigations	0	0
Dismissed on Investigation	0	0
Charges Preferred	0	0
Hearings Held	0	0
Dismissed after Hearing	0	0
Admonitions Given after Hearing	0	0
Cases Referred for Completion	0	2
Investigated but Action Pending	0	0
Appeals Indicated by Person Charged	0	0

ACTIONS AFFECTING DOCUMENTS

	Licenses	Certificates	Pan. Emp. Cards
Revoked	0	0	0
Suspended Without Probation	0	10	0
Suspended With Probation Granted	3	27	0
Suspended Plus Probation	2	1	0
Probationary Suspensions Made Effective	1	1	0
Voluntarily Surrendered	3	27	0

Total persons who were the subject of Investigation - - - - - 377

The investigations of both casualty and misconduct cases have resulted in a large number of hearings under the provisions of Section 4450 of the Revised Statutes of the United States, as amended, and the regulations promulgated pursuant thereto, looking towards the revocation, suspension, or suspension on probation of licenses and certificates of service.

RELATIONSHIP WITH OTHER ACTIVITIES

The MMHU at Boston worked very closely with the Captain of the Port, Boston, in connection with traffic violations, oil pollution, and other matters which required investigation and appropriate action. Similar close cooperation was given the Port Director as well as the Army at Boston Port of Embarkation, thereby effectively aiding in the maintenance of safe traffic. The Unit received good cooperation from the Captain of the Port, Transportation, and Intelligence, and there were no cases worthy of mention wherein cooperation from and with agencies outside the Coast Guard was subject to criticism. There was highly satisfactory relationship between MMHU and the District Law Office. An officer, originally in the office of Marine Inspection, Boston, (a lawyer in civil life) was transferred to the Law Office, acted as liaison and assisted in legal matters concerning all functions of the Marine Inspection office, including the Hearing Unit. All MMHU proceedings were reviewed by the District Law Officer or his assistants. As the MMHU developed, the District Intelligence Office received and carded information on crew members of the American merchant vessels and kept the MMHU informed. This was not an entirely satisfactory system, for the responsibility for investigation and the responsibility for exclusion were divided. Certain seamen were often wanted by MMHU or the Marine Inspection Office, and Intelligence furnished considerable assistance. As an example, from 10 July, 1944 to 10 July, 1945, 205 such men were reported by Intelligence to these units. In the same twelve months, 56 boardings by Intelligence were reported to MMHU.

OVERLAPPING

Some overlapping was apparent between MMHU and the office of the Shipping Commissioner, Boston. There was confusion between these two offices with respect to men charged with desertion

While this did not appear to trouble MMHU, it was a source of concern to the Shipping Commissioner. This would bear study and correction. In many instances the charge of desertion made by a Master was sustained by the Shipping Commissioner, but on appearance before the Hearing Unit the latter would clear the man of the charge as it affected his seaman's documents. This conflict of opinion, mentioned in the history of Shipment and Discharge, caused annoyance and confusion to steamship companies, Masters and operators. It placed the Shipping Commissioner in a very embarrassing position, even though his decision is final. Such confusion should be avoided.

OUTSTANDING ACHIEVEMENTS

There were no outstanding achievements of the Boston MMHU. The work of the Unit was "run-of-the-mill" and there were no circumstances which set any one case noticeably above the others. A very large volume of work was handled, with adequate personnel. The activities of the Unit were of value in maintenance of discipline among the officers and crews in merchant vessels of the United States and those vessels under charter to the War Shipping Administration. Moreover, the investigations of marine casualties and resultant hearings, and appropriate action taken against licenses and certificates of service of the personnel involved, did much to prevent many serious marine disasters by engendering a greater degree of efficiency and vigilance on the part of the officers and crews. The outstanding accomplishment of the MMHUs of the First Naval District was the handling of a heavy volume of work expeditiously and to the satisfaction of most concerned.

MISTAKES AND LESSONS LEARNED

Apparent overlapping or confusion in the duties of MMHU and the Shipping Commissioner relating to men charged with desertion was unfortunate. Further clarification of the rules regarding functions of the MMHU doubtless would result in avoiding such confusion in the future.

It is the opinion of the Marine Inspection Officer, LND, and attested to by practically all ship opera-

tors and owners, that Masters and chief engineers faced by charges that had been awarded an investigation, should be heard in trial before an officer at least equal in rank to that of the man being charged. Only in this way can justice be meted out on the same principles as in the regular Navy and Coast Guard.

THIRD NAVAL DISTRICT

U. S. COAST GUARD MERCHANT MARINE INSPECTION DIVISION - THIRD NAVAL DISTRICT

On July 7, 1838, Congress approved an Act which provided for the better security of the lives of passengers on board of vessels propelled in whole

or in part by steam by the organization of the Steamboat Inspection Service. Under this act, U. S. District judges appointed inspectors of hulls and boilers, in their respective districts and the Treasury Department had supervision of the service. In the year 1852, Congress approved an Act known as the "Steamboat" Act. This Act with subsequent modifications and minor changes was really considered as the establishment of the Steamboat Inspection Service.

The functions of the Steamboat Inspection Service were governed by the Steamboat Inspection Laws and the U. S. Navigation Laws.

The supervision of the Steamboat Inspection Service was transferred to the Secretary of Commerce and Labor in 1903. In the year 1913 the Department of Labor was organized and the Steamboat Inspection Service became a bureau of the Department of Commerce and under the direction of the Secretary of Commerce. In 1932, the Steamboat Inspection Service and the Bureau of Navigation merged and the name changed to Bureau of Navigation and Steamboat Inspection. At a subsequent session of Congress in 1936 legislation was enacted, which changed the name to Bureau of Marine Inspection and Navigation. Innovations were adopted to adequately cope with the advancement in design and construction of vessels, machinery and equipment. Supervision and duties were greatly increased.

Under Executive Order No. 9003, the functions of the Bureau of Marine Inspection and Navigation, were transferred to the U. S. Coast Guard on February 28, 1942. Section (1) of the Executive Order No. 9083 directed and provided that all functions of the Bureau of Marine Inspection and Navigation, the office of the director thereof, the offices of supervising inspectors, principal traveling inspectors, traveling inspectors, assistant inspectors, shipping commissioners, deputy shipping commissioners and the Board of Supervising Inspectors, the Board of Local Inspectors, the Marine Casualty Investigation Board, the Marine Boards, and those functions of the Secretary of Commerce which pertain thereto, were thereby transferred to the Commandant of the U. S. Coast Guard, to be exercised by him under the direction and supervision of the Secretary of the Navy.

The foregoing functions included;

1. Promulgation of rules and regulations governing vessel inspection, nautical rules of the road, and material specifications and engineering regulations, etc.
2. Inspections of the hulls, boilers, machinery and equipment of vessels.
3. Issuance of Certificates of Inspections to vessels, without which they may not lawfully be navigated. Also issuance of permits to vessels to proceed to other ports for repairs.

4. Licensing of merchant marine deck and engineer officers, and pilots.
5. Certificating of all merchant seamen.
6. Investigation of all marine casualties.
7. Trials of licensed officers and certificated seamen for misconduct, negligence, inattention to duty, etc.
8. Shipment and discharge of merchant seamen.
9. Issuance of Certificates of Award of Number to motorboats and other undocumented vessels.
10. Enforcement of the Load Line Act.
11. Processing of cases of violations of the Navigation Laws.
12. Approval of plans for the construction of new vessel and the repair and alteration of existing vessels.
13. Registration of Staff Officers on merchant vessels including pursers, surgeons, etc.

The Coast Guard then established the Merchant Marine Inspection Division, and the personnel transferred under Executive Order No. 9083 was assigned to the Division.

As the war progressed, the activities of the Merchant Marine Inspection Division expanded greatly, particularly the inspections of large numbers of new cargo vessels and troop transports being completed. Factory inspections of machinery and equipment required on such vessels also multiplied. As a result, it became necessary to increase the personnel of the Division, and the Coast Guard assigned many of its officers and enlisted personnel to marine inspection duties. The investigations of casualties also increased considerably, and a Merchant Marine Hearing Unit was established in each port in the United States as well as in many of the principal ports of the world. Many Coast Guard officers were trained as Hearing and Examining Officers and assigned to such Hearing Units.

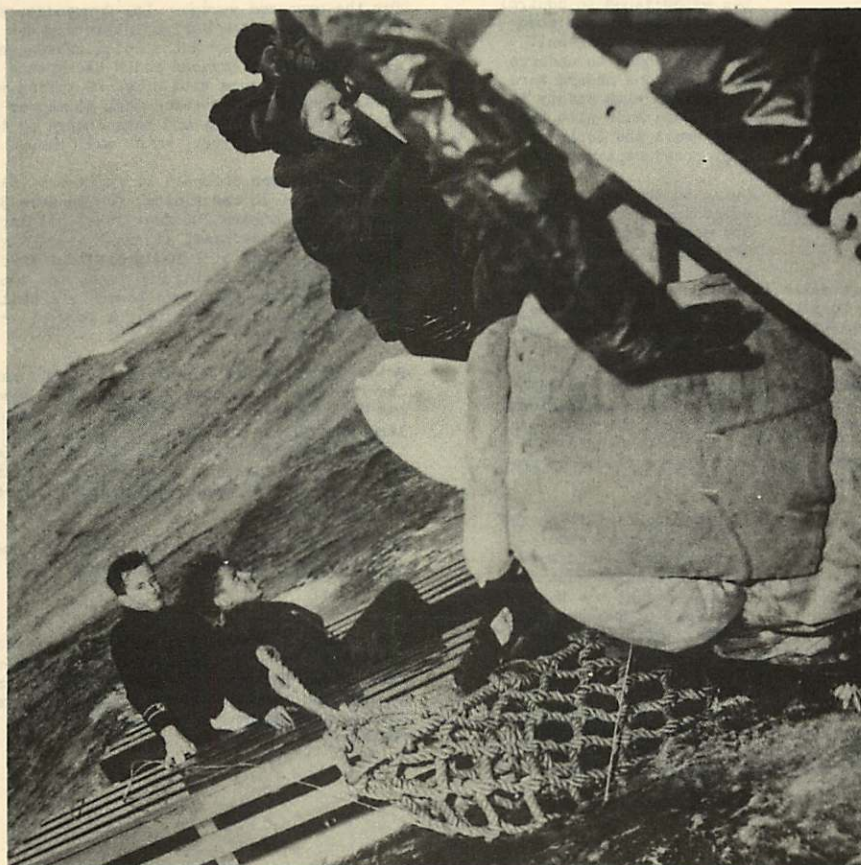
One of the busiest districts of the United States for the activities of the Merchant Marine Inspection Division was the Third Naval District, particularly at the port of New York through which passed the greatest number of cargo ships and troop transports during the war.

Prior to the transfer of the Bureau of Marine Inspection and Navigation, Captain George Fried was supervising inspector of The Second Supervising Inspection District, which was comprised of local offices at New York, N. Y., New Haven, Conn., Albany, N. Y., and San Juan, P. R. After the Second Supervising Inspection District became Coast Guard Merchant Marine Inspection Division of the Third Naval District, the port of New London, Conn. came under this district and the port of San Juan, P. R. became part of the Tenth Naval District.

Captain George Fried was assigned to duty as the Marine Inspection Officer on the staff of the DCGO. Third Naval District, and his duties were increased. Additional duties assigned to him were the registration of motorboats and other undocumented vessels, processing of cases of violation of Navigation and Vessel Inspection Laws, and issuance of waivers of the various Navigation Laws to vessels engaged in the war effort. Most of these functions had previously been assigned to the U. S. Customs Service, but were also transferred



SURVIVORS IN THE TROUGH OF THE SEA LOOK FOR RESCUE
IN THIS OIL PAINTING
BY CHIEF BOATSWAIN'S MATE HUNTER WOOD, U. S. COAST GUARD COMBAT ARTIST



STRAINING NUMB FINGERS, OFFICERS OF A TORPEDOED BRITISH MERCHANT SHIP
GRIMLY HOLD ONTO THEIR HEAVING RAFT A LITTLE LONGER
AS FELLOW CREW MEMBERS CLAMBER ABOARD A SUB-HUNTING COAST GUARD CUTTER

to the U. S. Coast Guard by Executive Order No. 9083.

Captain William M. McGuire had been Local Inspector of Hulls for the Bureau of Marine Inspection and Navigation at the port of New York since 1929. Mr. Howard C. Bridges, had been Local Inspector of Boilers at New York, N. Y. since 1928. Upon the transfer of the Bureau, "Captain McGuire" was commissioned as Captain, USCGR, and Mr. Bridges, as Commander, USCGR. Captain McGuire was subsequently appointed as Officer in Charge, Marine Inspection, New York, and Commander Bridges, as Senior Marine Inspector, Materiel, New York.

War Conditions required the setting up of special units in the Marine Inspection Division to handle specialized tasks, and personnel was trained by the Marine Inspectors for these special duties. Some of the units established, and a description of their work, are given below.

PRESAILING INSPECTION UNIT

The Pre-sailing unit consisted of a detail of Marine Inspectors, assigned to board merchant vessels in the harbor which were about to sail. The purpose of their visits was to hold fire and boat drills and to instruct and advise the officers and crews of such vessels in the use of lifesaving, fire-fighting and wartime emergency equipment. They ascertained on these visits that the vessels were provided with the required emergency equipment and also that this equipment was in good working condition.

TANKER SAFETY UNIT

As an added precaution for better port security, the Tanker Safety Unit was established to control the hazard involving tankers requiring repairs when not entirely gas-free. The personnel of this unit were called upon to inspect tankers about to undergo repairs, to determine whether conditions aboard were such that repairs could be undertaken with safety to life and property. Arrangements were made with the various interests concerned, to await the decision of this unit before starting proposed repairs.

LICENSING OF OFFICERS AND CERTIFICATING SEAMEN

Owing to the large number of prospective officers and seamen enrolling at the various training schools in the District, special units were established at the U. S. Maritime Academy at Kings Point, Long Island, for licensing officers and certifying seamen, and at the Maritime Service Training Station, at Sheepshead Bay, New York. These units were placed under the immediate supervision of qualified Marine Inspectors and sufficient personnel were assigned to give examinations to the large numbers of graduates from these schools. The licenses and certificates for those candidates passing the required examinations were issued by the personnel at these schools.

INSPECTION OF ARMY VESSELS - ARMY BASE, BROOKLYN, N. Y.

In order to facilitate the sailing of Army vessels carrying troops and supplies, a special unit was established at the New York Port of Embarkation, Army Base, Brooklyn, N. Y. A staff of fifteen (15) Marine Inspectors was assigned to this unit. The inspectors at this unit inspected Army vessels immediately upon arrival to ascertain what repairs were required and what emergency equipment was missing or in bad condition. The purpose of these inspections was to inform Army authorities as promptly as possible of the necessary requirements before each vessel

could be considered seaworthy and in compliance with the emergency regulations and law. This made it possible for the Army authorities to take care of any requirements immediately and thus be able to maintain a regular sailing schedule for all their troop transports and cargo vessels.

VESSEL INSPECTION PORT SECURITY UNIT

A special detail of two Marine Inspectors was assigned to inspect vessels in port for deficiencies in fire fighting equipment, to eliminate any fire hazard and to see that the Port Security requirements were upheld.

PRESAILING INSPECTION OF SEAGOING TOWS

All commercial ocean-going and coastwise tows were required to undergo a presailing inspection by Marine Inspectors to determine the seaworthiness of towing vessel, vessel or vessels being towed and the towing vessel to maneuver or handle tows during heavy weather.

The following is a special assignment of a Marine Inspector during the war.

Shortly before the invasion of France, U. S. Army authorities made secret plans to send a flotilla of tugs, small tankers, cranes, and car floats to England and eventually to Cherbourg, France to assist the invasion forces after landing. They requested the assignment of a Marine Inspector of the Coast Guard to make an inspection of each vessel to determine what was necessary to make each unit seaworthy for the proposed voyage. Lt. Commander, Edgar L. Raymond, one of the Marine Inspectors was assigned this duty. The Army authorities subsequently learned the Commander Raymond had a background of many years of experience with offshore towing vessels and tows. They then requested that Commander Raymond be assigned to accompany and take charge of the flotilla on the proposed voyage, which was done.

The flotilla was composed of fifty-one (51) units consisting of 14 car floats, (seven were 360 feet long and the others 200 feet long), 11 large wooden tugs of 400 gross tons, 11 small steel tugs of 100 gross tons, 1 tug of 1,500 gross tons which towed a crane capable of lifting 100 tons, and a crane of 75 tons capacity which was towed by a small tug, 12 small tankers, a Navy tug, a Navy oiler, and escort vessels.

Prior to the voyage an ingenious method was devised for reducing the number of units to be towed. This was accomplished by the sinking at the dock of the large car floats and then having the small car floats floated directly over the sunken floats and secured to the decks, then the large floats were pumped out and floated, this reduced the car floats to seven units.

The flotilla made the voyage in 26 days and arrived safely despite numerous breakdowns.

The volume of work of the various activities and functions of the Merchant Marine Inspection Division, Third Naval District, for the years 1944 and 1945 is shown on sheets attached hereto. The years are divided into quarterly periods for purpose of comparison.

STATISTICAL RECORD
U. S. COAST GUARD, MARINE INSPECTION DIVISION - THIRD NAVAL DISTRICT
QUARTERLY PERIODS - 1944

<u>TYPE OF INSPECTIONS</u>	January - March	April - June	July - September	October - December
Vessels, Annual Inspection	352 1,623,213*	561 2,073,182*	468 1,636,621*	460 1,602,407*
Examination of Foreign Passenger Vessels	31 805,558*	28 571,185*	22 607,166*	20 554,152*
Vessels, Reinspection	57 403,529*	94 194,826*	128 327,134*	76 245,064*
Vessels, Drydock Examination	467 1,076,531*	555 3,003,918*	545 2,458,420*	575 2,395,962*
Tail Shafts Drawn	62	51	-	48
Inspection for Repairs	390	408	331	-
Sanitary Inspections	398	628	563	-
Government hulls inspected	11	4	4	2
Government boilers inspected	15	32	18	66
Government Stationary boilers	12	22	31	21
Safety Valves Set and Sealed	1266	1754	1436	1041
Examination to carry person in addition to crew	128	168	158	133
Electrical Inspections	54	75	161	100
Checking deficiencies	625	676	557	507
Checking blue prints	74	-	57	31
<u>FACTORY INSPECTIONS</u>				
Lifeboats accepted	783	1224	807	666
Liferafts accepted	667	501	441	561

* Gross Tons

STATISTICAL RECORD
U. S. COAST GUARD, MARINE INSPECTION DIVISION - THIRD NAVAL DISTRICT
QUARTERLY PERIODS - 1944

<u>TYPE OF INSPECTIONS</u>	January - March	April - June	July - September	October - December
Lifefloats accepted	-	4,711	784	4,497
Life Preservers accepted	301,122	721,524	267,478	337,850
Life Ring Buoys accepted	16,857	14,883	8,199	14,903
Buoyant Apparatus accepted	84	433	349	301
Davits (sets) accepted	2,065	2,102	903	665
Winches (Lifeboat) accepted	317	406	344	215
Line Throwing Guns accepted	354	35	114	400
Boiler Drums	105	76	57	20
Unfired Pressure Vessels	1,850	1,686	1,808	1,494
Miscellaneous, consisting of Fire and Boat drills, Tests of materiel and equipment, etc.	1,504	1,544	1,479	1,964
<u>LICENSE EXAMINATIONS</u>				
Original (Deck and Engineer)	3,311	3,214	3,016	3,405
Raises of Grade (Deck and Engineer)	1,097	1,054	926	899
Renewals (Deck and Engineer)	840	826	716	731
Failures (Deck and Engineer)	885	645	521	534
Total Examinations (Deck and Engineer)	6,133	5,667	5,179	5,528
Certificate of Service, Efficiency, etc., consisting of Able Bodied Certificate, Life- boatmen, tankermen. Engineering Dept. Service Registry, Identification, Discharge books and Endorsements	30,513	44,236	29,145	37,589

STATISTICAL RECORD

U. S. COAST GUARD, MARINE INSPECTION DIVISION - THIRD NAVAL DISTRICT

QUARTERLY PERIODS - 1945

<u>TYPE OF INSPECTION</u>	January - March	April - June	July - September	October - December
Vessels, Annual Inspections	431 1,898,514*	564 2,210,446*	415 1,683,776*	468 1,973,966*
Examination of Foreign Passenger Vessels	11 229,296*	7 111,086*	9 79,085*	30 606,370*
Vessels Reinspection	60 324,282*	85 441,572*	117 470,658*	75 229,957*
Vessels drydock examination	580 2,731,334*	631 3,103,078*	515 2,468,096*	578 2,888,245*
Tail shafts drawn	29	29	372	70
Inspections for repairs	242	159	152	168
Sanitary inspections	7	-	1	234
Government hulls inspected	21	5	3	5
Government boilers inspected	10	7	16	10
Government Stationary boilers	0	3	17	3
Safety valves set and sealed	881	114	77	723
Examination to carry persons in addition to crew	134	60	113	159
Electrical Inspections	171	18	2	71
Checking deficiencies	600	450	409	420
Checking blue prints	19	-	-	-
<u>FACTORY INSPECTIONS</u>				
Lifeboats accepted	775	986	623	446
Liferafts accepted	603	713	233	271
Lifefloats accepted	4,817	7,841	3,545	315
Life preservers accepted	208,682	197,986	206,030	290,198
Life ring buoys accepted	14,630	9,352	5,877	4,474
Buoyant apparatus accepted	1,492	110	11	17
Davits (sets accepted)	456	531	453	448

* Gross Tons

STATISTICAL RECORD

U. S. COAST GUARD, MARINE INSPECTION DIVISION - THIRD NAVAL DISTRICT

QUARTERLY PERIODS - 1945

<u>TYPE OF INSPECTION</u>	January - March	April - June	July - September	October - December
Winches (lifeboat) accepted	267	301	231	74
Line throwing guns accepted	191	334	288	216
Boiler drums	86	84	261	50
Unfired pressure vessels	736	691	359	463
Miscellaneous, consisting of Fire and Boat drills, tests of materiel and equipment, etc.	837	450	440	776
<u>LICENSE EXAMINATIONS</u>				
Original (Deck and Engineer)	2,588	3,248	-	-
Raises of Grade (Deck and Engineer)	1,404	1,401	-	-
Renewals (Deck and Engineer)	755	729	-	-
Failures (Deck and Engineer)	510	614	-	-
Total Examinations (Deck and Engineer)	5,257	6,072	-	-

MARINE INSPECTION
NEW HAVEN, CONNECTICUT

It appears that the volume and importance of Merchant Marine activities in and about New Haven Harbor

warranted the establishment, in July of 1895, of a branch Office of United States Local Inspectors, Steamboat Inspection Service, under the Treasury Department. There has been an increasing amount of work ever since, which has justified the continuation of the small office in this highly industrialized area.

All this time the office personnel consisted of but three; namely, a local inspector of hulls, a local inspector of boilers and a clerk, except for a period from 1918 to 1921 during which two assistant inspectors (one of hulls and one of boilers) were added because of accelerated post World War I vessel construction activities. No other change in the number of personnel was made until 1942 when an assistant inspector of hulls and one clerk were added, again raising the personnel here to a total of five (5). This is the most personnel the office has had to date.

Jurisdiction by the New Haven inspection unit is held over an area bounded approximately as follows: On the north by the Massachusetts-Connecticut state line; on the east by a line drawn from a point on the Massachusetts-Connecticut state line at longitude 73° W southerly through Winsted and Bristol, Connecticut, then southeasterly to Old Kelsey Point, Connecticut, across Long Island Sound to Riverhead, Long Island, New York, and then southerly from there to the Atlantic Ocean; on the west, from the junction of the Massachusetts southwestern and the Connecticut northwestern corners by a line in a direction a little west of south and passing Carmel and Pelham Manor, New York, from the latter place the boundary line goes south-southeast across the Sound and Long Island to the Atlantic Ocean. The water area within these boundaries includes almost all of Long Island Sound and its tributaries and also the most important part of the south shore of Long Island with its tributaries. It is generally believed, that these waters float the world's heaviest concentration of yachts. Owing to its location near New York City and this country's most heavily industrialized section, the commercial traffic on these waters is also very heavy.

The United States Coast Guard had had military control over this activity since 1 March, 1942, and all inspectors there had held military status since June, 1943. Its geographical location placed it under the authority of the District Coast Guard Officer of the Third Naval District whose office was in New York City. Contact with the office of the District Coast Guard Officer was made through the Marine Inspection Officer who was on his staff. Relationship with Headquarters was through the District Coast Guard Officer. This office also conducted business with the Army, particularly the inspection upon request, of its vessels; we had little or no contacts with the Navy. Repeated contact were made with the United States Customs Service and the United States Public Health Service, each having an office in New Haven; the work of the three organizations was closely related. The District Coast Guard Intelligence Office was also closely involved with the work of our office. During part of the recent wartime period assistance was rendered by the office of the Assistant Captain of the Port of New Haven; this consisted of conducting practical tests of examinees in signalling and handling lifeboats. Other fruitful contacts were also made with that office.

The only overlapping of any consequence of our activities with those of other government departments or private agencies appeared to be with the American

Bureau of Shipping. This condition, however, was largely corrected by the fact that the findings of the Bureau in certain cases, may be accepted as official by the Marine Inspection Division of the Coast Guard; this arrangement was also reversed at times.

Although New Haven is located on Long Island Sound, it is classed as a sea port and is accessible to ocean vessels of almost any size. All the inspectional functions required under United States laws for both United States and foreign vessels were conducted by New Haven inspectors. This applies to hulls and their equipment, boilers and machinery, lifesaving and fire-fighting equipment, examining, licensing and certificating vessel personnel, conducting emergency drills, regulation of passengers, conducting investigations and hearings concerning casualties, etc. These activities involved all classes and types of craft both afloat and in drydock, except combatant vessels.

The year 1944 was the busiest wartime period at New Haven and the five persons attached to the office carried the full load successfully. In addition to consistently carrying out their duties during the long work days of the war period, the personnel here subscribed 100% to the Coast Guard's bond allotment program and received a complimentary letter from the District Coast Guard Officer. Work accomplished during two periods of three months each, is shown on following pages. One of these periods occurred during 1940 and is representative of pre-war activities; the other occurred during 1944 and is representative of wartime activities. The time that has passed since VJ-day the Inspector of boilers was also transferred in addition to the Assistant Inspector. Shortly after that the office acquired the services of an Inspector who acted in the dual capacity of Assistant Hull Inspector and Assistant Engineer Inspector. He was, however, restricted in the performance of work as an engineer inspector because of his limited qualifications as steam engineer. This assistant inspector remained here until December, 1945, when he was separated from Military Service, thus the officer in charge was for the second time the only inspector attached to the office. This condition existed a short time, after which a boiler inspector was again added which brought the total personnel up to four. Following is an organization plan and chart of this office. No proposals have been made for postwar organizational plans, but any changes that do come with the post-war period will mean more work; a trend whose effect concerning vessel inspections has already been felt.

Prior to the outbreak of World War II, a large part of the work of this office was seasonal. The spring, summer and to a lesser extent, the fall seasons, were busy periods as compared to winter. In spring the inspectional work in the field increased sharply, using up a major part of inspector's time. These conditions left little opportunity to attend to office duties, such as the examination of candidates and issuance thereto of licenses or seamen's documents, the investigation of casualties and resultant hearings and the proper time needed for the study of routine daily correspondence. The winter lay-up of vessels caused a decrease to a similar extent in outside work and thus afforded time to "catch-up" on overdue office work, as for example, the revision of examinations for licenses, bringing office publications and records up to date, etc. World War II caused a considerable decrease in the number of vessels operating in the district. An increase in factory inspections of approved equipment, life preservers, ring life buoys, life rafts and floats, line-carrying guns, etc., however, more than offset the time gained from that

decrease and even necessitated requests for assistance from other inspection offices. The addition of another inspector and a clerk to the office force solved this problem satisfactorily. The Coast Guard's thorough coverage of marine matters and personnel activities brought an increase of administrative work to this unit over the amount required prior to its acquisition by the Coast Guard. Some of the vessels of this district, that dropped out of commercial service because of the war are now (1946) returning. Also, it is to be expected that some vessels which have been permanently removed from our jurisdiction for one reason or another will be replaced by their former owners. There also will be added newcomers expected in the marine industry, some of whom have already appeared. The improvement of New Haven Harbor has already resulted in additional vessel traffic therein, with prospects for further increase because of additional improvements definitely planned.

Due to the extensive shore lines under the jurisdiction of the New Haven office, inspectors had to do considerable traveling to effectively carry out their duties. For reasons of both speed and convenience the automobile was preferred for such travel. By carefully planned assignments, travel was kept to a minimum and the most possible benefit of teamwork was derived. It has been possible to keep abreast of the current demands for the office with the present personnel; the expected limited increased duties can also be executed with no increase in personnel.

It is probably worth mentioning that during the latter part of 1945 the Coast Guard seriously considered discontinuing the New Haven Inspection Unit. The idea seems now to have been abandoned, and it is thought that probably the very ambitious plans which the local government has for making New Haven one of the more important ports on the Atlantic seaboard has some influence in this connection.

WORK PERFORMED BY THE MARINE INSPECTION UNIT, NEW HAVEN, CONNECTICUT, AS SHOWN BY ITS RECORDS, THE WORK IN EACH OF THE TWO YEARS INDICATED WAS TOTALED SEPARATELY AND THEN AVERAGED INTO QUARTERLY PERIODS, RESPECTIVELY

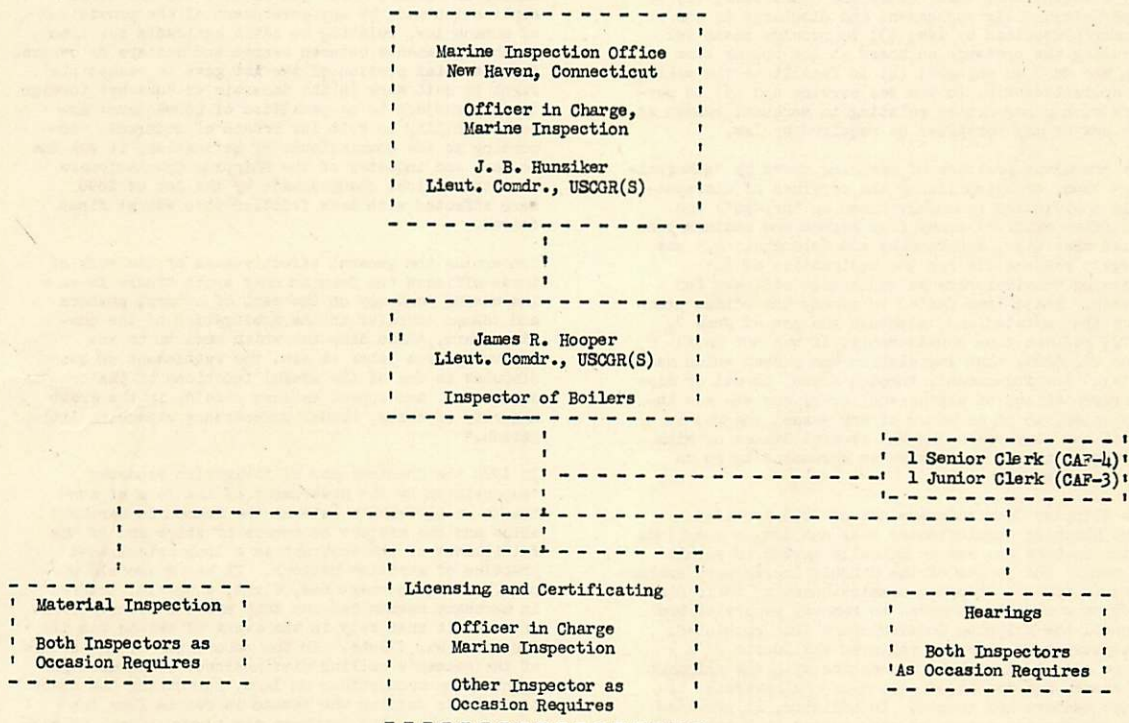
	1940	1944
(a) Annual inspections conducted	14	6
(b) Reinspections	16	5
(c) Drydock examinations	6	4
(d) Miscellaneous examinations (includes examinations of repairs, checking deficiencies, change of name of vessels, and inspections of crew quarters)	32	24
(e) Special surveys	1	
(f) Government land boilers inspected	1	2
(g) Certificates of inspection issued	14	6
(h) Certificates of inspection refused, revoked or withdrawn	4	1
(i) Licenses issued	48	17
(j) Licenses refused	4	3
(k) Licenses endorsed	13	6
(l) Certificates of Service and Efficiency issued (includes Certificates of Registry to Staff Officers)	53	40
(m) Certificates of Service and Efficiency refused (includes Certificates of Registry to Staff Officers)	2	2
(n) Certificates of Service and Efficiency endorsed	9	12
(o) Welders' Qualification Cards issued	1	3
(p) Welders' Qualification Cards refused		2
(q) Life preservers passed	233	6,418
(r) Life preservers rejected	1	45
(s) Life floats passed		501
(t) Life rafts passed		228
(u) Buoyant apparatus passed		18
(v) Ring lifebuoys passed		292
(w) Line-carrying guns passed		116
(x) Boiler drums passed		18
(y) Fuel oil heating and pumping pressure piping assemblies passed		60
(z) Air chambers passed		4

ORGANIZATION PLAN

MARINE INSPECTION OFFICE — NEW HAVEN, CONNECTICUT

1. An Officer in Charge, Marine Inspection, responsible for all functions of the office.
2. One inspector, an engineer officer, to assist the Officer in Charge, Marine Inspection.
3. Two clerks, the senior of whom is responsible for files, records, reports and all other clerical work for the office; the junior clerk to assist the senior.
4. Shipping Commissioner functions in this district are performed by the U. S. Customs officials at New Haven and Bridgeport, Connecticut, and by the office of the United States Shipping Commissioner, New York, who enters this district as necessary.

ORGANIZATION CHART



OPERATIONS

SHIPPING COMMISSIONER

Prior to June 7, 1872, numerous Acts had been passed by Congress designed to regulate the Merchant Marine. However, it was not until June 7, 1872, that any steps were taken to establish a special service or to appoint special officers for the enforcement of those Acts. Preceding this date, the administering of these laws was entrusted to the Circuit Courts and certain officers of Government Departments.

Through the passage of the Act of June 7, 1872, a beginning was made toward the creation of a special service for the enforcement of the Navigation Laws. This Act provided for the appointment of Shipping Commissioners to the more important ports of the country. The Shipping Commissioners were to administer those portions of the Navigation Laws having to do with the engagement, discharge and care of seamen on American merchant vessels.

Generally, the Shipping Commissioners were required (1) to afford facilities for engaging seamen by keeping a register of their names and characters; (2) to superintend their engagement and discharge in the manner prescribed by law; (3) to provide means for securing the presence on board at the proper time of men who were so engaged; (4) to facilitate the making of apprenticeships to the sea service and (5) to perform such other duties relating to merchant seamen as are now or may hereafter be required by law.

The prevalent practice of securing crews by "shanghaiing" them, or by utilizing the services of disreputable individuals (commonly known as "crimps") who too often extorted money from seamen and masters, promoted desertion, drunkenness and "shanghaiing," was largely responsible for the designation of the Shipping Commissioners as employment officers for seamen. State laws failed to remedy the odious practice that existed and, although the Act of June 7, 1872, reduced them considerably, it was not until June 28, 1906, that legislation was passed which made illegal the inducement, through force, threat or misrepresentation, of any person, or of one who was intoxicated, to go on board of any vessel engaged in trade and commerce among the several States or with foreign nations, or to sign an agreement to go on board any such vessel.

The Shipping Commissioners Act of 1872 provided that Shipping Commissioners hear and decide questions which masters and seamen mutually agreed to submit to them. The judges of the Circuit Courts were authorized to appoint Shipping Commissioners at their discretion and were empowered to remove, supervise and control the Shipping Commissioners thus appointed. The passage of this Act relieved the Courts of a large amount of work in connection with the shipment of seamen and the adjudication of controversies between masters and seamen. In addition, it provided for masters and seamen an easy access to summary justice and obviated the necessity for them to remain ashore and await the calling of their cases on court calendars and the incurring of heavy expenses occasioned by court hearings.

The Act of 1872 required that the master of every vessel of the burden of seventy-five tons or upward, bound from a port in the United States to a foreign port, enter into an agreement, in writing or in print, with the crew, before he proceeds on such voyage, and every such agreement except those specifically exempted, were required to be signed by each seaman in the presence of a Shipping Commissioner. Similarly, the

discharge of such seamen was required to be effected within a specific time after the termination of the voyage for which they were engaged, and it was further required that they be discharged and receive their wages in the presence of a duly authorized Shipping Commissioner.

Without citing numerous other statutes, it can be readily seen from the above the determination of Congress to safeguard the welfare of seamen serving aboard American vessels. The responsibility for the administration of these laws was almost exclusively that of the Shipping Commissioners.

A sweeping revision of the laws with respect to Governmental supervision over the shipping and discharge of merchant seamen, accomplished by the passage of the Act of December 21, 1898, added greatly to the duties of the Shipping Commissioners. The Commissioner of Navigation, in his annual report for 1899, characterized this Act as "the most comprehensive measure ever passed in this country for the benefit of seamen." It is probably within bounds to assert that no parliamentary body ever before adopted legislation which has worked so radical a change in the historical relations between the seaman and the master or "owner." The Act of 1898 was the first application made by any government of the provisions of common law, relating to civil contracts for labor, to the agreements between seamen and masters or owners. The essential portion of the Act gave to seamen the right to quit work in the domestic or "nearby" foreign trades, subject to no penalties of consequence except liability to suit for breach of contract. According to the Commissioner of Navigation, it was due to tact and industry of the Shipping Commissioners that the radical changes made by the Act of 1898 were effected with less friction than was at first feared.

Concerning the general effectiveness of the work of these officers the Commissioner wrote "There is an increasing tendency on the part of owners, masters and seamen to refer to the arbitration of the commissioners, those disputes which seem to be inseparable from labor at sea. The settlement of such disputes is one of the useful functions of the commissioners, and appeal to them should, in the great majority of cases, render unnecessary expensive litigation."

In 1920 the Commissioner of Navigation reported "supervision by the Government of the form of contracts or agreements between the seamen on merchant ships and the masters or owners of ships and of the fulfillment of the contract is a long established practice of maritime nations. It has a twofold purpose. The Government has, first, a special interest in merchant seamen because they are the reserve force on which it must rely in the event of war to man its increased war fleets. In the second place, the nature of the seamen's calling distinguishes it in most respects from occupations on land, for during the practice of his calling the seaman is remote from the courts to which the landsman may always appeal in case of real or fancied injury. Opportunity for injustice is greater and for redress is less. Governments, accordingly, to forestall injustice, scrutinize closely the making of seamen's contracts and the method of their performance, as land contracts are not scrutinized. Accepting the British method of attaining these purposes, Congress established Shipping Commissioners at seaports who were the officers of Federal District Courts to which appeal was provided from the quasi-judicial decisions of Shipping Commissioners. The purely mechanical and clerical work of giving effect to these purposes is considerable, because crews as a rule are shipped and paid off on board and Shipping

Commissioners must go to the crew, the crew does not come to the Commissioner's office. The Shipping Commissioners' service is an essential factor in the successful and creditable operation of a merchant marine, which is as different from a vast tonnage built with Treasury funds as a veteran regiment is from a crowd of newly drafted men. The Shipping Commissioner's service should receive consideration somewhat in proportion to our maritime pretensions if those pretensions are to be realized."

Among the various duties imposed by law upon Shipping Commissioners, none is more important and requires such a high standard in the character of the personnel of these offices, than that which directs Commissioners to hear and decide questions between masters, consignees, agents, or owners of vessels, and their crews, which both parties agree in writing to submit to them. Commissioners, in the conduct of such arbitration proceedings, are empowered to call as a witness any person connected with the ownership and operation of the vessel and to examine any books, papers, or other documents pertaining to the vessel which might serve as evidence; awards made by the Commissioners are binding on both parties and are deemed to be conclusive as to the rights of the parties in any legal proceedings.

The Commissioner of Navigation, in his annual report for 1909, recommended that the powers of Shipping Commissioners be extended so that on application of either party to a dispute relating to wages, forfeitures, disrating, or allowance of provisions, the Commissioner could render a binding decision subject, of course, to judicial review. The consent of both parties, however, is still a requisite to the institution of arbitration proceedings before Shipping Commissioners, although they are very frequently called upon for advice regarding disputes that are not submitted to them for arbitration, and their opinions are invariably accepted the same as an award in arbitration.

The Commissioner of Navigation, in 1920, called attention to the important discretionary powers with which these officers are vested, which call for the exercise of good judgment, firmness, tact, an extensive knowledge of shipboard practices, procedures and customs, a thorough knowledge of the law and of the decisions of courts, and numerous other qualities above the mere ability to keep books and perform clerical labor. Commissioners also search files to secure records of seamen's service required for admission to Snug Harbor, Marine Hospitals and similar institutions, to complete papers of applicants for naturalization, and to furnish lost addresses of deceased seamen for relatives. They consult with foreign Consuls concerning enforcement of allotment and anti-shanghaiing laws on foreign ships, and with Clerks of United States and attorneys concerning wages and effects of deceased and deserting seamen, litigated cases not brought before the Commissioners as arbitrators, and enforcement of allotment and anti-shanghaiing laws.

The Seaman's Act of 1915 made it possible for any seaman to allot a portion of his wages to certain specifically designated beneficiaries. These allotment notes must be in writing and signed and approved by the Shipping Commissioner, whose duty it is to also examine such allotments and the parties to them and enforce compliance with the law. This section is applicable as well to foreign vessels, while in the waters of the United States, as to vessels of the United States. The Seaman's Act of 1915 also abolished the section of the Act of June 7, 1872, which enabled a Court to imprison seamen for desertion. Extensive additions to the laws regarding merchant seamen have been passed in recent years such as that

establishing the requirements for the rating of able seaman and the number of such seamen that must be employed upon vessels (1915) and the division of seamen into watches (1915, 1936). The Merchant Marine Act of 1936 fixed the percentage of aliens that could be employed as seamen aboard various classes of vessels, required every seaman to obtain and carry either a continuous discharge book or a certificate of identification and a certificate of service qualifying him for the position aboard ship in which he is engaged and made further changes in the watch and watch system. The enforcement of these laws was made largely the responsibility of the Shipping Commissioners.

The Shipping Commissioners' service was originally under the supervision of the Circuit Courts. Later, however, it was transferred to the Treasury Department (June 26, 1884), the Department of Commerce and Labor (February 14, 1903) the Department of Commerce (March 4, 1913) and the Navy Department, United States Coast Guard (March 1, 1942). The Executive Order transferring the Shipping Commissioners to the United States Coast Guard was to operate originally for a period not exceeding six months after the termination of the National emergency under which the order was issued. The transfer became permanent in 1946. The tasks performed by the Shipping Commissioners have increased steadily in both importance and volume. An examination of the records maintained by the Shipping Commissioner at New York showed that this office had issued, in the three month period ending September 30, 1945, 28,869 documents to seamen and had endorsed for additional ratings 2205 seamen's certificates of service. For the same period in 1942, 13,898 documents were issued to seamen and 1405 certificates of service were endorsed for higher ratings.

In 1939, 42 accounts of deceased seamen together with the wages of such seamen amounting to \$2,376.46 were transmitted to the United States District Court via the Shipping Commissioner at New York. In 1943 this had risen to 2,248 accounts and \$1,212,002.28. Similarly, accounts and wages of deserting seamen transmitted to the Court by the Shipping Commissioner at New York rose from 258 accounts and \$4,839.44 in 1939 to 511 accounts and \$80,485.10 in 1943. During the years 1939-45, both years inclusive, the Shipping Commissioner at this port has transmitted to the District Court \$2,756,363.14 in deceased and deserting seamen's wages in addition to a very considerable amount of such seamen's effects.

This office in 1939 completed 2825 assignments aboard ships with a total staff of 36 persons. In 1945, with a total staff of 83 persons, 9428 shipboard assignments were handled. As a consequence of the greatly increased volume of work a very considerable amount of overtime service was rendered by the staff of this office. In addition, the Shipping Commissioners are charged with the responsibility of filling in and witnessing the signature of seamen to forms for the designation of beneficiaries to War Risk Insurance, carrying out the regulations regarding waivers of Navigation Laws with respect to the manning of vessels, the citizenship and the certificating of seamen. As a further result of the tremendous increase in the volume of services performed by them, the number of allotment notes approved at the port of New York has risen from a few hundred a month to a peak of more than 10,000 a month. In spite of the unprecedented demands made upon them, the Shipping Commissioner's office at New York worked excessively long hours and at no time was responsible for delaying a sailing of a vessel. Under-staffed as it was, the office performed a truly amazing task under tremendously difficult conditions. Statistics do not tell the complete story since no record is kept of opinions or advice given by Shipping Commissioners, nor the amounts of



TWO HIGH RANKING COAST GUARD OFFICERS
CAPTAIN H. C. SHEPHEARD, LEFT, CHIEF OF THE COAST GUARD'S MERCHANT MARINE INSPECTION DIVISION
AND HIS ASSISTANT, COMMANDER R. E. COOMBS
DISPLAY SOME OF THE LIFERAFT EQUIPMENT
DESIGNED TO HELP MERCHANT SEAMEN FORCED TO ABANDON SHIP



THIS PORTABLE COMBINATION WATER PURIFIER AND COOKING AND HEATING STOVE
DESIGNED FOR USE IN LIFEBOATS IS SHOWN DURING TESTS BY U. S. COAST GUARDSMEN

time and money saved in preventing litigation by the acceptance of these opinions. That his opinions and advice are readily accepted by both seamen and masters is an irrefutable indication of the faithfulness with which the Shipping Commissioner has discharged the responsibilities imposed upon him by law and of his conscientious devotion to furthering the development of the American Merchant Marine.

The Shipping Commissioner's office at New York has the respect and confidence of the seamen, their organizations as well as that of the owners and operators.

MERCHANT MARINE HEARING UNIT

PURPOSE

The Merchant Marine Hearing Unit is one of the newest of the Coast Guard activities.

The first Hearing Unit was established in New York City in February, 1943. About sixteen officers, five hearing officers and eleven examining officers were assigned to the Unit in the first few months of its existence. These men handled some six hundred cases a month. The need for this type of activity was definitely established. The purpose of the activity was (a) the maintenance of discipline on United States merchant vessels and (b) the safety of life and property at sea.

Under the provisions of Revised Statute section 4450, as amended (46 U.S.C. 239), the Bureau of Marine Inspection and Navigation of the Department of Commerce was vested with the authority to investigate marine casualties as well as acts of incompetency, misconduct, unskillfulness, or willful violations of law by licensed or certificated personnel of the United States Merchant Marine.

Executive Order No. 9083, 28 February, 1942, (7 F.R. 1609) issued by the President under Title I of the First War Powers Act (50 U.S.C. 601), transferred the functions under R.S. 4450, as amended, from the Department of Commerce to the Commandant of the United States Coast Guard for the duration of the emergency and six months thereafter. The Commandant, under R.S. 4450, as amended and modified, has issued the Temporary War-time Rules governing investigations of accidents and casualties (46 C.F.R. 136). Headquarters dispatch 222030, May 1943, to all District Coast Guard Officers directed that Merchant Marine Hearing Units be established. The number in each district was left to the discretion of the District Coast Guard Officer. It was desired that a Hearing Unit with adequately trained personnel be established in each major port of the United States. Part time personnel were to be assigned in such supports as the work there warranted. The District Coast Guard Officer designated the Senior Hearing Officer of the Merchant Marine Hearing Unit to be the Officer in Charge of that Unit. The Officer in Charge of the Hearing Unit was responsible to the Officer in Charge, Marine Inspection of that port.

MISSION

It is the duty of the Merchant Marine Hearing Unit and the officers attached

thereto to carry out under the procedures set forth in the Merchant Marine Inspection Manual, the functions of the Coast Guard relating to the suspension and revocation of licenses and certificates of service as well as the investigation of marine casualties. The jurisdiction of the Hearing Unit extends the length and breadth of the Coast Guard District in which it is located. It has jurisdiction over all acts of misconduct, incompetency, unskillfulness and inattention to duty which occur aboard American flag vessels anywhere in the world. It also has jurisdiction over such of the Panamanian Flag vessel as are covered by

the War Shipping Administration General Order No. 41, 21 May, 1944 (46 C.F.R. 304.61-304.72, as supplemented). The Unit also has jurisdiction over all maritime casualties in which American Flag vessels, other than public vessels, are involved.

OPERATIONAL ACTIVITIES AND PROBLEMS

The Merchant Marine Hearing Unit at New York requires a full-

time staff of approximately thirty examining and hearing officers so as to provide an adequate coverage of the port. In addition to the aforementioned officers a clerical staff of thirty members is also required. An average quarter's work consists of about 2,000 disciplinary actions of all types and 550 marine casualties ranging from slight to major disasters.

The Unit in New York has also undertaken the responsibility of issuing the Panamanian Employment Cards. About 200 of these cards are issued each quarter.

One of the distinct advantages of placing the administration of R.S. 4450, as amended, under a separate Coast Guard activity was the expeditious handling by specially trained personnel of the cases within its jurisdiction. The investigation, action and disposition of the case, involving disciplinary action, was often completed within 36 to 48 hours after reception of the original complaint. Under the old procedure of the "C" Boards, weeks or even months would elapse before a final adjudication had been entered. In marine casualties not involving the loss of human life, the streamlined procedure set forth under the Temporary War-time Rules was followed. In marine casualties involving the loss of human life the old procedure that governed the "A" Boards is followed.

A hearing officer, who sits as judge in the case, an examining officer, who investigates the facts and presents the evidence, and a reporter, who takes down the testimony, are the minimum requirements for a Hearing Unit. The number of each is determined by the volume of work in the port. The following is an outline of how the New York and other domestic Hearing Units operate:

(a) Ships were boarded at or near Quarantine in New York harbor by an examining officer who makes inquiry as to whether any incidents have arisen during the course of the voyage which require disciplinary action. He did this by checking the log, talking to the master and officers, and by interviewing the crew's union delegates. If it appears from this preliminary investigation that the facts warrant a further investigation he proceeds immediately while all witnesses are available.

(b) The examining officer considers all the information available and if he is of the opinion that any offenses warranting action have been committed, he gives the persons involved an opportunity of explaining their side of the matter before charges are filed. This is a safeguard against arbitrary action.

(c) If the examining officer finds that the offense is of minor importance or that there were extenuating circumstances, he may admonish the person involved instead of preferring charges against him. This practice minimizes many first offenses and substantially reduces the number of charges filed. This admonition is a summary determination of guilt and is made a matter of record which is considered in case of subsequent proceedings against the same individual.

(d) In the more serious cases warranting prosecution, the examining officer prepares the charges

There were about six classes of six weeks' duration held throughout the two years of the school's existence. While the school was in operation some 500 conscientious objectors with the Hearing and Examining Officers' School, there was held a Court Reporters' School for enlisted men and Spars, which school was established in August, 1943. The background required for enlistment personnel to be eligible for acceptance into the school was a knowledge of the fundamentals of shorthand, either Gregg, Pitman, or Steno-type, and the ability to write approximately 120 words per minute for a sustained period of time. The school had no regular term but was continuous for a two-year period. Some students attained the required proficiency in two months, while others would take as long as four to six months. Before graduation from the school with a certificate of proficiency, the reporter was required to attain a sustained speed of 160 words per minute, and a peak speed of approximately 200 words a minute.

The greatest problem facing the Merchant Marine Hearing Unit today is an internal one. It has to do with the procurement of adequately trained or proficient personnel, both officer and enlisted, to take over the duties of the Hearing Unit. It takes about six weeks of rather intensive training and indoctrination to prepare an officer for his duties in the Merchant Marine Hearing Unit. During the war an adequate supply of proficient officer material was available by way of a training school conducted here in New York. Some 50 to 75 officers of all ranks from England to Commander were assigned to New York on temporary duty for training purposes. An intensive program covering such subjects as the Law of Evidence, the Rules Governing the Inspection of merchant vessels, examining and hearing officer procedure, appellate work, as well as the proper way to conduct investigations in cases of maritime casualty, incompetency, unsatisfactoryness and misconduct. The more proficient students were recommended for permanent assignment to Merchant Marine Hearing Unit work.

after 30 June, 1946.

with the coming of victory in Europe there was no appreciable change in the policy governing the units. But following victory in the Pacific it was deemed advisable to plan for the post-war reorganization by liberating the unit's policy with respect to domestic affairs to join and absent without leave and over leave type cases.

coast guard. To expediently carry out the responsibility imposed by this transfer it was deemed advisable to set up a test Unit with exclusive jurisdiction over the enforcement of R.S. 1450. This unit was set up in New York and known as the Merchant Marine Hearing Unit. The success assured the creation of these units in all the major ports of the country. It was later deemed necessary to establish units outside the continental limits of the United States. These were known as Merchant Marine Details. Their work was as comprehensive and their jurisdiction as coextensive as that of the domestic Merchant Marine Hearing Units.

ORGANIZATION

ORGANIZATION

1. See Appendix A.

The results obtained in United States ports by the Merchant Marine Hearing Units were so encouraging that at the request of the various Naval theatre commanders and the War Shipping Administration, these units were established at key ports overseas. These overseas Merchant Marine Hearing Units, or Merchant Marine Detalls as they are called, in addition to their duties of investigation of complaints and casualties, also perform inspection duties, issue licenses and certificates, issue waybills of material and personnel, hold fire and boat drills, hold examinations for the upgrading of licensed and certificated personnel and act as advisors to the United States Consuls, War Shipping Administration, the Army and Navy in cases affecting maritime personnel. In addition to the crews of the United States merchant vessels, Merchant Marine Hearing Units and Merchant Marine Detalls have control of discipline on vessels of Panamanian registry owned by or under bareboat or time charter to the War Shipping Administration as such person so employed must have a Panamanian Employment Card issued by the Coast Guard. This card may be acted against by a Coast Guard Hearing Officer in the same manner as United States Licenses or certificates.

Appears must be filed with the District Coast Guard Officer within 30 days of the date of the decision, or within 30 days after return to the United States, with the District Coast Guard Officer in the port of arrival. Further appeal to the Commandant is allowed if an actual suspension or revocation has been ordered.

[illegible]

(e) At the hearing the examining officer presents the case by examining his own witnesses and by cross examining defense witnesses. The hearing officer hears the case and makes his own findings and order. The decision is his alone and is reversible only on appeal to the District Coast Guard Officer as provided for in 46 C.F.R. 136. The hearing is held at the Coast Guard District Office.

[illegible]

• See Appendix V.

Male Coast Guardsmen and Spars who have graduated from the Merchant Marine Hearing Unit Reporting School are now reporting cases in all parts of the world. In addition to learning thousands of short-hand expedients and specialized phrases with respect to Merchant Marine nomenclature, these student reporters were given some daily instruction and dictation covering other fields of business in order to develop the all-round skill so necessary to successful reporting. They have learned their job well and the Coast Guard is proud of them.

EVALUATION AND ANALYSIS The existence of the Merchant Marine Hearing Unit and the Merchant Marine Detail with its system of investigation, hearing and appellate procedures has demonstrated that the expeditious handling of disciplinary problems in the merchant marine is more important than the severity of punishment which may be inflicted for infraction of rules.

The speedy disposition of an investigation required the development of a close working system of liaison with other governmental agencies and activities. This was responsible in a number of instances in elimination duplication of effort. It was also instrumental in developing "leads" that would not have been available without this system of liaison. The best results were obtained by the assignment of officers with a legal background and some sea experience; or, men of long sea experience coupled with a technique for handling men.

There is no steadfast rule of stare decisis followed in Merchant Marine procedure, but rather the more equitable rule of allowing each case to turn upon its own facts. This is the time-honored custom of the equity courts.

BOARDING

There were three methods of covering the vessels arriving in New York Harbor.

First: During the war when large convoys arrived, ten to twelve examining officers would board the arriving vessels with the Public Health Doctors at Quarantine Station. A great number of cases were disposed of in this way.

Second: On the day vessels not covered at Quarantine were scheduled to pay off, an examining officer would be assigned to cover the payoff. The Second largest number of cases were investigated by this method.

Third: Special calls to the Hearing Unit office by any interested party or agency requesting a Coast Guard officer to investigate crew trouble accounted for a number of cases of serious nature. Upon receipt of such a complaint, an examining officer was dispatched to make an investigation.

TYPES OF CASES INVESTIGATED

Casualties; Collisions, groundings, heavy weather damage to the vessel, enemy action, materiel failures, injuries on board vessel, deaths at sea, and fires.

Crew trouble: Misconduct, inattention to duty, negligence, incompetency (both physical and professional), desertions, failures to join, and oil spillage in the harbor, as well as the violation of any Federal Statute by a seaman holding United States seamen's certificates of service or licenses.

The above are only an enumeration of the more frequent types of cases which are handled by this activity.

There are others which arise depending upon the facts of the situation and the Federal Statute involved in the violation.

CASUALTIES INVOLVING COAST GUARD VESSELS

In maritime casualties involving private and Coast Guard vessels, it was the usual practice to designate and authorize, by a precept of the District Coast Guard Officer, a Merchant Marine Hearing Unit officer to conduct a formal investigation and to file a report of findings of fact, conclusions and recommendations. The District Coast Guard Officer was thereby informed of the facts of the casualty, and enabled to take prompt action to protect the Coast Guard interests. This procedure thereby facilitated the handling and disposition of the case.

In the period covering January, 1943 to January, 1946, 166 cases of this type were handled by the Merchant Marine Hearing Unit, New York District.

OPERATIONS

MOTORBOAT REGISTRATION AND NAVIGATION FINES SECTION

ESTABLISHMENT

The Motorboat Registration and Navigation Fines Section was originated by an Act of Congress, dated 7 June, 1918, for the purpose of anti-smuggling. This unit was then attached to the office of the Collector of Customs, at the Port of New York. By Executive Order of the President, Number 9083, dated February, 1942, it was transferred under the jurisdiction of the United States Coast Guard.

GEOGRAPHICAL AREA

The principle change affected by the transfer from the Collector of Customs to the Coast Guard was the geographical area covered. Under the old procedure, applications for numbers were filed with and numbers were issued by the Collector of Customs for the Customs Collection District in which the owner resided. Under the new procedure, numbers were assigned by the District Coast Guard Officer in the area in which the owner resided. The difference in Collection District and the Coast Guard District is great. The Collection District covers Northern New Jersey, which does not include Mercer, Morris, and Somerset Counties; but it does not include Connecticut or further than Albany, New York. At the present time, this unit covers the entire Third Coast Guard District, which splits states and counties. Boats on Greenwood Lake, which is an interstate commerce lake, are also registered in this office. Twelve per cent of the entire country's registration are in the Third Coast Guard District.

RELATIONSHIP WITH OTHER AGENCIES

The Motorboat Registration and Navigation Fines Section of the Coast Guard function very closely with the Collector of Customs documentation section and admeasurement section, the Federal Bureau of Investigation, Police Department, Federal Communications Commission, Office of Price Administration, Internal Revenue, and

other Government agencies too numerous to mention.

FUNCTIONS

All motorboats operating navigable waters under five (5) net tons used for commercial purposes, and under sixteen (16) gross tons used for pleasure are registered by this office. Outboard motorboats under sixteen (16) feet, specifically designed for engines, are also registered here. Each vessel coming within this purview of the law is issued an identification number which might be displayed on each side of the vessel, three (3) inches in height. The statute applicable for the registration of these boats is forty-six (46) United States Code 288. This statute was amended on 5 August, 1935, and again under Executive Order mentioned above.

Another function of this unit is the handling and processing of navigation fines which are covered in Title eighteen (18) Thirty-three (33), forty-six (46) and fifty (50) of the United States Code. These violations constitute equipment, reckless navigation, inspection, espionage, collision, and other violations under the navigation laws for all boats from rowboats to foreign seagoing vessels. These violations originate with the boarding officers, Merchant Marine Hearing Unit, Collector of Customs and with all other informers.

REGISTRATION AS COMMERCIAL FISHING VESSELS

During the war, when the Office of Price Administration rationed gasoline by coupons, commercial fishing vessels received an unlimited supply. To obtain precious gasoline, approximately sixty-five per cent (65%) of the people owning motorboats changed the status of their boats to commercial fishing vessels. This was detected by this unit since the certificates of award were sent here with requests that service be changed.

After many such requests, this office instituted a special form questioning the service of the boat, occupation of the owner, period of time boat was to be used for commercial purposes, and location of operation. It was found that people working in war plants, attorneys, brokers, doctors, and people with other such occupations changed the service of their boats with the purpose being to get additional gasoline ration coupons, to evade the pleasure use tax stamp, and commercial boats were permitted offshore.

In addition, commercial boats were permitted to purchase new engines on priorities. Several hundred applications were rejected with no authority other than the Commandant's directive requesting all District Coast Guard Officers' cooperation with the Office of Price Administration. When this authority was questioned by many people, this unit suggested to the Office of Price Administration that a ban be placed on all pleasure boating.

When this matter was taken up by the local Office of Price Administration with Washington, the result was a ban on all pleasure boating throughout the country. All pleasure boating detected by boarding officers was reported to this office, and, in turn, forwarded to the Office of Price Administration for action. As a result, many ration coupons were forfeited and people were penalized.

OVER-LOADING VIOLATIONS

Several complaints were received by Motorboat Registration and Navigation Fines Section that some small ferry boats were carrying too many people on board. Yet, there was not statute prohibiting over-loading on

boats less than fifteen (15) gross tons. The Administrative Assistant in charge of this office went to the dock at Babylon, Long Island, New York, and checked the number of people going on boats. He found fifty (50) foot boats, that were admeasured under fifteen (15) gross tons, were carrying as many as one-hundred and eight (108) people.

However, the regulations provided that as long as one life preserver was on board for each person, the boat was operating within the law. Therefore, unable to detect any other violations, it was determined that Title 46, Section 526F of the United States Code was applicable. This statute, which is reckless navigation so as to endanger life, limb, and property, carries with it a monetary penalty of two thousand dollars (2,000) or one year in jail.

This office then proceeded to inspect boats under fifteen gross tons for the purpose of safety, counted the passengers with an official clock, photographed the existing situation, and proved their case under Section 4450 of the revised statutes. The result was the suspension and revocation of the motorboat operators' licenses. The Commandant approved this practice and directed that all Districts follow suit.

BOARDING FILM WRITTEN

Because of the continual turn-over of personnel on boarding patrol of the Port Security Office, several hours each day were required of the supervisor of the Motorboat Registration and Navigation Fines Section to explain boarding procedure and navigation laws to them. When he refused his time for this purpose, an officer from the Training Office at Headquarters and a representative of the Jan Handy Organization, an educational film company, requested his assistance in producing an instructional film about boarding.

The boarding film was written by him, edited, and produced in New York; then it was distributed throughout the Nation and is being used at the Coast Guard Academy. This film, which explains boarding of every type and size vessel, shows the functions of Coast Guard, Customs, and other government agencies. It cost approximately nine thousand dollars and constitutes four hundred feet of sound film and approximately thirty-two (32) roles of slide film which takes ten (10) hours to show. It has questions and answers, and is used for classroom instruction.

FIRST DETECTION OF NAZI SABOTEURS

Through the registration of their motorboat, "LEKELA," in 1939, the Motorboat Registration and Navigation Fines Section was instrumental in detecting the eight (8) Nazi saboteurs, who were executed on 8 August, 1942.

Paul G. Schwarz, who sold the "LEKELA" to eight Germans whom he met at the German Consul's Office, reported to this unit, in November, 1939, that the men had left with the "LEKELA," on which he held a six hundred dollar mortgage. This office had no authority in the matter of the mortgage, but suspected Nazi activity.

Since a German tanker was reported loitering in Florida waters, it was supposed that the boat might be headed south to join it. A dispatch was sent to all stations on the Eastern Seaboard to locate the "LEKELA" and determine her route. Replies indicated she left City Island, New York, and was headed South.

The New York office found a violation, in records outstanding, against the boat for having no whistle

or bell. When she arrived in Wilmington, North Carolina, the Coast Guard was dispatched to hold the vessel pending investigation regarding violations by the Customs. This was done at the risk of being sued. The United States Attorney in North Carolina was contacted to have a bond posted so the men could not get off the boat. Each of the five men gladly posted five hundred dollars and still had more money. The boat was detained approximately one week under bond, and the German tanker in the Florida waters evidently could not wait that long and disappeared. The "IEKELA" was followed by dispatch as to whereabouts as she proceeded to Florida. There she was sold to people who were residents of Connecticut, and later was enrolled in the Coast Guard Auxiliary in the Third Naval District.

The Nazis who made this trip from New York to Florida were; Kurt Grahm; John Kerling, alias Edward Kelly; Richard Guelle; Louis George Dedel; Paul Schroeder; F. W. Doell; Herman Neuber; Franz Cappiletti, Joseph Nussbaum, Richard Kienz, Mane Keshung. Nothing more was heard of these Germans until 13 June, 1942, when some were found by a Coast Guardsman on Long Island and others in Florida, bringing with them sabotage equipment and plans.

ANALYSIS AND EVALUATION

This office processes approximately 65,000 letters and issues approximately 12,000 certificates of award yearly.

The navigation cases amount to about 3,000 per year, with statutory penalties aggregating \$109,910. The total number of motorboats registered in this District as of 1 December, 1945, was 44,472.

The personnel complement for this office was two male and two female civil service employees, two enlisted Coast Guardsmen, and five (5) enlisted Spars. The complement now does not include the five Spars. An Administrative Assistant, a civilian with twenty years experience in the Customs Service, is in charge of this office; there is no Coast Guard officer there.

During the time of war, this unit was exceptionally busy due to the fact that many of the men, who were called to the armed services, transferred the title of their vessels to other people; and many violations under the Espionage Act were detected by boarding officers and required the action of this office. At the present time, an increase in the volume of business is expected, since most of the men are returning from the Service and new boats are being built and constantly coming off the assembly lines. Many of these men never had a taste of boating before the war, and now they are getting boats for themselves. In addition, boats operating on Greenwood Lake are to be registered for the first time, and the United States Army is releasing amphibious trucks, "ducks," which must be registered.

It is impossible to determine the number of personnel that may be required to carry on these functions or the financial status, since this unit may revert back to the Collector of Customs, although it is now functioning under the Treasury Department.

This organization is continually growing and is expected to triple within the next two years. Many solutions that can remedy conditions are expected within the next two years. Another problem that probably will confront this unit will be aviation. Seaplanes, when landing on navigable waters, are under the jurisdiction of this unit.

When this office was originally organized and statutes made, it was not intended that it would grow as large as it is at the present time. The statutes should

not be amended to meet the time. Many suggestions along that line can be made in this District, since twelve per cent of the entire country's registrations are handled here. The suggestion is to register all boats regardless of size, either permanently or temporarily equipped with engines.

Another is that the number be displayed on the stern of the vessel as well as on the bows, so that when a patrol boat observes a violation, it may note the identification before the violator gets away. There should be a fee for the registration of boats according to the size of the vessel, so that the unit may be self-sustaining and able to carry the required personnel and supplies. All boarding officers should be indoctrinated in procedure on boarding.

UNITED STATES COAST GUARD Third Naval District New York

Motorboat Registrations Section
Barge Office, Room 214
South Ferry, New York City

QUESTIONNAIRE TO BE FILLED IN BY OWNERS OF UNDOCUMENTED VESSELS FILING APPLICATIONS FOR COMMERCIAL OCCUPATION

1. What type of "Commercial Occupation" will the vessel be used for, i.e., Commercial Fishing for Market, Carrying Fishing Parties for Hire, Towing, Work Boat, etc. (state details);

2. What is your regular occupation?
3. How often is such boat to be used for such commercial purposes?

4. Where do you intend to operate?

5. On what days and during what hours?

- 6.

Pursuant to the above information, I hereby request that the service of my vessel be indicated as

(Commercial Fishing, Parties for Hire, etc.)

Signature of Owner

Motorboat No.

FOURTH NAVAL DISTRICT

CREATION OF THE MERCHANT MARINE INSPECTION OFFICE

Among the many changes which the war brought to the Coast Guard, one of the most significant was the assignment of the duties formerly performed by the Bureau of Marine Inspection and Navigation, an organization which had been in existence under the Department of Commerce since approximately 1838. With the aim of securing better coordination and increasing the wartime effectiveness of the various activities of the Bureau of Marine Inspection and Navigation, the Bureau of the Budget had made a study of the inspection situation and recommended certain consolidations. In line with these recommendations, the President, on 27 February, 1942, signed Executive Order #9083 which placed a few of the functions of the Bureau under the Commissioner of Customs and the majority of them under the supervision of the Commandant of the Coast Guard. Among those transferred to the Coast Guard were the safety inspections of all American merchant marine vessels; all marine casualty investigations; the functions of the Shipping Commissioners, including the supervision of the signing on and discharging of crews and the welfare of merchant seamen aboard vessels; the licensing of officers and the certification of seamen. This order was to be effective on 28 February, 1942, but in view of the extensive organizational changes required, it was not until sometime in April, 1942, that the transfer was in all respects carried out in this district.

ORGANIZATION OF THE OFFICE

The marine inspection activities of this particular district were, in 1942, under the direct supervision of the Supervising Inspector of the Third Inspection District who maintained an office in Norfolk, Va., and there was only one Marine Inspection Office, located in Philadelphia. It was decided that the Marine Inspection District for this area should coincide with the limits of the local Coast Guard District, an arrangement which remained unchanged throughout the war.

A description of the Philadelphia office as it was in April, 1942 showed the following attached: L. H. Shackelford (CAF 12) as Local Inspector of Hulls with ten Assistant Inspectors, R. G. Willoh (CAF 12) as Local Inspector of Boilers with 11 Assistant Inspectors, seven clerks. Of these, three boiler inspectors and four hull inspectors were assigned to the Sun Shipyard; one boiler inspector and one hull inspector were assigned to the Pusey and Jones Shipyard; two hull inspectors were assigned to factory inspections of life-saving equipment; one boiler inspector was assigned to mill tests and inspection of steel; one hull inspector and one boiler inspector were assigned to "C" boards and the examination of drawings; one hull inspector and one boiler inspector were assigned to the small shipyards and drydocks in New Jersey; one hull inspector and one boiler inspector were assigned to the examination room to examine men for licenses and certificates; one hull inspector and two boiler inspectors were assigned to miscellaneous inspections; one boiler inspector and one clerk were stationed in Coatesville, Pa., to handle inspection of steel and reports thereon in that area. In addition to the above assignments, specified inspectors were sent to various points throughout Eastern Pennsylvania to test and qualify welders and to test and inspect and stamp pressure vessels, furnaces, etc.

On 1 June, 1942, Coast Guard Headquarters issued a change to the organization plan so as to include the new Merchant Marine Inspection functions. According to this plan, the offices of Local Inspectors and

Shipping Commissioners were replaced by local Merchant Marine Inspection Offices, each headed by an Officer-in-Charge. In place of the former Supervising Inspectors, a supervising Merchant Marine Inspector was to be designated as a member of the staff of the District Coast Guard Officer, and to have full responsibility for all vessel inspection, licensing and certificating, shipping commissioner functions and ship personnel inspection activities within the district. In this district, the result of this order was the organization of the local Marine Inspection Office as a part of the District Coast Guard Office and the designation of L. H. Shackelford as Supervising Merchant Marine Inspector on the staff of the DCGO and Merchant Marine Inspector in Charge of the Marine Inspection Office. G. W. Callbeck was designated as Senior Merchant Marine Inspector (Materiel) and R. H. Farinhold was designated as Senior Merchant Marine Inspector (Personnel), but Mr. Callbeck later assumed both positions.

In February, 1943, all inspectors were offered commissions in the Coast Guard Reserve or Temporary Reserve, with the result that fifteen inspectors were appointed Lieutenant Commanders in the Coast Guard Reserve and five, who were unable to meet the physical or age requirements of the service, were enrolled as Lieutenant Commanders in the Class (T) Reserve.

Also in February, 1943, certain changes in the Maritime Investigation Rules were made, the majority of them for the purpose of giving the DCGO greater control over the activities of the inspectors. According to the new rules, the DCGO was to designate the officer to perform the preliminary investigation of casualties and submit the report to Headquarters. Previously, the Merchant Marine Inspector had appointed the officer, although the report was sent via the DCGO. The DCGO was also made responsible for the appointment of examining officers for preliminary investigations relative to the suspension or revocation of licenses and of hearing officers to try cases in which the preliminary investigations indicated reasonable grounds for suspension or revocation of licenses. Under the previous arrangement, hearing officers were designated by the Commandant and the inspector who conducted the investigation could act as hearing officer if the person charged consented. This latter arrangement was forbidden in the new regulations. Another important change was that in the event the person charged was found guilty, the order suspending or revoking his license became effective immediately. Formerly, such an order was not effective until the 30 days allowed for an appeal had expired. The result of this system was that the man retained his license and would often leave the district so that when the 30 days were up he could not be located and the order could not be placed into effect. The provisions of the amendments were immediately placed into effect in this district.

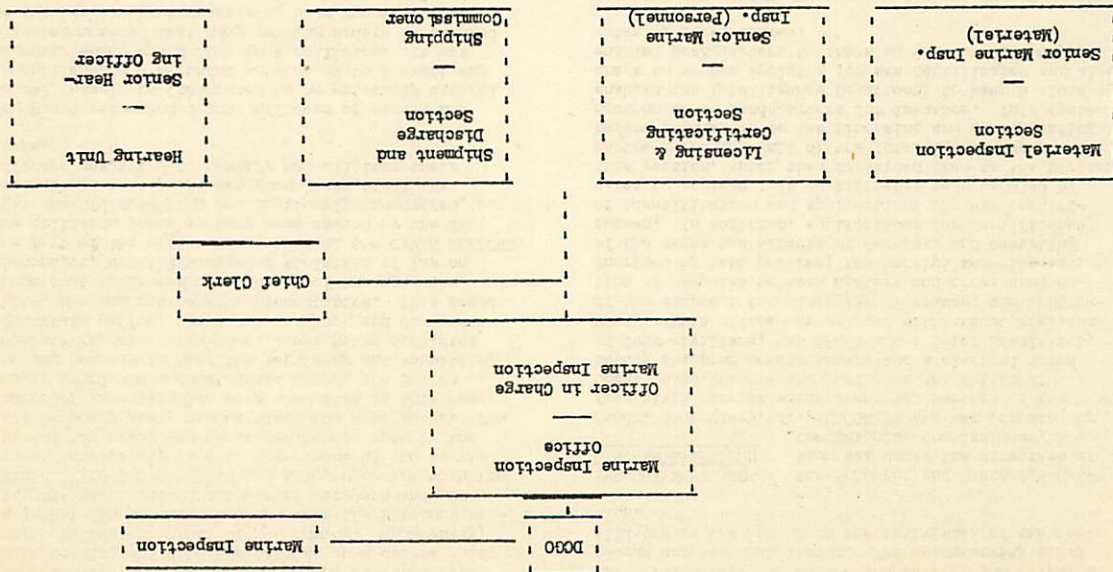
As the war progressed, the Merchant Marine Inspection Office continued to expand and rearrange its organization to meet the needs of the situation. By the spring of 1945, the office was organized as follows; an organization which was substantially the same on November 25, 1946.

The investigation of the major casualties involving merchant marine vessels in this district was also part of the functions of this department. There were a number of such cases as for the DDOO to notify Headquarters immediately upon receipt of information designating a casualty. The Commandant then designated a Board of Investigation to inquire into the facts of the case and submit a complete report. The first of the major casualties in this district occurred when the Tanker ATLANTIC and the Panamanian Tugboat DORADO collided in latitude 38-17N, longitude 80-20W on 21 November, 1943. Captain Coffin, assisted by Commander Callbeck and Commander White, the Headquarters representative, conducted the investigation. The collision occurred on an extremely dark night when both ships were blacked out and unable to see each other in time to prevent a collision. The bow of the BOSTONIAN struck the starboard side of the ATLANTIC, apparently panic stricken, and splintered the No. 1 lifeboat, swamping it to some extent. A number of men in the water. The order to abandon ship was given, and the BOSTONIAN picked up 39 survivors, 20 members of the crew of the ATLANTIC being lost. The Board found that the collision was due one to negligence on the part of either Master, but censured the Master of the ATLANTIC for the lack of discipline and failure to make use of the available five-lighting and lifesaving equipment. Recommendations were made that "disciplines be as stringent as possible, and that Officers inspect vessels and that the Coast Guard Officers inspect complete rigs and lifeboat drills necessarily to holding complete rigs and lifeboat drills. The actual emergency conditions as much as possible, and not merely holding prearranged exercises."

The second major casualty occurred on 7 January, 1944, when the SS CANVAS HEADWINDS collided with the USS ST. AUGUSTINE off Cape May, causing the sinking of the naval vessel and the loss of 115 out of 115 officers and men. The ST. AUGUSTINE was accompanying a South-

The Chief Clerk for the office was Mrs. D. K. Dickin-son (GAR-5). A civil service worker who had been at- tached to the office since before its transfer to the Coast Guard. She was designated by and was directly responsible to Commander Shackelford, and had super- vision of the files, records, reports and other cerai- cal work for the office as a whole.

The Materiel Inspection Sec- tion was under the direction of Commander G. W. Callbeck, USNCR, the Senior Marine In- spector (Materiel). Among the duties of the section were those of annual inspections of vessels and their appliances; inspection of new vessels under construc- tion; reinspection of vessels; drydock examinations; damage surveys; sanitary inspections of vessels; re- pair inspections of boats, life-preservers, life- boats, life-rats, life-flots, davits, winches, line carrying guns and other equipment; review of vessel and vessel equipment plans, conduct of pre- sailing fire and boat drills and the inspection of crews in the proper use of safety devices; inspection of boilers at Government establishments and of Govern- ment hulls and boilers afloat. Assisting Commander Callbeck in these duties was a staff of 26 Marine Inspectors, Materiel and two SPARs. One inspector was stationed at Coastville, Pa. to inspect steel produced in that city and in the neighboring cities of Harrisburg and Lebanon. An average of about nine inspectors were regularly stationed at the Sun Shipyard during the war. This was believed to be the largest single unit ship- yard in the world, and had 28 ways on which over 650 ships had been built since 1912. Inspectors were also stationed at the Fussey and Jones Shipyard and at the smaller shipyards along the Jersey shore of the Dela- ware River.



bound convoy when the CAMAS MEADOWS, outbound from Philadelphia, was seen approaching on a course which would collide with that of the convoy. Apparently, in an attempt to challenge and warn the merchant vessel, the naval vessel cut across her path and was rammed. The CGC's THETIS and ARGO, who were with the convoy immediately came to the rescue of the survivors of the crash and performed heroic work in the face of heavy seas, strong winds and cold water. Two Boards of Investigation were conducted in this case, a Navy Board and a Coast Guard Board, the Boards meeting jointly to hear the testimony and submitting separate reports. The Coast Guard Board consisted of Captain Coffin, Commander Callbeck and Commander White, the Headquarters' representative. This Board found that there was no evidence of incompetence, misconduct, unskillfulness or violation of law on the part of the officers and crew of the CAMAS MEADOWS. The collision seems to have been caused by the fact that the ST. AUGUSTINE was improperly maneuvered, but evidence on this point was incomplete since the officers qualified to testify had all lost their lives.

The Board recommended that officers of escort and patrol vessels be instructed to be extremely careful in challenging a merchant ship so as to prevent any maneuver which would lead to a collision. It was also recommended that Navy routing orders be changed to require merchant vessels to burn running lights when crossing convoy lanes and to have signalmen or radio operators on the bridge when in the vicinity of such lanes.

The third major casualty occurred on 21 January, 1944, when the tanker, PLATTSBURGH SOCONY collided with the freighter SS CHARLES HENDERSON off Lewes, Delaware, causing the former vessel to burst into flames. Two Coast Guard picket boats who rushed to the scene of the crash rescued the entire crew of the PLATTSBURGH SOCONY, with the exception of one man who had jumped overboard and could not be found. The Board of Investigation on this case was composed of Captain Coffin, Commander Callbeck and Commander Smith. Unfortunately, a copy of this Board is not available at this office.

With regard to the conduct of pre-sailing fire and boat drills and the instruction of crews in the proper use of safety devices, a letter from Captain Wells to the Commandant, dated 12 February, 1944, stated:

"HQ is informed that the Merchant Marine Inspectors in this District have conducted lifeboat drills on better than 75% of merchant vessels sailing from this port. In a few cases, drills were not held because carfloats and lighters alongside of vessels or because of the inadequacy of the crew at the time of boarding. In every case, however, a concerted effort is made to conduct these drills on all merchant vessels wherever they may be found in the District. The accompanying chart illustrates some of the activities of this section."

THE LICENSING AND CERTIFYING SECTION

Also under the direction of Commander Callbeck was the Licensing and Certifying Section of the office, the duties of which involve all functions concerned with the examination of candidates for merchant marine licenses and the award of such licenses; the examination of seamen and the issuance of Certificates of Service; the registration of merchant marine staff officers; the issuance of Continuous Discharge Books and Certificates of Identification. In addition, the registration of motorboats had been performed by this section. Assisting Commander Callbeck in the work of

the section were two marine inspectors, two civilian clerks and two SPAR yeomen. The accompanying chart illustrates the extent of the activities of the section.

THE SHIPMENT AND DISCHARGE SECTION

The Shipment and Discharge Section was under the direction of the Shipping Commissioner, Lt. Comdr. John Ulery, Jr., USCGR(T) who was assisted by four civil service workers and two members of the Coast Guard Reserve who performed the duties of deputy shipping commissioners and a clerical force of four civilians, two SPARS and a Chief Specialist, USCGR. This office was charged with the supervision of the shipment and discharge of seamen; the arbitration of disputes between masters and crews when authorized by both parties; the receipt and disposition of the wages and effects of deceased and deserting seamen. In addition, applications for Certificates of Identification and applications for new certificates to replace lost certificates were handled by this section, which then forwarded them to the Merchant Marine Screening Unit of the Intelligence Department before submission to the Licensing and Certifying Section or to Headquarters for issuance. This system enabled the Intelligence Department to keep a close check on seamen applying for new Certificates and also enabled Headquarters to check on unauthorized duplicates of Certificates.

THE MERCHANT MARINE HEARING UNIT

The Merchant Marine Hearing Unit was a comparatively new section and one of the principal wartime accomplishments of the department. Under the Executive Order which transferred the functions of the Bureau of Marine Inspection to the Coast Guard, the Coast Guard was charged with the investigation of acts of incompetency and misconduct committed by officers and seamen while acting under the authority of their licenses and certificates when the persons were found guilty of such acts. An investigation and report of the system by which such cases were then being handled was made by the Coast Guard, and the result was a complete revision of the old procedures. A resume of the principal changes made is given in a memorandum of 23 June, 1943, to Assistant Secretary Bard from the Commandant of the Coast Guard, and states in part:

(a) Under the old procedure most cases were investigated and heard by three member boards, and the Board which heard a case did not have authority to enter a decision. The Board merely prepared a report and recommendation which were sent to Washington for review and decision by the Director of the Bureau. This was not only inconsistent with the well recognized principle of administrative law that "he who hears should decide" but almost invariably resulted in a delay of from four to seven months between the hearing and the decision. Under the new procedure cases are heard by individual hearing officers. Complete authority to make the decision is vested in the officer who hears the case and the decision is made immediately following the conclusion of the hearing. Under the old procedure appeals from decisions of the Director were also considered in Washington. The revised regulations provide for their disposition by the District Coast Guard Officer of the district in which the case was heard. The law allows persons convicted 30 days in which to appeal and under the old procedure persons charged were permitted to retain their licenses and certificates until after the expiration of the appeal period. As a consequence, in cases in which appeals were denied it was necessary to locate and take up the papers of the man involved in order to make the decision effective. Now licenses and certificates are required to be deposited with the hearing officer at the start of the trial and a person

First Inspection of Vessels		Annual Inspection of Vessels		Total of all Inspections of Vessels		Number of Items Inspected at Factory Inspections		Items Rejected at Factory Inspections		buoys, plates, steel, life, steel, plates, buoys, steel, plates, pipes	
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
3	2	6	7	2	10	6	8	3	7	6	10
8	10	8	19	16	22	206	228	205	188	128	
138	127	109	103	67	137	121	168	92	111	172	206
2867	3876	7310	6082	7358	10132	7440	10751	3794	3622	2017	2768
1502	3771	2151	423	6	1	2	5	life, steel, plates, buoys, steel, plates, pipes	life, steel, plates, buoys, steel, plates, pipes	life, steel, plates, buoys, steel, plates, pipes	life, steel, plates, buoys, steel, plates, pipes
ACTIVITIES OF LICENSING AND CERTIFYING SECTION											
1942											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
500	528	514	213	145	191	388	211	411	178	269	259
434	243	380	823	71	77	81	61	79	355	688	1026
1943											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1944											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1945											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1946											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1947											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1948											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1949											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1950											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1951											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1952											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1953											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1954											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1955											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1956											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688
1957											
JAN	APR	JUL	OCT	JAN	APR	JUL	OCT	JAN	APR	JUL	OCT
128	96	140	68	70	71	77	81	61	79	355	688

who wishes to appeal is given a letter good only for one voyage or until the appeal has been acted upon. Thus it is possible to make the punishment effective at once.

(b) The old regulations did not provide for separation of the functions of investigation, prosecution and adjudication. Consequently, it often happened that the same Board acted in all three capacities, a condition which had been criticized by the Attorney General's Committee on Administrative Procedure in 1940, and which had given rise to dissatisfaction on the part of seamen and their counsel. The new regulations remedied this situation by prohibiting any officer who participates in investigating a case from acting as hearing officer in such case.

(c) Under the old procedure the Boards which investigated complaints and passed upon the guilt of seamen against whom charges had been preferred were for the most part made up of inspectors whose primary job was the inspection of the hulls and the machinery of ships. Under the new procedure personnel assigned to this work are given five weeks of special training at the Examining and Hearing Officers school which has been established in New York for that purpose. The curriculum includes indoctrination into the new policies and procedure, instruction in investigative techniques, the conduct of hearings and a detailed study of the laws governing the relationship between master and crew. It is contemplated that every officer assigned to this duty will go through the school. Furthermore, in all ports in which the volume of traffic justifies such action, officers assigned as examining and hearing officers spend full time on that work.

(d) Under the old regulations most of the investigations conducted prior to trial to determine whether there was a reasonable basis for the filing of charges were attended with all the formality of a trial. In the interest of speedy administration, the new procedure dispenses with this formal investigation and substitutes an informal preliminary investigation, the sole purpose of which is to enable the responsible officer to determine whether reasonable grounds for prosecution exist.

5. In addition to the basic changes outlined above, a number of other steps have been taken to improve administration. Under the old system the machinery rarely was set in motion until a complaint was filed in the office of the inspector, and very seldom was an independent effort made to find out whether breaches of discipline had occurred on a voyage. Furthermore, several days usually intervened between receipt of a complaint and the beginning of the investigation. Under the new procedure each ship is boarded at Quarantine by a Coast Guard Officer who makes specific inquiry as to the state of discipline during the voyage. If it appears to the boarding officer that there has been crew trouble during the voyage, an Examining Officer comes aboard immediately and the investigations are made while the vessel is on her way to the dock. Arrangements have been made with the State and Navy Departments and the War Shipping Administration whereby consular officers, naval observers and port representatives in foreign ports report cases of misconduct occurring abroad by cable in order that the investigation may be started immediately upon the return of the vessel to the United States. Manuals outlining steps in the procedure and forms, which require only a few minutes to fill out, have been prepared and made available to simplify and speed up the work.

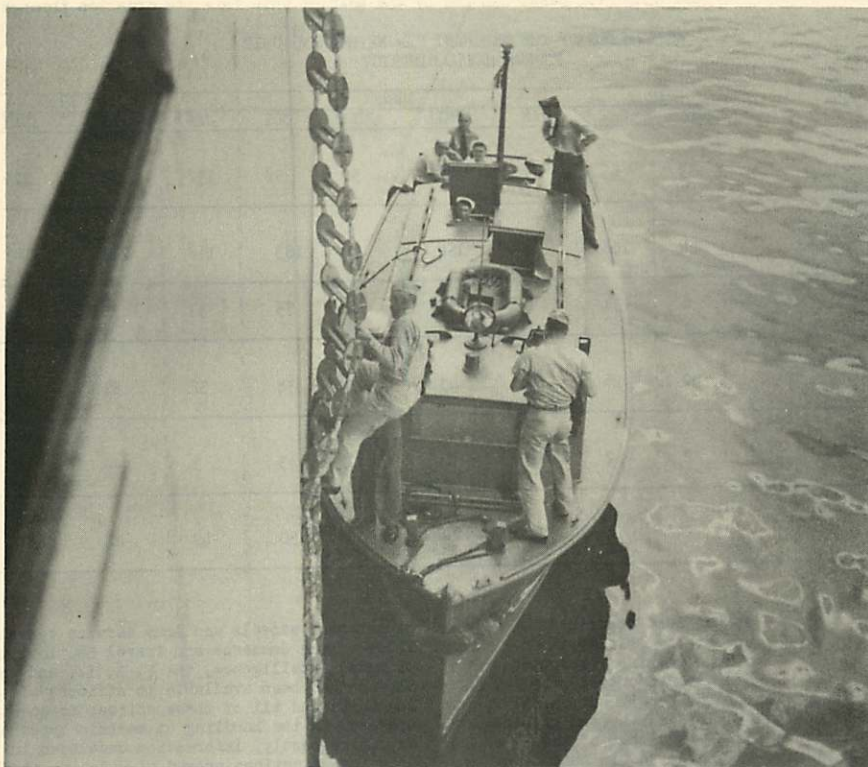
The Merchant Marine Hearing Unit in this district was established in May 1943, under the direction of Lieut.

Comdr. William Gallagher, USCGR, a former Merchant Marine Inspector. Unlike the other marine inspection sections, the personnel of the Hearing Unit had varied considerably during the latter war years. Starting off with a force of two officers and a civil service worker, the unit increased rapidly in size until by the middle of the year 1944 the peak of 12 officers, two civil service workers and 12 Coast Guard enlisted personnel, largely SPARS had been reached. With the end of the war, the activities and personnel of the unit dropped off sharply, and there were then attached to the office five officers, two civil service workers, one SPAR and two enlisted men. With the exception of Lieut. Comdr. Gallagher, the officers of this unit were not former inspectors but Coast Guard Reserve officers, many of whom had had some legal experience in civilian life. All officers assigned to the unit were sent to the New York Hearing Unit School for training and experience in this type of work.

The offices of the Hearing Unit were set up in the Custom House next to those of the Merchant Marine Inspection Officer, and were so divided as to permit, in general, private offices for every two examining officers. In addition, a court room was set up next to the Shipping Commissioner's Office on the first floor of the Custom House. In the furnishing of this room, every effort was made to create a court-like atmosphere of dignity and decorum, with a raised bench for the Hearing Officer, a raised witness stand, large table for counsels and reporters and benches for spectators. Decorations consisted of large American and Coast Guard flags flanking the bench.

The procedure which was generally adhered to by the Hearing Unit in this district was as follows: Every ship arriving in the port of Philadelphia was boarded by an Examining Officer from the unit. This officer made inquiries as to any crew trouble aboard the ship by talking to the master, officers and crew delegates and by checking the ship's log. If there was any evidence of trouble, he investigated the situation and decided whether or not it was necessary to prefer charges. In many instances of minor offenses he might give admonitions rather than prefer charges. Such admonitions were recorded so that if the individual again got into trouble a record of the admonition was available. When the case warranted prosecution, the Examining Officer prepared charges and specifications, set a time for the hearing and issued summons to the person charged and subpoenaed all necessary witnesses. The person charged was informed fully of his rights and privileges and was accorded every opportunity to prepare his defense. The hearing was held within the next few days in the Court Room of the Merchant Marine Hearing Unit. The Examining Officer acted as prosecutor while one of the senior members of the Unit served as Hearing Officer. The person charged might have any person he desired as counsel or might request a member of the Hearing Unit to represent him. The procedure was similar to that of any court, and the Hearing Officer made every attempt to get at the true facts of the case before passing judgment. If the person charged were found guilty, his license or certificate might be revoked or suspended, or he might appeal a decision to the District Coast Guard Officer, or, further, to the Commandant of the Coast Guard; but the decision was effective as soon as it was rendered, and the appeal had to be made within 30 days. This procedure had proved quite satisfactory.

In addition to cases of misconduct, the Hearing Unit also handled casualty investigations and, when negligence was apparent, prosecuted the offenders in a manner similar to that described above.



U.S.C.G. MARINE INSPECTOR GOING ABOARD MERCHANT VESSEL FOR INSPECTION



CHIEF ENGINEER ABOARD A MERCHANT VESSEL IN PORT FOR REPAIRS,
CHECKS THE MAIN PANEL BOARD IN HIS VESSEL'S ENGINE ROOM
FOR THE BENEFIT OF COAST GUARD COMMANDER JOHN R. COITEUX,
HEAD OF THE COAST GUARD MARINE INSPECTION DIVISION OF THE 14th NAVAL DISTRICT

The following table illustrates the number of cases handled by the Hearing Unit from its creation through October, 1945

ACTIVITIES OF THE MERCHANT MARINE HEARING UNIT
FOURTH NAVAL DISTRICT

Number of Vessels Boarded	Alleged Acts of Misconduct Investigated	Admonitions Given	Hearings on Charges of Misconduct	Hearings on Charges of Negligence	Casualties Investigated												
						JULY 1943	OCT 1943	JAN 1944	APRIL 1944	JULY 1944	OCT 1944	JAN 1945	APRIL 1945	JULY 1945	OCT 1945		
33	44	6	32	2	2	65	106	31	4	31	21	37	212	163	97	161	26
67	64	154	98	163	168	132	135	129	99	98	132	135	129	99	98	161	26
82	98	163	168	132	135	129	99	98	132	135	129	99	98	132	135	129	26
29	26	43	29	38	52	51	48	19	2	2	2	2	2	2	2	2	26
23	23	23	23	23	23	23	23	23	23	23	23	23	23	23	23	23	23
14	14	14	14	14	14	14	14	14	14	14	14	14	14	14	14	14	14
2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2

ADMINISTRATIVE
RELATIONSHIPS

As has been described above, the Officer-in-charge, Marine Inspection had direct control over all phases of the activities of the department, with the exception of the assignment of Hearing and Examination Officers, which responsibility was that of the DGO. In turn, the Officer-in-Charge was that of the district was also the Marine Inspection Officer, was a member of the staff of the DGO and was directly responsible to him. There was no overlapping of command between the DGO and Headquarters.

There had been a few relationships between Merchant Marine Inspection and the other departments of the DGO. The Intelligence Department had worked closely with the Shipping Commissioner's Office and the Hearing Unit in the screening of merchant marine personnel. The Operations Office regularly supplied water transportation for Examining Officers and Inspectors who had to board ships anchored in the stream; and the Transportation Office supplied transportation for Inspectors, having at least one and sometimes several cars stationed at the Custom House for the use of the Merchant Marine Office. The Marine Inspectors cooperated closely with the Aids to Navigation Officer, informing him of the location of the aids and the amount of damage inflicted. In cases where merchant vessels collided with aids to navigation it was necessary for the Inspectors to cooperate closely with the Aids to Navigation Officer, informing him of damage to buoys and conducting him as to the location of the aids and the amount of damage inflicted.

Close liaison had always been maintained between the Merchant Marine Inspection Office, the Port Director's Office and the Navy Commerce and Travel Office, all of which were located in the Custom House. Similarly, close relationships had been maintained with the Army Port of Embarkation Office, the Third Service Command, the Maritime Commission, War Shipping Administration, and the U. S. Army Engineers, all of whom had cooperated in the construction, repair and inspection of merchant marine vessels. The Port Director's Office and the Navy Commerce and Travel Office, all of which were located in the Custom House. Similarly, close relationships had been maintained with the Army Port of Embarkation Office, the Third Service Command, the Maritime Commission, War Shipping Administration, and the U. S. Army Engineers, all of whom had cooperated in the construction, repair and inspection of merchant marine vessels.

DEVELOPMENTS
FUTURE

Whether or not the Merchant Marine Inspection Office will remain a part of the Coast Guard after the end of the present emergency is not known. In any event, the majority of its functions will not be substantially changed. The activities of the Hearing Unit have declined sharply, a reduction which is due in great part to the instructions issued by the Commandant on 26 September, 1945, which stated in part: "In view of the change in shipping conditions brought about by the surrender of Japan, changes in procedure and operations are indicated. Cognizance is to be taken of indications of disciplinary association with safety at sea, and less emphasis is to be placed on matters which are more properly contractual between the seaman and the operator. Failure to join in domestic ports, absence without leave, and absence over leave are examples of the latter. The personnel of the Hearing Unit had been substantially reduced but it was anticipated that a small force would be maintained to handle such disciplinary cases and casualties as were not covered by the above ruling."

FIFTH NAVAL DISTRICT

ORDIN AND ACTIVITIES

Act of July 7, 1838,
5th Statute L. 304.

INSPECTION SERVICE

Due to the numerous accidents and fatal casualties resulting from experimentation with steam-propelled vessels, Congress in 1838 created the Steamboat Inspection Service, functioning under the Treasury Department.

This was the first Federal legislation directed to wards better security of life for passengers on vessels propelled in whole or in part by steam. For the administration of the act, inspectors were appointed in local districts, as the needs indicated, by Federal judges. Fees of \$5.00 each for inspections of hull and machinery were charged, and this was the remuneration of the inspectors.

Owners or Masters of passenger vessels were required to employ a competent number of experienced and skillful engineers.

STEAMBOAT ACT

Act of August 30, 1852,
10th Statute L. 1852.

This act revised and improved the legislation governing Marine Inspection. It also provided for the appointment of nine supervising inspectors by the President with the consent of the Senate. This act also provided for the appointment of local inspectors. The local inspectors were authorized to license and classify all engineers and pilots of steamers carrying passengers. The inspectors were placed on an annual salary and all fees charged for inspection reverted to the Treasury.

Act of February 28, 1871, 16th Statute L. 140.

This act established a central office in Washington, D. C., with a Supervising Inspector General. The joint meeting of the Supervising Inspectors with the Inspector General presiding, thereafter functioned as a Board annually and at such other times as the Secretary might prescribe. The board was vested with authority to establish all necessary rules and regulations required for the proper and uniform administration of the Inspection Laws. Such regulations when approved by the Secretary of the Treasury would have the force of law.

The Statutes under which the Board had the right to prescribe rules and regulations dealt entirely with the protection of passengers from boiler explosions on steam vessels, thus requiring the setting up of standards for material construction and installation of boilers, also to increase the seaworthiness of vessels and to insure the installation of lifesaving and firefighting equipment, approved by the Board of Supervising Inspectors.

BUREAU OF NAVIGATION

Act of July 5, 1884,
23rd Statute L. 118.

This act created a special service known as the Bureau of Navigation under the Treasury Department. Its duty was to supervise and administer the Navigation Laws.

Act of June 19, 1886, 24th Statute L. 79.

By this act, the collection of all fees for inspection, examination, and licensing of steam vessels was discontinued.

Executive order of March 2, 1896.

Under this order all employees of the Steamboat Inspection Service, with the exception of the Supervising Inspector General and Supervising Inspectors who were appointed by the President, were placed in the Classified Civil Service.

Act of February 14, 1903, 32nd Statute L. 736.

Creation of Department of Commerce and Labor. Under this act the Bureau of Navigation and Steamboat Inspection Service were transferred from the Department of Treasury to the new department created under the act.

Act of March 4, 1913, 37th Statute L. 736.

Creation of Department of Labor. Under this act, the Bureau of Marine Inspection and Navigation were retained in the Department of Commerce and functioned thereafter in this department until February 28, 1942.

Act of June 30, 1932, 47th Statute L. 415.

This act reorganized the Bureau of Navigation and the Steamboat Inspection Service by combining the two services; the new bureau was called the Bureau of Navigation and Steamboat Inspection. The title of Supervising Inspector General was changed to that of Director, and two additional Assistant Directors were authorized.

Act of May 27, 1936, sec. 5, 49th Statute L. 1384.

Creation of Technical Staff. Hereafter there shall be in the Bureau of Marine Inspection and Navigation a technical staff consisting of the Director and technical members who shall be selected for their knowledge, skill, and practical experience in designing and supervising the construction and operation of vessels propelled by machinery. They shall be competent judges of the character, strength, stability, and safety qualities of such vessels and their equipment. Such technical members shall be appointed by the Secretary of Commerce, without reference to the Civil Service Laws and regulations. The Director of the said Bureau, with the service and assistance of all contract plans and specifications for passenger vessels of the United States of one hundred gross tons and over, propelled by machinery, as provided by Subsection (B) of this section, including the installation of tested and effective sprinkler systems, and upon arrangement plans for all material alterations to existing vessels.

November 10, 1936

Rules and Regulations adopted by the Board of Supervising Inspectors covering Tank Vessels have the force of law. The functions of the Local Inspection personnel consist of carrying out the inspections of ocean, coastwise and inland passenger and freight steam vessels, steam fishing vessels, pleasure vessels, and tank vessels.

The inspection of boiler of boilers, propulsion machinery, hulls, live fighting equipment, life saving equipment, living quarters, galleys, and sanitary equipment of all steam vessels and in addition, of all motor vessels above 15 gross tons, which are engaged in carrying freight or passengers for hire. The examination and certification of seamen, and the boatmen, the investigation of accidents and casualties, and the trial of ship officers in connection with violations of law or of rules and regulations having the force of law.

February 28, 1942

The President's Executive Order No. 9083 dated February 28, 1942, transferring the functions relating to safety of life at sea, Marine Inspection, Seamen's Welfare, and certain other maritime activities exercised by the former Bureau of Marine Inspection and Navigation, Department of Commerce, to the Commandant, United States Coast Guard, was effected.

Local Inspection district personnel, Norfolk, Va., previous to February 1942:

In 1902 the local inspection office personnel consisted of the Local Inspector of Hulls and the Local Inspector of Boilers. In 1903 two assistant inspectors were appointed, one designated as Assistant Inspector of Boilers. In 1911 the inspection personnel was increased to four Assistant Inspectors. In 1916 the personnel was increased to six assistants, and in 1920 the Assistant Inspectors were reduced to four assistants. In 1931 the inspectors personnel was again increased to six assistants. In 1941 the Local Inspection personnel consisted of the two Local Inspectors and twelve assistants.

The President's Executive Order No. 9083 dated February 28, 1942, transferring the functions of the Bureau of Marine Inspection and Navigation to the U. S. Coast Guard was effected. The Marine Inspection Service was reorganized under the Supervision of the U. S. Coast Guard, the Local Office of the Inspection Service Personnel was changed as follows: The Officer in Charge, Marine Inspector, Material Inspector, and Assistant Marine Inspectors, due to the great demand imposed on the Inspection Service by an increased war effort and greater activities, a vast Merchant Marine, building programs, and the great increase in Merchant Marine personnel. The Local Inspection Office personnel was increased to 24 assistant Marine Inspectors. The number of assistant Inspectors varied at times to a greater number as Reserve Officers were placed in the Local Office for temporary assignments.

Relationship with District Staff Officers, Navy, Governmental, and Civilian Agencies:

A semi-monthly report of activities was made to the District Coast Guard Officer. Special surveys were made upon request of naval officials to damaged naval vessels. Examinations and Inspections were made in Stationary, Locomotive, and Locomotive Crane Boilers and equipment owned by the U. S. Army located in the 5th Naval District upon request of Army officials; examination and inspection on boilers owned by the U. S. Government, upon request by U. S. Government officials.

Inspection of life saving and fire fighting equipment on board U. S. Army Transports. Enforcing the regulations pertaining to the radio equipment installed on Merchant Marine Vessels and licensed by the Federal Communications Commission.

Early in 1942 the U. S. Coast Guard established a school in New York City for instruction officers of the Marine Inspection Service, in the proper routine rules and laws for conducting hearings of accused American Merchant Marine personnel.

In June 1942, Lt. Comdr. C. P. Etheridge and Lt. Comdr. J. O. Thompson put into effect the first U. S. Coast Guard hearing unit in the Norfolk District.

Merchant Marine Hearing Unit had gone a long way in checking misconduct of Merchant Marine personnel and had been praised by the Masters and other officers of

our ships for the good work it had accomplished.

SHIPPING COMMISSIONER

The Shipping Commissioner, under the direction of the Officer in Charge, Marine Inspection was responsible for the immediate supervision of those activities of the Merchant Marine Office which related to:

The shipment and discharge of the Merchant Marine seamen;

The arbitration of disputes between the Master of the vessel and the crew;

The receipt and disposition of the wages and personal effects of deceased and deserting seamen;

The performance of other activities pertaining to the shipment and discharge of Merchant Marine personnel.

CLASS, GROSS TONNAGE, AND WATERS NAVIGATED

(Vessels inspected in the Norfolk District of the Bureau of Marine Inspection and Navigation prior to 1942, also vessels inspected in 1943, 1944, 1945)

DATE	NO. VESSELS	GROSS TONNAGE
1919	238	299,248
1923	500	546,141
1940	288	352,731
1941	330	396,677
1942	304	448,029
1943	178	132,792
1944	277	928,723

SIXTH NAVAL DISTRICT

By virtue of authority of Title I of the First War Powers Act, 1941, approved December 18, 1941, the President of the United States by his Executive Order No. 9083 dated February 28, 1942, to be effective March 1, 1942, provided for in Sections 3, 6, 7, and 8, transferred the following functions of the Bureau of Marine Inspection and Navigation, Department of Commerce to the Commandant, United States Coast Guard to be exercised by him under the direction and supervision of the Secretary of the Navy:

1. Administration of all laws to the approval of plans for the construction, repair, and alteration of merchant vessels.
2. Approval of materials, equipment, and appliances.
3. Classification of vessels.
4. Inspection of vessels and their equipment and appliances.
5. Issuance of certificates of inspection and permits indicating the approval of vessels for operations which may be hazardous to life and property.
6. Administration of load line requirements.
7. Enforcement of other provisions for the safety of life and property on vessels.

8. Licensing and certificating of officers, pilots, and seamen.
9. Suspension and revocation of licenses and certificates.
10. Investigations of Marine Casualties.
11. Enforcement of manning requirements, citizenship requirements and requirements for the mustering, and drilling of crews.
12. Control of log books.
13. Shipment, discharge, protection and welfare of merchant seamen.
14. Enforcement of duties of shipowners and officers after accidents.
15. Promulgation and enforcements of rules for light, signals, speed, steering, sailing, passing, anchorage, movement and tow lines of vessels, and lights and signals on bridges.
16. Numbering of undocumented motor vessels.
17. Prescription and enforcement of regulations for outfitting.
18. Licensing of motor boat operators.
19. Regulation of regattas and marine parades.

All other functions of the Bureau of Marine Inspection and Navigation which were not transferred to the Bureau of Customs, Treasury Department, including the remission and mitigation of fines, penalties, and forfeitures incurred under the laws and those incurred under Public Law 351 of the Seventy-Seventh Congress were transferred to the Commandant, United States Coast Guard.

The authority vested in the Secretary of Commerce by Executive Order No. 8976, December 12, 1941, to waive compliance with the navigation and vessel inspection laws was transferred to the Secretary of the Navy, to exercise such authority with respect to the functions transferred to the United States Coast Guard.

At the time when the Coast Guard assumed the functions of the Bureau of Marine Inspection and Navigation, March 1, 1942, there were located in the Sixth Naval District the following Marine Inspection offices: Marine Inspection Offices at Charleston, South Carolina; Savannah, Georgia; and Jacksonville, Florida, together with a Shipping Commissioner's Office at Savannah, Georgia.

In addition to the Marine Inspection duties enumerated previously, the following functions of the Bureau of Marine Inspection and Navigation under the Department of Commerce which were being performed by the Collector of Customs in the various ports of this District were taken over by the Coast Guard:

1. On 1 August, 1942, the Coast Guard took over the function of the Motorboat Numbering from Collector of Customs, Jacksonville, Florida; Savannah, Georgia; Charleston, South Carolina; and Wilmington, North Carolina, and the office was centralized in the District Coast Guard Office of the Sixth Naval District. On the same date the Coast Guard took over the handling of violations of Navigation Laws from the Collector of Customs office in Jacksonville, Florida; Savannah, Georgia; Charleston, South Carolina; and Wilmington, North Carolina.

2. On 15 July, 1943, Merchant Marine Hearing Units for the investigation of Marine Casualties and suspension and revocation of licenses and certificates were established in Charleston, South Carolina; Savannah, Georgia; and Jacksonville, Florida.

3. On 15 July, 1943, the functions of the Shipping Commissioners' offices in Jacksonville, Florida; Savannah, Georgia; Charleston, South Carolina; and Wilmington, North Carolina, were transferred to the Coast Guard.

Due to the large increase in the volume of Marine Inspection activities in Wilmington, North Carolina, a sub-office was established there 1 October, 1943. The organization of the Marine Inspection Offices in this District had not changed appreciably from its organization under the Department of Commerce except for the addition of the Hearing Unit and Shipping Commissioner functions. The volume of work done in the Sixth Naval District increased to such an extent with the war that the regular inspectors could not handle it, and it became necessary to procure additional Marine Inspectors from the licensed officers of the Merchant Marine, from the Coast Guard Academy graduates, and from among warrant officers and enlisted men who had worked with the service. The Navy Intelligence History for this District has an interesting paragraph on the value of Marine Inspections:

"In February, 1943, however, the regulations governing the activities of the United States Merchant Marine Inspector, the Government agency charged with the duty of disciplining merchant seamen, were made simple and workable, thus enabling that officer to take positive action and clear up the unfortunate situation which was hampering the efficient function of the Merchant Marine. Here again the Naval Intelligence Service, an information agency, and the Merchant Marine Inspector, an agency with police power teamed up with excellent results. Information continued to be received by the Commerce and Travel Officers concerning misbehavior of merchant seamen. This was then promptly reported to the Merchant Marine Inspector for action and the offender, if guilty, soon found himself on the beach. The effect of this teamwork was salutary and immediate. Breaches of discipline in the Merchant Marine decreased, and the morale of merchant crews consequently improved tremendously. Respect for the Naval Intelligence boarding officers were restored and the ship's officers became once more co-operative."

A close affiliation was formed with the Army Transport Service for which Marine Inspection performed inspections for seaworthiness on uninspected Army tugs and tows. The Army Transports and Hospital Ships were checked to comply with passenger ship rules, and certificates of inspection were issued when the rules and regulations were complied with. Navy Barges and Tows were also inspected for fitness for sea by request of the Port Director's Office. In connection with Navy convoy procedure, Marine Inspection required all merchant marine deck officers to pass a proficiency test in signalling. All of the construction work on the new vessels built in the many shipyards of the District were examined, checked, and tested by Merchant Marine Inspectors. Contacts were maintained between Port Security Officers and the Marine Inspection Office for the purpose of reporting violations of the rules and regulations. All waivers on explosive loadings were issued by the Marine Inspection Office. Aids to Navigation was advised by Marine Inspection when casualties occurred in which Aids to Navigation were involved.

MARINE INSPECTION - SIXTH NAVAL DISTRICT

ACHIEVEMENTS OF THE ACTIVITY

Outstanding wartime accomplishments

	Charleston (Mar. 1942 - Oct. 1945)	Savannah (Mar. 1942 - Oct. 1945)	Jacksonville (Mar. 1942 - 15 Sept. 1945)	Total in District
Vessels over 7,000 G.T. built	*225	173	86	484
Vessels under 7,000 G.T. built	---	23	14	37
Vessels certificated	307	244	319	870
Dry Dock Examinations	112	71	121	304
Reinspections	20	33		53
Incidental to Repairs	177	---	96	273
Government Hulls	47	27		74
Government Boilers Afloat	46	27		73
Government Land Boilers	140	188	118	446
Safety Valves Set	845	732	778	863
Fire and Boat Drills	184	214	155	553
Tail Shaft Examinations	171	71	121	363
Sanitary Inspections	409	171	57	637
Factory Inspection of Life Preservers	13,136			13,136
Miscellaneous Inspections	2,943	1,887	180	5,010

* Built at Wilmington, North Carolina

LICENSING AND CERTIFICATING

Seamen Certificates	6,482	1,840	3,199	11,521
Seamen Endorsements	3,403		737	4,140
Licenses Renewed	273	234	440	947
Licenses Issued	816	285	530	1,631

HEARING UNIT ACTIVITIES (JULY 1943 TO SEPT. 1945)

Investigations	339	336	196	871
Casualties	94	36	53	183
Hearings	97	199	111	407
Boardings *	564	363	268	1,195

*The earliest record in the files of the number of boardings dates from January, 1944.

SEVENTH NAVAL DISTRICT

The Merchant Marine Inspection Division became a part of the Coast Guard on 1 March, 1942, in accordance with Presidential Order No. 9083, dated 28 February, 1942. This order transferred the Bureau of Marine Inspection and Navigation from the Department of Commerce and the numbering of undocumented vessels from the Bureau of Customs to the Commandant. Prior to March 1, 1942, there were two merchant marine inspection districts under BMIN, located in the area which became the 7th Naval District. A local board consisting of a hull and boiler inspector was in charge of each district. The Miami inspection district established in 1940 included the Florida Keys and the entire eastern portion of Florida south of Jacksonville. The Tampa inspection district which was established in 1918 included the west coast of Florida east of the Apalachicola River, with the exception of the Florida Keys. Both of these inspection districts were a part of the 4th Supervising District of the Bureau of Marine Inspection and Navigation with headquarters at New Orleans, Louisiana.

Upon assuming jurisdiction of the BMIN, the Commandant abolished the local boards of inspectors and assigned one officer in charge of each port formerly governed by a local board of inspectors. In all cases, however, one member of the former local board was appointed officer in charge and the other member was assigned to the duties of senior materiel inspector. In this connection, Dwight W. McLellan, Local Inspector of Hulls, Miami, was appointed Officer in Charge, and in addition, was assigned the duties of Marine Inspection Officer, USCG, 7th Naval District, with the rank of Lieutenant Commander, Temporary Reserve. John R. Blair, Local Inspector of Hulls, BMIN, Tampa, was also enrolled in the Temporary Reserve as a Lieutenant Commander and appointed Officer in Charge, Marine Inspection, Tampa. In August 1944, Commander R. T. Eiland, USCGR, a former Principal Traveling Inspector, BMIN, assumed command as Marine Inspection Officer, 7th Naval District, with Lieutenant Commander McLellan continuing as officer in charge of the Miami area. At the time BMIN was transferred from the Department of Commerce to the Coast Guard the personnel consisted of two inspectors and two clerks at Miami and Tampa, a total of eight persons. During the peak of activities under the Coast Guard in 1944, there were approximately fifty persons assigned to marine inspection duties in this district, which included fifteen merchant marine inspectors.

The principal duties of the Merchant Marine Inspection section of the Coast Guard consisted of inspection of merchant vessels, their hulls, boilers, fire-fighting and lifesaving equipment. In this connection, all merchant steam vessels and motor vessels over 15 gross tons carrying freight or passengers for hire were required by law to be inspected and certified annually. Passenger vessels were also inspected quarterly and a pre-sailing inspection was made on board all ocean-going cargo vessels during the emergency. The underwater body of every inspected vessel was examined each time these vessels were hauled out on dry dock. An examination was made of all repairs to inspected vessels and major alterations to their construction were required to be approved by Headquarters. During the period of 1942 to 1945 the construction of approximately 75 new vessels which included 25 large seagoing concrete steamers, was supervised by merchant marine inspectors at Tampa and Miami. One of the major problems encountered by the BMIN during the emergency was the certification of the many small non-descript motor vessels operating from ports in this district to the

West Indies. These vessels were put in service to take the place of the regular steam vessels engaged in this trade which had been diverted to the war effort. As most of these small vessels were unable to comply with the applicable laws and regulations, it was necessary to issue waivers for one or more voyages.

In 1942 annual inspections were made on board 74 vessels of 51,709 gross tons and there were 574 miscellaneous inspections. The following is a summary of merchant marine inspection activities for the calendar year 1945:

Annual vessel inspections.....107 Gross tons.....121,976

Vessel inspections other than annual.....656 Gross tons...1,306,186

Miscellaneous inspections (Load lines, motorboats, etc.).....1,122

With respect to factory inspections, there were three companies engaged in the manufacture of life preservers and buoyant cushions in this area. Each life preserver was inspected and approved before it was permitted to be used on board merchant vessels and buoyant cushions, the manufacture of which was approved by HQ for use on motorboats, were carefully examined and given buoyancy tests at frequent intervals.

Part of this increase of merchant vessel inspection was made possible by the increase in staff. These figures do not include the many inspections of boilers and special vessels made at the request of other Governmental agencies such as Army occupied hotels, veterans hospitals, and Department of Agriculture experimental stations, etc.

Another function of the merchant marine inspection section was the issuance of licenses to officers in the merchant marine and documents to unlicensed personnel. All licensed officers were required to present documentary evidence of service and to pass a rigid examination before receiving a license. A card system was adopted by the Coast Guard in the examination of licensed officers and examinations were made increasingly difficult in an effort to raise the standard of licensed officer on board merchant vessels of the United States. During the calendar year 1945 there were 378 licenses issued to officers in this district. In 1942, 6,593 seaman certificates were issued and in 1945, 19,501 merchant seamen were certificated in this district. The reason for this large number of merchant seamen being certificated may be attributed to the graduation of merchant seamen from the U. S. Maritime Commission Training Academy located at St. Petersburg.

Shortly after the Presidential Order transferred the BMIN from the Department of Commerce to the Commandant, U. S. Coast Guard, a new branch of the merchant marine inspection section, the Merchant Marine Hearing Unit, was created. The procedure used by the hearing unit was arranged in such a manner as to streamline the former BMIN. A, B & C board procedure under R. S. 4450 as amended. Previously the local inspectors acted only in the capacity of investigation officers who reviewed cases of reported misconduct, incompetency, marine casualties, etc., and forwarded their findings, conclusions, and recommendations to the Director of the BMIN for his decision. Obviously, this procedure was not well adapted to the urgency of wartime activities.

Under the new MMHU system, cases involving casualty investigations or disciplinary action against the license or certificate of merchant seamen could be heard and the necessary action looking toward admonition, suspension or revocation of licenses and certificates could be taken immediately. The decision of the Hearing Officer was final subject to appeal to the District Commander. Appeals, however, from the ruling of a District Commander might be made to the Commandant at Headquarters. In all cases persons charged were informed of their right to counsel and appeal.

In July 1943, Merchant Marine Hearing Units were established at Tampa and Miami with sub-offices of Miami at Key West and Port Everglades. The Hearing Unit consisted of officers trained at the Coast Guard MMHU school at New York, most of whom either had a legal background or were former BMIN inspectors. The basic functions of the MMHU was to expedite rather than impede the quick turn around of merchant vessels engaged in carrying vital war cargoes.

The organization of the Hearing Unit was comprised of a senior hearing officer located at Tampa, Miami and Key West, with an examining officer in charge of the sub-office at Port Everglades. The senior hearing officers were under the Officers in Charge of Marine Inspection, who in turn were responsible to the Marine Inspection Officer, a member of the District Commander's staff.

The volume of shipping due to the making up of convoys together with its remote location, made it necessary to have both a hearing officer and an examining officer stationed at Key West. In all cases, however, where charges were preferred by the examining officer at Port Everglades, a hearing officer was dispatched from the Miami office.

From the time the Merchant Marine Hearing Unit offices were opened until the sub-offices at Key West and Port Everglades were closed in 1945, the Hearing Units collectively handled approximately 3500 cases. As the volume of wartime shipping decreased in this district in 1945 it was further expedient to discontinue all Merchant Marine Hearing Units other than those located in Miami and Tampa.

Due to the extensive curtailment of personnel and appropriations, the examining officer assigned to the Miami office now covered the entire Miami inspection district and the examining officer at Tampa now covered the entire Tampa inspection district. This was made possible by a marked decrease in the volume of personnel cases together with the policy adopted by Headquarters not to board merchant vessels in search of irregularities, etc. With the removal of the gasoline fuel restrictions, however, and the reactivating of more than 16,000 privately owned motorboats in this district, the volume of casualty investigations had shown a marked increase.

During the calendar year 1945 the Merchant Marine Hearing Units boarded 1,434 merchant vessels with a gross tonnage of 4,125,176; 1,163 crew members were investigated; 167 admonitions were given; 119 hearings were held; 351 cases were referred to other districts; and 234 casualties were investigated.

Another function of the former BMIN taken over by the Coast Guard was that of the U. S. Shipping Commissioner, an office maintained in all the principal ports of the United States. In ports where no shipping commissioner had been appointed the Deputy Collector of Customs for that port was authorized by Congress to act as Shipping Commissioner. Although Shipping Commissioners were not appointed in the 7th Naval District

prior to 1942, a Shipping Commissioner was deemed necessary by the Commandant at Miami, Tampa, Key West and Port Everglades due to the tremendous increase in shipping during the emergency. In all cases, Shipping Commissioner offices were established in conjunction with the MMHU with the officer appointed as senior hearing officer acting in the dual capacity of U. S. Shipping Commissioner.

The duties of Shipping Commissioner consist primarily of witnessing the signing on and paying off of crews on articles of agreement between the master and the seamen bound U. S. merchant vessels. Shipping Commissioners are also charged with the duty of enforcing those navigation laws which require all merchant seamen to have proper licenses and certificates for the capacity in which they are shipped. Shipping Commissioners also acted as arbiters between masters and seamen. Complaints on the part of any seaman or the master of vessels which had signed articles before a Shipping Commissioner, involving basic wages or any other conditions inherent in the articles of agreement, might be submitted to the Shipping Commissioner for a decision. During the calendar year 1945, there were 3,261 seamen signed on; 2,896 seamen were signed off articles before the U. S. Shipping Commissioners in this district, and 717 vessels were involved in these transactions with a gross tonnage of 1,664,734. Since the functions of the Shipping Commissioner were effected by the decreased volume of shipping and because of the separation of officer personnel by the point system, it was found necessary to discontinue the Shipping Commissioner offices at Key West and Port Everglades at the same time the Hearing Units in these ports were discontinued. The office of the Shipping Commissioner, however, was still maintained in connection with the Hearing Unit at Miami and Tampa, with the outlying ports being handled by these two offices.

In addition to the inspection and certificate of merchant vessels, including many foreign vessels, the investigation of merchant seamen and casualties under R. S. 4450, the examination of able seamen, lifeboatmen, qualified members of the engine department, and licensing of officers and the issuance of documents to these seamen and the functions of the shipping commissioner, the Presidential Order No. 9083 also transferred the administration of the Numbering Act of 1918 from the Bureau of Customs to the Coast Guard. In assuming this responsibility, the Commandant decided to retain the numbers issued by the various customs districts. In this connection, the records received from the Collector of Customs of this district at Tampa, were distributed to the Coast Guard districts having jurisdiction over the area in which the owners of the undocumented vessels resided. In the case of this district, therefore, records for that area west of the Apalachicola River were forwarded to the 8th Coast Guard District at New Orleans and the records of owners residing in Nassau and Duval Counties, Florida, were forwarded to the 6th Coast Guard District at Charleston. In all cases, however, the Customs number 18 was retained for all registered undocumented vessels in the entire 7th Naval District.

At the time the Coast Guard took over the numbering of undocumented vessels, there were approximately 11,000 actively numbered vessels in the 7th Coast Guard District and approximately 1,000 new numbers have been issued to vessels of this class each year. As the one clerk assigned to issuance of numbers to undocumented vessels in this district was unable to efficiently carry out these duties, an additional clerk and a Y2c (WR) were assigned to this section. Besides registering and issuing numbers to undocumented vessels, a complete file of each vessel was maintained from the time the vessel was constructed to

its present owner. These files were frequently inspected by various Government officials such as county tax collectors for the purpose of taxation, and the U. S. Army Engineers to compile statistics required for the inland waterways, etc.

During the calendar year 1945 there were 1,101 new certificates of award of number issued; 4,080 motorboat ownership transfers; 426 awards cancelled; and 78 cancelled numbers reissued.

Another duty assumed by the Coast Guard in taking over BMIN was the administration and enforcement of the Load Line Regulations. Under these regulations all ocean and coastwise merchant vessels of more than 150 gross tons are required to be in possession of a valid Load Line certificate and have the load lines clearly marked on each side of the vessel. All vessels of this class were also required by law to make entries in their log book of their draft and freeboard before departure from each port. In the event that violations of the Load Line Regulations were reported, the owners of the vessels were liable for a fine of upward to \$1100 for each offense. In this connection, the assessment of penalties for violations of the Navigation and Vessel Inspection Laws, another function of the former BMIN, was assigned to the District Commander and, in turn, delegated to the Marine Inspection Officer of each district.

During the national emergency, all state pilots were enrolled in the Temporary Reserve and for the purpose of uniformity in the administration of all functions dealing with pilotage, an officer assigned to BMIN was appointed as pilot control officer.

EIGHTH NAVAL DISTRICT

The Bureau of Marine Inspection and Navigation traces its origin to two laws enacted by the First Congress of the United States having for their purpose the establishment of proper safeguards for the protection of our domestic and foreign water-borne commerce. On July 20, 1789, a law was passed providing for the imposing of duties on the tonnage of vessels, and later, on September 1, the Congress enacted legislation providing for the registering and clearing of vessels and regulating the coastwise trade. These laws, in fact, were the foundation on which succeeding Congresses have built a system of laws designed to meet the growth and changing conditions of our water-borne commerce, with special and increasing regard to the safety of life at sea.

In these earlier years, the administration of the navigation laws, and rules and regulations thereunder, was under the direction of the Secretary of the Treasury. With the increasing magnitude of the task due to the advent of steam as a means of propulsion of vessels, following Robert Fulton's successful demonstration in 1807, an act of Congress established the Steamboat Inspection Service in 1838. This law was enacted primarily to protect the lives of passengers from boiler explosions on steam vessels, a very common occurrence during this period, to increase the seaworthiness of vessels and to insure the installation of approved lifesaving and fire-fighting equipment. Succeeding Congresses strengthened the powers of this agency.

In 1884, the Bureau of Navigation was established, in the Treasury Department, under the direction of a Commissioner of Navigation who was charged with the general superintendence of the Commercial marine and merchant seamen of the United States, not then subject to any existing laws.

Upon the establishment of the Department of Commerce in 1903, these agencies were transferred to its jurisdiction, and, in August, 1932, the functions of the Bureau of Navigation and Steamboat Inspection. During the Seventy-fourth and Seventy-fifth Congresses more legislation pertaining to increased standards of safety for the American Merchant Marine was enacted than during the previous 25 years. This legislation broadened materially the scope of the Bureau's responsibilities and extended its jurisdiction to classes of vessels not heretofore subject to inspection. It was during the Seventy-fourth Session of Congress that the name of the Bureau was changed to "Bureau of Marine Inspection and Navigation."

Marine Inspection and Navigation was charged with the administration of the laws concerning the construction, equipment, manning, inspection and measurements of commercial vessels of the United States, the assignment of signal letters and official numbers thereto, the supervision of shipment and discharge and living conditions of seamen, and the administration of the Navigation Laws of the United States.

The far-reaching scope of the activities of this Service, as presently constituted, included the administration of the provisions of those laws having for their purpose the increased safety of almost every type of American vessel engaged in commercial pursuit, including:

- (1) Steam vessels, passenger vessels, freight and towing vessels, and excursion steamers.
- (2) Steam-driven fishing trawlers.
- (3) Motor vessels of more than 15 gross tons, carrying freight or passengers for hire.
- (4) Seagoing vessels, over 300 gross tons, propelled by internal combustion engines.
- (5) Vessels engaged in the transportation of dangerous cargo, etc.

This Service was also responsible for regulating motorboats and the enforcement of navigation laws in regard to equipment required on board. All officers were licensed and all seamen were certificated by this Service.

From the moment the keel of a new ship was laid, until after her weatherbeaten hull was sold for junk or let slip to a watery grave in Davy Jones' locker, this Service followed that vessel's career, testing inspection, registering, examining and safeguarding. Let us trace the records which this Service kept for the life of a typical American passenger ship of today and observe the untiring zeal with which this Service discharged its responsibilities for the efficient water transportation of the potential traveler.

Before a new ship was built, the active interest of this Service in her welfare began. Blue prints of plans for the construction of the vessel were submitted and checked to ascertain whether or not they conformed in every respect to all the requirements prescribed by this Service as to hull structure, boilers, equipment, etc. The design of the boilers to be used had to be approved by this Service and all material entering into their construction subjected to tests at the place of manufacture by representatives of this Service in order to be assured that the material was of the highest quality. The actual construction of the boilers was given close supervision

in the shop, as well as after installation. In the case of welded boilers, then being used extensively, this Service insisted upon practical tests to determine whether the welding operators were competent to make sound welds. The work was supervised by representatives of this Service and X-ray pictures were taken of the welded joints to ascertain whether or not the welds were sound. Examination of the films were made with a special instrument, and these films were made a part of the permanent record of the boilers. Before boilers were used, they were subjected to a hydrostatic test equal to $1\frac{1}{2}$ times the working pressure at which the boiler would be permitted to operate. The same careful procedure applied to wiring, electrical equipment and auxiliaries, piping, appurtenances and equipment pertaining to the main propelling plant.

Before the ship was launched, a thorough inspection was undertaken. Inspectors clambered through double bottom tanks, deep tanks, fore peak and after peak tanks, cargo holds, and inside of the boilers, inspecting materials and construction. When launched, a special test was made of the ship's stability, involving weight placements and complicated calculations. Every lifeboat was inspected to see that its construction conforms to the specification laid down, and that it contained the score or more requisite supplies and equipment. The fire-fighting and life-saving apparatus, lighting installations, internal communications systems, loudspeaker systems, propelling machinery, steering engines and signal gear were thoroughly examined.

Upon completion of the vessel, a trial trip, with inspectors from this Service aboard to observe the vessel carefully under actual operating conditions, were required before the vessel was permitted to be placed in service.

The effective administration of the foregoing was vested in 45 Boards of Inspectors, located in as many ports throughout the United States and its possessions. In order to insure uniformity of procedure and proper coordination of effort, these Boards were geographically grouped into seven Supervising Inspection Districts, each of which was in charge of a Supervising Inspector. These Supervising Inspectors, in addition to their supervisory work, comprised the Board of Supervising Inspectors, which met annually and at such other times as might be directed, for the purpose of formulating new or revised rules and regulations, the approval of various types of equipment to be used on board vessels, and the consideration of such other questions of similar nature as might be provided by law.

This Service was also responsible for the admeasurements of all vessels, that is, the making of certain calculations to determine the gross and net tonnage of the vessel. This factor was of utmost significance, since it was thereafter used as a yard-stick in the collection of tonnage taxes and other fees throughout the life of the vessel. To prevent overloading of the vessel, a mark is placed upon the sides, amidships, indicating the water line below which it may not be submerged in loading. This mark is determined by the application of rules first agreed upon by the International Conference of Maritime Experts, and later incorporated in regulations of this Service.

When all these steps were completed, the vessel was ready to be documented under the American flag. This process involved filing the necessary application, supported by pertinent data required, and the authorization to engage in foreign or coastwise trade or commercial fisheries.

Marine documents were divided into three classes; namely, registers, enrollments, and licenses. All vessels to be placed in the foreign trade had to be documented under a register. Vessels of 20 net tons or upward, to be engaged in the coastwise trade or commercial fisheries touching ports of the United States, operated under an enrollment and license, but for vessels under 20 net tons, a license, only, was required.

For the protection of our domestic commerce, only vessels owned by American citizens were permitted to engage in the coastwise trade, and with certain exceptions, the vessels were required to have been built in the United States.

Next we considered perhaps the most important safety factor - a proper crew to man the ship. The human element contributed to many of our marine disasters, and had, therefore, to be carefully considered. Sufficient licensed personnel, having previously satisfied this Service as to their qualifications by passing strict examinations, had to be provided. It was the responsibility of this Service to see that an adequate crew, both as to number and qualifications was provided, to insure the safe operation of the ship. This Service also maintained complete records of licensed officers and unlicensed seamen employed on board vessels of the American Merchant Marine. These records included such data as place and date of birth, nationality, capacity in which employed, etc.

Before leaving and on arrival at any American port, the many regulations of this Service pertaining to manifests of cargo, clearances, fees, taxes, and employment contracts, were observed, and the necessary transactions relating to them were completed. If the vessel was sold, mortgaged, or transferred from foreign trade, let us say to the coastwise service, a new set of requirements was enforced, with the officers of this Service serving as the combined focus of operations, information service, legal repository, court of law, and statistical nerve center for navigation in the United States.

More than 300,000 small motor craft also came under the jurisdiction of this Service, which, by means of a small fleet of inspection vessels on the Atlantic Gulf, and Pacific Coasts, and the Mississippi River, enforced the law, requiring the registration of such craft and the installation of lifesaving equipment and obedience to the principals of navigation.

The jurisdiction of this Service did not end with the sailing of the ship on her maiden voyage. There was a continuing responsibility to assure that proper safeguards were maintained. Each ship had to undergo a very vigorous inspection, annually, to make sure that the vessel was maintained in proper seaworthy condition and equipped with the latest safety devices; also, intermediate inspections were frequently made.

Every officer's promotion, as he progressively climbed the ladder from Third Mate to Master or from Third Assistant Engineer to Chief Engineer, was accomplished by examinations before officers of this Service. Every new mechanical installation of importance, every overhauling, drydocking or major change in the vessels equipment or construction was examined and checked before it went into effect. And, in addition, at specified intervals an inspection no less rigorous because of its regularity was carried out from stem to stern.

Another important phase of the Service's activity was the investigations and trials incident to marine casualties. The power to make a searching inquiry

to determine the cause of marine casualties enabled this Service to take the necessary corrective steps to prevent recurrences.

In connection with marine casualties involving loss of life, a Board comprised of a representative of this Service, the U. S. Coast Guard, and the Department of Justice, investigated and prepared written reports of its findings, the main objective of this Board being to determine whether incompetence, misconduct, negligence, or willful violation of the law on the part of the ship's personnel or a failure due to design or structural deficiencies, contributed to the accident. In connection with marine accidents of a serious nature, but not involving the loss of life, a Board comprised of a Supervising Inspector and two Principal Traveling Inspectors conducted a similar investigation and rendered a report. Minor casualties or accidents were investigated by a Marine Board consisting of such representatives of this Service as might be designated. If, as a result of investigation by these Boards, it has found that there was substantial evidence of misconduct or negligence on the part of a member of the ship's personnel, such member was cited for formal trial, at which he was confronted with specific charges and permitted to appear with or without counsel to answer the charges. The findings of the Board were then submitted to a Board at Headquarters in Washington, D.C., for final decision. Provided the charges were sustained, this Board was empowered to suspend or revoke his license or certificate. A right of appeal from the decision of this Board might be made to the Commandant, whose decision was final.

The revocation or suspension of licenses and certificates, resulting from these trials, was intended as disciplinary, rather than punitive, and the influence exerted by this authority wisely exercised could not be overestimated in its contribution to ship discipline and the reduction of accidents.

As already stated, many other changes were effected in the Bureau of Marine Inspection and Navigation due to legislation enacted during the 74th and 75th Congresses. On February 18, 1938, the Bureau of Marine Inspection and Navigation celebrated its 100th Birthday. With the passing of the Merchant Marine Act in 1936, an enlarged shipbuilding program was started and a new era began for the American Merchant Marine. This shipbuilding program added considerable new duties to the bureau and with the advent of the national emergency quite a few new ships had been constructed and were in operation.

After the Pearl Harbor attack by the Japanese on December 7, 1941, and the beginning of a global war, the President of the United States, by Executive Order 9083, dated February 28, 1942, transferred the Bureau of Marine Inspection and Navigation from the Department of Commerce to the Coast Guard for the duration of the war and six months thereafter. As a result thereof, since the Coast Guard operated under the control of the Navy, this transfer did not only militarize the entire personnel of the Bureau of Marine Inspection and Navigation, but brought the entire American Merchant Marine more or less under military control.

The entire personnel of the Bureau of Marine Inspection and Navigation, supervising, local and assistant inspectors were enrolled in the Regular or Temporary Coast Guard Reserve and commissioned. Other changes were effected in the organization.

The former seven supervising inspection districts were set aside and sixteen districts were set up in place thereof to coincide with the existing naval

districts. The former supervising inspectors who supervised all functions of the local offices within their respective districts and reported directly to the Director of the Bureau at Washington, were placed on the staff of the District Coast Guard Officer to recommend to the District Coast Guard Officer any and all procedures to be followed or actions to be taken in connection with Marine Inspection in the different districts and their titles changed from Supervising Inspector to District Marine Inspection Officer. It is needless to say that since the districts were increased from seven to sixteen, District Marine Inspection Officers were increased in proportion. The former Supervising Inspectors also constituted a Board of Supervising Inspectors who sat as a board once a year or oftener as the needs required in Washington, D. C., to formulate rules and regulations or make changes pertaining thereto, approve equipment, etc. This board was superseded by a so-called Merchant Marine Council, who functions under the supervision of the Commandant in Washington, D. C. This Merchant Marine Council was now acting in the same capacity in which the Board of Supervising Inspectors formerly acted.

Further changes were effected in the different local offices of the different districts. All local offices formerly operated as prescribed by law under the supervision of a Board of Local Inspectors, consisting of one Local Inspector of Hulls and one Local Inspector of Boilers. These boards were also set aside and replaced with an Officer in Charge to set in lieu of former Board of Local Inspectors. A new position of Senior Merchant Marine Inspector of Material and a new position of Senior Marine Inspector of Personnel was created. The Officer in Charge and all personnel connected with Marine Inspection, Marine Inspectors as well as the clerical staff in the different ports, now function under the Captain of the Port, instead of, as formerly, under the supervision of the Supervising Inspector of the district. The office of the Shipping Commissioner also operates under the Officer in Charge of Marine Inspection.

The passing of the Merchant Marine Act in 1936 has proven to be one of the most fortuitous circumstances in the history of the United States. It awakened an interest in the Merchant Marine, with the consequent renaissance of the shipyards, so that at least a nucleus for the inauguration of the most prodigious shipbuilding program ever conceived by any nation was had. During the war years the United States spent billions of dollars on its shipbuilding program and on August 1, 1945, had a fleet of 4,270 vessels, of which 3,538 of a total of dead weight of 34,772,000 tons were dry cargo carriers, 732 with a dead weight of 10,841,000 tons were tankers, 6 special ore carriers with a dead weight of 82,000 tons and colliers or other bulk carriers numbering 59, with a dead weight of 549,000 tons, practically all engaged in the war effort. It may be of interest to note that prior to the beginning of the second World War the Merchant fleets of all nations in the world consisted of only 5000 ships.

Due to the enormous shipbuilding program underway during the war and the stupendous increase of U. S. Merchant vessels during the war years, together with the enormous increase of officers and seamen to man these ships, it naturally became necessary to augment and enlarge some of the functions and procedures in connection with the duties of Marine Inspection.

Section 501 of the Second War Powers Act, 1942 (50 U.S.C., 1940 ed., Sup. II, 635) provided in substance, that the head of each Government department responsible for the administration of the navigation and vessel inspection laws may waive compliance with those laws



MEMBER OF THE COAST GUARD MARINE INSPECTION DIVISION EXAMINES
THE ANCHOR WINDLASS, VITAL PART OF THE DECK MACHINERY



WORKMEN INSTALL A FATHOMETER ABOARD THE PHOENIX

whenever he deems that such action is necessary in the conduct of the war. Executive Order No. 9083, 28 February, 1942, 7 F.R., 1609, transferred the function of administration of many of the navigation and vessel inspection laws to the Commandant, to be exercised by him under the direction and supervision of the Secretary of the Navy. Thus, the Secretary of the Navy was authorized to relieve any vessel from the obligation to comply with any navigation or vessel inspection law administered by the Commandant, in any case in which the Secretary deemed that the conduct of the war made it necessary to do so.

This order gave a wide latitude under which the requirement of the laws in question in any urgent situation could be relaxed by the District Coast Guard Officer or his designated representative - in ports located within his respective district and by designated representatives of the Commandant in foreign ports at which Coast Guard Officers were assigned to duty.

If the military urgency in the conduct of the war justified the reason involved, waivers could be issued covering the construction, equipment and personnel of vessels.

A card system was set up and all seamen were carefully screened. Any and all seamen with subversive inclinations and bad records were debarred from vessels and waterfront facilities for national security reasons. The crew lists of all incoming and outgoing vessels were carefully checked. Reinspections, fire and boat drills were held on all vessels upon arrivals and departures to familiarize the crews with the handling of boats and their designated fire and boat stations, in case of emergency, due to enemy attack.

In order to cope with the tremendous increase of seamen and infractions of the Navigation Laws by crew members aboard U. S. vessels, the former C Boards were superseded by so-called Merchant Marine Hearing Units. These Hearing Units were set up to board vessels, examine log books, interview officers and crews, hold investigations, trials, and examinations in all matters relating to minor accidents, casualties, and misconducts committed on board vessels during the voyage. Major marine casualties were and still are investigated by boards appointed by the Commandant. The designated head of these units known as the Senior Merchant Marine Hearing Officers, were authorized to make decisions and impose penalties in cases of minor infractions and casualties, thereby expediting the handling and conclusions of the enormous increase of such cases due to the tremendous increase in ships and their personnel necessary for the prosecution of the war. Thousands and thousands of cases were handled by these hearing units during the war years.

To save life and property at sea during the war, additional rules and regulations were promulgated and placed into effect under the title Sub-Chapter "Q," Regulations Applicable to Certain Vessels and Shipping During Emergency, and consisted of many necessary regulations, with pertinent recommendations, that had the primary object of giving better and increased protection to seamen, vessels and their cargoes. Further, these regulations were based on the practical experience of seafaring personnel engaged in the war effort and were found very effective in practice. They were further based on the results of many lessons learned and augmented by the investigations of casualties to American vessels in the war zones from a digest of information contained from foreign regulatory authorities, masters, officers and seamen of vessels of the U. S. A. Since the cessation of hostilities the regulations contained in Sub-Chapter "Q" have been rescinded. The publication, however, is considered of great value, should another emergency arise.

A book could be written with reference to the Herculean task so magnificently performed by Marine Inspection during World War II, but due to time and space, only the high points have been touched upon this resume.

In conclusion, last but not least, it may be stated that the entire shipbuilding program during the war years was supervised, that all vessels while under construction were continuously under the watchful eyes of Marine Inspectors, that upon completion the vessels were given the final inspection, observed while on trial runs before commissioning, equipped in accordance with requirements, certificates of inspection issued and manned by the thousands upon thousands of officers, examined and licenses, and by the thousands upon thousands of seamen, examined and certificated during the war by Marine Inspection. The Marine Inspection Service with its limited personnel did not only establish a record heretofore unprecedented in the annals of history, but deserves the highest praise and commendation for the efficient performance of all its duties and its untiring efforts, during these critical years. For without ships this war could not have been won.

STATISTICS
ON
MARINE INSPECTION
EIGHTH NAVAL DISTRICT

	<u>NUMBER</u>	<u>GROSS TONS</u>
GALVESTON, TEXAS (1940 - May 29, 1946)		
Repairs or conversions	2301	
New construction	249	
HOUSTON, TEXAS (May 15, 1944 through March 21, 1946)		
Repairs or conversions	1471	
New construction		
Steam vessels (Liberty)	76	550,772
Motor vessels	19	72,295
Tank barges	13	6,756
Annual inspections		
Steam vessels	28	206,459
Tank barges	155	68,696
Steam tugs	7	3,619
Dredges	1	2,840
Motorboat	1	36
Constructed and inspected but not certificated	14	44,240
	314	955,713
PORT ARTHUR, TEXAS (1940 - May 29, 1946)		
Constructed and repaired	329	
NEW ORLEANS, LOUISIANA (Jan 1940 - March 3, 1946)		
Vessels constructed	756	1,484,345
MOBILE, ALABAMA (1940 - May 29, 1946)		
Constructed and repaired	408	2,799,181

NINTH NAVAL DISTRICT

(ST. LOUIS)

The functions and personnel of the Bureau of Marine Inspection and Navigation of the Department of Commerce were transferred to the jurisdiction of the Coast Guard effective 1 March, 1942, under the terms of Executive Order 9083 issued on the basis of the powers conferred on the President by the provisions of the First War Powers Act.

The field organization of the Bureau of Marine Inspection and Navigation in the St. Louis, 9th Naval District, on the date of transfer consisted of nine (9) Local Inspection Offices and one (1) Supervising Inspector's Office, located as follows:

Supervising Inspector's Office, Cincinnati, Ohio

Local Inspection Offices

1. Cairo, Illinois
2. Cincinnati, Ohio
3. Dubuque, Iowa
4. Louisville, Kentucky
5. Memphis, Tennessee
6. Nashville, Tennessee
7. Pittsburgh, Pennsylvania
8. Ft. Pleasant, West Virginia
9. St. Louis, Missouri

The incumbent Supervising Inspector at the time of transfer was Mr. R. E. Coombs, presently Captain R. E. Coombs, USCGR, of Headquarters Marine Inspection staff.

On 1 July, 1942, in conformity with Commandant's Circular Letter of 1 June, 1942, which provided for consolidation of Marine Inspection activities with other activities of the Coast Guard, the office of the Supervising Inspector was moved from Cincinnati, Ohio, to the headquarters of the DCGO at St. Louis, Mo., and the title of the official involved was changed to Supervising Merchant Marine Inspector.

Effective the same date, i.e., 1 July, 1942, Mr. Coombs was transferred to Coast Guard Headquarters, Washington for Marine Inspection duty and R. G. Willoh, at that time Local Inspector of Boilers, Philadelphia, Pa., was transferred to St. Louis and assigned to serve on the staff of the DCGO as Supervising Merchant Marine Inspector, a title that subsequently was changed to District Marine Inspection Officer.

In addition to this change in organization, other changes provided for by the cited Commandant's Circular Letter were placed in effect. These included the abolishment of the Local Board form of administration of local offices and the substitution of a single officer bearing the title, Merchant Marine Inspector in Charge (subsequently changed to Officer in Charge, Marine Inspection) for each such Local Board; also the inauguration of a revised procedure for conducting investigations of marine casualties and license suspension and revocation actions. No difficulty was encountered in making these changes and the Marine Inspection staff continued to carry out assigned duties smoothly and efficiently despite the heavy work-load incident to war conditions.

Militarization of Marine Inspection personnel, other than clerical personnel was instituted on 1 August, 1942, with the Commissioning of the Supervising Marine Inspector as a Lieut. Comdr. in the Regular Reserve. By early 1943 all Marine Inspection personnel with one exception, had been commissioned as

officers of the Temporary Reserve and subsequently all personnel holding such commissions who could meet the age and physical standards were recommissioned in the Regular Reserve. Militarization of personnel provided a more flexible and efficient means of administration than would have been possible with a purely civilian or mixed civilian and military staff and has worked out very satisfactorily.

Early in 1943, owing to difficulties encountered in attempting to enforce Port Security Regulations throughout the District with relatively green and inexperienced personnel than available, the DCGO requested Headquarters authorization to designate each of the nine Officer in Charge, Marine Inspection as Captain of the Port for the area under his jurisdiction and to have the DMIO assigned as District Security Officer in addition to his other duties. This authorization was granted by Headquarters and immediately placed in effect.

The broad knowledge of river conditions and the wide acquaintanceship among vessel owners and operating personnel possessed by these officers soon led to securing a far greater degree of cooperation on the part of owners and operating personnel in insuring compliance with security regulations than had previously been the case, and this system of administration, coupled with intensive training of patrol officers and other personnel, ultimately resulted in the development of a highly efficient Port Security force which functioned with a minimum of friction with affected interests and yet maintained a very high degree of security for war facilities throughout the entire emergency period. As an example of the effectiveness of this force, one may cite the method pursued to insure safe practices in the field of tank barge operation. This consisted of assigning carefully selected groups of enlisted men to an experienced Marine Inspector for a thorough and intensive on-the-job course of instruction in tank barge cargo transfer safety practices, and additional instruction covering the regulations governing general operation of tank vessels and required equipment. Upon completion of this prescribed course of instruction, written examinations were given and only those who achieved satisfactory passing marks were accepted for subsequent assignment to a tank barge security detail. By the use of such methods and efficient supervision of the work of those well-trained security groups, a record-breaking tonnage of petroleum products was transported without a single major casualty.

INSPECTION STATISTICS

The work load during the war period was, of course, far in excess of normal, and shortage of experienced personnel made the inspection task involved extremely difficult to handle. This problem was solved, however, by resort to the expedient of breaking down each major inspection task into a limited number of relatively simple minor inspection tasks that could be handled by carefully selected and specially trained enlisted personnel, thus permitting the experienced inspectors to devote their time to the more important inspection assignments.

This method was followed with great success in connection with the construction of lifeboats, life rafts, and liferaft skids at the plant of the Globe American Corporation, Kokomo, Ind.; also at a number of shipyards in connection with the construction of tank barges. In the field of boiler and unfired pressure vessel construction, a similar procedure based on using enlisted personnel who had had fundamental instruction in engineering at an accredited college was used very successfully.

A more comprehensive idea of the results achieved with a force which during the peak period of war construction never exceeded 102 experienced commissioned inspectors and enlisted men, can be obtained from the following inspection data covering the period 1 March, 1942 to 1 September, 1945:

Inspection of vessels;

Steam and motor vessels	1295
Tank Barges	1660
Drydock Examinations	782

New Boilers Constructed;

Welded water tube boilers	3313
Boiler heater sections	3878

Government Equipment Inspected;

Hulls and equipment	263
Boilers	3161

Casualties investigated;	873
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Licenses and Certificates issued;

Licenses	2472
Tankermen certificates	362
Certificates of Service	1336

Welders tested - qualified	533
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Construction and conversion	543
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Miscellaneous inspections;

Davit heads	625
Sets of winches	328
Davit castings	4261
Sets of Davits	752
Steel plates	9916
Pieces of Class I Pipe	4296
Rivets	63,007 lbs.
Independent cargo tanks	
for tank barges	52
Life preservers	1,050,000
Cartridges	502,000
Pistols	34,000
Lifeboats	6,000
Liferafts	4,600
Reverse gear mechanisms	
for liferaft skid	5,000

The above figures do not include inspections of miscellaneous materiel; reinspections of steam and motor vessels; special examinations incidental to repairs; or the setting and sealing of safety valves.

HISTORY OF THE MARINE INSPECTION OFFICE IN ST. LOUIS

During the National Emergency period in 1941 immediately preceding "Pearl Harbor" a great many new construction programs had been started. These were chiefly concerned with the building of tank barges by the St. Louis Shipbuilding and Steel Co., St. Louis, Mo., and steam boiler drums and unfired pressure vessels by five major boiler manufacturing companies - Combustion Engineering Co., the Alpha Tank and Sheet Metal Manufacturing Co., the Missouri Boiler and Sheet Iron Works of St. Louis; the Springfield Boiler Co. of Springfield, Ill.; and the J. P. Devine Co. of Mt. Vernon, Ill.

Construction programs remaining unfinished on 1 March, 1942, and subsequent programs completed prior to 2 September, 1945, listed according to manufacturers

and type of equipment built were as follows:

(a) St. Louis Shipbuilding & Steel Co., St. Louis, Mo.

27 Tank barges, commercial for Inland River Service

27 Tank barges, Government (Defense Plant Corp.) for service

6 Steam towboats, Government (Defense Plant Corp.) for Inland River Service

60 Total

These towboats and barges were used during the war years for transporting petroleum products on the Mississippi and tributary rivers, and all of the barges and several of the towboats are in commercial service.

(b) Combustion Engineering Company (Heinie Boiler Division), St. Louis, Missouri

633 Boiler drums

10 Unfired pressure vessels (air starting tanks)

643 Total

(c) (1) Springfield Boiler Co. Springfield, Ill.

(2) J. P. Devine Co. Mt. Vernon, Ill. (Sub-contractor)

124 Boilers, complete
2,448 Cast steel headers

(d) Missouri Boiler & Sheet Iron Works, St. Louis, Mo.

40 Unfired pressure vessels (Air starting tanks)

(e) Alpha Tank & Sheet Metal Mfg. Co., St. Louis, Mo.

154 Unfired pressure vessels (Air starting tanks)

The total number of 124 complete water tube boilers, 643 steam drums, 2,448 cast steel headers and 194 pressure vessels were built and shipped to various shipyards for installation on U. S. Maritime Commission Cargo and Victory ships. All boiler drums and pressure vessels fabricated were hand electric arc welded throughout except 124 drums fabricated at the Springfield Boiler Co. where the Submerged Union Melt process was employed. All seams were X-rayed and each unit was placed in a furnace and stress relieved. All radiographs and records pertaining to each unit are part of the permanent files of CGMI, St. Louis Office.

In connection with the welding program at shipyards and the various boiler manufacturing companies requiring qualified welders performing work on vessels and equipment subject to inspection, a number of individuals were given the welders qualification tests. Those who passed the tests received Welders Identification Cards showing kind of equipment permitted to weld and position for which qualified. The total number of welders tested, showing the number qualified and failed as follows:

210 passed
149 failed

359 welders tested

During the peak of the construction period it was necessary, because of the limited number of regular qualified inspectors, to employ enlisted personnel working on 8 hour shifts of 24 hour periods each day including Sundays and holidays. The 24 hour work days continued until the winter of 1944-45, when the major construction programs began to lighten up and the work days then were reduced to 16 hours, and in a few instances to 8 hours. During the period involved the maximum number of inspectors assigned to the St. Louis Office was 8 regulars (officers) and 18 assistants (enlisted personnel). Only regular qualified inspectors were permitted to pass on the inspection of vessels and equipment requiring technical knowledge and skill, and enlisted personnel were used principally as assistants in the field handling the vast amount of paper work in connection with checking material, making various reports and maintaining records and files at boiler shops and shipyards pertaining to field inspection activities.

On 25 February, 1943, the Officer in Charge was appointed as Captain of the Port for St. Louis in addition to his regular duties and served in such dual capacity until 1 December, 1944. In connection with the Port Security program a special tank barge detail, attached to the Marine Inspection Office consisting of 8 enlisted men, was organized and trained to inspect tank barges for safety regulations during transfer operations at the major refineries and oil docks in the St. Louis area. There were no major oil fires or accidents in connection with tank barges in the St. Louis area after the organization of the special detail and during the period of its activity the detail inspected a total number of 2,416 tank barges.¹

HISTORY OF THE MARINE INSPECTION OFFICE AT CINCINNATI, OHIO

The Merchant Marine Inspection Office at Cincinnati, Ohio, carried out its functions from 1 March, 1942, to 2 September, 1945, under the jurisdiction of the U. S. Coast Guard. The approximate totals in round figures are listed below of the inspections of vessels during this period in which inspections were performed by the Marine Inspection personnel proper consisting of four inspectors. Occasionally assistance was rendered by a regular Coast Guard Officer who had undergone a short period of training in Marine Inspection activities.

ANNUAL INSPECTIONS

Miscellaneous vessels 100 of 40,000 gross tons
Government vessels 9 of 2,700 gross tons
Tank barges 200 of 110,000 gross tons

REINSPECTIONS

Passenger
and ferry vessels 200 of 20,500 gross tons

In addition to these vessel inspections, inspections were made of approximately 4 Government hulls, 70 Government boilers afloat, and 230 Government land boilers as well as 12 Government steam pressure cookers.

In view of the greatly increased damage being

1. See Appendix C.

sustained in river traffic since the advent of the War, the Mississippi Valley Barge Line Company, which has its terminal and repair shop located in Cincinnati, has provided gas-freeing facilities at their terminal where corner castings and other repairs, not requiring dry-docking, can be effected. Prior to the War no such facility existed in this area and numerous additional inspections have resulted in this connection. It is estimated that 1,000 inspections have been made during this period of vessel equipment, repairs, deficiencies, sanitary conditions, etc.

The licensing and certificating of candidates has been conducted entirely by Coast Guard Marine Inspection personnel. Candidates for ocean engineer licenses and those for seamen's documents require practically the full time services of one Marine Inspector.

The services of three successive enlisted men and one officer with legal background were utilized in the Marine Inspection office in assisting with investigations, trials, and in providing interpretations of the law wherever necessary. Although no investigations nor hearings were conducted by these men, they accompanied Marine Inspectors who were duly authorized as Examining and Hearing Officers and offered suggestions relative to the correct legal procedure. They further assisted in the preparation of the findings of facts and opinions.

Prior to the war, life preservers manufactured at the American Pad & Textile Company, Greenfield, Ohio, required intermittent inspections for approval, averaging about once each week. However, the war provided large contracts for life preservers for use on transports, etc. Production steadily increased requiring the full time inspectional services of one inspector, then two. More of the plants facilities were made available for the manufacture and inspection of life preservers and for the two years preceding the termination of hostilities, the continual services of three men were required. Therefore, enlisted men were trained for these inspections, thereby relieving Coast Guard Marine Inspectors for more involved duties. There were 1,050,000 life preservers inspected and approved and 30,700 rejected during subject period.

The manufacture of flare signal cartridges and pistols at the International Flare Signal Division, Tipp City, Ohio, also required inspectional services intermittently prior to the war but the accelerated shipbuilding program plus the change in Coast Guard Regulations increasing the number of pistols and cartridges required to be carried on all vessels, caused this company to expand facilities to provide for the increased production. All tests and inspections were conducted by Coast Guard Marine Inspectors, occasionally assisted by an enlisted man. These inspections were required at varying intervals and at least tripled peacetime requirements. There were 502,000 cartridges approved and 11,500 rejected, and 34,000 pistols approved and 890 rejected during subject period.

The principal addition to the inspectional activities in the Cincinnati district occurred when the Globe American Corp. Kokomo, Ind., manufacturers of cooking ranges, converted for the production of lifeboats, liferafts, and release gear mechanisms for liferaft skids. This plant proved an unique shipyard being far removed from any body of water or navigable stream and 1,000 miles in any direction from our coasts. In August, 1941, this company began experiments on the design for a 22' Coast Guard approved lifeboat for use on liberty cargo ships. This was to be an all galvanized boat, riveted construction and with removable air tanks. During the infancy of this project, approximately three months, there was one Coast Guard Marine Inspector detailed at the plant to assist with construc-

tion details in conformance with Coast Guard Rules and Regulations. In addition to construction details, the tensile strength of material and the workmanship had to conform to Regulations. During this period four boats were completed and forms were designed so that a number of boats could be built at the same time and the construction could be accurately checked on the assembly line. By the fall of 1942 production had been accelerated to eight and ten boats a day, thus requiring the presence of two to three Coast Guard Marine Inspectors. These men made routine inspections on the assembly line. The air tanks for buoyancy and the water-breakers were of the removable type and were subjected to 16 ounces air pressure and submerged in a tank of water to determine tightness. This was performed at one station requiring the constant presence of an inspector.

As the training of employees progressed, additional shifts were added until 24 hour a day production was reached. Production was steadily increased until it reached a peak of 28 to 32 boats a day. In view of the limited Coast Guard Marine Inspection personnel, the services of enlisted men were utilized. These men were trained in the single routine tasks of inspection, thereby relieving the Marine Inspectors to supervise all tasks of inspection. Production continued on the lifeboats until the contract expired in the fall of 1943, engaging the services of two to three Marine Inspectors and as many enlisted men.

In the interim, the Globe American Corporation, in conjunction with Coast Guard Headquarters, had perfected plans for a new type reversible metallic life-raft designed to withstand drop tests of 45' in any position. Production was begun early in the fall of 1943 on this approved 20-person liferaft. This raft was of all welded construction which necessitated the training of welders who, in turn, were given the qualification tests by Coast Guard Marine Inspection personnel. This training was accomplished through the cooperation of the Industrial Trade School at the Kokome High School. There were approximately 900 weld tests given at this school and from day to day tests were held at the plant. The inspection of these rafts and the qualifying of welders required the services of five to six officers and nine to fifteen enlisted men, in view of which the detail was changed to a permanent station for the officers and the enlisted men about 1 November, 1943.

The oars, masts, yard arms and boat hook handles for the boats and rafts completed at the Globe American Corporation, were produced at New Paris, Ind., a point 80 miles north of Kokome. Inspection of this material was made by two men from the Kokome Unit one day each week. At one time there were five sub-contractors located throughout the City of Kokome performing sub-assembly work on units to be delivered to the assembly line at the Globe American Corporation. This necessitated daily trips to these plants to inspect material, workmanship, and to qualify welders.

Early in 1944 production was begun on a 24' lifeboat, all welded, designed by the United States Coast Guard for the purpose of filling a need for a seaworthy lifeboat and in an effort to conserve critical materials. Steel sheets were conserved by making the air tanks an integral part of the boat. This also provided greater strength and stiffness to the entire hull. The elimination of galvanizing conserved critical supplies of zinc.

The peak of production on both lifeboats and liferafts was reached at 16 to 18 boats and 18 to 24 rafts a day. Coast Guard personnel was increased to a total of twenty or twenty-one officers and enlisted men.

This company also manufactures the release mechanisms for all liferafts and skates for all lifeboats that were installed on Victory ships. These mechanisms and skates also required inspection.

Test requirements for liferafts were changed by Headquarters to expedite production and minimize expense. Formerly, three drop tests were required from every ninety rafts, and in three different positions. This was changed to three in every 300 and the height increased from the original 35' to 45'. Lifeboats were given extensive load tests with excellent results.

It was necessary to obtain waivers on tensile strength requirements on the last eighty boats built but the thickness gauge of material was correspondingly increased. Also it was necessary to splice the gunwales and keels due to scarcity of stock the correct length. Welders for this particular work were subjected to rigid tests.

All equipment containers were manufactured within the plant and were tested and inspected by Coast Guard personnel. The boats and rafts were completed ready for service, including all equipment, and this was checked, accounted for, and inspected by Coast Guard personnel. There were approximately 6,000 lifeboats, 4,600 liferafts and 5,000 release gear mechanisms for liferaft skids approved during subject period.

Approximately 400 Class II unfired pressure vessels were manufactured by the Chrysler Corp., Airtemp Division, Dayton Ohio, in accordance with drawings approved by Headquarters for installation in their refrigeration units to be installed on many War Shipping Administration vessels during subject period. In this capacity, the services of one officer were required at the plant each week, varying from two to five days, for the purpose of applying hydrostatic test to the pressure vessels and properly stamping for approval, identification, and for construction in compliance with Coast Guard Rules and Regulations. It was necessary to qualify and certify welders engaged in this work.

The International Clay Machinery Co., Dayton, Ohio, manufactured sea chests of welded construction, approximately 230 of which were inspected for workmanship and material used in construction prior to the fabrication of the sea chests. All welders employed in the manufacture of this product were required to be certified by the Coast Guard Marine Inspectors who witnessed their qualification tests. During this period of production an inspector was detailed to remain at the plant during the work week. This assignment was shared by a Coast Guard Marine Inspector and a regular Coast Guard officer who had received a short course of training in Marine Inspection activities.

Another wartime activity was the accommodation afforded the Civil Service Commission in qualifying and certifying marine welders for use in construction work as civilian welders throughout the Army, Navy and other Government projects. This required the services of an inspector several days each week for a period of several months early in the war. Many of these men had insufficient training as welders and the greater percentage of these tested failed to meet the requirements.

HISTORY OF THE NASHVILLE, TENNESSEE,

AREA COAST GUARD OFFICE

One of the oldest establishments in this area's Coast Guard activities was the completion of the East Chattanooga Coast Guard Depot in December, 1941. At about that time the COTP activities started in that area, making use of the East Chattanooga Depot Aids to Navigation base as a combination base for both port security operations and the supplying of vessels in the work of Aids to Navigation on the Tennessee River.

Immediately following the declaration of war, Coast Guard patrols were established on the various dams of the T.V.A. on the Tennessee River and in other restricted areas.

The port security activities consisted of the patrolling from the waterside above and below each lock and dam on the Tennessee River, as well as on the power projects above the head of navigation of the Tennessee River, and among its tributaries where the many dams created electrical power for use during the war. In addition, protection was furnished waterfront facilities from fire and also protection of shipyards from the waterfront side by patrol vessels to prevent sabotage during the heavy construction period during which period inland shipyards took a large part in shipbuilding.

Other COTP units were established at Sheffield, Alabama, and at Nashville, Tennessee. The Nashville unit was an Assistant COTP under the supervision of the COTP at Chattanooga, Tennessee. The Nashville station was later made a separate COTP office, in May, 1943, due to the fact that there was a great deal of ocean construction work going on at the Nashville Bridge Company, Nashville, Tennessee. Here they were building Mine Sweepers and Sub-chasers. At West Nashville, approximately 8 miles south of the city waterfront, there were many large tows of gasoline coming into the city via water and this gasoline was in turn distributed to the Army Flying fields which were training aviation pilots.

The Nashville COTP personnel consisted of two commissioned officers and about 40 non-commissioned and enlisted personnel, operating as high as 5 patrol boats in two restricted areas. This activity carried on until 30 June, 1944, at which time the work was turned over to the Temporary Reserves who had been trained in COTP duties during the previous year. This qualified them to take over the patrol duties and in turn to release Regulars and Reserves for sea duty.

In October, 1943, Headquarters established a Section Coast Guard Office at Chattanooga, Tennessee, with Lieutenant Commander A. L. Mechling as Section Coast Guard Officer. The Section was known as the Tennessee River Section and covered an area of approximately 1500 river miles including the Tennessee and Cumberland Rivers and their tributaries within the states of North Carolina, Virginia, Kentucky, Tennessee, Georgia, Alabama, and a very small portion of Mississippi. COTP offices coming under the jurisdiction of the Section Coast Guard Office were located at Chattanooga, Tennessee; Sheffield, Alabama; Paducah, Kentucky; and Nashville, Tennessee. There was also a Coast Guard Depot at Paris, Tennessee, commissioned 4 January, 1945, as an Aids to Navigation Depot.

During the year 1944 and through the first half of 1945 the Section Office's personnel consisted largely of temporary reserves, with only a certain few key

men retained from the regular Reserves to help carry the burden of duties.

Other activities coming under the supervision of the Section Coast Guard Officer consisted of the following, part of which were primarily COTP responsibilities:

Aids to Navigation, Flood Relief, Boarding of all vessels coming into restricted areas for examination of identification cards of all vessel personnel in order to avoid sabotage, Issuance of Identification cards, Issuance of Permits to proceed into various restricted areas. Each COTP had personnel assigned to Shore Patrol, whose chief duties were to keep order among enlisted men and look out for deserters as well as other questionable characters within the Service. Patrol boats took part in rescue work and stand-by duty in cases of disabled and stranded vessels, drownings, and flood relief work.

HISTORY OF THE MARINE INSPECTION OFFICE

CAIRO, ILLINOIS

From the time the U. S. Coast Guard assumed jurisdiction over the Bureau of Marine Inspection and Navigation functions on 1 March, 1942, until 2 September, 1945, the office of Marine Inspection at Cairo, Illinois, was making every effort to expedite its regular functions and to cooperate in every respect with the transportation facilities and manufacturing interests. It so happened that the Cairo district had no new construction of any kind during this time, all work in regard to vessels and equipment being in way of annual inspection and repairs.

During the period of 1 March, 1942, to 2 September, 1945, the number of vessels inspected and certificated was 440, with a total gross tonnage of 233,470. The number of vessels inspected but not certificated was 20, with a total gross tonnage of 4800. Thirty vessels were reinspected with a total gross tonnage of 2,000. One hundred drydocks were examined, total gross tonnage 40,000 and 360 examinations were made checking repairs with a total gross tonnage of 53,400; number of miscellaneous examinations of vessels was 500; number of examinations made, checking deficiencies of vessels was 13; number of sanitary inspections made was 3; number of Government boilers inspected on floating equipment was 60; number of Government land boilers inspected was 100; number of examinations made for setting and sealing safety valves was 20.

During this period 90 Certificates of Inspection were returned or restored, 1 Certificate of Inspection was surrendered, 90 investigations were conducted, and 4 hearings were held.

Examinations were conducted for deck and engineering officers, preparatory to issuance of licenses; 130 deck officer's licenses were issued and 110 renewed; 40 engineering officer's licenses were issued and 70 renewed, and examinations were also conducted, preparatory to issuing Certificates of Service and Efficiency, 140 Certificates being issued.

In June, 1943, the Officer in Charge, Coast Guard Marine Inspection of Cairo, Illinois, was designated as Captain of the Port of Cairo, in addition to his regular duties. A Captain of the Port unit was established at Cairo, Illinois, with a complement of approximately 90 men, their duties being to enforce Port Security Regulations, in regard to waterfront facilities, boarding and checking crews of Merchant Vessels, issuance of Identification cards, and fire-protection to waterfront and adjacent facilities. The COTP fire-fighting unit at Cairo was very helpful

in fighting fires and aiding the local fire department in a number of large conflagrations, which occurred during that time, and was missed very much when decommissioned. Enlisted men attached to the COTP unit during that period made 1,000 inspections of Tank Barges being loaded at oil docks in this district. The COTP unit at Cairo, Illinois, was decommissioned 30 June, 1944.¹

PITTSBURGH SECTION

On 7 December, 1941, following the sneak attack upon Pearl Harbor by an enemy, the Pittsburgh Unit of the United States Coast Guard, then in charge of Chief Boatswain's Mate, Jacob C. Sorensen, with headquarters at the Coast Guard Depot, Sewickley, Pa., was alerted by the Senior Coast Guard Officer, St. Louis, Ninth Naval District. Sorensen was instructed to formulate plans for the protection of all waterfront property coming within the scope of Captain of the Port authority, including the protection of shipping on our local rivers so far as movement, anchorages, and the handling of dangerous cargoes were involved. He was also directed to prepare adequate facilities at the depot for billeting personnel in number sufficient to carry on his duties in the above respect; also, to provide for the training of new personnel taken into the Coast Guard on the advent of hostilities with the end in view of developing a Port Security organization that would be ready to combat any emergency arising in this vast industrial empire known as the upper Ohio, Monongahela, and Allegheny valleys. Realizing that the head of such an organization would carry responsibility far beyond that ordinarily entrusted to an enlisted man, Sorensen was commissioned an Ensign in the United States Coast Guard.

In the first part of 1942, several picket boats were assigned to the Pittsburgh area for patrol duty. Since the requirement for an efficient patrol exceeded the supply of picket boats on hand, steps were immediately taken to enroll into Coast Guard service, reserve vessels consisting of cabin cruisers, which in most instances were converted for patrol duty by the Coast Guard and assigned to regular patrol work. Many of the boats were enrolled with their owners. About this time, the office of the Captain of the Port was established in Pittsburgh with offices at 1212 Park Building, adjacent to the Merchant Marine Inspection Office. Ensign Jacob C. Sorensen was appointed by the Commandant as COTP of Pittsburgh.

As fast as personnel was received at the depot, they were assigned as crew members on patrol boats and in July, 1942, there were approximately 20 boats operating out of the Sewickley Depot. This enabled the COTP, through his Security Officer, to establish a 24 hour patrol up the Monongahela River as far as Lock No. 4, Charleroi, Pa., up the Allegheny River as far as Creighton, Pa., and down the Ohio River to Steubenville, Ohio. These patrols were instructed to be on the alert for any suspicious movements along the shore line or suspicious movement of boats in the rivers; also, thoroughly examine the area around bridges and bridge piers for any attempted sabotage by persons bent on destroying these main arteries of transportation to and from Pittsburgh's industrial area. In addition to this, one boat was used exclusively by a boarding detail, boarding commercial vessels for the purpose of enforcing security regulations under administration of the COTP.

In August, 1942, the COTP inaugurated a system of shore line patrol carried out by Coast Guardsmen

1. See Appendix D.

utilizing jeeps for the purpose of inspecting the many industrial plants, extending to the waterfront where the responsibility of protection rested with the COTP. This jeep patrol was carried out on a 24 hour basis, visiting industrial plants at irregular intervals, checking the alertness of local plant watchmen, fire hazards, plant protection, handling of dangerous cargoes on the waterfront, loading and unloading of inflammable and combustible liquids and general conditions along 268 miles of waterfront. In addition to this, one unit of the jeep patrol was assigned to boarding detail for the purpose of ascertaining that each member of the crew of a vessel was in possession of a COTP identification card.

In July, 1942, the complement of the Sewickley Depot consisted of three commissioned and 60 enlisted men which was considered insufficient personnel for carrying out the duties of the Sewickley Depot and COTP organization and about this time efforts were made to organize a group of civilians, who were interested in small boating, into a unit that could effectively augment the already overworked personnel in the regular establishment and carry out the program of port security and waterfront protection. Key men were selected among the better known small boat enthusiasts around whom the nucleus of an organization known as the U. S. Coast Guard Temporary Reserve was founded. From this nucleus, a large well-trained group of men was organized. Regular Coast Guardsmen were assigned the duty of training and equipping this Temporary Reserve group for the work at hand and by the end of 1942, these Temporary Reservists were performing port security work alongside seasoned Coast Guardsmen in all branches of the Pittsburgh organization. To their credit, it must be said that their performance was superb; however, this would not have been possible without the benefit of the years of experience and knowledge contributed to this organization by the regular Coast Guardsmen who were assigned the duties of teaching. 1942 passed with no incident of an unusual or alarming nature.

For the first three months of 1943, all patrols, both ashore and afloat, were operating on a strict schedule, each unit reporting in, hourly, to the Officer of the Day. Some changes were made from time to time in the schedule of patrols, by agreement with operating companies, to expedite the sailing of vessels transporting critical war material with the least possible delay.

In April, 1943, all Coast Guard units in Pittsburgh were consolidated under the head of a Section Coast Guard Officer, Commander F. W. Leahy, who exercised military authority over all the various Coast Guard units in Pittsburgh. At this time, in 1943, restricted areas were considered necessary for security purposes and in accordance therewith, the area in the vicinities of the American Bridge Company and Dravo Corporation were restricted. Patrol boats were assigned to these areas on a 24 hour basis, keeping a constant vigil for any attempt to hinder the construction of Naval vessels at these yards. The Naval vessels built at Dravo Corporation and the American Bridge Company were ferried to tide water under their own power which brought forth numerous complaints from the shore establishments along the river banks that these Naval vessels, due to excessive speed, were damaging floating equipment and permanent installations at their landings. These vessels had aboard on each passage a commissioned officer of the Coast Guard who acted as pilot. After evaluating the complaints received, it was decided that the best method of preventing damage to shore establishments and at the same time insure rapid passage of these needed Naval vessels was to convoy the Naval vessels down stream by the use of a Coast Guard picket boat, the

duty of the picket boat being to warn barge landings and river traffic that a Naval vessel was approaching so that equipment tied to the bank could be made secure from the wash of these passing vessels. This system proved to be very satisfactory in the early stages of ferrying Naval vessels to tide water. Also, at this stage of the game, a unit of the jeep patrol was assigned to convoy each Naval vessel to our district boundary lines. This jeep patrol would stop traffic over all highway bridges during the passage of a Naval vessel underneath. In this manner, persons were prevented from dropping missiles off bridges upon the decks of passing Naval vessels.

The duty of furnishing transportation for ferry crews and their effects from railroad stations to their assigned vessels was placed with the Sewickley Depot. This was no small job as it required a transport truck, a stake truck, and one carryall to service each Naval vessel that was commissioned and during the latter part of 1943 and the first part of 1944, vessels were commissioned at the rate of approximately five per week. All Naval vessels departing Pittsburgh would test their radio equipment out with the shore station at the Sewickley Depot.

In September, 1943, the Pittsburgh Section received its first draft of Spars, seven in number. These Spars were assigned to duty in the Section Office, Pittsburgh, Pa., and the COTP office at Sewickley, Pa. It was noted that as the Spars took over in the Section, the number of male enlisted personnel gradually decreased until October, 1944, when there were nine Spars and one male enlisted person in the Section.

By the middle of 1943, the patrol force in the Pittsburgh area were operating from the Sewickley Depot and the Second Avenue Base. This Second Avenue Base was an old abandoned lock installation formerly known as Lock No. 1, Monongahela River. It was converted into an auxiliary patrol base by the Coast Guard from which five patrol boats and one fire boat were operated. Some of the personnel were quartered in the old lock house and some on Coast Guard Quarterboat 66003, stationed at the lock which was equipped with messing facilities.

In the latter part of 1943, the Temporary Reserve organization started construction of their own base at Brilliant, Pa. approximately 7 miles up the Allegheny River on the left bank. This was used as a training center by members of the Temporary Reserve organization. The year 1943 passed without incident.

In the year 1944, considerable criticism was aimed at the Coast Guard, particularly with respect to its 'cabin cruiser navy'. The necessity for patrolling the rivers with the consequent expenditure of money and precious gasoline was questioned. Reviewing the situation in its entirety brought the SCGO to the conclusion that some of the patrols could be eliminated, which was done in the outlying district, but, patrols in the highly industrial area were maintained throughout the year 1944. By this time, the Temporary Reserve base had been moved from the left bank of the Allegheny River at Brilliant, Pa., to the right bank at Aspinwall, Pa. a well constructed installation was made and used as an operating base for Allegheny River patrols. By this time, the Spars had taken over practically all yeoman and storekeeper duties and the Temporary Reserve had taken over a good part of the patrol duties.

Throughout the year 1944, Port Security operations had sifted down to the level of a smooth working organization. The numerous manufacturing concerns, the majority of which were engaged in heavy industry, located adjacent to the waterfront, had their own

trained and well-regulated plant guards and police forces. And, as such plants in most instances were not considered susceptible to sabotage from the waterfront, they did not present a very difficult problem for the Coast Guard, where there were no piers or wharves handling general cargo, such as exists in sea coast ports. Protection was easily afforded by their own plant force. Oil terminals, at which combustible and inflammable commodities were handled, still required checking but these terminals which had become accustomed to the safety measures required by the Coast Guard carried out all safety measures with very few exceptions. The police force at the Dravo Corporation and American Bridge Company were enrolled in the Coast Guard Reserve (T) and the fact that they were located within restricted areas and were constantly patrolled from the water side assured adequate protection at all times. The 82 bridges over the three rivers in the Pittsburgh area required patrol vessels to keep on the move in order to visit them at least four times during the 24 hours. The 35 navigation locks and dams in the area were under direct control of the Corps of Engineers, U. S. Army, and their security was not the responsibility of the Coast Guard but the Security Patrol of the Coast Guard indirectly afforded a considerable measure of protection for these structures.

Close liaison was maintained with Army and Navy Intelligence, Army Internal Security Forces, City and Municipal Police, plant and railroad police and local defense councils. During 1944, a waterfront Security Committee was appointed by the Mayor of the City of Pittsburgh to cooperate with the COTP. Throughout 1944, thousands of identification cards were issued in accordance with Headquarters' directives. Requirements for possession of these cards, in accordance with instructions issued by DCGO. St. Louis, kept two yeomen busy daily in their issuance. Licenses for vessels to operate were issued in accordance with directives from the DCGO. St. Louis, by a well-regulated unit of the COTP. Commercial vessels operating beyond the jurisdiction of the COTP, Pittsburgh, Pa., on voyages commencing or terminating in this port, were boarded on each arrival and departure by Security guards. These Security guards mustered the crew and checked all identification cards, firearms, cameras, licenses to operate, and general compliance with the anti-sabotage requirements. Vessels operating exclusively within the Pittsburgh section were boarded at regular intervals once each month. All transfer operations of combustible and inflammable liquids in bulk were checked regularly by competent personnel to assure compliance with the safety rules. In 1944, approximately 10 patrol boats were in constant operation. Vital points were covered at least four times each 24 hours. Two jeeps were kept constantly on patrol covering approximately 200 miles of waterfront on a 24 hour basis. In 1944, one 30 ft. Hanley fireboat was stationed at the Sewickley Depot with a crew of six men available around the clock. This boat was held in readiness for emergencies at the American Bridge Company and the Dravo Corporation. Two fireboats were stationed at the Second Avenue base in Pittsburgh, Pa., one, a 53 foot converted fireboat and the other a 30 foot Hanley boat. Six men manned the 53 foot converted fireboat and four men manned the 30 foot Hanley boat. These crews were augmented by Temporary Reservists, the regulars being subsisted and quartered on Coast Guard Barge 66003. This fireboat unit was closely coordinated with the City of Pittsburgh Fire Department and was connected with the Central Fire Station by a direct telephone line. Two fire trailers were stationed at the Sewickley Depot, one being available for instant service, the other to be manned on very short notice. One fire trailer was stationed at the Second Avenue base, available at all times for instant service.

All areas were actively and intensively patrolled during 1944. By April, 1945, with the end of hostilities in sight, scheduled patrols were discontinued but patrol boats were manned and maintained on a stand-by basis, making intermittent patrol trips mostly over the weekends. At this time, many of the Coast Guard Reserve vessels had been returned to their owners and patrol duty was carried on by Coast Guard picket boats.

In July 1945, the SCGO, Commander F. W. Leahy was transferred to foreign duty on an assignment with the occupation forces in Germany. The personnel of the Pittsburgh Section was gradually diminished to a mere skeleton force and the Temporary Reserve organization was disbanded in September, 1945.

In conclusion, it may be said, that it is difficult to evaluate the effectiveness of Port Security measures carried out by the Coast Guard in the Pittsburgh Section. What may have been the result, without the protection afforded, we do not know; however, we do know that the Coast Guard did a splendid job under difficult conditions in the Pittsburgh area during the war years.

MOTORBOAT REGISTRATION

The numbering and recording of undocumented vessels was first provided for by the Act of June 7, 1918, and machinery for handling registrations was set up under the Collector of Customs. By Executive Order No. 9083, 28 February, 1942, the functions relating to the numbering of undocumented vessels were transferred from the Bureau of Customs to the Coast Guard subsequently assigned to Marine Inspection Section to handle.

At the time this transfer was made, there were 31,412 motorboats registered in the St. Louis, 9th ND. The files showed 49,033 registrations, an increase of 17,621. This figure, however, indicated only the increase in the number of boats in operation in this District brought about by new boats and boats transferred from other Districts. To get a true picture of the number of registrations actually handled during the period 1 July, 1942 to 1 April, 1946, we must take into consideration the fact that there were also 9,826 property changes, i.e., instances where a motorboat in one numbering district is sold to another person in the same district and the number assigned remains the same, although registration is transferred to the new owner and a new certificate is issued. This brings the total number of registrations for the period to 27,447 for an average of approximately 610 a month.

During this whole period the number of personnel assigned to Motorboat Registration has never exceeded four and during many of the comparatively slack winter months, the work has been handled by only two. This has meant a high work load per person as far as actual registrations are concerned, in addition to the fact that inquiries concerning motorboat rules and regulations are always numerous.

(No first narratives were received 9th ND Cleveland).

TENTH NAVAL DISTRICT

Distance and size of the Tenth Naval District have had their effects upon Merchant Marine Inspection duties within the District. San Juan, the major port of Puerto Rico, with a constant flow of shipping has been efficiently handled by a Merchant Marine Inspection office located in the Federal Building at that city. The Unit, consisting of three Hearing Officers and civilian personnel, numbered seven officers during the height of the war. The distribution of island ports created problems of an administrative nature

and transportation difficulties at times when Marine Inspection Officers were needed in such assistant Captain of the Port offices as St. Thomas, Virgin Islands and St. Croix. At present the only outlying port with an assistant Captain of the Port office is located at St. Thomas, Virgin Islands.

ELEVENTH NAVAL DISTRICT

The Marine Inspection Unit of the Coast Guard is responsible for the enforcement of Laws, Rules and Regulations covering merchant vessels pertaining to their seaworthiness, lifesaving and firefighting equipment, minimum manning requirements, licensing and certificating of officers and crew; also investigations of marine casualties and disciplinary action against licensed and certificated personnel on merchant vessels.

On March 1, 1942, by Executive Order No. 9083, the President transferred to the Coast Guard the functions of the Bureau of Marine Inspection and Navigation, formerly a part of the Department of Commerce. In 1946 there were a total of 31 personnel in the offices of the Local Inspectors and Shipping Commissioner. Captain Edward Stuart was appointed Officer in Charge, Marine Inspection, 11th Naval District.

A considerable reorganization was necessary to combine the former Bureau of Marine Inspection and Navigation with the Coast Guard. Five (5) divisions of Marine Inspection were set up, namely:

- Certificating and Licensing Section
- Shipping Commissioner
- Materiel Inspection
- Hearing Unit
- Motorboat Numbering

In August 1942, the Officer in Charge of Marine Inspection, the Materiel Inspection and the Hearing Unit were moved to the Times Building, Long Beach, California, to provide additional office space and for closer coordination with the Coast Guard.

The majority of the Marine Inspectors were commissioned in the Coast Guard, and the personnel was gradually increased to meet the work load caused by the extensive shipbuilding program at this port, and to take care of inspection of repairs to ships damaged as a result of the war, and hard service. The personnel was augmented by the commissioning in the Coast Guard Reserve men experienced in merchant marine work, and also by assigning the Coast Guard Reserve Officers to be trained in the inspection work.

In February 1942, the first Liberty ship was delivered at this port from the California Shipbuilding Yard. The deliveries of new ships from the California Shipbuilding Company, and the Consolidated Steel Corp. gradually increased to where there were a maximum of 22 ships delivered in a month, each of which required detailed inspection from the time the keel was laid until the vessel was delivered to the Maritime Commission, or to private operators.

Following is a comparison of the inspection work load:

	<u>February, 1942</u>	<u>May, 1945</u>
	Gross tons	Gross tons
Annual Inspection	45,967	209,485
Miscellaneous Inspection	200	334
Factory Inspection	112	727

The certificating and licensing sections were responsible for the issuance of seamen's certificates to merchant seamen, and examining and issuing licenses to the officers of merchant vessels. This work was carried on in the Post Office and Customhouse Building, San Pedro. During the month of February, 1942, the work load in this department was as follows:

Certificates issued to Seamen 793
Licenses issued to officers 55

The work load in this division gradually increased with the increase of ships being built and manned. The War Shipping Administration established a training school on Catalina Island for merchant seamen. As the men completed their training, Coast Guard Inspectors were assigned to the school to issue certificates to the graduates. The work load of issuing certificates and licenses increased to a peak in February, 1945, as follows:

Certificates issued to Seamen 3,526
Licenses issued to Officers 104

In February 1942, there were a total of 31 personnel in the offices of the Local Inspectors and Shipping Commissioner combined. This number gradually increased with the increase of the work load to a peak of 90 persons in 1945. The increase in personnel was made by the assignment of enlisted personnel to clerical work and Shipping Commissioner duties; and the assignment of additional Coast Guard Reserve Officers for Marine Inspection duties. This number had been reduced by demobilization to 66 persons in 1946.

Prior to 2 March, 1942, the office of the United States Shipping Commissioner was operated by the Bureau of Marine Inspection and Navigation under the Department of Commerce. This office consisted of six employees, namely: The Shipping Commissioner, one Chief Deputy Shipping Commissioner, one Senior Deputy, two Deputies, and one clerk-stenographer.

Under a temporary organization of the Bureau of Marine Inspection and Navigation by the Coast Guard, in accordance with Headquarters' letter of 24 June, 1942, the Shipping Commissioner was assigned as a Senior Marine Inspector (Personnel) in charge of Shipping Commissioner's Office and licensing and certificating of merchant seamen. Subsequently under a permanent organization as set forth in Merchant Marine Inspection instructions of 1 August, 1945, Shipping Commissioner's Office was separated from the personnel office and constituted a separate unit under the Marine Inspection Officer.

The duties of Shipping Commissioner was essentially the same as they were under the Commerce Department. However, owing to the war a number of additional duties were added as follows: On 24 December, 1942, we were instructed to have a monetary declaration prepared by each member of a merchant crew when signing on a vessel on Form FFC-63 in triplicate. This was for the purposes of the Treasury Department. Under Marine Inspection Memorandum No. 11 of 12 November, 1942, instructions were issued to prepare a copy of all shipping articles and subsequent changes of crews forwarding them to Headquarters immediately after signing the crew in order that complete information on all crew members would be at hand in case of enemy action. Also about the same time Shipping Commissioner's were instructed to secure designation of beneficiaries by crew members for the purpose of War Risk Insurance. Originally \$5,000.00 of insurance was furnished gratuitously by the government for the beneficiaries of all the seamen who lost their lives on account of war action. Subsequently this insurance was amended so that an injured seaman could receive a

prorata of \$5,000.00 for dismemberment or loss of eye or eyes. These beneficiary forms had to be distributed one to the seaman, one to the agent, and two to the War Risk Insurance Office, 29 John Street, New York 7, New York, in two separate mailings to insure delivery.

The approximate average monthly work of this office for the year 1941 consisted of signing on the crew of eight vessels, 344 men, and discharging the crews of ten vessels, 513 men. This work increased to a peak where in May, 1945, we discharged the crews of 118 vessels, a total of 5,853 men, and signed on a total of 122 vessels, a total of 5,933 men. This office operated wherever Shipping Commissioner services were required in the Eleventh Naval District.

Under R. S. 4450 - 460 USC 239, the Secretary of Commerce was charged with the responsibility of prescribing Rules and Regulations for investigating marine casualties and accidents to merchant vessels and all cases of incompetency or misconduct on the part of licensed or certificated personnel of the merchant marine.

The authority to carry out the provisions of R. S. 4450 was delegated by the Secretary to the Bureau of Marine Inspection and Navigation. Boards designated as "A", "B" and "C" were set up to carry out these provisions. "A" Boards consisted of an officer of the Department of Justice, a representative of the Bureau of Marine Inspection and Navigation and an officer of the U. S. Coast Guard. This Board investigated all casualties involving loss of life. "B" Boards, consisting of two principal travelling inspectors and a supervising inspector of the Bureau of Marine Inspection and Navigation, investigated serious casualties to merchant vessels not involving loss of life; while "C" Boards, consisting of inspectors of the Bureau of Marine Inspection and Navigation, investigated the less serious casualties or accidents.

Before the war, the findings of these Boards, with their recommendations, were referred to the Director of the Bureau of Marine Inspection and Navigation at Washington, D. C., for review. In most instances, months elapsed before the findings could be reviewed and acted upon. This was the situation that existed when the Coast Guard took over the administration of the Bureau of Marine Inspection and Navigation under Executive Order #9083 on 1 March, 1942. Discipline aboard merchant vessels at this time was at a low ebb. Casualties, because of wartime conditions, had pyramided. The investigating Boards, referred to above, were inadequate to cope with the situation.

In May 1943, a school for hearing and examining officers was set up by the U. S. Coast Guard at 42 Broadway, New York. Qualified inspectors of the Bureau of Marine Inspection and Navigation from various offices throughout the country, and Coast Guard Reserve Officers with legal training, were sent to New York for training in investigative procedure. In August, 1943, a Coast Guard Hearing Unit, to displace the old "A", "B" and "C" Boards, was established in the 11th Naval District at Long Beach, California. The initial personnel of this Unit consisted of an Officer in Charge, two part-time Examining and Hearing Officers, and a civilian clerk. From this time on, the activities of this Unit increased until May, 1945, when the Unit consisted of eleven Examining and Hearing Officers and a clerical staff of seven. The duties of the Examining Officers consisted of boarding all vessels that entered the port of Los Angeles to investigate casualties or complaints of misconduct, incompetence or negligence by either the crew, the officers, the company agents, or military establishments.



CREW MEMBERS OF THE S.S. PHOENIX
BEAR THE EMERGENCY STEERING WHEEL DURING A COAST GUARD SHIP INSPECTION



HAND HOISTING APPARATUS FOR THE PHOENIX LIFEBOATS GETS A WORKOUT
FROM TWO DECK HANDS UNDER THE DIRECTION OF A COAST GUARD INSPECTOR

Hearings as a result of these investigations were conducted wherever the exigencies of the moment dictated, sometimes in the Times Building at Long Beach, where a regular Court Room was set up, sometimes aboard vessels throughout the 11th Naval District, in government offices, police stations and throughout the 11th Naval District, in government offices, police stations and even in jails. No complaint or casualty was considered too small to warrant investigation during this period.

All casualties to commercial and privately owned vessels were investigated. These investigations included enemy action cases, collisions at sea, foundering, fires, strandings, groundings, etc. Investigations were also conducted to determine the causes of all oil spills and oil pollution cases in connection with port security regulations occurring in the harbors of Los Angeles, Port Mueneme or San Diego, and appropriate disciplinary action taken where misconduct, negligence or incompetence was indicated.

Liaison was maintained with the following military, government and civilian agencies;

- Captain of the Port, USCG
- Port Director, USN
- Coast Guard Pilots' Association
- U. S. Army Intelligence
- U. S. Navy Intelligence
- U. S. Coast Guard Intelligence
- Army Transport Service
- Army Casualty Investigation Section
- Navy Casualty Investigation Section
- War Shipping Administration
- Recruiting and Manning Section,
- Maritime Commission
- U. S. Shipping Commission
- U. S. Public Health Service
- U. S. Customs
- U. S. Immigration
- U. S. Internal Revenue
- U. S. Federal Attorney
- U. S. Marshall
- Federal Bureau of Investigation
- Los Angeles, San Pedro & Long Beach Police
- Foreign Casualties
- Shipyards
- Canneries & Fishing Boat Operators

Between the time that the Hearing Unit was organized in August, 1943, and the present date, a total of approximately 3,582 disciplinary cases have been handled and 907 casualty cases investigated and reported upon, and hundreds of investigations conducted from which no positive action resulted.

After VJ-Day, the activities of the Unit, under instructions from Headquarters, were curtailed and the personnel of the Unit gradually reduced as emergency wartime conditions decreased. Officers and enlisted personnel were gradually disenrolled from the service until in 1946, the Unit consisted of three commissioned officers and one civilian clerk, the exact complement and the same personnel with which the Unit was originally established. The clerical force at that time, however, was somewhat inadequate to handle the work load of the Unit.

TWELFTH NAVAL DISTRICT

March 1, 1942, marked the official date for the Coast Guard's assumption of new responsibilities in the field of maritime law enforcement and safety. It was Executive Order No. 9083, dated February 28, 1942, that transferred many of the functions of the Bureau of Marine Inspection and Navigation, and the Shipping

Commissioner, to the Coast Guard as a measure designed to expedite the prosecution of the war effort.

The BMIN and the Shipping Commissioner both have an appropriately highlighted San Francisco history of their own, the former dating back to 1852, when the office of Supervising Inspector was established, and the latter in 1872. Since those dates many evolutionary changes have created a combination of legislation and administrative organizations which have been extremely beneficial to the American Merchant Marine. The Executive Order mentioned above furthered these changes towards the same end, — a safer and more effective Merchant Marine.

At the time of the transfer, the office of Supervising Inspector, along with the San Francisco Office of Local Inspectors, was located on the entire 5th floor of the Custom House, where it had been since 1911. The Shipping Commissioner, on the other hand, was located on the first floor of the Old Mint Building, some 10 city blocks away. Actually, these two offices were not administratively bound in any way. It was only by the mutual desire for cooperation that they became associated as one, by personnel in the maritime industry. Each worked under a separate authority in Washington. It so happened that San Francisco was the Headquarters for the 7th Inspectional District (with local offices at San Francisco, Honolulu, Juneau, Portland, San Pedro and Seattle), and also the Headquarters of the Pacific Shipping Region. The authority vested in each office was that of original jurisdiction, resorting to Washington only in matters of higher appeals, pay, personnel, and procurement, and therefore established each senior man as a "king in his own field." This picture was somewhat altered by the Coast Guard.

No over-night changes in the District structure were made immediately following the official date of transfer. They could not be made. The new functions were vast and varied. A certain amount of time was necessary for the exchange of appropriations and the consolidation of Washington personnel and files. By means of the Federal Register, Alcoa's, letters and the proverbial "grapevine," all Inspectors knew that their status would continue unchanged, pending receipt of general instructions from Coast Guard authority. Such instructions were not actually received until June 8, 1942, when a general plan or reorganization was outlined.

Following the outline, the Office of Supervising Inspector was relocated under the Coast Guard Office of Operations, 12 ND, in a staff capacity. Several new offices, with line functions, were created. One, the Merchant Marine Inspector (Materiel); and three, the Senior Marine Inspector (Personnel). The Supervisor, himself, was undisturbed, except that the right of appeal from administrative decisions was vested in the DCGO and that five of his local offices were geographically situated in other Naval Districts. The men heading each of the other three new offices were the respective senior men of the former BMIN and Shipping Commissioner. However, their duties were now materially changed. The Merchant Marine Inspector in Charge replaced the former Board of two men (a Local Inspector of Hulls and a Local Inspector of Boilers, both of whose signatures were previously required on a vessel's certificate of inspection, or an officer's license), and therefore acted in a commanding officer's capacity.

The SMI (Materiel) was to be the senior field inspector of all hull and boiler men, while the SMI (Personnel) was to be the Shipping Commissioner, and

also issue certificates of service to unlicensed seamen. But some of these changes remained only on paper as evidenced by the receipt, several months later (in December), of a communication that the certificates of inspection were still being signed by the residual "Board."

In the meantime, the DCGO made a personal visit to each new office to acquaint himself with the personnel and procedures therein. Thereafter, (beginning around July, 1942) he took such steps as to institute routine Coast Guard administrative procedure in all the transferred units. First, there were instructions pertaining to Coast Guard official letters (changing of date line, numbering of paragraphs, no ceremonial form routing through DCGO, etc.), and the use of Coast Guard letterheads. Then, the mass of files and archives were to be reclassified, recodified and redistributed to the newly established offices, -- a tedious, time consuming job. Finance memorandums answered queries relating to local methods of preparing and settling payrolls, billing steamship companies for overtime services, issuing travel orders, reimbursement for travel performed, procurement of supplies and equipment, and other matters obligating funds. New files were to be established where necessary, and Coast Guard forms were to replace those of the Department of Commerce where the service functions were similar, as exemplified by the Coast Guard's system of Record of Public Property versus the "muster roll" sheets of the Commerce Department.

The end of 1942, therefore, was marked by the initiation, but not necessarily the accomplishment of those steps designed to integrate and correlate the greatly expanded maritime functions of the 12th ND. Towards this same objective, the supervisory personnel for marine inspection work were designated and confirmed; preliminary informative contacts with the more than 40 shipping companies in the San Francisco Bay Area were made; a marine inspection office for military personnel was authorized; new procedures for marine casualty investigations and the suspension and revocation of licenses and certificates were proposed; efforts were made to encourage the civilian inspection personnel to use the facilities of the District (Port Security, Law, Aids to Navigation, Public Relations, etc.), and separate personal visits to converse with the inspectors were made by the Director of the former BMIN and the Coast Guard Commandant. Thus, the first phase of the "change-over" had begun.

The tempo of developments was accelerated in 1943. During the first part of the year it was quickly realized that definite steps had to be taken to retain those Civil Service employees who had professional and technical skills. The younger and more physically qualified men were subject to the National Draft Laws, others held a status in the Naval Reserve, and others were being enticed to leave by higher pay elsewhere. This imposed upon the Coast Guard the difficult task of reconciling the best interests of the Government with what seemed to be fairness to the individual. Nevertheless, this urgent problem required immediate solution.

In February, 1943, the assistant inspectors in the field, regardless of their years of service, were offered commissions in the Temporary Reserve as full lieutenants, while the clerks, reporters, and Deputy Shipping Commissioners were offered relative enlisted ratings. Very few accepted the first offer. It was not until June that the majority of personnel consented to a status in the regular reserve at the next higher position than that previously mentioned. When they did, the oaths-of-office were administered without fanfare or ceremony. Indoctrination was later obtained by the trial-and-error method. Because the

oaths-of-office were not given uniformly on the same date throughout the United States, there was a displacement in seniority, as became apparent when some inspectors arrived in San Francisco from other Districts. Some men, junior to their colleagues under civil service precedence, became many numbers senior by the simple process of having taken their oaths a day or two before the others, -- an obviously inadvertent act.

During July, 1943, the San Francisco Hearing Unit was inaugurated. However, preparatory matters began in April, when two men, a former BMIN man and a CGR lawyer, departed for New York for a course of instruction in the newly established Coast Guard Hearing Unit School. Upon their return they set up a separate office (though still subordinate to the OCMH), the Officer in Charge, Hearing Unit, on the 2nd floor of the Consular Building, across the street from the Custom House. They acquired other personnel, some with sea experience some with a legal background, and trained court reporters. They then notified the various local maritime labor unions of the type of cases that would be handled and the procedures to be followed. Union patrolmen and other representatives were invited to attend any of the hearings. The first casualty case was conducted on July 15th, concerning an explosion in the pump room of a tank ship. The first personnel hearing was held on July 19th against a seaman for failure to join his vessel. Since those dates more than 1900 casualty cases, 10,500 personnel cases, and 600 overseas cases had been handled by the end of 1946.

The change from the "C" board to Hearing Unit procedures eliminated several defects in the "C" board's functioning, namely: the lack of positive approach to any investigation of complaints, the dual duty by one person of adjudication and prosecution, and the automatic stay of a suspension order upon appeal. It is very doubtful that the great number of cases processed by the Hearing Unit could have been adequately investigated under earlier arrangements.

Towards the end of 1943, Coast Guard personnel, with all shades of background, were assigned to the Marine Inspection Office in increasing numbers. This was necessitated by the growth of the merchant marine which began to respond to the productive efforts of the more than 15 major shipyards, and the greater number of industries producing marine equipment within the 12th ND. The upward swing in volume of inspectional work required the additional personnel for shipyards, factories, vessels in service, and essential office tasks. Enlisted and commissioned personnel were both assigned, the former doing those routine inspectional tasks of a minor nature, while the latter performed as junior inspectors, -- a far cry from the traditional peace-time procedures. Quite naturally, this influx of inexperienced personnel was disapproved by some of the "old-timers." Yet, despite the conflict in schools of thinking, there resulted some balancing effect. Explanations of military etiquette, military travel, and so on, were exchanged for fragments of inspectional information. Human nature, therefore, was responsible for invoking a bilateral system of indoctrination which proved advantageous to the Coast Guard.

The rapid rate of change of events continued in 1944. As the merchant marine grew by leaps and bounds, so did the inspectional experiences gained by the Coast Guard personnel. Accordingly, new emergency rules and regulations (Sub-chapter "O") were promulgated; the use of the waiver (waiving certain aspects of the peacetime rules) were resorted to more and more; new maritime pamphlets (War-time Safety Measures, Specimen Examinations, Logbooks for Lifeboats, etc.) were pub-

lished; new manuals (Hearing Officers' Manual, Catalog of Forms, Office Manual, etc.) appeared; new forms (NCG 835, Subpoena, Waivers, Deceased and Deserted Seaman, etc.) expedited matters which were previously written in longhand; new files (index of men wanted, numbering of motorboats, etc.) were established; Department of Commerce forms revised by the Coast Guard (Certificates of Inspection, Licenses, "Alert" placards, etc.) appeared in circulation; and memos, letters, circulars, notices, and recommendations grew in large numbers. The title of the Office of Supervising Inspector was changed to Marine Inspection Officer. The Merchant Marine Inspector in Charge was changed to Officer in Charge, Marine Inspection. Just when any of the above changes were received by the field and put into practice, no one knows. But it was apparent that the inspectional machinery was moving towards full ahead.

Discontent rose sharply in the same year (1944). Some of the former BMIN men, particularly those who had no military training in their youth, were often the subject of mild rebuke by those Coast Guard personnel not familiar with, nor interested in, marine inspection. Their mannerisms and apprehensions spelled dissatisfaction with a military way of life. The local system of travel orders and reimbursements was a drastic change from the straight 5¢ per mile under Civil Service Regulations. Inspectional coverage became a difficult transportation problem. Ships were anchored in all parts of the bay, while others were moored, drydocked, or on building ways, in every conceivable part of the Bay Area of San Francisco. To many of the remote locations public transportation was unavailable. The problem of gaining access to private shipyards, water-front piers, Navy Yards and Army Bases became a sore point. Each organization wanted its own system of passes, identifications, and car stickers. Licensed officers became dissatisfied with the Coast Guard because, they contended, the document that represented their career was cheapened. The former BMIN licenses, with their marine characters, engraving, and filigree, were considered more of a credit to the holder than the plain, cheaper quality of Coast Guard licenses. In June, the liberty ship "HENRY BERGH" with a full load of troops, went aground on the Farallone Islands. The master was tried, and convicted by a Hearing Officer with more legal than seagoing background. The master's license was suspended for two years, — a new precedent in license suspension history. The fact that the sentence was upheld, on the basis of the record, by higher authority with a wealth of seagoing background made no difference. The Coast Guard had violated a longstanding maritime tradition; a seaman should be tried only by his peers. Yet, we know today that all of these factors were the inevitable by-products of an all-out war effort.

In September, 1944, the Marine Inspection Office was moved from the Custom House on the 2nd floor of the newly constructed Appraiser's Building. The larger floor space available permitted the compatible consolidation of all the field inspectors, shipping commissioners, and hearing officers, as contrasted to the previous physical separation of these units. By such a move, intra-office communications, mail distribution, and personal contact with other services of the District were greatly facilitated. Then, in October, the Marine Inspection Officer attended a conference in Washington where an effort was made to create a better mutual understanding between all field offices and Headquarters as to the organizational, technological and inspectional problems at hand. At last, a good omen was in sight. But, as always, the engine had to turn over before the ship would move.

Early 1945 brought modifications of all that had gone before. An entire new system of licensed officer examinations was placed into operation. The new examinations permitted better security of the questions, were more easily adapted to the growing volume of candidates and possessed far more up-to-date questions and problems than the former individual "packet-type" system. The District Operations Officer made a personal trip to Washington to seek means of alleviating the travel reimbursement problem. Upon his return, all accumulated back travel was reimbursed at a rate reasonable satisfactory to all. The District Transportation Office assigned more government vehicles for use by marine inspectional personnel, thereby easing the transportation crisis. An effort was made to minimize duplication and over-inspections by establishing a Vessel Inspection Record for posting aboard ship. By such method, each inspector boarding any vessel would know what inspections were performed, where and when, as that particular ship moved from port to port. The unprecedented volume of shipping that concentrated in San Francisco Bay following VE-day was met by additional inspectors reporting to the 12th MD from the Great Lakes, the Atlantic and Gulf Coast Offices. New inspection memorandums and general waivers for tank vessels illustrated a new smoothness with which previous inspectional problems were being met. Then, in June, a new marine inspection organizational chart was received. It established four separate departments under the Officer-in-Charge, Marine Inspection, namely: SMI (Personnel); Senior Hearing Officer, and Shipping Commissioner. It revised and redistributed certain functions.

In August (a few days after VJ-day), a composite manual containing the very latest revisions, modifications, and codifications of all prior memos, circulars, letters, miscellaneous manuals and other instructions still in effect, was received by the field. This new manual "Merchant Marine Inspection Instructions," was divided into 10 major chapters and provided a ready reference for all latest internal administrative matters. It was the culmination of many months of hard work towards unification of a heterogeneous assembly of files, texts, notices, etc., — a tribute to the Coast Guard Inspectional Service at Headquarters. By this time it was quite obvious that the organizational complications of the marine inspection office had come a long way in settling down.

But within a few weeks after VJ-day the telegraph was swung to the astern position. The greater majority of emergency regulations were rescinded. Many of the inspection law waivers were not renewed upon the expiration date. The junior inspectors and enlisted assistants began anticipating discharge. Ship operators wanted to resume peacetime functions. Some maritime unions encouraged vast numbers of their shipyard employees to apply for seamen's papers and certificates. The former BMIN inspectors amplified their chorus of "What is going to happen to us?" Everywhere, apprehension was at hand.

Yet, the ship still had some headway on. License requirements could not be returned to a peacetime basis. Resumption of peacetime rules and regulations involved new changes. The organizational plan of June was transferred from paper to practice — in October. A system of issuing Merchant Marine Documents (a laminated I. D. card affair) was inaugurated in lieu of the former A, B, C, D, E, and Z Certificates. Post war revisions to the MMI Instruction Manual were necessary. Therefore, immediate return to "normalcy" was a bit visionary.

In January, 1946, an article in one of the alleged reliable trade journals of this area touched off a spark of speculation and rumor (within the maritime industry) which was unmatched by those public rumors preceding VE and VJ-days. The eagerness to know what lies ahead was exploited by the organized opponents of the Coast Guard. Each wanted some of the inspectional powers for its own organization. Since the Executive Order of 1942 was worded "for the duration, plus six months," the ultimate disposition of the marine inspection functions was at stake. To disassemble them now and allocate individual functions to widely separated bureaus would merely start the "lack of unification" cycle over again.

It cannot be denied that the Coast Guard had made great strides in elevating the inspectional standards at a time when extreme war-born complications had wrought havoc to the most efficient peacetime organizations. The Coast Guard had modernized and revised many of the regulations, interpretations and procedures of the past. A large amount of time, effort and resources had been directed towards one ordeal; to create a unified maritime regulatory agency which would administer statute laws in accordance with modern concepts of fairness and efficiency. Unequalled progress in this direction had been accomplished in less than four years. It was a lamentable condition that all of the Coast Guard created improvements could be disregarded entirely or disposed to other agencies interested in the American Merchant Marine. Surely, some real consideration, other than a diplomatically worded written presentation, should be given to the Coast Guard for its conscientious endeavors. However, in the last analysis, this remained a matter for Congress and the President of the United States. Finally on July 16, 1946, the temporary 1942 arrangement became permanent under the President's Reorganization Plan III.

THIRTEENTH NAVAL DISTRICT

STEAMBOAT INSPECTION - PUGET SOUND DISTRICT

HISTORY

In his annual report for the year 1870, Mr. William Burnett, Supervising Inspector of the First District with offices at San Francisco, California, wrote, "Steam commerce in the Puget Sound District has been considerably augmented within the past two years, and it is apparent from the present situation of affairs in that somewhat isolated district, that the services of local inspectors to be stationed at some principal port on those waters is much needed."

During the years from 1862 to 1871 inspectional activities in the Puget Sound Area were performed by the inspectors of the Portland District. During the year in 1862-63 we find the "JULIA" 205 gross tons, built at Port Gamble, W. T. in 1858 inspected by the Portland inspectors, presumably on Puget Sound.

During the year ending August 15, 1865, the following steamers built in the Puget Sound Area were inspected by the Portland Inspectors:

Name	Year Built	Where Built	Tonnage
Cascade	1864	Utsalady, Wn.	244
G. S. Wright	1863	Port Ludlow, Wn.	289
Julia	1858	Port Gamble, Wn.	205

During the year 1867, eight steamers were inspected in the collection district of Puget Sound, and for the year ending December 31, 1870, nineteen steamers

were inspected in the collection district of Puget Sound with an aggregate gross tonnage of 2398.98. Mr. Samuel Guthrie, succeeding Mr. William Burnett, was Supervising Inspector of the First District, which comprised all the waters of the United States west of the Rocky Mountains, (including Alaska, which was purchased in 1867).

The Local Inspection District of Puget Sound with office at Seattle was established in 1871 under the First Supervising District with headquarters at San Francisco. Its area included Puget Sound with its tributary waters, Grays Harbor and Alaska. Mr. William Hammond was the first Local Inspector of Hulls until 1877, and Mr. Isaac Parker the first Local Inspector of Boilers until 1873. The following is the list of succeeding local inspectors:

HULLS

Capt. William J. Bryant	1877-1903
Capt. Bien B. Whitney	1904-1917
Capt. William Fisher	1917-1918
Capt. Donald S. Ames	1918-1933
Capt. Daniel B. Hutchings	1933-1942

Coast Guard took over 1 March, 1942, and Capt. Hutchings became Marine Inspector Officer on the Staff of the District Coast Guard Office until his retirement 1 October, 1945.

BOILERS

James Wallace	1873
Geo. W. Bullene	1873-1882
Timothy D. Hinckley	1882-1884
Geo. W. Bullene	1884-1895
Conway C. Cherry	1895-1903
Robert A. Turner	1903-1915
Harry C. Lord	1915-1922
Thomas Short	1922-1935
Wm. M. Campbell	1935-1941
Whitmore D. Hill	1942-

shortly after he became Officer in Charge, Marine Inspection, under U. S. Coast Guard.

Of interest is the following summary of the operations of the Puget Sound during the year ending 31 December, 1871 (its first year):

Steam vessels inspected:

	NUMBER	TONNAGE	FEES
Inland passenger	12	1152.47 ¹	\$320.92
Towing boats	8	999.73	217.86
	20	2151.20	\$538.78

Licenses Issued:

Masters Licensed	5	\$50.00 Fees
Pilots licenses	23	230.00 "
Engineers Licensed	26	260.00 "
TOTAL LICENSED	54	\$540.00
Mileage		\$176.75

NOTE: During the following year (1872) twenty-two steam vessels totalling 2,704.18 tons were inspected.

Choir's Pioneer Directory 1878 (page 25) states:

"GW. Bullene's machine shop is steamboat headquarters for all boats on Puget Sound. He either makes or repairs their machinery, inspects and tests them carefully, and sends them on their routes with undiminished. The tonnage of one of these vessels (fee indicates that it was less than 100 T) is not known, and is not included.

peachable papers. As a mechanic, he has no superior in the Territory."

The first record that can be located of the office of the local steamboat inspectors is C. H. McIsaac & Co. Directory of Seattle and King County Drug Store, southwest corner Commercial and Mill Streets.

The next office on record was 21 Yesler-Leary Building at corner of Front and (Yesler) Mill Street in 1887. It was apparently in this location at the time of the now famous fire June 6-7, 1889. This fire destroyed the records of the local inspection office. After the fire it was located in the Stetson Post Building until October 1889 when it moved to 63-65 Starr-Boyd Building at First Avenue and Pike Street where it stayed until 1902, when it was located in 2-5 Pythian Building, First Avenue and Pike Street until 1907-08. In 1908 it was located at 205 Federal Building, Third Avenue and Union Street, where it stayed until 1916 when it was again moved to 506 Securities Building at Fourth Avenue and Stewart Street. From this location it was moved in 1923 to the Arcade Building at Second Avenue and Union Street. In 1933 it was moved to the 6th floor Federal Office Building at First Avenue and Marion Street. It was in this location when taken over by the Coast Guard in March 1942. In April 1943, it was again moved to its present location, the 9th floor of the Alaska Building, corner of Second Avenue and Cherry Street.

The Steamboat Inspection Service was placed under civil Service by the President's order dated 2 March, 1896 (p. 10 Annual Report S.I.G. 1898).

"An act to create a board of local inspectors of steam vessels for the customs district of Alaska" was approved 21 April, 1898. This district with one hull, one boiler inspector and one clerk (appointed 16 May, 1898) was established about 1 June.

During the year ending 31 December, 1898 twenty-seven steamers were inspected in Alaska by the Seattle Local Board (Annual reports S.I.G. 1899 p.21).

In 1911 the present card index filing system (uniform for all districts) was installed. Previously correspondence records were kept in letter press.

The Steamboat Inspection Service Bulletin No. 36 of October 1, 1918, announced a new supervising district, the Eleventh, by dividing the First District into two districts. "The Eleventh District embraces all United States waters in the Territory of Alaska, and all waters under the jurisdiction of the board of local inspectors at Seattle, Washington, and Juneau and St. Michael, Alaska." Mr. William Fisher, formerly local inspector of hulls at Seattle, Washington, was appointed supervising inspector of the Eleventh District with headquarters at Seattle, Washington.

28 May, 1928, (46 U.S.C. 382a) "a board of local inspectors Bureau of Marine Inspection and Navigation consisting of a local inspector of hulls and a local inspector of boilers, is hereby created at the port of Hoquiam, Washington." George Tyler was appointed Local Inspector of Hulls and Whitmore D. Hill, Local Inspector of Boilers, with Maude M. Porter clerk to the Local Board. Office was in the Post Office Building.

Form 801A, General Rules and Regulations, Ocean and Coastwise, Edition 2 March, 1931, states:

"Eleventh District embraces all the waters in the States of Washington, Idaho, and Montana north of a line drawn east from Cape Disappointment to the intersection of the forty-seventh parallel of north

latitude and longitude 112° 30' west, and also all United States waters in the Territory of Alaska."

CONSOLIDATION OF SUPERVISING INSPECTION DISTRICTS - Bulletin #2 August, 1936

"Under the provisions of the Act of 27 May, 1936 (Public 622) a consolidation of supervising inspection districts of the Bureau has been effected, the purpose of which is to provide for better geographical distribution of the field service and a closer interrelationship between the offices in the field and the central office at Washington. Seven supervising inspection districts, instead of the eleven districts heretofore maintained, have been designated to be comprised as follows:

"No. 7. Pacific Coast District - Supervising inspector's office at San Francisco, California, with local inspection offices at San Pedro, California, with; Seattle and Hoquiam, Washington; Portland, Oregon; St. Michael and Juneau, Alaska; and Honolulu, Hawaii."

The Boards of Local Inspectors at Hoquiam, Washington and St. Michael, Alaska were abolished effective December 1, 1940, and their functions merged with the Board of Local Inspectors at Seattle, Washington.

Territory of Local Inspection District of Seattle, Washington within the 7th Supervising District as of 1 December, 1940, is described as follows:

"Beginning at longitude 109° west on the Canadian border of the United States pass westerly along the Canadian border to the Pacific Ocean at Juan de Fuca Strait thence south on the Pacific Coast to Cape Disappointment on the north shore of entrance to Columbia River, then east 7 degrees north to Toledo, Washington, then continuing east 7 degrees, north to longitude 109° degrees west on the Continental Divide then due north to the Canadian border on longitude 109° west.

"Also included all of the United States territory and waters of Alaska north of a line drawn south 1/4 degrees from a point on longitude 169 degrees west at latitude 60 degrees 40 minutes north, said line clearing the extreme western end of the Aleutian Islands and a line drawn east 17 degrees north from a point on longitude 160 degrees west, at latitude 60 degrees 40 minutes north to the Canadian border at the White River, a point on longitude 141 degrees west at latitude 61 degrees 55 minutes north."

Under Coast Guard Operation "The Seattle Marine Inspection District includes that part of the states of Washington, Idaho, and Montana north of a line drawn from a point at Cape Disappointment on the north shore of the entrance to the Columbia River, 83 degrees true to longitude 109 degrees west, thence 90 degrees true to the Montana, North Dakota state line."

PERSONNEL

At the opening of the prewar or "defense period" (1939) the officers of the Bureau of Marine Inspection and Navigation consisted of:

The Director
2 Assistant Directors
1 Technical Assistant to the Director
1 Executive Assistant to the Director
1 Administrative Assistant to the Director
10 Principal Traveling Inspectors
4 Traveling Inspectors
7 Supervising Inspectors, each at the head of a Supervising District.

The Local Inspection District of Seattle was in the 7th District which was headed by Supervising Inspector William Fisher (Retired 30 April, 1943) at San Francisco, California.

The Seattle Local Inspectors were:

Hulls: Captain Daniel B. Hutchings
(Retired 30 September, 1945)

Boilers: William M. Campbell, retired 30 December, 1941, and was succeeded by Whitmore D. Hill on 29 January, 1942.

There were 18 Assistant Inspectors and the clerical force consisted of a clerk and five assistants. At this time the Shipping Commissioner personnel consisted of the Shipping Commissioner, 1 Chief Deputy, 4 Deputies, and 5 clerks.

The number of assistant inspectors had been the minimum required to perform the work required by the Regulations. With this defense period the Local Inspectors in the exercise of their duties, anticipating the coming need of a larger inspectional force, wrote the following letter to the Supervising Inspector dated 11 July, 1941, and sent it air mail to Washington, D. C., at the Supervising Inspector's request:

Seattle, Washington
11 July, 1941

Supervising Inspector
Seventh District
San Francisco, California

Dear Sir:

Receipt is acknowledged of your letter of 9 July, 1941, file 1000, relative to personnel requirements anticipated in our district for the fiscal year 1943. We regret that our letter of 2 July is not strong enough for its purpose. Up to the present time there has been no volume of work required by regulations seriously delayed or left undone because we have made every effort possible to keep current work up to date. If the work increased as it has the past several months we will probably be unable to keep it up in a manner that will be entirely satisfactory to the Bureau, with our present staff. It is, of course, not possible to give specific data as to the amount of work which would be left undone or indefinitely delayed in the future, we only express our opinion as to the probability.

However, even at the present time we cannot furnish inspectors at local shipyards to supervise construction work daily. The Seattle-Tacoma Shipbuilding Corporation at Tacoma, Washington, has contracts to build 42 merchant vessels and that yard should have inspectors in attendance daily from this office. The Lake Washington Shipyard, Houghton, Washington, is constructing vessels for the Government, at the present time the U.S.C. & G.S. Steamer Pathfinder, and we believe at least one inspector from this office should be in attendance at that yard. The Winslow Marine Railway & Shipbuilding Company, Winslow, Washington, is engaged in rehabilitating vessels which will be placed under inspection, also vessels for the U. S. Government which this office has been requested to inspect. One of these vessels is the SS OLYMPIC which is to carry 400 soldiers on the Caribbean Sea. At least one inspector should be in constant attendance at this yard. The Lake Union Dry Dock & Machine Works is engaged in building and rehabilitating vessels for the Government

and we feel that at least one inspector should be frequently at that yard. The Associated Ship Builders on Harbor Island, formerly the Puget Sound Bridge & Dredging Company, have a new shipyard and this office is often consulted by them and we anticipate that in the fiscal year 1943 it is probable they will be building merchant vessels which will require inspection and certification by this Bureau and their yard should have inspectors in attendance. There are numerous small shipyards in this vicinity constructing wooden vessels both for private and government use. During the past month only 10 visits were made by hull inspectors and 11 visits by boiler inspectors to all new construction work in this district.

The Local Inspectors in this office should have one set of assistant inspectors to help them carry on their office duties which is not possible because the amount of outside work leaves no set of assistant inspectors available. Government agencies are constantly calling us for inspectional assistance and advice. Inquiries daily involving personal calls and consultations occupy our time and much of this could be turned over to assistant inspectors if available. There is also the work involving issuance of certificates of service and efficiency which we believe should be done by assistant inspectors and not by a clerk and the local inspectors as at present.

At this time numbers of uninspected motorboats carrying passengers for hire are being operated in our district and we are alert to check the operation of these vessels. There are at present, to our knowledge, five such vessels operating out of Bremerton, some of which carry 85 passengers each, two on Lake Washington carrying approximately 75 passengers each, and three operating between central Seattle and shipyards carrying an undetermined number. These and other such vessels should be constantly watched to prevent overcrowding and possible disaster. This we are unable to do but try to check on same when specific complaints are made. We believe these vessels will increase in number and will require one set of inspectors to cooperate with other Government agencies to check on same.

There is a ferry vessel under construction at Gifford, Washington, to which so far only one visit has been made. It is proposed to operate more vessels on Couleco Lake and several ferries are operated on the Columbia River in eastern Washington at Orondo, Entiat, and Brewster, and from time to time complaints are received of vessels operating on these waters which, due to distances involved and inaccessibility of the locations, require considerable time to investigate. The tonnage of these vessels is small but they carry in the aggregate large numbers of passengers and automobiles and in order to properly supervise them one set of inspectors should be available for travel to the various outlying sections of our district.

All this special work is, of course, in addition to correct inspectional and office duties which have increased over the previous year approximately as follows:

	1940	1941
Annual Inspections	205	228
D.D. Examinations	247	259
Reinspections	153	126
Sanitary Inspections	(6 mo. only) 155	290
Licenses Issued	887	1164
Examinations	117	172
Certificates		
Service and Efficiency	1936	2999
Investigations and Trials	135	98

We hope these facts, in addition to the statements presented in our letter of July 2nd, (File 1604) may be helpful in securing additional personnel for future anticipated work in our district, and we believe three additional sets of inspectors and one additional clerk to be a conservative minimum required to carry on increasing duties of our office in a suitable and expeditious manner, especially stressing our policy of doing public business with utmost dispatch.

Yours truly,

/s/ Daniel B. Hutchins
James Barner (Acting)

U. S. LOCAL INSPECTORS

To obtain more assistant inspectors on the civil service lists announcements of examinations to be held were published in 1939, 1940, 1941, and 1942 by the U. S. Civil Service Commission.

While there were several changes in personnel in the Seattle District the outbreak of World War II with the surprise attack on Pearl Harbor on 7 December, 1941, found the Seattle Office with 19 Assistant Inspectors, 3 clerks, and 5 assistants. The Shipping Commissioner's Office; the Shipping Commissioner had the same numerical force (10) consisting of 1 Chief Deputy, and deputies and clerks.

When the functions of the Bureau of Marine Inspection and Navigation were transferred to the Coast Guard as of March 1, 1942, by Presidential Order No. 9083, there were in the Seattle Office 21 Assistant Inspectors, 3 clerks and 5 assistants and in the Shipping Commissioner's Office, the Shipping Commissioner, 1 Chief Deputy, 4 Deputies and 5 clerks.

Assistant Inspectors Louis H. Hirschy and Howard L. Field were granted leave without pay, effective 21 April and 26 May, 1942, respectively, until released from active duty with the U. S. Navy. The following employees entered military service from the Shipping Commissioner's Office;

Charles W. Hendrickson,
Deputy Shipping Commissioner, 16 September, 1940

Ronald H. Cotterill, D
Deputy Shipping Commissioner, 17 March, 1942

Frederick P. Arnot, Jr.,
Jr. Clerk-Stenographer, 17 March, 1942

Ernest J. Hays,
Jr. Clerk-Stenographer, 6 February, 1942

Gust D. Rogers,
Jr. Clerk -Typist, 15 December, 1942.

In coordinating the inspectional activities of the Bureau of Marine Inspection and Navigation into the Coast Guard, the Local Inspector of Hulls, Captain Daniel B. Hutchings was designated Supervising Merchant Marine Inspector and attached to the staff of the District Coast Guard Officer, and also as Merchant Marine Inspector in Charge. The Local Inspector of Boilers, Mr. Whitmore D. Hill, was designated Senior Merchant Marine Inspector (Material) and to act for the Supervising Inspector in his absence. The Shipping Commissioner, Mr. Leroy R. Kuhns, was designated Senior Merchant Marine Inspector in Charge in his absence. (Commandant's letter 24 June, 1942, and letter DCGO 12 August, 1942).

By letter of Commandant, 17 September, 1942, Mr. Whit-

more B. Hill was designated Merchant Marine Inspector in Charge

Mr. Arthur Bickert was designated Senior Merchant Marine Inspector (Material) as of 5 December, 1942.

Assistant Inspectors were designated Merchant Marine Inspectors. Designations of clerical force were not changed.

As announced by Commandant's Circular No. 68 of 8 July, 1942, and the titles of Merchant Marine Inspectors were changed as follows;

From Supervising Merchant Marine Inspector to
Marine Inspection Officer.

From Merchant Marine Inspector in Charge to
Officer in Charge, Marine Inspection.

From Merchant Marine Inspectors to
Marine Inspectors.

Persons designated to perform the duties of Shipping Commissioners will use the title of Shipping Commissioners.

The Marine Inspection Officer is a member of the staff of the District Coast Guard Officer.

In January, 1943, all the Merchant Marine Inspectors received the following self-explanatory letter from Coast Guard Headquarters.

UNITED STATES COAST GUARD
Washington

20 January, 1943

(Name)
Merchant Marine Inspector
Seattle, Wash.

Sir:

You are hereby offered enrollment as a temporary member of the United States Coast Guard Reserve with the rank of Lieutenant.

If you desire to accept this offer of enrollment in the Coast Guard Reserve, present yourself to the District Coast Guard Officer of your district or at Room 3130 Coast Guard Headquarters, Washington D. C. to be enrolled on or before 28 February, 1943. If this offer is declined, you will remain in your civil service capacity without prejudice.

After you have been enrolled you will be placed in a status of full time active duty without pay other than the compensation of your civilian position. No phase of your civil service status will be disturbed by your enrollment.

Because you will be on active duty, you will wear the uniform of your rank and will be entitled to uniform allowance not to exceed \$250.00, the exact amount to be specified by the Commandant or the District Coast Guard Officer at the time of your enrollment.

Enclosed is a copy of Personnel Bulletin No. 3-43 which explains in further detail the purpose and conditions of this offer.

Very truly yours,

/s/ Robert Donohue
Rear Admiral, U. S. Coast Guard
Chief, Division of Personnel

The Bulletin No. 3-43 above referred to, states in part: "Headquarters has had under study for several months the subject of bringing into the military establishment of the Coast Guard civilian personnel holding key positions where such procedure would be to the advantage of the Coast Guard in furthering the war effort."

The Supervising Merchant Marine Inspector and Senior Merchant Marine Inspectors were offered commensurate ranks.

The Senior Merchant Marine Inspector, Mr. Whitmore D. Hill, was commissioned with the rank of Lieutenant Commander, USCGR(T) as of 3 February, 1943, and Commander, USCGR(T) as of 25 June, 1943.

Merchant Marine Inspector, Arthur L. Dickert, was commissioned with the rank of Lieutenant Commander USCGR(T) as of 13 February, 1943.

With one or two exceptions all the Merchant Marine Inspectors accepted the commissions offered in the temporary reserve and were enrolled as Lieutenants as of 27 February, 1943, and were allowed a full \$250.00 uniform allowance.

Again in April, 1943, "In an effort to integrate the former Bureau of Marine Inspection and Navigation more closely with the Coast Guard" a list of Marine Inspectors commissioned Lieutenants in the temporary reserve were offered the rank of Lieutenant Commander in the U. S. Coast Guard Reserve, subject to submitting applications and physical examinations. Under this offer most of the temporary Lieutenants (who had been recommissioned temporary Lieutenant commanders) were commissioned Lieutenant Commanders in the Coast Guard Reserve as of 3 June, 1943. For various reasons several inspectors retained their temporary status.

As of 1 July, 1943, the Seattle district personnel consisted of the following:

Marine Inspection Officer,
Captain Daniel B. Hutchings (civilian status).

Officer in Charge, Marine Inspection,
Commander Whitmore D. Hill, USCGR(T)

Senior Marine Inspector (Material),
Lt. Comdr. Arthur L. Dickert, USCGR

13 Lieutenant Commanders, USCGR
Marine Inspectors

4 Lieutenant Commanders, USCGR(T)
Marine Inspectors

4 Civilians, Marine Inspectors

Clerical force consisted of one Senior Clerk, one Clerk, one Principal Stenographer, five Clerk-Stenographers and one Clerk-Typist.

SHIPPING COMMISSIONER'S OFFICE

One Shipping Commissioner, one Chief Deputy Commissioner, four Deputy Shipping Commissioners, one Clerk-Typist, and nine enlisted personnel.

Merchant Marine Hearing Units were established in August, 1943, replacing Investigations Boards, under the Officer in Charge, Marine Inspection, and Lieutenant Commander Herbert E. Peters, USCGR, was designated Hearing Officer on 23 August, 1943.

On February 5, 1944, the Hearing Unit was separated from the supervision and control of the Officer in Charge, Marine Inspection. It is planned to again bring the Hearing Unit under the OICMI at a future date.

Headquarters dispatch 101926, July, 1943, announced to all field offices that appointments of civilians as Marine Inspectors would be discontinued and that Coast Guard officers would be assigned such positions.

STATUS OF MERCHANT MARINE INSPECTION PERSONNEL

IN POST-WAR PERIOD

The following extracts are taken from a letter from the Commandant of the U. S. Coast Guard to all District Coast Guard Officers, dated 21 July, 1944, regarding the status of Merchant Marine Inspection personnel in post war period:

"To clarify the situation the Coast Guard Policy with respect to these men will be the same as that followed with respect to the employees of the former Lighthouse Service when that organization was transferred to the Coast Guard. The salient features of this policy follow:

"All individuals who were employees of the former Bureau of Marine Inspection and Navigation and whose functions were transferred to the Coast Guard are assured continued employment and eventual retirement, in either a military or civil service status, under no less favorable conditions than they enjoyed under the Department of Commerce and subject to severance only under conditions which would have brought about such severance were they employed under the Department of Commerce.

"The Civil Service status, tenure, seniority, and compensation of personnel not commissioned will not be impaired. Such personnel will not be required to perform other duties than those for which they are qualified and permanent changes of station will only be made with their assent.

"The personnel of the former Bureau of Marine Inspection and Navigation have rendered yeoman service in promoting safety at sea under difficult war-time conditions. They have a definite esprit de corps and a pride in the traditions of their service which is highly commendable. I hope to obtain the same pride in, and loyalty to, the Coast Guard."

A copy of the complete letter was placed in the hands of each member of the Coast Guard who was formerly an employee of the Bureau of Marine Inspection and Navigation in the Department of Commerce.

PERSONNEL LIST — MARINE INSPECTION UNIT¹

(Per memorandum to Personnel Officer 6-9-45)

<u>Commissioned</u>	<u>Authorized</u>		<u>On Board</u>		<u>Recommended 1 July</u>	
	<u>M</u>	<u>S</u>	<u>M</u>	<u>S</u>	<u>M</u>	<u>S</u>
Lt. Comdr.	18		18		18	
Lieutenants	3		6		6	
Lieutenant (jg)	5		5		5	
Ensigns	0		0		0	
TOTALS	26		29		29	

Enlisted

CBM	2		1		2	
BMlc			1			
CMM	2		2		2	
CY	1		1		1	
Ylc		1		1		1
Y2c		2		2		2
Y3c		2		2		2
TOTALS	5	5	5	5	5	5

As a matter of record the personnel of the Marine Inspection Officer's office and that of the Marine Inspection Office is listed as of the end of hostilities of World War II - 14 August, 1945:

Marine Inspection Officer:

Captain Daniel B. Hutchings (civilian)
Lt. Comdr. James Banner, USCGR, Marine Inspector,
special detail.
F. Marion Read, Clerk
Bernice M. Plack, Y2c, USCGR(W)

Naval Architect:

Lieutenant Vincent J. Case, USCG

Lead Line Inspection:

Lieutenant (jg) Hilman J. Persson, USCG
Jack Kussman, CBM, USCG
James L. Vance, CMI, USCGR

Motorboat Registration:

Constantine A. Lacock, CY, USCGR
Marguerite Graves, Ylc, USCGR(W)
Martha C. Vickers, Y2c USCGR(W)

Marine Inspection Office:

Comdr. Whitmore D. Hill, USCGR(T), Officer in Charge
Marine Inspection

Lt. Comdr. Arthur L. Dickert, USCGR,
Sr. Marine Inspector, Materiel

Lt. Comdr. George C. Strong, USCGR,
Marine Inspector, Special Detail.

1. Unit includes Lead Line, Marine Inspection Office, Motorboat Registration, Merchant Marine Inspection Office (Inspectors).

Marine Inspectors:

Lt. Comdr. Fred R. Altman, USCGR
Lt. Comdr. Albert J. Brown, USCG
Lt. Comdr. Jalmer C. Brown, USCGR
Lt. Comdr. Jeremiah J. Cadogan, USCGR
Lt. Comdr. Sverre Halvorsen, USCG
Lt. Comdr. George F. Hamilton, USCGR
Lt. Comdr. Emery H. Joyce, USCGR
Lt. Comdr. Thomas F. Kane, USCGR
Lt. Comdr. Russell V. Knight, USCGR
Lt. Comdr. Roy E. Knowles, USCGR
Lt. Comdr. Victor V. Miller, USCGR
Lt. Comdr. Lee Moyer, USCGR
Lt. Comdr. Frank D. Nickerson, USCGR
Lt. Comdr. Evert H. Sandelin, USCGR
Lt. Comdr. Philip H. Shannon, USCG
Lt. Comdr. Aubrey C. Stewart, USCG
Lt. Comdr. Earl H. Story, USCGR
Lieutenant Harry R. Ford, USCG
Lieutenant Frank H. Griffin, USCG
Lieutenant A. P. Lewis, USCG
Lieutenant Edward M. Miles, USCGR
Lieutenant Maynard D. Orr, USCG
Lieutenant (jg) Oskar Johansen, USCG
Lieutenant (jg) John F. Rahmor, USCG
Lt. Comdr. Otto M. Bratrud, USCGR(T)
Lt. Comdr. John C. Freeman, USCGR(T)
Lt. Comdr. Maxwell G. Morrifield, USCGR(T)
Lt. Comdr. Ernest W. Ruef, USCGR(T)
Lt. Comdr. Jesse Murry, CAF-11

Enlisted personnel assisting Inspectors:

S. J. Repanich, BMlc, USCGR

Clerical Personnel - (Marine Inspection)

Chief Clerk: Lydia Knaak

Principal Stenographer:

Dayton B. Nelson
Marjorie S. Hodges, Y2c, USCGR(W), OICMI Office
Allegra R. Pritchard, Y3c, USCGR(W) SC temp.
Rosalie E. Dunnett, Clerk-Stenographer
Thelma B. Cowan, Clerk-Stenographer
Sue D. Janssen, Clerk-Typist
Carolyn Lemley, Clerk-Typist

DUTIES OF VARIOUS PERSONNEL

Supervising Inspectors (BMIN)

Supervising inspectors were appointed by the Secretary of Commerce. Vacancies were filled from among the principal traveling inspectors or from the United States local inspectors (RS 4404). Their duties under the former Director of the Bureau of Marine Inspection and Navigation are set forth under RS 4406 - 4410 incl, (46 USC 431), and (46 USC 433).

However, Executive Order No. 9083 of the President dated 28 February 1942, transferred to the U. S. Coast Guard all the functions of the Bureau of Marine Inspection and Navigation and the Secretary of Commerce enumerated in Section 3, which includes all the inspectional functions. (pgs III, IV and V Laws Gov. Marine Inspection, Sept., 1943).

The Commandant of the Coast Guard has delegated considerable authority and responsibility to the District Coast Guard Officer, who is assisted in the administration of the marine inspection functions by the Marine Inspection Officer who is on his (DCGO's) staff and confines himself to his staff duties. Generally speaking, it may be said that the duties

of the Marine Inspection Officer include those of the Supervising Inspector under the B.M.I.N. (See Commandant's letter 24 June, 1942, File 5454).

The following is quoted from the War Diary of 10 July, 1943, 13ND:

"In order to further illustrate the encyclopedic knowledge demanded of the Marine Inspection Officer a brief summary of a week in the life of that officer follows:

Opinion is asked regarding a drawing of a patent shackle to connect anchor chain and anchors.

Owner visits office and requests certificate of inspection for a sea-going barge and asks for a statement of tank barge requirements.

Opinion is asked on boiler installations operated by government facilities.

Opinion is asked on pressure pump replacements and the rules pertaining to them.

University of Washington asked the number of ship yards and designation of such in Seattle during the last war and the amount of tonnage they produced.

A letter was received and answered relative to breathing apparatus and distinction between oxygen breathing masks, gas masks, hose masks and fresh air masks.

A visitor came in about blanket cases made of cellophane.

Naval architect telephone query about subdivision bulkheads and fire resistant materials on new passenger boat.

Insurance broker visits office to discuss dangerous cargo.

Insurance reporter calls about burial service aboard ship and desires to know if marriage ceremony master is legal.

A nautical optician telephones about compasses in lifeboats.

Attorney asks about drinking water on ships as damage case appears to to in offing.

Several queries are received about the new rules for electrical equipment.

A woman complains about the condition of a lavatory on ferry. This requires an inspection.

A request is received to test linen fire hose.

A representative of the Tregoning Lifeboat Company submits several problems on life rafts.

Pilots request questions for the state pilots examination.

Trouble with loud speaker systems on certain passenger vessels.

Collector telephones regarding status certain Maritime Commission vessels.

Request received for increase of passengers on motorboat for excursions.

Law firm requests distinction between motor ves-

sels and motorboats, and regulations thereof.

Naval architect asks for ruling on rudder repairs.

Sailor's Union asks for information relative to Safety at Sea Convention.

Federal Communications calls up about radio telegraphy certificates.

Nautical instructor asks for information about signaling equipment.

Several specifications for repairs checked.

Inspectors gathered to discuss testing of air tanks, fuel oil tanks.

Boarded ferry to size up conditions resulting from header on air tank blowing out.

While it is possible to list the duties performed by the Marine Inspection Officer it is almost impossible to evaluate the work being done by his office. He safeguards the traveling public and has cut marine tragedies to a minimum. He assures the ship-owner that he will receive full value in material and labor for his money. He assures both labor and management of their treatment and by eliminating dangers and developing safeguards has helped to create the American merchant marine."

Local Inspectors:

Local Inspectors were designated by the Secretary of Commerce under civil service rules. The Local Inspector of Hulls and the Local Inspector of Boilers constituted a board of local inspectors. The qualification of Local Inspectors, duties and limitations, are set forth in (RS 4415, 4416, 1157, 1155, and 4456).

Under Coast Guard organization the board of local inspectors has been replaced by an Officer in Charge, Marine Inspection whose duties include those of the former board.

Assistant Inspectors:

Assistant Inspectors were appointed from civil service. "Assistant Inspectors, appointed as provided by law, shall perform such duties of actual inspection as may be assigned to them under the direction, supervision, and control of the local inspectors." (RS 4414)

So far as is known, all the assistant inspectors appointed, under the B.M.I.N. in this district were either licensed Masters or licensed Chief Engineers.

As set forth in the last announcement of examinations (No. 213 Unassembled) issued 16 February, 1942, under Civil Service rules the duties of assistant inspectors were set forth as follows:

Assistant Inspector of Hulls:

"To inspect the hulls, fittings, and equipment of vessels with reference to seaworthiness, strength, deterioration, sanitation, safety, fire prevention, and compliance with requirements of laws, to inspect and test hull construction during building, repair, alterations and drydocking, to insure conformity with approved plans and with Bureau requirements; to prepare specifications for hull construction, alteration, and repairs; to conduct examinations for officers licenses and for certificates of service and efficiency of unlicensed personnel; to investigate



COAST GUARD HEARING UNITS AT ADVANCES BASES ALL ALONG THEIR SEA ROADS
CARE FOR THE RIGHTS OF THE SEAMEN AND EASE THEIR WAY ALONG THE TROUBLED OCEAN LANES
HERE A HEARING UNIT AT A CENTRAL PACIFIC BASE
MEETS WITH A REPRESENTATIVE OF THE SAILOR'S UNION
OF THE PACIFIC AND THE SEAFARER'S INTERNATIONAL UNION OF NORTH AMERICA



INSPECTING THE SPERRY GYRO COMPASS
ON A MERCHANT VESSEL PUT IN TO A CENTRAL PACIFIC PORT FOR REPAIRS

marine casualties; to make surveys of damages; to prepare reports, and to perform other work in the field of marine inspection as assigned."

Assistant Inspector of Boilers:

"To inspect and test boilers, engines, turbines, and other marine power plant equipment to determine seaworthiness, dependability, strength, and safety; to check amount of deterioration and fix allowable pressures; to inspect and test fire-protection and other safety appliances; to conduct examinations for engineers' licenses and for certificate of unlicensed personnel; to prepare reports; to examine and test new types of marine power plant equipment; to make surveys and prepare specifications for necessary repairs and alterations in conformity with Bureau requirements; to inspect, test, and certify materials for use; to investigate marine casualties; to inspect repairs for compliance with Bureau safety requirements; and to perform other work in the field of marine inspection as assigned."

Experience Required (Seaboard Ports):

Assistant Inspector of Hulls

- (a) One year as master of ocean vessels of not less than 2,500 gross tons; or
- (b) Three years as chief mate of ocean vessels of not less than 2,500 gross tons; or
- (c) Three years as senior in rank of three watch officers of ocean vessels of not less than 7,500 gross tons; or
- (d) Three years as second in rank of three watch officers of ocean vessels of not less than 15,000 gross tons; or
- (e) Any time-equivalent combination of the experience described under (a), (b), (c), and (d) above.

Assistant Inspector of Boilers

- (a) One year as chief engineer of ocean vessels having propelling machinery of not less than 1,750 horsepower; or
- (b) Three years as first assistant engineer of ocean vessels having propelling machinery of not less than 1,750 horsepower; or
- (c) Three years as the senior in rank of three watch engineers of ocean vessels having propelling machinery of not less than 4,000 horsepower; or
- (d) Three years as second in rank of three watch engineers of ocean vessels having propelling machinery of not less than 7,500 horsepower; or
- (e) Any time-equivalent combination of the experience described under (a), (b), (c), and (d) above.

Salaries

The base salary of assistant inspectors as set forth in the before-mentioned examination announcement of February, 1942 was \$3,200 annually. This was increased in July 1945 to \$3,640 annually.

Vacations

Vacation period was the usual civil service 26 working days annually during peace time, with 15 days sick leave allowance. During the war period this period was reduced, but the balance not allowed to be taken, was accumulated to the credit of the inspector.

Perhaps the chief factor that made available the

service of inspectors with Masters and Chief Engineer licenses and the long resultant period of sea experience was the desire to retire from active sea service and enjoy some home life.

Retirement

Retirement and provision for occupational injuries were provided for under civil service rules.

Inspectors in the Coast Guard under Temporary Reserve Commissions retain and remain in civil service status. While those commissioned in the Coast Guard and Coast Guard Reserve retire from their Civil Service status. But if they return to civil service status they suffer no loss because of military service.

Indoctrinational Training

Assistant Inspectors went through a "breaking in" period by accompanying experienced inspectors in their various assignments. Besides this under Coast Guard administration a limited amount of training was given to selected inspectors as follows:

Merchant Marine Hearing Unit School:

A school for Merchant Marine Hearing and Examining Officers was held in New York, N. Y., continuously from April to October, 1943, and a number of Marine Inspectors completed this course. Some were assigned to duty with the Hearing Unit, others returning to their inspectional duties.

Fire Fighting School:

An instructive 57 minute film entitled "Chemistry of Fire" was shown to the assembled marine inspectors on 13 July, 1944 at 0800 in the Conference Room, 13th deck, Alaska Building.

Designated by the Marine Inspection Officer, Marine Inspectors, Lieut. Comdrs. Emory H. Joyce and Frank Nickerson attended the U. S. Navy Fire School at Manchester, Washington, and beginning 17 July, 1944, completed a strenuous 6 days course. Ensign Charles W. Monroe was also designated to take the same course starting 31 July, 1944.

Welder Inspection Training:

The marine inspection conference held in Washington, D. C., 30 October to 3 November, 1944, and attended by the Officer in Charge, Marine Inspection, Comdr. W. D. Hill for the Marine Inspection Officer, discussed the possibility of making arrangements to give Marine Inspectors some practice and instruction in welding with the view of increasing their efficiency as inspectors of welding.

On his return to Seattle, Comdr. Hill contacted Mr. R. J. Lamont, President and Mr. J. B. Haines, Manager of Todd Pacific Shipyards, Inc. and made arrangements for welding instruction for inspectors by the Plant Training Director, Mr. H. Stubbs at Plant "B."

The first class of seven marine inspectors completed the 26 unit course given in three-hour sessions from 28 November to 5 December, 1944. The second class of seven marine inspectors and three Coast Guard petty officers completed the same course between 19 and 27 March, 1945. Both classes were given certificates of completion of the course.

Sanitary Inspectors School:

In 1944 the Coast Guard conducted a training

school in ship sanitation for officers below the rank of Lieutenant. The phases of ship sanitation covered included drinking and culinary water systems, lighting, heating and ventilation, crew accommodations, food and milk sanitation, rodent and insect control, and ratproofing.

Officer graduates were E. C. Roley, Lt. (jg) USCGR, and R. B. Evans, Lt (jg), USCGR, both officers were assigned to this district for sanitary inspection work of 24 October and 28 November, 1944, respectively. This ship sanitary inspection program was abandoned on order of the Commandant because of lack of coordination with Public Health Service on 8 February, 1945, and the sanitary inspectors were assigned to assist marine inspectors while awaiting reassignment. Sanitary inspection work was thereafter carried on by Merchant Marine Inspectors as done previously to the Coast Guard program.

SHIPPING COMMISSIONER

Historical Background

The relations between ship-owners or shipmasters and merchant seamen were exercised, prior to 1872, through customs officials and judges of the U. S. District Courts. The office of Shipping Commissioner was created by the Act of June 8, 1872, to relieve the above officers of this work at ports of entry where shipping conditions were peculiar, or where the number of seamen shipped and discharged was large.

The act provided for the appointment of Shipping Commissioners by United States District Court judges, whenever such office was deemed by them to be necessary. By the Act of June 26, 1884, the appointment of Shipping Commissioners was transferred from the district court judges to the Secretary of the Treasury, who delegated supervision over their work to the Commissioner of Navigation of the Bureau of Navigation (created by the Act of July 5, 1884). Later the Bureau of Navigation was transferred to the Department of Commerce. Subsequently the designation of the Bureau was changed to "Bureau of Navigation and Steamboat Inspection" and in 1936 again changed to "Bureau of Marine Inspection and Navigation."

Administration and supervision of Shipping Commissioners was, during the years previous to 1942, conducted from the Bureau's office in Washington and was accomplished by directives and correspondence from the Commissioner of Navigation (later, the Director of the Bureau of Marine Inspection and Navigation).

Duties of Shipping Commissioners

The Act of June 7, 1872, (46 U.S.C. 545), establishing the office, delegated to Shipping Commissioners the following general duties;

- "First. To afford facilities for engaging seamen by keeping a register of their names and characters.
- "Second. To superintend their engagement and discharge, in a manner prescribed by law.
- "Third. To provide means for securing the presence on board at the proper time of men who are so engaged.
- "Fourth. To facilitate the making of apprenticeships to the sea service.
- "Fifth. To perform such other duties relating

to merchant seamen or merchant ships as may be required by law."

Of the five general duties listed, changes in customs and practice in the maritime industry have rendered obsolete the First, Third and Fourth items of the statute. For example, providing facilities for hiring seamen and keeping registers of seamen's names have not been functions of shipping commissioners for about forty years, hiring halls, since the early 1900's having been maintained by steamship companies or their agents. During and subsequent to World War I the Sea Service Bureau of the U. S. Shipping Board supplemented the operators' hiring halls until 1934, when the seamen's unions, through collective bargaining agreements, established hiring control over seamen throughout the entire industry, with a few exceptions.

The Act included other sections more clearly defining the duties and authority of shipping commissioners and there have been subsequently enacted a number of laws supplementing the original statute which have extended the authority and duties of shipping commissioners. As of the beginning of the pre-war period (1939) these duties may be summarized as follows:

1. Supervision over signing of shipping articles by ships crews.
2. Supervision over payment of wages to and mutual release of seamen from their agreement (shipping)(articles) upon termination of a voyage.
3. Supervision over the making of allotments of wages by seamen.
4. Handling and disposing of wages and effects of deceased seamen.
5. Receiving applicants for, and issuing Seamen's Certificates of Identification and Continuous Discharge Books.
6. Disposing of forfeitures of deserting seamen.
7. Arbitration of disputes between seamen and the master or operator of their vessel.

In Chapter 18 of Title 46 (U. S. Code) are found a number of laws under the heading "Protection and Relief" and others listed under "Offenses and Punishments." In these laws Congress provided certain rights for merchant seamen because of the nature of their employment. Likewise penalties were established for certain offenses committed by seamen. While not specifically delegated duties in connection with all such laws, the opinion and advice of the shipping commissioner is sought by seamen, their union representatives, ship masters and ship operators on questions involving the application or interpretation of these laws, or rules and regulations pertaining to them. A substantial part of the time of the shipping commissioner and certain of his staff is spent in this phase of the work.

PRE WAR DEVELOPMENTS (Period 1939-1941)

Organization and Personnel

The staff of the shipping Commissioner, Port of Seattle, in 1939 was composed of the following civil service personnel;

1 Shipping Commissioner	CAF 11
1 Chief Deputy Shipping Commissioner	CAF 9
5 Deputy Shipping Commissioners	CAF 4 - 6
4 Clerks and Stenographers	CAF 2

A branch of the Seattle office was maintained in Tacoma, Washington, to which one of the deputies above was assigned.

Administration

The Shipping Commissioner was responsible for the administration of his office, in all respects, to the Director, Bureau of Marine Inspection and Navigation, Department of Commerce, Washington, D. C. The Chief Deputy was assistant to the Shipping Commissioner and responsible to him. His duties included supervision of the work of all other employees, personnel problems, making appointments with masters and operators for official services, handling of office correspondence of a general nature and advising seamen, masters and ship's agents on matters not requiring the attention of the Shipping Commissioner.

The work of the Deputy Shipping Commissioners calls for their boarding vessels, at various piers in the Seattle harbor and other ports in the vicinity, for the purpose of signing crews on shipping articles or supervising the payment and discharge of crews. During periods between their work on board vessels, deputies have work preparing and completing ship's articles and other routine office duties to perform.

The duties of the clerks include: typing applications for seamen's certificates and other papers in connection therewith, keeping card records of seamen's service on vessels operating out of this district. Preparing, on the typewriter, seamen's allotment notes, typing and filling in blank shipping articles for use of deputies in signing crews. The more experienced clerks are used as Deputy Shipping Commissioners when there are an insufficient number of the latter.

Policy of Shipping Commissioner

In transacting the business of his office, the shipping commissioner and his staff are in contact with seamen ships' officers, port officials of steamship companies, officials of seamen's unions and occasionally with legal representatives of seamen and ship operators. Contacts are by personal visit of the above at the shipping commissioner's office, by telephone and by mail.

In all relations with seamen and operators the shipping commissioner and his staff take an impartial, unbiased position with reference to any problem or dispute, comment on controversial issued not within the purview of shipping commissioner work being avoided. Opinions, when requested, are based on the law or regulations or on precedent.

It has been the rule that any seaman with a grievance or problem shall have a hearing and such advice and assistance as the office is able to provide.

The above policy has resulted in establishing a very good record for acceptance of the shipping commissioner's decisions at this port, on the part of both operators and seamen. There have been, up to this period, very few instances of unwillingness to accept a settlement recommended.

Relations with other government agencies.

Certain government offices frequently called on the shipping commissioner for assistance. Among these agencies were:

The Immigration and Naturalization Service in connection with records of men with sea service, and that service in turn assisted the shipping commissioner's office with advice in the matter of citizenship of seamen and applicants for seamen's certificates.

The Federal Bureau of Investigation occasionally requested information from office records of seamen sought by the Bureau.

In matters pertaining to the disposition of wages and effects of deceased and deserting seamen, the United States District Court requested the presence of a deputy, with office records, to assist the court in arriving at its decisions.

Applicants for seamen's certificates have, since the Act of June 25, 1936, become effective (June, 1937) applied at the Shipping Commissioner's office for interview, preparation of applications and issuance of Certificates of Identification and Continuous Discharge Books. Certificates of Service, also required by the Act, were issued by the office of the local inspectors of the Bureau, to whom applicants were sent for the last mentioned certificate. Close cooperation in this work was maintained between the two offices.

Effect of war in

Europe and China on merchant crews

The war in Europe and China resulted in seamen, through their unions, taking steps to provide crews with certain guarantees relative to insurance for injury or loss of life for war casualties, repatriation in the event of internment by one of the warring powers, reimbursement for personal effects lost in sinkings and payment of a bonus for voyages into certain waters. In April, 1940, occurred the first instance of an agreement being incorporated on shipping articles to cover the above demands of the seamen.

From the date of this first agreement on the matter of War risk insurance and bonus, until January 10, 1942, when the first decision of the Maritime War Emergency Board covering the subject on an industry-wide basis was issued, the signing of shipping articles for foreign voyages was always accompanied by negotiations between operators and seamen to arrive at mutually agreeable "riders" for attachment to articles.

Duties Added During Period

1. Inspection of Crew Quarters.

In September, 1939, shipping commissioners' deputies were given the added duty of inspecting crew quarters of vessels when boarding ships in connection with other duties, reporting on findings to the local inspectors. (Bureau Memorandum No. 244.)

2. State Department Passports.

Shipping Commissioner personnel were instructed 15 September, 1939, to interrogate seamen applying for various seamen's documents to find holders of State Department passports and obtain the surrender of such passports, giving the person a receipt for same and transmitting the passports to the Bureau. (Bureau Memorandum No. 249.)

3. Ship Personnel Inspection.

Effective in September, 1940, the activities of shipping commissioners were extended to provide a

"...system of supervision in order that the Bureau may have a record of the names and identity of seamen currently serving in all merchant vessels of the United States of one hundred gross tons and over, except yachts, whaling and fishing vessels, to the same extent that it now has such record of seamen serving in vessels whose articles of agreement are entered under the supervision of a Shipping Commissioner, and to insure the enforcement of the laws regarding manning requirements of such vessels by periodical mustering of their crew and checking the identity and the certificated or licenses qualifications of the individual crew members" (Bureau Letter of August 9, 1940). This work included, also inspection of crew quarters for sanitation.

The Shipping Commissioner, Settle, was assigned for the purpose of ship personnel inspection, the "North-west Pacific Region" extending from Coos Bay, Oregon, to the Canadian border, including Puget Sound and Alaska. Approximately 100 vessels were named on the initial list of vessels assigned to this region.

Five ship personnel inspectors, selected from Applicants with experience as mate or purser, and three clerk-typists, were employed at this port on instructions from the Bureau. Filing equipment, desks and necessary forms were provided by the Bureau. Reports of violations of the laws covering manning requirements were forwarded to the Bureau and reports on sanitary conditions noted aboard ship were given to the local inspectors of the Bureau. A new form, No. 735-T, for use of ship masters in reporting, periodically, their crew personnel, was instituted and files established for the purpose of maintaining records of crew musters, changes in crew personnel and inspections.

The services of two ship personnel inspectors were dispensed with in December, 1940, and subsequent resignations of inspectors resulted in vacancies which were not filled by the Bureau since it appeared that by December, 1941, when the last resignation occurred, the objectives of the program of ship personnel inspection had been accomplished. Musters of crews and sanitary inspections were thereafter accomplished by the deputy shipping commissioners on occasions when their other duties permitted.

Restrictions on employment of certain aliens

4. German and Italian nationals shipping as seamen.

Confidential instructions were received from the Bureau of Marine Inspection and Navigation in June, 1941, to the effect that shipping commissioners were not to permit the signing on as seamen German nationals, unless permission to depart from this country had been obtained from the Treasury Department. Later the same month the same action was taken with regard to Italian nationals.

5. Issuance of Seaman's Certificates to enemy aliens.

Bureau Memorandum No. 427 dated 31 December, 1941 instructed that no certificates of service, efficiency, or identification, or continuous discharge book "shall be issued to any enemy alien."

Items (4) and (5) above, were the beginning of a number of regulatory measures relative to the employment of seamen whose services aboard merchant ships during wartime might be inimical to the interests of the United States.

WARTIME DEVELOPMENTS 1942 - 1945

In the two days immediately following December 7, 1941, no crews of merchant ships were signed on shipping articles at this port. The first crew engaged after the beginning of the war with Japan was that of the steamship OTSEGO, a vessel in the cannery trade, bound to Kodiak, Alaska. Articles were opened December 10, 1941. On the 12th and 13th two more crews were signed for vessels in the Alaska trade. On the 14th the steamship HERCULES signed a crew for a voyage to Honolulu, T. H., and on the 21st of January the first vessel bound on a foreign voyage, the M. S. CAPE ALAVA, engaged her crew.

Shipping articles for the CAPE ALAVA were prepared, at the request of the operators, to describe the voyage as:

"to ports and places in any part of the world as the master of U. S. military or naval authority may direct and back to a final port of discharge in the United States for a term of time not exceeding 12 calendar months."

No authority for non-compliance with the provisions of Title 46, U.S.C., Section 564 (which provides that shipping articles shall contain particulars as to the nature of the voyage etc.) had yet been received, however, under the circumstances the operators request for the above wording was not refused, nor did the seamen object to this description of the voyage.

December 12, 1941, the U. S. Maritime Commissioner directed all operators, agents and masters of U. S. Merchant vessels to paint their vessels in approved non-reflecting colors prior to their next departure. Instructions were also given relative to obtaining routing instructions, observing orders concerning radio silence, ship's lights and zigzag, etc. Hulls and stacks of vessels in port immediately began to wear the wartime gray instead of the identifying colors and insignia of their operators, and the installation of guns was begun.

War Shipping Administration

The War Shipping Administration was established February 7, 1942, by Executive Order of the President, "...in order to assure the most effective utilization of the shipping of the United States for the successful prosecution of the war." Immediately thereafter this agency began chartering all privately owned freight and passenger vessels from the operator or owner, re-allocating the vessels to operators under general agency or time charter agreements. New vessels built by the Maritime Commission were placed under the control of the Administration and were also allocated to the various steamship companies for operation. The steamship lines, therefore, became representatives of War Shipping Administration and subject to its orders and directives. In matters pertaining to ships' crews, the ship operators soon began to emphasize the fact that in their relationship to the seamen employed on their vessels, they were acting only as agents for War Shipping Administration. Payrolls, pay vouchers, letterheads and other forms used by the operators were printed "United States of America, War Shipping Administration, XYZ Steamship Company, General Agent" or similar wording, and shipping commissioners were requested by the operators to use this wording in describing the name of the operating company or owner on shipping articles.

Relations of the shipping Commissioner with the operators were influenced substantially by the above-described change in the status of the operators.

Problems concerning ships' crews and disputes involving shipping articles were formerly settled by the local operator or the agent of the owner. The latter were, as a rule, willing to act in accordance with a ruling or opinion of the shipping commissioner and in most cases there was little delay in effecting a settlement. As agents for War Shipping Administration and requiring approval from the Administration for the payment of funds, operators found it necessary to submit certain disputes to War Shipping Administration's regional representative in San Francisco. The latter in some instances appeared to attach little value to the opinion of a shipping commissioner and there were a number of instances in which seamen were obliged to bring suit in order to effect settlement. There were also instances in which Coast Guard Headquarters concurred in the findings of the shipping commissioner, favorable to the seamen, yet the operator was instructed by the regional representative not to accept the form of settlement recommended.

From time to time the War Shipping Administration issued directives applicable to shipping articles and crews of vessels under its operation. These directives, entitled "Operations Regulations," were addressed to the operators and copies were furnished the shipping commissioner. Most important among these "Regulations" were the following:

No. 64. Providing for payment for transportation to crew personnel who have made a trans-Pacific or trans-Atlantic voyage or who have served six months on the vessel. (To be attached to shipping articles as a rider.)

No. 64 (Revised) Same as above with additional stipulations and clarifications.

No. 72. Providing for payment for subsistence and transportation to crew following termination of voyage by reason of occurrence of marine or war risk casualties. (For attachment to shipping articles as a rider.)

No. 85. Providing for periodic and pre-sign on medical examinations of crews employed on W.S.A. vessels and requiring seamen to present medical certificates to deputy shipping commissioners at time of signing articles.

No. 88. Refers to the employment status of ships' crews and describes the wording to be used on shipping articles to show the vessel "owned by or chartered to the United States of America, War Shipping Administration by (name of steamship company) General Agent."

Maritime War Emergency Board Decisions

On January 10, 1942, the Maritime War Emergency Board issued its "Decision No. 2," setting forth bonus areas and bonus payments for all licensed and unlicensed personnel employed on United States flag vessels of the merchant marine. This decision was followed by other decisions relating to reimbursement for lost effects, internment pay and war risk insurance, all of which were retroactive to December 7, 1941. Decisions of the Board, inasmuch as they pertained to rights and benefits of crews, were upon instruction from the Bureau, incorporated in shipping articles, and it was necessary to explain their provisions to seamen at time of sign-on. It was also necessary for deputy shipping commissioners to understand the decisions fully in order to advise seamen and others in the event of dispute concerning bonus payments at the time of pay-off of crews.

Each of the "Decisions" was followed by amendments,

revisions and clarifications, with weekly bulletin issued to assist in proper application of bonus provisions.

The Board, on January 28, 1943, issued its Decision No. 1 A, effective March 15, 1943, with respect to Crew War Risk Life and Disability Insurance, providing that: "Crew members of all merchant vessels documented under the laws of the United States and covered by the Statement of Principles pursuant to which the Board was established, shall be furnished war risk life insurance and disability (including dismemberment and loss of function) protection in the form of insurance policy attached." The obligation of the operator, the Decision stated, "shall be deemed fulfilled by the procurement of an insurance policy in the form mentioned from the War Shipping Administration."

The policy provided for \$5,000.00 for loss of life, certain varying payments for disability and loss of function, payment for lost effects of unlicensed personnel in the amount of \$300.00 and for licensed officers, \$500.00. The policy also provided for detention and repatriation benefits.

In March, 1943, the Division of Wartime Insurance of War Shipping Administration issued its Wartime Insurance Instructions No. 4, authorizing the acceptance of applications from seamen for additional insurance (War Risk, Life) at the rate of \$7.50 per thousand dollars per month. The premium for this insurance was reduced in July 1943 to \$4.00 per thousand, on October 20, 1943, it was further reduced to \$2.00; September 20, 1944 to \$1.00 and in March, 1945, it was again reduced to \$.50 per thousand per month. Policies for this additional insurance could be extended during the seaman's absence by the payment of the premium, and instructions in the matter provided that applications could be witnessed by a representative of the steamship company or a shipping commissioner. In this port many seamen called at the shipping commissioner's office where applications were prepared and premiums collected for forwarding to the Division of Wartime Insurance. Premiums were also received from seamen's relatives for the extension of policies and the proper amounts, together with necessary information, forwarded.

The Second Seamen's War Risk Policy also provided for a form for use of the seamen in designating a beneficiary of their insurance. This form, called "Certificate of Designation of Change of Beneficiary" in quadruplicate, was furnished shipping commissioners who were requested to call the attention of all seamen signing articles to its purpose, and to complete the form and witness the signatures of the seamen on the form. A copy of the certificate was given to the seamen, one copy sent to the steamship company employing him at the time, and two copies, by different mail were forwarded to the Division of Wartime Insurance.

Transfer of Marine Inspection Activities to Coast Guard

By Executive Order No. 9083, effective March 1, 1942, Shipping Commissioners, together with all other functions of the Bureau of Marine Inspection and Navigation of the Department of Commerce, were transferred to the U. S. Coast Guard. The Order provided that the transfer of functions would remain in force until the termination of Title 1 of the First War Powers Act, 1941.

Under date of March 4, 1942, the Commandant of the Coast Guard informed officials of the Bureau that: "All functions heretofore performed by the Bureau of Marine Inspection and Navigation, both departmental

and field, which have been transferred to the Coast Guard by Executive Order.... shall continue to be performed by the personnel heretofore charged with such functions pending further instructions."

June 1, 1942, the Commandant issued a reorganization plan and organization chart describing the pattern of organization of Marine Inspection activities at Headquarters and in the field. Shipping Commissioners were designated as "United States Coast Guard Shipping Commissioners" and such officers were under the immediate supervision of a "Merchant Marine Inspector in Charge" who in turn was responsible to the "Supervising Merchant Marine Inspector," the latter a member of the staff of the District Coast Guard Officer. A change in the title given the shipping commissioner was made in the Commandant's letter of 24 June, 1942, in which the shipping commissioner was designated "Senior Merchant Marine Inspector, Personnel." His duties were described as to "have charge of all personnel activities including shipping Commissioner and ship personnel inspection activities and licensing and certificating work."

On 8 July, 1943, titles of merchant marine inspection officials were again changed, the Supervising Merchant Marine Inspector redesignated "Marine Inspection Officer;" the Merchant Marine Inspector in Charge changed to "Officer in Charge, Marine Inspection" and personnel designated to perform the duties of Shipping Commissioner were instructed to use the title "Shipping Commissioner" in connection with that work.

The transfer of the shipping commissioner to the Coast Guard and the inclusion of his office into the Coast Guard pattern of organization resulted in little change in function, but a substantial change in procedure. Formerly all matters whether pertaining to personnel, supplies, property, reports, incidental expenses or instructions, were handled by correspondence or wire with the Director of the Bureau. The new procedure placed the shipping commissioner under local supervision and required different methods of handling problems of personnel, supply, correspondence, etc.

Coincidental with the transfer to the Coast Guard, the use of the titles "Bureau Memorandums," "Bureau Circular Letters," and "Office Memorandums" in transmitting directives from the Bureau to the field, was discontinued, and new titles adopted for this purpose. These were: "Navigation and Vessel Inspection Circulars," "Marine Inspection Memorandum" and "Circular Letters" of the Commandant. These latter were superseded in August, 1945, by "Merchant Marine Inspection Instructions" issued in loose-leaf volume form.

Office hours of the shipping commissioner and other Marine Inspection activities were changed from a five and one-half day (39 hour) week to a six day (48 hour) week by order of the DCGO on 18 January, 1943. Thereafter the office was open every day, including holidays, except Sundays and Christmas.

Effective 26 August, 1945, the work week for civilian employees was reduced to 40 hours, consisting of five eight-hour days, Monday through Friday, on orders of the District Coast Guard Officer. Provision was made for the assignment of a skeleton force, when necessary, for four hours duty Saturday forenoon, with compensatory time allowed for such duty. Steamship companies and the various seamen's unions in this District were at once informed of the change in the shipping commissioner's office hours.

New Regulations Affecting the Shipment of Merchant Seamen

During the war period a number of new regulatory

measures affecting the employment of merchant seamen were instituted by the various government agencies having jurisdiction over various phases of merchant shipping and merchant crews. Duties in connection with most of these new rules were delegated to shipping commissioners and their deputies, inasmuch as it is the act of signing shipping articles, before a shipping commissioner, which, in fact, makes an individual a 'merchant seaman,' subject to the laws, rules, regulations and customs which apply to merchant seamen. The new regulations, some of which were rescinded or cancelled after the defeat of Japan, are listed below in the order of their effective date;

Captain of the Port Identification Cards. (August, 1942)

Possession of one of these cards was required of any person seeking access to waterfront facilities. The Shipping Commissioner was instructed to require applicants for seamen's documents to hold one of these identification cards.

Issuance of COTP Identification Cards was discontinued at this port about October 20, 1945, and the possession of the card was no longer required of applicants for seamen's certificates.

Commitment of Employment for Entry Ratings. (September 25, 1942)

Instructions were received from Headquarters by dispatch September 24, 26, and October 14, 1942, and again, by Headquarters letter of September 28, 1943, to the effect that seamen's certificates in unqualified ratings were to be issued only upon written request from the local chief of the Recruitment and Manning Organization of War Shipping Administration. Maritime Service trainees, radio men, staff officers and certain other classifications were excepted.

The Shipping Commissioner was advised August 20, 1945, by the port representative of Recruitment and Manning Organization that that agency no longer was authorized to issue requests for the issuance of certificates in entry ratings.

On November 7, 1945, a dispatch from Headquarters instructed that effective on that date applicants for certificates in entry ratings, or for endorsements in such ratings, must present a commitment of employment from responsible officials of steamship companies, unions, other manning agencies or masters of vessels.

Declaration of Currency (December 31, 1942.)

Headquarters instructed (Marine Inspection Memorandum No. 19) that shipping commissioners and acting shipping commissioners were to require each seaman signing articles to state on Foreign Funds Control Form 63 (Treasury Department) the amount of currency in his possession which he is about to carry out of the United States. Where the amount declared exceeded \$50.00 the shipping commissioner was required to count the money. (The purpose of this regulation was to assist in destroying black markets for U. S. Currency in Europe and South America.) Forms collected by the shipping commissioner from seamen were to be forwarded to the Treasury Department in Washington.

Supervision of this function by shipping commissioners was cancelled December 15, 1943, and given to collectors of customs.

Intelligence Screening of Seamen (June 28, 1944)

By direction of the Secretary of the Navy and the Commandant of the Coast Guard, District Coast Guard Officers were authorized and directed to institute measures for screening officers and seamen, the objectives of the program being "...to safeguard vessels, harbors, ports, and waterfront facilities against destruction, loss or injury from sabotage, or other subversive acts.....by preventing any person whose presence thereon would, for good reason, be inimical to the interests of the United States and its allies, from having access to vessels and waterfront facilities..." The original directive provided for intelligence interrogation of all applicants for various seamen's documents, original or duplicate, prior to the issuance thereof, and for an endorsement on the seaman's certificate of identification or discharge book, master's license, or identification card showing that the holder had been examined for security. The program was subsequently extended and DCGO intelligence personnel boarded each vessel on arrival and departure from port for interrogation of seamen, and the stamping of the endorsement on the seamen's certificate, after the seaman's record had been checked.

On 4 October, 1945, the program was modified to the extent that only applicants for maritime documents (seaman's certificates) were subject to screening.

Seaman's Passport (August 15, 1944)

Effective on this date an order of the State Department required all citizen seamen to be in possession of a valid Seaman's Passport (or receipt showing application for the same). Shipping Commissioners were instructed by Headquarters to refuse to sign seamen on articles who failed to comply.

The Bureau of the Customs, Washington, on September 6, 1945, announced it would no longer be necessary for American seamen to carry passports, and the shipping commissioner discontinued this requirement.

Proficiency in Signalling, Deck Officers (September 29, 1944)

Navigation and Vessel Inspection Circular No. 51 of the above date provided that, effective January 1, 1945, deck officers required by the certificate of inspection of U. S. vessels to exhibit to the shipping commissioner, at time of signing articles, their licenses, endorsed to show that such officers have "Qualified in wartime communications." Courses of instruction were provided for instruction of deck officers in the subject.

The effective date of the above requirement was changed (NVI Circular No. 54) to April 1, 1945. Provision was made for waiving the requirement in an order of the Acting Commandant dated March 30, 1945, upon the condition that, by a certificate attached to the shipping articles, the representative of the war Shipping Administration certified that a specified deck officer had not yet obtained evidence of proficiency and that no deck officer of appropriate grade having such

evidence was available for the voyage.

Cancellation of the above requirement was effected by a dispatch from Headquarters and an order published in the Federal Register, both under date of September 5, 1945.

Medical Examination of Crews (January 11, 1944)

Operations Regulation No. 85, and Circular No. 6, (WSA), dated March 30, 1944, provided that all seamen employed on vessels owned by or under bareboat charter to War Shipping Administration would be required to submit to physical examinations before signing shipping articles. The Circular provided also that a "Medical Certificate," certifying the seaman had passed the physical examination, would be given to each seaman by the Port Medical Office and delivered by the seaman to the deputy shipping commissioner at the time of signing articles. In order to avoid delay in sailing a vessel, the Circular prescribed the use of a "Letter in Lieu of a Medical Certificate" which could be accepted by the shipping commissioner in certain emergencies, such as last minute sign-ons." Headquarters' Mailgram of May 8, 1944, directed that shipping commissioners follow the procedure described.

The Port Medical Office, War Shipping Administration, in Seattle, was opened May 15, 1944, and thereafter each seaman was required to present a medical certificate, except in the case of an emergency, as described above. The shipping commissioner's deputies collected such medical certificates and prepared the "Letters in Lieu of Medical Certificates" form, filling in the seaman's name and obtaining the master's signature, transmitting both forms to the Port Medical Officer.

Waivers of the Navigation Laws

Section 501 of the Second War Powers Act, 1942, provides that the head of each government department responsible for the administration of the navigation and vessel inspection laws may waive compliance with those laws whenever he deems that such action is necessary in the conduct of the war. Executive Order No. 9083, 28 February, 1942, transferred the function of administration of many of the navigation and vessel inspection laws to the Commandant, to be exercised by him under the direction and supervision of the Secretary of the Navy.

In an Order quoted in Bureau Memorandum (Bureau of Marine Inspection and Navigation) No. 448, dated 9 March, 1942, compliance with the law (46 U.S.C. 563-564) insofar as the statutes require shipping articles to contain in writing particulars of an intended voyage was waived. The Order quoted the following, standard form to be used in describing the voyage on shipping articles:

"To a point in the ---*--- Ocean to the ---**--- of ---***--- and thence to such ports and places in any part of the world as the Master may direct or as may be ordered or directed by the United States Government or any Department, Commission or agency, thereof, and back to a final port of discharge ---****--- in the United States ---****--- for a term of time not exceeding --- calendar months."

* (Name of ocean)
** (westward, eastward, southward or northward)
*** (name of port)

**** (locality where the voyage is to terminate, or such stipulations as: "And / or first loading port and/or bunkering port.")

This waiver was ordered, it is assumed, primarily in order that the port of destination, formerly shown on shipping articles, would be kept from persons who might use this information to the advantage of enemy governments. The new voyage description also removed any restrictions, as far as shipping articles were concerned, as to ports of call or destination.

An order of the Secretary of the Navy (quoted in Navigation and Vessel Inspection Circular No. 20, 1 October, 1942) waived compliance with the Navigation Laws to the extent and in the manner that the Commandant, U. S. Coast Guard, should find necessary in the conduct of the war and authorized the Commandant to prescribe the procedure governing the extent and manner by which the waiver should be invoked. The statute authorizing the waiver of the laws was enacted in order to insure that the full utilization of vessels engaged in the war effort would not be impeded by the requirements of laws which were designed to regulate peacetime operations of the merchant marine, and to bring this about without an outright repeal of such requirements.

Crew Deficiencies.

Section 222 of Title 46, U.S. Code, provides for the establishment of a crew complement for every vessel subject to the inspection laws. This complement specifies the number of officers and seamen of various ranks and ratings considered necessary to the safe navigation of the vessel. Under the statute the vessel is prohibited from being navigated until the complement required is obtained.

In the latter part of 1942 and early 1943 operators and manning organizations were finding it increasingly difficult to obtain the required number of licensed officers and qualified able seamen, engineer room personnel and experienced stewards and cooks necessary to man vessels. The loss of seamen to other industries and to the armed forces contributed to the shortage of seamen, as did the heavy losses of crews in submarine warfare, particularly on the Atlantic and Gulf Coast during this period. New Liberty and Victory type cargo vessels were beginning to be launched in large numbers and were being placed in service immediately, which increased the demand for skilled seamen.

The programs of the Maritime Service and the Recruitment and manning Organization, War Shipping Administration, in training young men for the merchant marine, upgrading officers and recruiting former merchant seamen, alleviated the situation considerable, nevertheless ships were frequently delayed while seamen's hiring halls and operators searched for the necessary men.

On 13 March, 1943, (Navigation and Vessel Inspection Circular No. 31) the Commandant, in view of the shortage of merchant marine personnel and to avoid delay to vessels engaged in business in connection with the war, authorized a "Conditional Waiver of Manning Requirements" and prescribed a form, "Crew Deficiency Report," for use of ship masters in reporting crew deficiencies. The form lists the ranks or ratings not filled by properly qualified seamen, and the names and ratings of the substitutes. On vessels beginning their voyages on Puget Sound, this form, with copies for the vessel, Headquarters and the Officer in Charge, Marine Inspection, is prepared for the master's signature by the deputy shipping commissioners.

Crew Shortages.

Navigation and Vessel Inspection Circular No. 34, dated 1 May, 1943, provided for waiving, under certain conditions, the requirement that all positions in the crew complement be filled, and authorized the use of the Crew Deficiency Report (Form NCG 729) modified for use as a "Crew Shortage Report."

Alien Officers.

Section 1132 (a) of Title 46 U.S. Code, prohibits the employment as watch officers on vessels of the United States of persons who are not citizens of the United States. Navigation and Vessel Inspection Circular No. 39 set forth special instructions with respect to effecting waivers of this requirement of the law in order that alien watch officers might be employed.

Coast Guard Headquarters from time to time issued lists of approved alien officers, made up on the basis of nominations received by Headquarters from War Shipping Administration, whose loyalty and professional and physical qualifications had been investigated by the Coast Guard. This list was not to include any alien enemy nor any citizen or national of Italy, Finland, Hungary, Romania or Bulgaria. (On 8 November, 1944, Headquarters amended NVI Circular No. 39 to the extent that nationals of the countries named may be included in the approved list.) Ship masters were authorized to employ such alien officers in order to avoid delay in sailing their vessels if it should be found, after making suitable efforts, that no licensed officer of the United States is available. Form NAVCG 2633 was specified for use in effecting this type of waiver, one side of the form for the application and master's signature, the reverse of the form for the waiver order and signature of the Coast Guard officer authorized to effect the waiver. While this form may be prepared and submitted by a vessel's master, in order to promote uniformity and accuracy, responsibility for its completion and proper disposition has been delegated to the deputy shipping commissioner signing the crew of the vessel.

The provisions of a number of additional Navigation and Marine Inspection laws were waived by the Commandant under authority and for reasons previously stated. The above-described waivers, however, are those which pertain to the work of the shipping commissioner and with which his office is particularly concerned in the supervision of the engagement of merchant seamen.

Seaman's Certificates of Service.

The provisions of certain navigation laws and regulations relative to the issuance of certificates as able seaman and qualified member of the engine department were relaxed by a waiver quoted in Navigation and Vessel Inspection Circular No. 3, effective 26 March, 1942.

Under the terms of the waiver, the age requirement was reduced from 19 to 18 years, and the period of service, on deck, at sea, was reduced from 3 years to 9 months for a certificate as able seaman, unlimited. The normal service requirements for other types of able seaman certificates were likewise reduced.

The requirement of six months' sea service for certificates as qualified member of the engine department was reduced under these "Wartime Regulations" to two months service.

Certificates issued under authority of the waiver were required to be stamped or marked "Unless sooner invalidated this certificate shall expire six months after the termination of the war."

(Note: Prior to October, 1943, the issuance of all certificates of service was under the immediate supervision of a marine inspection officer, certificates of identification and continuous discharge books were issued under supervision of the shipping commissioner. Between October, 1943 and November 1, 1945, applications for all types of seaman's documents were received at the shipping commissioner's office and the issuance of such documents, as well as personnel and facilities used in this work, were under the supervision of the shipping commissioner, November 1, 1945, the office of the "Senior Marine Inspector, Personnel," was established and the work of certificating seamen transferred to that officer.)

Operational and Administrative Problems

Under the wartime voyage description (referred to on Page 17) which has been used on shipping articles since March, 1942, merchant crews signed agreements for voyages to ports in any part of the world, destinations and ports of call subject only to the direction of the master, "... the United States Government or any Department, Commission, or agency thereof..." The only limitation on the articles, generally, was that the final port of discharge would be in the United States and that the voyage would not exceed twelve months. This indefinite description resulted in difficulty in interpreting articles, especially with reference to determining the final port of discharge. Delegations of seamen from ships in port appeared at the office of the shipping commissioner frequently for advice as to whether or not they were entitled to their discharge at this port and in the case of seamen engaged on the Atlantic Coast, claims for return transportation were involved.

The case of the SS "Richard Henry Dana," finally decided in the United States District Court, is an example of the difference in opinions on the question of the duration of a voyage under the wartime description. This crew signed articles on the Pacific Coast September 16, 1942, which provided for a final "Pacific Coast port of discharge" and after a voyage of about four months duration to ports in the southwest Pacific Ocean returned to Atlantic Coast ports, where they claimed their discharge and transportation back to the Pacific Coast. The crew's claim was denied by the vessel's agents, who desired to load for a voyage to Europe, on the grounds that the voyage, under the shipping articles, had not been completed, that the crew could be held until expiration of the twelve month period or until the vessel's return to the Pacific Coast. The crew was subsequently paid off without transportation, some returning to Seattle where they presented their claim to this office.

The seamen from this vessel were advised that it was the opinion of the shipping commissioner they had completed the voyage for which they had been engaged and that they were entitled to their discharge at the Atlantic Coast port and since the articles provided for discharge on the Pacific Coast to transportation or cash in lieu thereof. The operators stated they were willing to accept the commissioner's opinion, but that War Shipping Administration declined to authorize the payment for their transportation back to the Pacific Coast.

The transportation "rider" issued for use on twelve month shipping articles by the War Shipping Administration (Operations Regulation No. 64 - July 1, 1943) authorized payment of transportation from one coast, or area, to another after completion of a trans-Pacific or trans-Atlantic voyage, or after any voyage of six months' duration. The regulation provided a guide or rule for most cases in which return transportation was involved. However, questions of transportation and voyage termination continued to arise in cases where the voyage was less than six months and where neither a trans-Pacific nor trans-Atlantic voyage had been made.

Voyages of merchant vessels during the wartime period were usually of much longer duration than formerly. Previous to the war, freight vessels on the longer trans-Pacific routes were seldom out over four months, while during the war voyages of six or seven months were common, eight to ten months not unusual and there were a number of voyages ending at this port after twelve months at sea. The long periods of service aboard ship, restricted shore leave and unfavorable climate, together with voyages into areas where vessels were subject to frequent alerts and attacks, lead to a higher incidence of misconduct aboard ship. Ship log books contained a much higher percentage of "loggings" than formerly as shipmasters, in order to maintain discipline, "logged" seamen for unauthorized shore leave, failure to obey orders, refusal to turn to and various acts of misconduct. Penalties were often in excess of those permitted by law and disputes concerning such loggings were frequent.

The long voyages and sometimes trying conditions led to many more cases of hospitalization of seamen for medical care in foreign ports and cases of repatriated seamen, with claims for transportation, bonus, wages and maintenance were numerous. The application of the legal doctrine providing for wages, maintenance and cure in some instances was difficult because of the conditions involved and were often complicated by the fact that the seaman returned to port before his ship, or before the necessary records were received by the vessel's agent.

During the war period the types of questions referred to the shipping commissioner which concerned the engagement and discharge of seamen, involving, as they did numerous new rules, laws and regulations, appeared at times to be almost unlimited. This was probably due not only to new procedures and rules, but was to some extent due to the increased number of ship operators and agents and to new personnel in their offices.

In common with most organized labor groups, the various seamen's unions early in the war adopted "no strike" pledges. At this port the pledge was, in general, kept. However, there were frequent and numerous instances of delays of from one to a few days in crews signing articles for reasons involving minor matters such as overtime disputes, or refusal to comply with some regulation. For example, several ships were delayed for up to a week because of the refusal of members of a seaman's union to take the pre-sign on physical examination required by the War Shipping Administration. This matter was compromised at a meeting of the shipping commissioner, the port medical officer, union officials and others concerned.

Personnel

One of the most difficult problems of the shipping commissioner's office beginning in 1941 and continuing until the present, has been in connection with maintaining a staff, adequate in numbers and in training, to handle the steadily increasing business of the office.

Losses in civil service personnel to other, more remunerative employment and to the armed forces, began in the fall of 1941. Replacements were very difficult to obtain. By September, 1942, the personnel situation had become critical -- it was impossible to obtain personnel from civil service, which had no eligibles in the entrance grade (CAF 2) and no applicants could be found who would accept the salary rate of that grade. The volume of business at this port had increased considerably and it was imperative that vacant positions be filled and that additions to the staff be made.

In September, 1942, the District Coast Guard officer assigned five enlisted yeomen and seamen to the shipping commissioner. Since, that date, all replacements, with the exception of two female typists, have been supplied by Coast Guard Personnel, usually yeomen of various rates and Spars. With few exceptions, the type of personnel supplied has been excellent and most of the men have been designated "Acting Deputy Shipping Commissioners" after a short period of training. However, because of transfers, assignments to sea duty, medical discharges, etc., the turnover of personnel has been at a high rate. The problem of training new personnel for deputy shipping commissioner work, especially in view of the frequent changes in regulations and procedure, has been a difficult one.

On 28 March, 1945, the Personnel Officer advised that the authorized complement of enlisted personnel for this office, effective until 30 June, 1945, was one yeoman 2c (Spar) and one yeoman 3c (Spar). At that time the actual complement of the office, in addition to the eight remaining civil service employees, was:

<u>Male</u>	<u>Spar</u>
Yeoman 1c - 2	Bosn. Mate 2c - 1
Yeoman 2c - 2	Yeoman 3c - 2
Spec. (X) - 2	Seaman 1c - 1
Seaman 1c - 1	
Total 7	Total 4

A recommendation as to the rates needed for this unit was submitted, with full justification for all rates requested, but no further advice on this subject was received.

Apparently the shipping commissioner's office was operating with unauthorized complement, eight civil service employees and two Spars apparently constituting the authorized complement. In 1944 and 1945 the volume of shipping commissioner work was about double that of 1939, when the complement of the unit was eleven. Deputy shipping commissioners were also handling designations of beneficiary (war-risk insurance) forms, medical certificates, checking on seamen's passports, handling crew deficiency reports and waivers, and taking allotment notes in increased numbers. (In 1940, 34% of seamen requested allotments of their wages, in 1945, 61% were requesting allotments.)

Because of the lack of a proper and adequate complement, with suitable ratings, promotions for military personnel were almost impossible to obtain. During the entire period from 1942 to this date only two promotions for male personnel attached to this office were authorized -- that of two seamen first class who were rated Specialist (X) Miscellaneous, 3rd class, 27 September, 1944. This lack of opportunity for advancement did not improve the morale of military employees nor did it influence them to remain with the job for which they were being trained when opportunities for transfer occurred.

The personnel problem now (November, 1945) involves the replacement of military personnel with civilians and the establishment of a complement of the latter adequate to handle the business of this port. Up to this date, the employment of civil service personnel had not been authorized and the problem is complicated by the fact that about half the military have more than sufficient points for their discharge and desire to be released.

Office of Shipping Commissioner
Seattle, Washington

COMPARISON OF BUSINESS

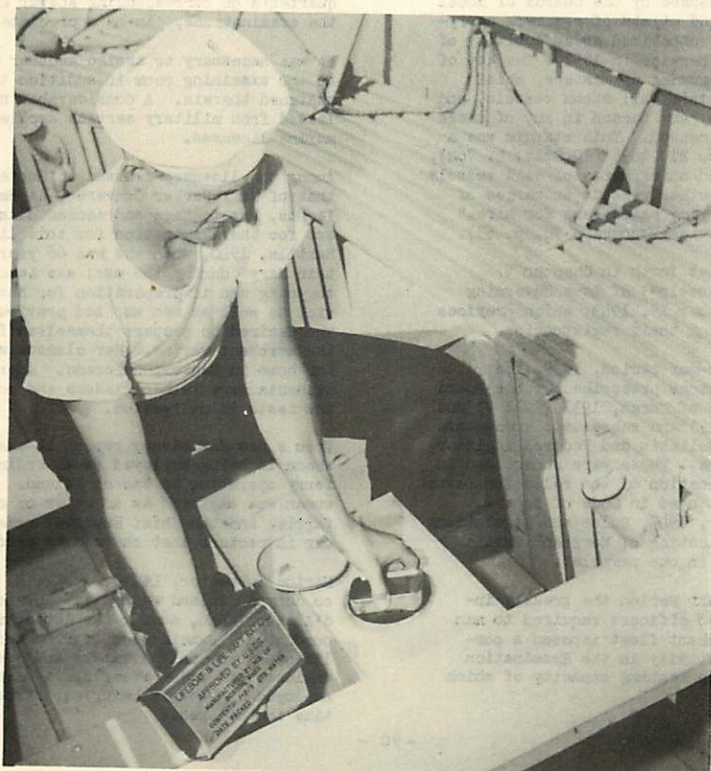
Period January 1, 1939 to November 1, 1945

	<u>1939</u>	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>	<u>1944</u>	<u>1945</u>
Number of vessels articles opened for	235	270	253	297	422	482	523
Number of vessels' crews discharged	215	266	257	287	437	448	556
Number of vessels for which service rendered (seamen signed or discharged) in office	270	285	174	142	127	239	475
Number of seamen signed on shipping articles	16,647	19,323	20,235	17,805	21,893	25,863	28,287
Number of seamen signed off (discharged)	17,238	19,108	20,258	18,410	23,153	25,633	30,744
Number of vessels reporting crew deficiencies	---	---	---	---	147	322	545
Number of alien watch officers signed on under waiver	---	---	---	---	---	3	39*

* (Terms of waiver effective 24 August, 1943)



A LIFE JACKET FOR USE BY MERCHANT SEAMEN
A DRINKING CUP WHICH IS USED TO RATION WATER
AMONG THE SURVIVORS ABOARD A LIFE RAFT AND THE NEW TYPE OF FISHING KIT
PART OF THE LIFE-SAVING EQUIPMENT WHICH IS STOWED ABOARD MERCHANT MARINE LIFEBOATS



A U. S. COAST GUARDSMAN EXAMINES A CAN OF WATER
INTENDED FOR THE USE OF SURVIVORS OF DOOMED SHIPS

At the opening of 1939, the Seattle Local Inspection District was headed by the Board of Local Inspectors consisting of Daniel B. Hutchings as Local Inspector of Hulls and William M. Campbell as Local Inspector of Boilers. The Local Seattle Board was under the authority of the supervising inspector of the Seventh District, William Fisher at San Francisco, who in turn was under the Director, Richard S. Field, of the Bureau of Marine Inspection and Navigation at Washington, D. C.

Under the Seattle board were the Assistant Inspectors of hulls and boilers and the clerical force. One, usually the senior, of the assistant inspectors of boilers acted as a dispatcher in receiving calls for inspectional services and in making the daily assignments of the assistant inspectors, accordingly. He was assisted by one assistant inspector of hulls. Two assistant inspectors were detailed to the Examining Room, one assistant inspector of hulls for the examination of deck officers, the other, an assistant inspector of boilers for the examination of engineer officers. The clerical force was headed by the clerk who supervised the force in their varied and multiple duties. In 1911 the present card index filing system was installed. It is uniform in all districts and replaces the old letter press.

The Local Board carried out the functions of the Bureau in inspection of vessels, hulls, boilers, and equipment; examining and licensing of marine officers; examining and certificating of unlicensed ship personnel; investigation of marine casualties and violations of the inspection laws; determination of the required complement of officers and crew and their accommodations; establishment of regulations to prevent collisions; and regulation of the transportation of passengers and merchandise.

Examination and Licensing of Marine Officers

"The issuance of licenses by the boards of local inspectors to engineers and pilots of steamers carrying passengers was first authorized as an activity of the Steamboat Inspection Service in 1852. The act of 1871 provided for the licensing of masters, chief mates, engineers and pilots of all steam vessels, and made it unlawful to employ any person in any of these capacities who was not licensed. This statute was amended by the act of Dec. 21, 1898 (30 Stat. L. 764), to include the masters and chief mates of sail vessels of over 700 tons and all other vessels or barges of over 100 tons burden carrying passengers for hire." (Steamboat Inspection Service Monograph #8, p. 53).

The law now in force is set forth in Chapter V ("Officers of Merchant Vessels") of Laws Governing Marine Inspection, September 15, 1943, which provides also for staff officers and their registration.

At the opening of the pre-war period, 1939, the General Rules and Regulations prescribed by the Board of Supervising Inspectors of March, 1931 (Rule V) and Supplement II (May 5, 1939) and subsequent amendments published in the Bureau Bulletin and Federal Register, governed licensed officers. These were superseded in 1940 to 1942 by the publication of the rules set forth in the same style as that used in Code of Federal Regulations. In February, 1945, Rules and Regulations for Licensing and Certificating of Merchant Marine Personnel were published in one pamphlet.

With the opening of the War Period the greatly increased number of licensed officers required to man the fast growing war-merchant fleet imposed a corresponding increase of activity in the Examination Room of this District, the seating capacity of which was overtaxed.

In February of 1944 it was necessary to assign an additional inspector to full-time duty in the Examination Room to assist in taking care of the many candidates for licenses and review their examinations. Candidates who could not be accommodated in the Examination Room were seated at the Marine Inspector's desks in their various offices with a monitor in attendance.

Early in March, 1945, a shift of inspector's desks from room 916 was made to permit additional space for examination room purposes. These inspectors were moved to a room formerly containing the licensed files and these files have been distributed in various other locations, including the already overcrowded basement, and Shipping Commissioner office storage space. This re-arrangement of files is inconvenient, involving loss of time when reference to these files is necessary. However, it was the only apparent solution and was accepted cheerfully by all concerned.

With the close of hostilities the rush for licenses reach almost "stampede" proportions. Many of these candidates anticipated that war time service for licenses would be discontinued and were anxious to secure their licenses before the service requirements were increased to that required by the General Rules and Regulations.

Beginning 1 September the new card system of examinations (Marine Inspection Memorandum No. 82; 28 December, 1944) was inaugurated by direction of Headquarters. The cards, prepared at Headquarters contain one question each and are given to the candidates one at a time. With most examinations consisting of approximately 100 questions, and 35 to 40 men taking examinations, the task of distributing the proper question for the various classes and grades of licenses, checking the answers for correctness and time with the answers finished by Headquarters on corresponding answer cards, and grading the examinations, can be appreciated.

It was necessary to assign another additional officer to the examining room in addition to a clerk-typist assigned therein. A considerable number of men released from military service applied for merchant marine licenses.

Among the licenses renewed in September, 1945, was that of Mary Parker Converse, as Master of Ocean Yachts, any tonnage and second class pilot. She sat for the examination for this license in Seattle, 1940, when she was 68 years of age. "Captain Mary" during the war, was teaching navigation to young men in preparation for Naval Reserve service as well as men who had previous sea service, who desired to prepare themselves for licenses in the merchant marine. Her classes were conducted in her home in Denver, Colorado. Approximately 2500 students were in her classes and none failed to pass the tests in navigation.

From a new deficiency report it was noted that a woman is being employed as an ordinary seaman on a ferry operating to Vashon Island. Also a young woman was employed as an oiler on one of the local ferries and the Chief Engineer remarked to one of our inspectors that she was "a good oiler."

Marine Inspector, Lt. Comdr. R. E. Knowles, while on duty on inland waters in the vicinity of Coeur d'Alene, Idaho, during the latter months of 1944, conducted 9 examinations for Second Class pilot licenses over inland waters and 7 examinations for engineers of steam vessels, the candidates being employed on vessels being certificated for the first time in the area.

Ensign Douglas D. VanderMeer, USCG, who was attached to this office 17 April, 1944, and detached for sea duty 26 June, 1944, sat for examination and on 21 July, 1945, was issued a license as First Assistant Engineer of motor vessels any horsepower. (Ref. Marine Inspection Memorandum No. 85 of 1 February, 1945 Eligibility of Coast Guard personnel for merchant marine license and Nav. & Vessel Inspection Circular No. 57 "Eligibility of Persons Serving with the Armed Forces for Merchant Marine License.")

Merchant Marine Officers and seamen who were prisoners of war or casualties of enemy action have been appearing at this office for renewals of license or certificate, or for certificates of such documents lost. Among these were several officers of the SS CAPILLO, sunk in Manila Harbor 29 December, 1941; Roy E. Johnson, Chief Engineer, lost his license when the SS ANTOINE SANGRAIN was torpedoed by the enemy near Leyte P. I.; William MacDonald, Master, Oceans and Pilot lost his license when his ship the SS CANADA VICTORY, carrying heavy cargo of ammunition, was sunk and Samuel R. Budinick, Motorboat Operator lost his license at staging area, Assan, India.

Certification of Non-Licensed Merchant Marine Personnel

"By the provisions of the important act passed by Congress approved 4 March, 1915 (38 Stat. L. 1164), known as the "Seaman's Act," a new activity was imposed upon the Steamboat Inspection Service involving a large amount of work and necessitating a material increase in the number of employees in the service. The new activity thus authorized is the examination and certification of seamen and life boat men." (Page 57, Steamboat Inspection Service, Monograph #8.)

"Prior to the passage of this act there were no statutory or regulatory requirements as to ability or experience of the crew other than the requirement that a vessel should be properly manned. There was no age requirement, and none as to physical condition, ability, and experience of seamen in any part of the crew. Thus the provision was an important forward step in the direction of improved safety conditions on board ship." (Page 58, Monograph #8.)

This law provided for certificates of service as able seamen and certificates as lifeboatmen; and as amended by the Act of 25 June, 1936, provided for "every seaman upon a merchant vessel of the United States of the burden of one hundred gross tons or upward, except vessels employed exclusively in trade on the navigable rivers of the United States, being furnished with "a continuous discharge book" or "a certificate on identification" (RS 4551 as amended). The law also provided for "Certificates of Service as Qualified Member of Engine Department." Also, the law (46 USC 672) provided for the issuance of "certificates of service for ratings other than as able seaman or a qualified member of the engine department."

The reprint of September, 1940, with additions, of Supplement 11 General Rules and Regulations, set forth a new caption "Qualifications and Examination of Certificated Lifeboat Men" who were examined and certificated by "an officer designated by the Secretary of Commerce." The left thumb print of the holder was required on the back of the certificate and stub.

Also, a new section "Examination of Able Seamen" was added to all classes of the General Rules and Regulations except Rivers, which required examination by the local inspectors. The left thumb print was also required on the certificate and stub. (Page 69-70).

"All certificates of service or efficiency issued by the Bureau of Marine Inspection and Navigation shall be subject to suspension or revocation, on the same grounds and in the same manner and with like procedure, as is provided in the case of suspension or revocation of licenses of officers under the provisions of Section 4450 of the Revised Statutes." (46 USC 672).

Data on certificates issued will be found in Chapter VII. After officers and crews had been licensed or certificated their conduct was continually subject to the observation of the Bureau and later the Coast Guard through Marine Casualty Investigation Boards and Coast Guard Hearing Units.

Marine Casualty Investigation Boards.

Prior to the legislation of 1936 (46 USC 239), which amended R.S. 4450, local inspectors in their function as the Bureau's local board, looked into casualties and instances of negligence, misconduct, etc. on the part of licensed officers, and if local inspectors found grounds for doing so, revoked or suspended licenses. The amended legislation extended investigations and trials to cover the affairs of unlicensed, as well as licensed personnel, and transferred the authority, to revoke or suspend, to the Director. (B.M. #267).

Three types of Marine Investigation Boards were set up under the Amended Statute, as follows:

(a) An "A" Marine Investigation Board to investigate a marine casualty involving loss of life. The board was composed of a chairman from the Department of Justice (learned in maritime law) designated by the Attorney General, a representative of the Bureau of Marine Inspection and Navigation designated by the Secretary of Commerce, and an officer of the United States Coast Guard designated by the Secretary of the Treasury.

"All reports shall be made to the Secretary of Commerce and such reports shall be public records and be open to inspection at all reasonable times by any persons. Copies of such reports shall be sent to the Attorney General and to the Secretary of the Treasury." (R.S. 4450-a)

(b) A "B" Marine Investigation Board to investigate a serious marine casualty not involving loss of life. This board consisted of two principal traveling inspectors and a supervising inspector of the Bureau of Marine Inspection and Navigation (R.S. 4450-b).

(c) A "C" Marine Investigation Board to investigate a marine casualty classified as "less serious" and its personnel consisted of "representative of the Bureau of Marine Inspection and Navigation designated by the Director thereof." (R.S. 4450-b). The ordinary practice was to designate assistant inspectors to "C" boards. (B.M. #136 and #162.)

Board reports of findings of fact and recommendations were forwarded to the Director who made the decisions. Appeals could be made within 30 days to the Secretary of Commerce, whose decision was final.

The rules for "B" and "C" boards effective on and after 11 September, 1936, were first published in Federal Register of 12 September, 1936, and for "A" boards, effective on and after 7 October, 1936, in the Federal Register of 13 October, 1936. They were first published in B.M.I.N. publication as Appendix A of Tank Vessel Rules for 10 November, 1936, and again, with practically no change, in 19 April, 1939. They were not published in Tank Vessel Rules of subsequent dates or in Subchapter K - Seamen, of March 1940.

The rules were published in The Code of Federal Regulations of the U. S. of A. in 1st Edition 1939 Vol. 12. The "A" Marine Investigation Board Rules as 46 CFR Part 136 Sec. 136.1 to 136.14 inclusive, and the "B" and "C" Marine Investigation Board Rules as 46 CFR Part 137 Sec. 137.1 to 137.16 inclusive.

Transfer of Investigation Functions to Coast Guard

"Executive Order No. 9083, 28 February, 1942, transferred to the Commandant of the Coast Guard, to be exercised by him under the direction and supervision of the Secretary of the Navy, the functions relating to the investigation of marine casualties and the suspension and revocation of licenses and certificates formerly vested in the Secretary of Commerce, the Bureau of Marine Inspection and Navigation, the Marine Casualty Investigation Board, and the Marine Boards."

Headquarters advised all DCGO's by letter of 1 June, 1942, that "procedures are being developed for having casualty investigations carried out under the direction of District Coast Guard Officers."

The new procedure was announced by letter 26 August, 1942, from the Commandant to all District Coast Guard Officers. This procedure effective 15 September, 1942, was published in Federal Register 27 August, 1942. This procedure suspended CFR 46 part 136 and 137 "during such period of time as Executive Order No. 9083" remains in effect and prescribed temporary war time rules and regulations effective 15 September, 1942. The new procedure governed the investigation of all marine casualties not the result of enemy action and all suspension and revocation proceedings. Hearing Officers were appointed 9 October, 1942, under Commandant's letter of 26 August, 1942, and during 1943 Hearing and Examining Officers were appointed.

On February 4, 1944, the Hearing Unit was separated from the Marine Inspection. History of the Hearing Unit will cover operations under Coast Guard organization and supervision.

Determination of Required Complement of Officers and Crew and Their Accommodations

An important provision of the Act of 1871 was the requirement of all passenger carrying steam vessels to have a full complement of licensed officers and a full crew. As amended by the Act of 3 March, 1913 (37 Stat. L. 732), the local inspectors were authorized to determine the required complement of officers and crew of all vessels of the United States subject to the inspection laws and to enter the same on the Certificates of Inspection.

The Seaman's Act of 4 March, 1915, with amendments, provided for space and accommodations for crew and hospital compartment. Crew space per crew member was provided at rate of 16 square feet and 120 cubic feet per member. Not more than one berth was to be placed above another. Such space was to be adequately constructed, drained, lighted, heated and ventilated. Adequate toilet and washroom facilities were to be provided and a hospital berth for each 12 crew members with a maximum of 6 were required.

The above requirements have been exceeded in modern construction, and several complaints have been registered in this office of crowded conditions on older ships because crew members had been accustomed to the more spacious accommodations on new vessels.

Establishment of Regulations to Prevent Collisions

"The authority given to the board of supervising

inspectors by the Act of 1871, to establish regulations to be observed by vessels in passing each other, has been limited by subsequent enactment, so that the full complete authority of the board now extends only to vessels navigating the rivers whose waters flow into the Gulf of Mexico and their tributaries, and the Red River of the North. Regulations applicable to vessels navigating the Great Lakes, and their connecting and tributary waters as far east as Montreal, are specifically prescribed in an Act of Congress approved 8 February, 1895 (28 Stat. L. 645), but the board of supervising inspectors is authorized to establish additional regulations which they deem necessary. An act approved 7 June, 1897 (30 Stat. L. 96) also prescribes specific rules to be observed by vessels navigating the 'inland waters of the Atlantic and Pacific Coast,' although the board of supervising inspectors is empowered to establish additional rules not inconsistent with the provisions of the act." (Page 69 Monograph #8).

It is the duty of the local boards to see that the rules established by the Bureau are complied with.

Professor Raymond F. Farwell's Study of Inland Rules.

Commander R. S. Field, Director of the Bureau made arrangements for Professor Farwell, as a technical expert, to conduct a study during the month of December, 1939, and formulate proposed legislation for the purpose of bringing Inland Rules of the Road into conformity with the International Rules.

The monthly report of July, 1940 (Form 901) carries this entry "During the period from 1 December, 1939 to date, this office supplied approximately 500 hours of stenographic and clerical work for Professor Raymond F. Farwell in compiling various reports and data for proposed revision of Rules of the Road." (File 5095).

Floodlighting the Colors of American Domestic Vessels

The Local Inspectors received a letter dated 8 September, 1939, from the Alaska Steamship Co. as follows:

"We are in receipt of a letter from the Maritime Commission in San Francisco regarding flood lights to be placed at stern of each American vessel engaged in domestic commerce whereby colors will be visible at all times during the night.

"We have complied with this regulation on the Steamers Mount McKinley, Dellwood and Aleutian and will equip all of our ships as soon as possible. We are placing floodlights so that beam of light is directed directly on the flag aft.

"We have not received any information from the Bureau of Marine Inspection and Navigation regarding this recent requirement and any information you have regarding the placing of this floodlight will be appreciated."

The information was forwarded to the Supervising Inspector and no official objection being raised the Alaska Steamship Company carried out the practice until war was declared in December, 1941.

Lights on Small Boats

A Department ruling, set forth in Circular Letter No. 320, 24 December, 1911 (in force) regarding Lights for Open Sail Boats not Exceeding Approximately Eighteen Feet in Length, is of interest in the Local Seattle District.

"In a case recently considered by the Department

involving an eighteen foot open sail boat, reported for violation of Article 5 of the Act of 7 June, 1897 (33 USC 174), it was held that Article 5 of the Act is not applicable to this vessel and that it should comply with the provisions of Article 7 of the Act of 7 June, 1897 (33 USC 176), providing that row-boats, whether under oars or sail, shall have ready at hand, a lantern showing a white light which shall be temporarily exhibited in sufficient time to prevent collision." This lantern is in lieu of red and green side lights.

Lights on Vessels Being Launched

An inquiry from Seattle-Tacoma Shipbuilding Corporation on 20 March, 1942, to Local Inspection Board concerning lights required on their vessels being launched at night and towed to outfitting dock. This matter was referred to the Supervising Inspector of the District who replied on 24 March, 1942, as follows:

"1. It is my understanding that when a vessel is launched, chains attached to the shore are used to snub the vessel and retard its progress, or an anchor is dropped as soon as the vessel is waterborne if there is ample space to check the vessel. From this it appears to me that a vessel whose movement is restricted as hereinbefore described is not underway with regard to the requirement for light.

"2. As soon as the vessel is stopped, tugs are usually available to bring the vessel back to the wharf and their lights should be sufficient as they usually tie up alongside the vessel. It is also customary to have patrol boats at the scene to warn passing vessels at the time of the launching.

"3. From the above I do not believe it is necessary to have any navigation lights on a vessel being launched."

/s/ William Fisher

Lights on Barges

On 19 November, 1943, the Officer in Charge, Marine Inspection forwarded the following Memorandum to Marine Inspection Officers;

"1. Please be informed that we note on page 57 of the 'Nautical Rules of the Road,' United States Coast Guard, edition 1943 for lights on barges and canal boats that the first diagram shows only one barge being towed astern and the said barge is provided with two white lights at the stern showing all around the horizon.

"2. The inspected barges in this district that are towed are only provided with one white light at stern which shows an unbroken white light over an arc of the horizon of 12 points of the compass.

"3. Please inform us if it would be in order to notify the operators of inspected barges in this district that they provide lights for barges as in paragraph 1 of this letter also if the 12 point white light be carried on the stern of the barges except the last barge, when more than one barge is being towed in tandem."

The question was submitted to Headquarters by the Marine Inspection Officer. Headquarters reply received 7 January, 1944, through the Marine Inspection Officer advised, "that a barge being towed singly is considered to be the last vessel of a tow and should show the two white lights required by Section 312.16 of the Pilot Rules for Inland Waters."

The Federal Register of 8 February, 1944, published an amendment to Section 312.16 making clear that "a tow of one such vessel shall be lighted as the last vessel of a tow." The effective date of this amendment 1 April, 1944, was extended to 1 May, 1944, and finally to 1 January, 1945.

A list of some 30 tugboat operators in this district was successively informed of these changes.

Regulation of the Transportation of Passengers and Merchandise

"Determination of Passenger Allowance"

The first legislation enacted by Congress looking toward a restriction of the number of passengers vessels should be permitted to carry, was the act approved 22 February, 1847 (9 Stat. L. 127), which established a maximum number of passengers, based on the tonnage of vessels. This act was superseded by an act approved 3 March, 1855 (10 Stat. L. 390). The basic section of the present law giving the Steamboat Inspection Service supervision over the transportation of passengers date back to the Act of 1871, and provides as follows:

"The board of local inspectors shall state in every certificate of inspection granted to vessels carrying passengers, other than ferry boats, the number of passengers of each class that any such vessel has accommodations for and can carry with prudence and safety." (RS 4464)

"It shall not be lawful to take on board of any vessel a greater number of passengers than is stated in the certificate of inspection." RS 4465)

"The master of every vessel shall keep a correct account of all passengers." (RS 4467)

"If any passenger vessel engaged in excursions, the board of local inspectors shall issue to such vessel a special permit, in writing, for the occasion, etc." (RS 4466)

A Bureau Circular Letter of February 8, 1935 reads as follows:

"While it is understood that under the provisions of Section 4464 R.S., the local inspectors have original jurisdiction to state the number of passengers permitted to be carried on vessels carrying passengers, other than ferry boats, it is also apparent that there must be uniformity throughout the service in the matter of securing adequate deck area provided for each passenger on vessels engaged in excursions.

"In order to obtain that uniformity in the administration of the laws, rules and regulations in this respect with which the Director is charged, you are therefore instructed to use not less than ten square feet for each passenger as the factor for determining the number of passengers on vessels engaged in excursions. In applying this factor you are instructed to exclude the following spaces in computing deck area:

1. Concession stands
2. Toilets and wash rooms
3. Crews' quarters
4. Passageways of three feet width or less
5. Deck openings
6. Stairways
7. Space occupied by lifeboats and life rafts and the necessary room for handling same
8. Boxes for life preservers and space for life preservers
9. Space for handling lines

"It is further to be understood of course, that the rules in regard to boating are to be enforced at all times, and in any instance where stability requirements have been laid down they shall also be enforced.

/s/ J. B. Weaver
Director

Regulation of the Transportation of Dangerous Articles

"One of the most important activities of the Steamboat Inspection Service is the issuance of licenses permitting passenger vessels, after meeting certain requirements, to carry dangerous and easily combustible or inflammable articles — an activity first authorized by the Act of 1852. The inspection and navigation laws in force at present contain a large number of provisions having for their purpose the regulations of the transportation of such articles on board steam vessels carrying passengers. Following the Act of 1852, the next important legislation concerning the transportation of explosives was an Act approved 3 July, 1866 (14 Stat. L. 81) which is in force at the present time. (1922).

"The Act of 1871 (16 Stat. 441) also contained important provisions regulating the transportation of dangerous articles on passenger vessels which are now in force. (1922) This Act provided for licenses to passenger vessels to carry gunpowder in special containers. This act also gave authority to the Secretary to grant permission to any steam vessel, 'to use any invention or process for the utilization of petroleum or other mineral oils or substances in the production of motive power.' (Service Monograph #8, page 75).

The present law governing the "Carriage of Dangerous Articles and Substances" is set forth in (R.S. 4472; 46 U.S.C. 170) and amendments. Paragraph (?) (a) provides "The Secretary of Commerce shall by regulation define, describe, name, and classify all explosives or other dangerous articles or substances, and shall establish such regulations as may be necessary to make effective the provisions of this section, etc.

"In accordance with the provisions of Public 809, 76th Congress, the Secretary of Commerce has promulgated regulations governing the transportation, storage stowage, or use of explosives or other dangerous articles or substances and combustible liquids on board vessels. These regulations which became effective on 9 April, 1941, obviate the necessity for continued use of Form 953, Certificate Relative to Carrying Refined Petroleum on Routes Where There is no Other Practical Mode of Transporting it; and Form 961 License to Carry Gunpowder. (C.L. #306, 19 April, 1941).

These regulations, set forth as Subchapter N. (46 CFR Part 146 and 147) with amendments and revisions through 1 June, 1944 by U. S. Coast Guard, are now in force.

The Coast Guard published Part 146 of Subchapter N in a small pamphlet NAVCG-108, "Regulations Governing Transportation of Military Explosives On Board Vessels During Present Emergency," under date of 1 October, 1943, and another dated 13 June, 1945, entitled "Regulations Governing Loading and Discharging of Explosive Cargoes at Facilities and Anchorages in the Thirteenth Naval District to be Complied With Under the Supervision or Direction of the Captain of the Port or His Representative," which provided for inspection of all vessels by a Coast Guard

inspection party in port prior to proceeding to an explosive berth. These inspection parties usually included two Coast Guard Marine Inspectors. All deficiencies found by this party were corrected before proceeding to the explosive berth.

Transfer of Bureau of Marine Inspection to U. S. Coast Guard

While the Bureau of Marine Inspection and Navigation was officially transferred to the Coast Guard as of 1 March, 1942, it was 1 July, 1942 before the transfer was fully accomplished.

On 4 March, 1942, the U. S. Local Inspectors received the following official communication from their superior officer, William Fisher, Supervising Inspector, Seventh District, dated San Francisco. 2 March, 1942;

"Gentlemen;

Effective 1 March, 1942, the President by Executive Order transferred to the Coast Guard most of the functions of the Bureau, including all functions performed by the inspection service and shipping commissioners. Certain details relative to documentation of vessels, entry and clearance, admeasurement, tonnage taxes, etc. are transferred to the Bureau of Customs of the Treasury Department.

Director Field called on Admiral Waesche to discuss some basic points in connection with the transfer and Admiral Waesche authorized Director Field to say to all persons who are transferred from this Bureau to the Coast Guard that, so far as it lies within his power to prevent, no person so transferred will lose his position or suffer any reduction of salary.

Admiral Waesche pointed out, however, that identity and authority of the Bureau's officers will be considerably reduced in that our various functions will be merged with the appropriate divisions of the Coast Guard. In other words, there is no more Bureau of Marine Inspection and Navigation, and all of us are to function under the authority of the Commandant and what authority we may have as individuals will be the authority delegated to us by the Commandant.

Director Field asks that all our personnel adapt themselves graciously and with good will to the new system. Incident to shaking down, there will be some confusion, but the Director asks above all things that every effort be made to prevent any delays to vessels.

Pending further instructions from the Commandant, the following instructions apply;

All offices will function as in the past. Correspondence will be addressed to Commandant, Coast Guard, and placed in envelopes addressed to the Bureau as in the past.

Necessary travel will be performed on Commerce Department requests."

Yours truly,

/s/ Wm. Fisher
Supervising Inspector
Seventh District

This letter was acknowledged by the Local Inspectors on 17 March, 1942;

603 Federal Office Building
Seattle, Washington
17 March, 1942

From: U. S. Local Inspectors
To: Supervising Inspector, Seventh District
Subj: Transfer of Bureau of Marine Inspection and Navigation to U. S. Coast Guard.

1. This will acknowledge receipt of your circular letter of 2 March, 1942, advising that effective 1 March, 1942, the President by Executive Order transferred to the Coast Guard most of the functions of the Bureau of Marine Inspection and Navigation, including all functions performed by the inspection service and shipping commissioner; also subsequent circular letters relative to Coast Guard correspondence, and we will be guided accordingly.

Daniel B. Hutchings
W. D. Hill

Integration of the local inspection office was carried forward without disturbing unduly the inspectional activities. The Local Inspectors attended a conference with District Coast Guard Officer, W. H. Munter, Captain, USCG, and were requested "to submit a memorandum on matters pertaining to your office that you deem of sufficient importance to bring to the attention of the Commandant of the Coast Guard to permit better administration of your office, together with any suggestions effecting the organization within the 13th Naval District that you think merits reference to Headquarters for information and consideration." (DCGO letter of 24 April, 1942.)

In replying to the above request on 2 May, 1942, the Local Inspectors wrote, in part:

2. "The third paragraph, relative to recommendations to be submitted to reconcile the supervising inspection districts and the naval districts, is of particular interest to this board. The Seventh Supervising Inspection District of the former Bureau of Marine Inspection and Navigation includes the 11th, 12th, 13th and 14th Naval Districts. The office of the Supervising Inspector, Seventh District, is at San Francisco, California, in the 12th Naval District. The Seventh Supervising Inspection District contains the local districts of Los Angeles, San Francisco, Honolulu, Portland, Seattle, and Juneau. The Seattle Local District was recently (1 December, 1940) changed to include the former local districts of Hoquiam, and St. Michael, Alaska. The boundaries of the Seattle District now are as follows:

"Beginning at longitude 109° west on the Canadian border of the United States pass westerly along the Canadian border to the Pacific Ocean at Juan de Fuca straight thence south on the Pacific Coast to Cape Disappointment on the north shore of entrance to Columbia River, thence east 7° north to longitude 109° west on the Continental Divide, then due north to the Canadian border on longitude 109° west.

"Also includes all of the United States territory and waters of Alaska north of a line drawn south 44 degrees west from a point on longitude 160° west at latitude 60° 40' north, said line clearing the extreme western end of the Aleutian Islands, and a line drawn east 17° north from a point on longitude 160° west, at latitude 60° 40' north to the Canadian border at the White River, a point on longitude 141° west at latitude 61° 55' north." We have elaborated on these boundaries in order to emphasize the great area covered by the Seventh Supervising Inspection District under the

Supervising Inspector stationed at San Francisco. This district originally was designated the First District. During the last war an additional supervising district was created on 5 September, 1918, and designated the Eleventh District. The Eleventh District embraced the local districts of Seattle (subsequently divided into the Seattle and Hoquiam Districts), Juneau, and St. Michael, with a supervising inspector stationed at Seattle. On 27 June, 1936 the Eleventh District was merged with the First District and designated "No. 7 Pacific Coast District." At the time the Eleventh District was abolished, the Supervising Inspector continued as Assistant Supervising Inspector, Seventh District, stationed at Seattle, but on 1 August, 1938, that office was also abolished.

3. "The concluding paragraph of your letter requesting us to submit a memorandum of matters pertaining to our office of sufficient importance to bring to the attention of the Commandant to permit better administration of our district, together with suggestions effecting the organization within the 13th Naval District, that we think merits reference to Headquarters for information and consideration, has been given careful study. Bearing in mind your statement that functions will continue to be performed by the personnel charged with such performance under the same administrative routine which existed prior to the transfer we feel you will recognize the difficulty of this Board making comment or suggestions without submitting them to its Supervising Inspector. Under the aforementioned circumstances we are impelled to consider that any suggestions originating in this office should be submitted to the Supervising Inspector for his approval prior to forwarding same to your office. We will take no further action in this matter until receiving additional instructions."

The Commandant set forth the organization integrating the Bureau of Marine Inspection and Navigation by letter of 1 June, 1942, with accompanying charts. Following are paragraphs 15 to 19 of this letter which outline details of the new organization.

15. "Organization of Merchant Marine Inspection Work

a. There will be on the staff of each District Coast Guard Officer a Supervising Merchant Marine Inspector who will be responsible for supervising all vessel inspection, licensing and certificating, shipping commissioners, and ship personnel inspector activities in his district. The present Supervising Inspector will be assigned to these positions in the corresponding districts. In the case of districts not provided for by such assignments the positions of Supervising Merchant Marine Inspector will be filled by the designation of a member of the inspectional force. The District Coast Guard Officers should submit to Headquarters suggestions for the filling of such vacancies. (Of which Seattle-Portland Areas was one.)

b. Since the Supervising Merchant Marine Inspector is to function as an integral part of the District Coast Guard staff, it is essential that he be located in the District Coast Guard Office. The necessary arrangements for making adequate space available to the Supervising Merchant Marine Inspectors for this purpose should be made as soon as possible.

c. The present field personnel of the former Bureau of Marine Inspection and Navigation will be assigned to their respective Coast Guard districts as indicated in the attached table, and the geographical areas of the local board offices will be adjusted so as not to cut across the boundaries of the respective Coast Guard districts.

d. The practice of having two coordinate supervisors for each Local Board office will be abolished and one inspector will be designated by Headquarters as the Merchant Marine Inspector in Charge for each of the offices. District Coast Guard Officers shall submit recommendations as to such designations. In the case of Coast Guard districts having only one local office or where the circumstances are such as not to warrant having both a Merchant Marine Inspector in Charge and a Supervising Merchant Marine Inspector in the same city, the Supervising Merchant Marine Inspector will, as is shown in the attached table, serve in both capacities. In some cases this may necessitate deferring the arrangements referred to in 15 (b).

e. The Merchant Marine Inspector in Charge will have under his immediate direction not only the inspectors responsible for vessel inspection and the licensing and certificating of personnel, but also those employees engaged in the performance of shipping commissioner duties or serving as ship personnel inspectors.

f. It is intended that there be the maximum flexibility on the part of the inspectional staff and that the present rigid distinction between the different types of inspectors ultimately be eliminated. In accordance with this policy, the titles of "Inspector of Hulls" and "Inspector of Boilers" will hereafter be eliminated and in lieu thereof the title of Merchant Marine Inspector will be used. Employees designated as shipping commissioners will hereafter be designated as United States Coast Guard Shipping Commissioners.

g. Merchant Marine Inspectors in Charge will take the necessary steps to see that the fullest use is made of shipping commissioners in supplementing the activities of the inspectors concerned with the vessels. More particularly, employees functioning as Shipping Commissioners should be expected to note the condition of the crews' quarters.

h. In the larger local offices it will undoubtedly be both necessary and desirable to have two Senior Merchant Marine Inspectors as assistant to the Marine Inspector in Charge...one in charge of materiel inspection and the other in charge of all personnel activities, including shipping commissioner activities, licensing and certificating work.

i. Appeals from the decisions of Merchant Marine Inspectors in Charge should go to the District Coast Guard Officer.

j. District Coast Guard Officers should make a sustained effort to see that their regular personnel become familiar with the inspectional functions so that they may ultimately be qualified to carry out assignments in this phase of Coast Guard operation. More specifically it is anticipated that as soon as practical working relationships will be established between the Merchant Marine Inspectors and District Coast Guard Engineering Units so that they may be of mutual assistance. These statements in no way contemplate the replacing of existing inspectors with other Coast Guard personnel.

16. Enforcement of Load Line Act.

District Coast Guard Officers will be responsible for the enforcement of the Load Line Act with their respective districts. This does not preclude the utilization of such facilities as Customs Officials may make available to the Coast Guard for this purpose. It is important that this function be administered so as to avoid unnecessary delay in the clearance of vessels.

17. Casualty Investigations

In line with the policy of decentralizing responsibility to the field, procedures are being developed for having casualty investigations carried out under the direction of the District Coast Guard Officer. It is contemplated that Headquarters will assume responsibility for such investigations only in the case of major catastrophe or other special circumstances.

18. Revision and Mitigation of Fines, Penalties and Forfeitures

Procedures are being developed for delegating to District Coast Guard officers responsibility and authority for remission and mitigation of penalties below a prescribed amount.

19. Numbering of Motorboats

The assignment of motorboat numbers will, as soon as practical, be centralized in the headquarters of each Coast Guard District. Thus, while the applications for such number may be received through various Coast Guard facilities throughout the district, the actual assignment of the numbers will be done in the district office. However, the present procedure should be followed until a revised motorboat numbering procedure is issued by Headquarters.

Effectuation of Plan

Paragraph 24 of the above letter rescinds the directive that functions transferred continue to be performed under the same administrative routine that existed prior to 1 March, 1942, and states: "Effective upon the receipt hereof, the prescribed organization will be established and all personnel will function in accordance therewith following established Coast Guard administrative procedure."

The Seattle, Washington and Portland, Oregon boards of local inspectors with the respective office of shipping commissioner under respective Merchant Marine Inspection Offices, were allocated to the 13th Naval District, Seattle, Washington.

In a letter from the Commandant to All District Coast Guard Officers dated 24 June, 1942, the following designations were made:

Supervising Merchant Marine Inspector,
Seattle, Portland Daniel B. Hutchings

Merchant Marine Inspector in Charge,
Seattle Daniel B. Hutchings

Senior Merchant Marine Inspector (Materiel)
Whitmore D. Hill

Senior Merchant Marine Inspector (Personnel)
Leroy E. Kuhns

Office Memorandum No 5-43 of 13 January, 1943, from DCGO designated Machinist Melvin L. Matson as Civilian Personnel Officer, and Clarence A. Knight as assistant.

The following chart sets forth the organization of Merchant Marine Inspection with the 13th Naval District as of 20 July, 1943:

DISTRICT COAST GUARD OFFICE, SEATTLE, THIRTEENTH NAVAL DISTRICT

MERCHANT MARINE INSPECTION — 20 July, 1943

¹Supervising
Merchant Marine Inspector
Daniel B. Hutchings

²Clerical Force

³
Motorboat Registration
Navigation Fines

⁵
Seattle
Merchant Marine
Inspector in Charge
W. D. Hill,
Comdr. USCGR(T)

⁹
Portland
Merchant Marine
Inspector in Charge
A. J. Joachims,
Comdr. USCGR

⁴
Load Line
Administration

⁶
Sr. Merchant Marine
Inspector, Personnel
USCG Shipping Commissioner

⁷
Sr. Merchant Marine
Inspector, Materiel

¹¹
Sr. Merchant Marine
Inspection, Materiel

¹⁰
Sr. Merchant Marine
Inspection,
Personnel, USCG
Shipp. Comm.

Ch Deputy, S.C.
Deputy S.C. (4)
Clerical Force (10)

Merchant Marine
Inspectors (23) incl.
(1) vacancy.

Mer. Marine Inspectors
(15)
Asst. M.M.I. (1)

Deputy S.C. (1)
Act. Deputy (2)
Clerical Force (10)

Clerical Force;
Chief Clerk
Assistants (9)

Clerical Force;
Chief Clerk
Assistants (6)

⁸
Examining & Hearing
Officers (2)
Clerical Force (2)

¹²
Examining & Hearing
Officer

The personnel in the above numbered boxes for Seattle district follow;

1. Supervising Merchant Marine Inspector, Daniel B. Hutchings. (Civilian)
2. Clerical Force: Carl J. Shipek, Ensign, USCGR
F. Marion Read, Clerk-Stenographer
Roberta E. Jordan S2c (WR) Jr. Clerk-Steno.
3. Motorboat Registration - Navigation Fines:
Vernon R. Gould, Ensign, USCGR
Constantine A. Lacock, SCK, USCGR
Edward C. Hayes, F2c, USCGR
4. Load Line Administration:
Hilman J. Persson, Chief Bos'n
Jack Kussman, CBM
5. Merchant Marine Inspector in Charge: Whitmore D. Hill, Comdr. USCGR(T)
6. Senior Merchant Marine Inspector, Personnel:
U. S. Coast Guard Shipping Commissioner, Leroy E. Kuhns
Mervyn W. Tomlinson, Ch. Deputy Shipping Commissioner
Guy Kongale, Deputy Shipping Commissioner
Norman E. Thurlow, Deputy Shipping Commissioner
Victor V. Keifer, " " "
James J. Gensel, " " "
Donald C. Richendrfer, Y2c, (R) Jr. Clerk - Stenographer
Harold I. Little, Y2c, (Pro) Jr. Clerk - Typist
Hubert C. Depew, Y3c, (Pro) Jr. Clerk - Typist
Robert R. Cahoon, Y3c, (Pro) Jr. Clerk - Typist
Adrian W. Daniel, S2c, (R) Jr. Clerk - Typist
Wesley H. Haines, S2c (R) Jr. Clerk - Typist
William M. Mulloy, S2c, (R) Jr. Clerk - Typist
David S. Ramey, S2c, (R) Jr. Clerk - Typist
James H. Riggs, S2c, (R) Jr. Clerk - Typist
Alice B. Holcomb Jr. Clerk - Typist

7. Senior Merchant Marine Inspector, Materiel: Arthur L. Dickert, Lt. Comdr., USCGR
 Vacancy, vice George W. Morgan, Lt. Comdr. USCGR (T) MMI
 Frank H. Nelson, Lt. Comdr. USCGR "
 Lee Moyer, Lt. Comdr. USCGR "
 Jeremiah J. Cadogan, Lt. Comdr. USCGR "
 Evert H. Sandelin, Lt. Comdr. USCGR "
 Earl N. Story, Lt. Comdr. USCGR "
 George C. Strong "
 Emery H. Joyce, Lt. Comdr. USCGR "
 John C. Freeman, Lt. Comdr. USCGR (T) "
 Jalmer O. Brown, Lt. Comdr. USCGR (T) "
 Otto M. Bratrud, Lt. Comdr. USCGR (T) "
 Alfred Roswold "
 Herbert E. Peters, Lt. Comdr. USCGR "
 Jesse E. Murry "
 James Banner, Lt. Comdr. USCGR "
 Fred R. Altman, Lt. Comdr. USCGR "
 Thomas E. Kane, Lt. Comdr. USCGR "
 Roy E. Knowles, Lt. Comdr. USCGR "
 Frank D. Nickerson, Lt. Comdr. USCGR "
 Russell V. Knight, Lt. Comdr. USCGR "
 Victor V. Miller, Lt. Comdr. USCGR "
 Maxwell C. Merrifield "
 Ernest W. T. Ruef "

Clerical Force:

Lydia Knaak, Chief Clerk
 James Trail, Clerk
 Dayton B. Nelson, Prin. Clerk-Stenographer
 Dorothy V. Monro, Asst. Clerk-Stenographer
 Maria A. Chinella, Jr. Clerk-Stenographer
 Barbara Long, Jr. Clerk-Stenographer
 Sylvia A. Pinous, Jr. Clerk-Stenographer
 Gladys M. Anderson, Jr. Clerk-Typist
 Richard F. Thrasher, Slc. (R) Jr. Clerk-Typist
 Everett M. Bliven, Slc. (R) Jr. Clerk-Typist

8. Mathew Ryan, Lieut. USCGR, Examining and Hearing Officer
 Tom E. DeWolfe, Lieut. USCGR " " " "
 Sam Rosenfeld, CY(C) (R) Reporter
 Victor V. Forni, Slc (R) Jr. Clerk-Typist

The Commandant's Circular No. 58 (8 July, 1943) changed the titles of Merchant Marine Inspectors as follows:

From Supervising Merchant Marine Inspector to Marine Inspection Officer.

From Merchant Marine Inspector in Charge to Officer in Charge Marine Inspection.

From Merchant Marine Inspectors to Marine Inspectors.

Personnel designated to perform the duties of Shipping Commissioner will use the title Shipping Commissioners in connection with this work.

Marine Inspection Officers are members of the Staff of the District Coast Guard Officer and as such will function in the same manner as other staff officers.

Staff meetings were held the second Wednesday of every month at 0900 in the conference room, 13th deck, at Headquarters, Alaska Building, to which by memorandum of 7 August, 1944, the Officers in Charge, Marine Inspection of Seattle and Portland attended.

The Organization hereinbefore set forth under the provisions of Headquarters letters of 1 June, 1942 (CO-020) and 24 June, 1943 (CO-701) was superseded and governed by the "Organization of Marine Inspection Activities in Coast Guard districts" as set forth in Marine Inspection Memorandum No. 92 of 7 May, 1945.

This memorandum was of the series cancelled by the initiation of "USCG Merchant Marine Inspection

Instructions" on 1 August, 1945. "These instructions supersede Marine Inspection Memorandums, Navigation and Vessel Inspection Circulars (for the purpose of internal administration only), The Casualty Manual, The Hearing Unit Manuals, The Load Line Manual, All DCGO letters concerning merchant marine activities, the Outline of Duties of USCG Shipping Commissioners, and all other duplicated or printed instructions on marine inspection matters issued by the Coast Guard or the Bureau of Marine Inspection and Navigation. The instructions supplement but do not supersede Merchant Marine Inspection Regulations (and specifications) which are directed to the public as well as to the personnel of the Coast Guard." (MMIN No. 2-45 1 August, 1945). The instructions cancelled all directives issued before 1 May, 1945.

MARINE INSPECTION OFFICE
13th Naval District, Seattle, Washington

Officer in Charge
Whitmore D. Hill
Commander (T) CAF-12
1 Y2c (WR)

Chief Clerk
*Lydia Knaak, CAF-5
1 CAF-4
2 CAF-3
2 CAF-2
1 Y1c (R)
2 Y3c (WR)

Material Inspection Section	Licensing & Certifying Section	Shipment and Discharge Section	Hearing Unit
Arthur L. Dickert, Lt. Comdr. (R)	George C. Strong, Lt. Comdr. (R)	Leroy E. Kuhns, Lt. Comdr. (T)	John W. Malen
Sr. Marine Insp. Materiel CAF-11	Sr. Marine Insp. Personnel CAF-9	Shipping Commissioner CAF-11	Comdr, USCG
(To sign for Officer in Charge)	(To sign for Officer in Charge)		Senior Hearing
12 Lt. Comdr. (R)	1 Lt. Comdr. (R)	1 CAF-9	Officer
4 CAF-10	(CAF-9)	1 CAF-8	2 Lt. Comdr. (R)
8 CAF-9	1 CAF-11	1 CAF-6	1 Lieutenant
4 Lt. Comdr. (T)		1 CAF-5	2 Lieutenants (R)
4 CAF-9		1 CAF-4	3 Lieut. (Jg) (R)
3 Lt. Comdr.		2 CAF-2	1 Ensign (R)
4 Lieutenants		1 Y1c (R)	1 CY
1 Lieutenant (R)		3 Y2c (R)	3 Y1c (WR)
4 Lieutenants (Jg)		1 QM2c (R)	1 Y3c (R)
1 CMM (vacant)		3 Sp(X)3c (MSC) (R)	2 Y3c (WR)
1 CBM (vacant)		1 EM2c (WR)	1 CAF-6
1 BM 1c (R)		1 S1c (WR)	

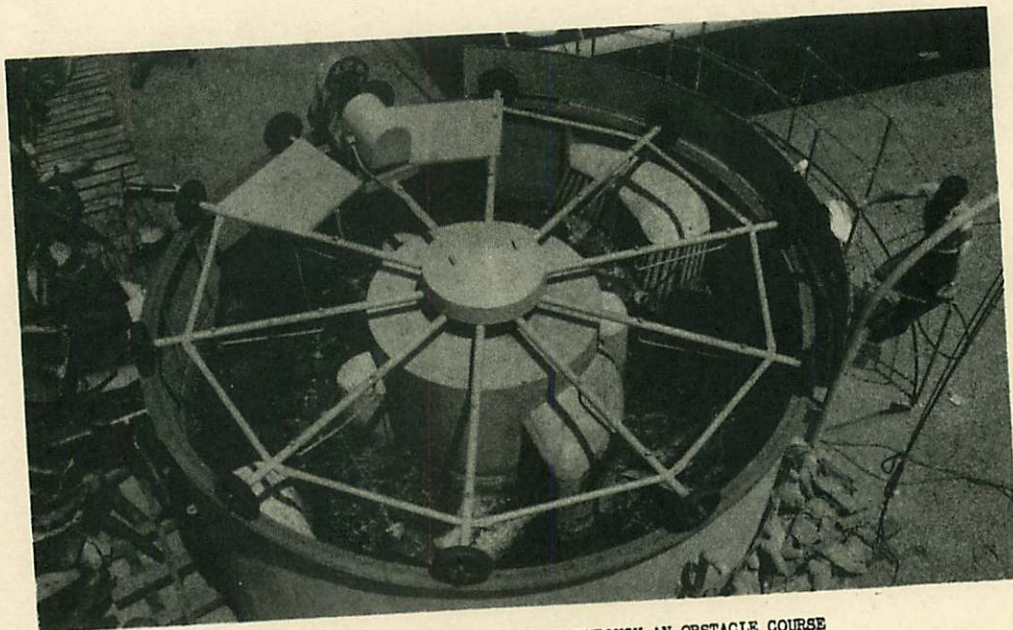
*Recommended



COAST GUARD OFFICER FITS A JACKET ON A STEEL DUMMY
PREPARATORY TO ITS TRIP AROUND THE INTERIOR OF THE TANK



AFTER THE JACKET IS FITTED TO THE DUMMY
COAST GUARDSMEN USE BLOCK AND TACKLE
TO HOIST IT INTO POSITION ON TOP OF THE TANK



IN THIS TANK LIFE JACKETS ARE RUN THROUGH AN OBSTACLE COURSE
TO DETERMINE THE AMOUNT OF PUNISHMENT THEY CAN TAKE

ANNUAL TABULAR STATEMENT

of

Occurrences Relating to/for Vessels in the Local District of Seattle, Washington

Years ending 30 June

	1939	1940	1941	1942	1943	1944	1945
Certificates of inspection refused or withdrawn	3	11	10	4	16	3	9
Reinspections	129	153	130	141	113	129	141
Special Examinations	1907	1942	2509	*3372	3799	1830	
Dry dock examinations	230	247	261	268	230	305	392
Special Surveys Conducted	5	16	9	12	7	14	11
Boilers inspected;	280	271	268	198	195	271	
Boilers found defective	0	4	0	0	0	0	0
Boilers condemned from further use	0	0	0	0	0	0	0
Defects in boilers and attachments	2123	2300	4616	2601	1132	2994	
Tests samples steel for boiler rivets	0	0	0	0	0	60	
Tests of samples of steel bars	14	70	60	0	91	12	
(stays, braces & rivets)			(3613	lbs. rivet material tested)			
Factory: New lifeboats inspected and passed	27	25	18	62	249	344	
Factory: New life rafts inspected and passed	0	1	0	48	43	20	
Factory: Mechanical boat davits inspected and passed	8	0	0	0	0	0	
Factory: Buoyant apparatus passed	0	34	6	69	9	0	
Factory: Buoyant apparatus rejected	0	1					
Factory: Cork life preservers passed	482	934	1619	1317	1106	5576	
Factory: Cork life preservers rejected	0	0	3	1	0	0	
Balsa life preservers passed	-	-	-	10	-	128	
Balsa life preservers rejected	-	-	-	0	-	0	
Factory: Cork ring buoys inspected	0	18	0	0	0	0	
Certificates: Continuous discharge book issued	-	-	-	-	-	125	
Continuous discharge book rejected	-	-	-	-	-	0	
Certificates of Identification issued	-	-	3	-	-	1622	
Lifeboatmen certificates issued	258	209	276	372	739	612	
Lifeboatmen certificates rejected	-	12	2	2	6	24	
Ableseamen certificates issued	180	163	265	342	763	726	
Ableseamen certificates rejected	-	41	34	39	57	91	
Qualified member eng. dept. issued	108	93	196	287	666	544	
Qualified member eng. dept. rejected	-	11	17	50	89	155	
Tankerman certificates issued	23	9	16	18	8	6	
Tankerman certificates rejected	-	1	-	1	1	-	
Certificates of service issued	951	1512	2148	3131	3877	1144	
Certificates of service rejected	-	7	7	17	38	25	
Certificates of registry issued	-	-	-	-	77	200	
Certificates of registry rejected	-	-	-	-	-	2	
Minor casualties reported	-	147	98	**201	-	-	
Preliminary investigations	17	7	16	-	-	-	
"C" Board Investigations	132	116	72	-	-	-	
Trials	17	12	10	-	-	-	
Lives saved by means of lifesaving appliances required by law	30	16	469	86	250		

* Includes 302 Sanitary Inspections and 468 set safety valves

** Closed without formal investigation

PORTLAND DISTRICT

Marine Inspection under U. S. Department of Commerce, the Office of Marine Inspection in the year 1939, was maintained under the supervision of the Bureau of Marine Inspection and Navigation, Washington, D. C. The Bureau and its various local offices were a part of the U. S. Department of Commerce, which was directed by the Secretary of Commerce. The director of the Bureau of Marine Inspection and Navigation at this time was Commander R. S. Fields, U. S. Navy, Retired.

The Portland District embraced the interstate waters as follows: Columbia River and its tributaries from its mouth to Kennewick, Washington, the Willamette River and its tributaries from its mouth to the head of navigation; and all coastal waters between the Columbia River and Rogue River, inclusive. Definite boundaries of this district begin at Cape Disappointment on the Northwestern point of the Columbia River and the Pacific Ocean at the intersection with the Seattle, Washington District, pass southerly on the Pacific Coast to the intersection with the San Francisco, California District line at the state lines of Oregon and California, then pass due East on the state boundaries between Oregon and California, Oregon and Nevada, Idaho and Nevada, Idaho and Utah, and continue due East into the state of Wyoming, to the Continental Divide; thence North and Westerly along the Continental Divide to the 109th Meridian, then North on the 109th Meridian to the Seattle, Washington District boundary, thence parallel the Seattle, Washington District line Westerly to the point of beginning at Cape Disappointment on the Pacific Coast. This area, serviced from the Portland Office of the U. S. Local Steamboat Inspectors, was a part of the 7th District of the Department of Commerce Bureau of Marine Inspection and Navigation.

Functions of the Bureau of Marine Inspection and Navigation were transferred to the U. S. Coast Guard on March 1, 1942. A short period of time elapsed before any noticeable changes were effected. One of the early changes was to readjust the Portland District to conform with the boundaries of the 13th Naval District. This necessitated extending the confines of the Portland District lines from the 109th Meridian eastward to the state lines between Wyoming, Nebraska, South Dakota, and North Dakota, to the intersection of the Seattle District boundary line. This change was effected in accordance with Headquarters' letter dated 24 June, 1942.

Ports receiving ocean vessels serviced by the Portland Office of the U. S. Local Steamboat Inspectors were Vancouver, Washington; Longview, Washington; Rainier, Oregon; and the following Oregon cities: Westport, Astoria, including Tongue Point Lighthouse Service Station, Warrenton, Gardner, Reedsport, Marshfield, North Bend, Empire, Bandon, and on occasion Port Orford.

Motor boats were inspected at Bingen, Camas, Vancouver, Longview, and Cathlamet, Washington. In the State of Oregon motor boats were inspected at The Dalles, Hood River, Portland, St. Helens, Rainier, Astoria, Seaside, Garibaldi, Tillamook, Oceanlake, Depoe Bay, Newport, Waldport, Florence, Gardner, and Marshfield.

Ferry vessels were inspected and life saving equipment examined on uninspected ferry barges at Broadman, Oregon; Arlington, Biggs, The Dalles, Burlington, Wilsonville, Westport, and Astoria, Oregon; also one ferry between Cathlamet and Puget Island, Washington.

Oil barges were built and inspected at Kennewick, Pasco, and Attalia, Washington. These barges were built for upper river navigation and each carried approximately 198,000 gallons of gasoline per trip from Portland, Oregon, to Umatilla, Oregon, and Attalia, Washington. Oil barges were also built and inspected at Portland, Oregon. Oil barges at Astoria, Toledo and Reedsport, Oregon, were inspected by the Portland Office.

River towing vessels were inspected at Portland, Oregon; Astoria, Reedsport, and Marshfield.

Inspection of land based boilers was conducted at various Government facilities such as the Veterans' Hospitals at Roseburg, and Portland, in Oregon; Walla Walla, Washington, and Boise, Idaho. The Government also was inaugurating a military defense program which entailed the building of numerous airports and military training camps.

Boilers in these camps located at Vancouver, Washington; Portland, Oregon; Pendleton, Oregon; the arsenal at Hermiston, Oregon; and the airport at Boise, Idaho, were also inspected.

The change in the District boundaries effected in June, 1942, added three more Veterans' facilities to those already inspected by the Portland Office. These three were, namely, Cheyenne, Wyoming, Sheridan, Wyoming, and Ft. Harrison, Montana. Otherwise, little increase in work was noticeable because of the larger district territory.

Previous to the Executive Order No. 9083, dated 28 February, 1942, effecting a transfer of the functions of the Bureau of Marine Inspection and Navigation from the Department of Commerce to the U. S. Coast Guard, the activities of the Portland Office were governed by a Board of Local Inspectors; Herbert E. Boyce, Local Inspector of Hulls; and John H. Nolan, Local Inspector of Boilers. The local board at Portland was directly under Captain William Fisher, Supervising Inspector of the 7th District, and the Director, Commander R. S. Fields, of the Bureau of Marine Inspection and Navigation in Washington, D. C. The local board at this time had a staff of eight assistant inspectors, one chief clerk, two clerks and one junior stenographer. A list of the personnel assigned to this office in 1939 is as follows:

1. Herbert E. Boyce, Local Inspector of Hulls.
2. John H. Nolan, Local Inspector of Boilers.
3. Hagan F. Astrup, Assistant Inspector of Hulls.
4. Frank N. Rogers, Assistant Inspector of Boilers.
5. Carl A. Anderson, Assistant Inspector of Hulls.
6. Winfield S. Sturgill, Assistant Inspector of Hulls.
7. Vincent H. Casey, Assistant Inspector of Hulls.
8. George E. Dobbins, Assistant Inspector of Boilers.
9. Henry J. Frazer, Assistant Inspector of Boilers, from January 1, 1939, to August 4, 1939, at which time he died at Los Angeles, California, while en route to a new assignment at Baltimore, Md.
10. Emilio G. Oliotti, had effected a mutual change of positions with Henry J. Frazer and assumed his duties at this office on the 1st August, 1939.
11. Charles E. Gilman, Assistant Inspector of Hulls, appointed June 28, 1939.

Clerical Force:

1. Arthur F. Merrill, Chief Clerk.
2. Blanche E. Solyan, Clerk.
3. Mildred C. O'Kief, Clerk.
4. Eugene R. Everett, Junior Stenographer, terminated her services May 31, 1939.
5. Mary P. Anderson, Junior Stenographer, transferred to Portland, Oregon, August 21, 1939, from Seattle.

Personnel assigned to this office in 1940;

1. Herbert E. Boyce, Local Inspector of Hulls, died by drowning on May 17th. Arthur Joachims was appointed Local Inspector of Hulls effective July 17th, and transferred to this office from San Francisco, Cal.
2. John H. Nolan, Local Inspector of Boilers, was dismissed on October 24th, and Whitmore D. Hill was appointed Local Inspector of Boilers at Portland, Oregon, effective December 1st, at which time he was transferred from Hoquiam, Washington.
3. Mildred C. O'Kief, Assistant Clerk-Stenographer, was dismissed on October 24th.

Personnel assigned to this office in 1941;

1. Arthur Joachims, Local Inspector of Hulls.
2. Whitmore D. Hill, Local Inspector of Boilers.
3. Carl A. Anderson, Assistant Inspector of Hulls.
4. Frank Rogers, Assistant Inspector of Boilers.
5. Charles E. Gilman, Assistant Inspector of Hulls.
6. Emilio G. Oliotti, Assistant Inspector of Boilers.
7. Edward L. Johnson, Assistant Inspector of Hulls, appointed February 17th.
8. William A. Dougan, Assistant Inspector of Boilers, transferred from Mobile, Alabama, March 6th.
9. George E. Dobbins, Assistant Inspector of Boilers.
10. Sverre D. Arnet, Assistant Inspector of Hulls, appointed April 11th.
11. Winfield S. Sturgill, Assistant Inspector of Boilers, resigned February 15th.
12. Hagan S. Astrup, Assistant Inspector Hulls, retired February 28, 1941.

Clerical Force;

1. Arthur F. Merrill, retired February 28, and Blanche E. Solyan was designated as Chief Clerk, effective same date.
2. Henry L. Coble, Assistant Clerk-Stenographer, appointed January 6th.
3. Lawrence W. Cashner, Assistant Clerk-Stenographer, appointed May 1.
4. Mary P. Anderson, Junior Clerk-Stenographer.

The period covered in 1942 is from January 1st until the 1st of March, at which time the Bureau of Marine Inspection and Navigation was transferred from the Department of Commerce to the United States Coast Guard and became known as the United States Coast Guard Merchant Marine Inspection.

Arthur Joachims was Local Inspector of Hulls.

Whitmore D. Hill continued as Local Inspector of Boilers until 29 January, 1942, and on that date was transferred to Seattle, Washington.

Herman Rorquist, was sent from San Francisco, California, 3 February, 1942, to fill the vacancy made by Mr. Hill when he was transferred.

Assistant Inspectors were;

1. Carl A. Anderson, Assistant Inspector of Hulls.
2. Sverre S. Arnet, Assistant Inspector of Hulls.
3. Charles E. Gilman, Assistant Inspector of Hulls.
4. Edward L. Johnson, Assistant Inspector of Hulls.
5. George E. Dobbins, Assistant Inspector of Boilers.
6. William A. Dougan, Assistant Inspector of Boilers.
7. Emilio G. Oliotti, Assistant Inspector of Boilers.
8. Frank N. Rogers, Assistant Inspector of Boilers.

The clerical force was as follows;

The clerical force was as follows:

1. Blanche E. Solyan, Chief Clerk.
2. Henry L. Coble, Assistant Clerk Stenographer.
3. Mary P. Anderson, Junior Clerk-Stenographer.
4. Lawrence W. Cashner, Assistant Clerk-Stenographer.

Personnel were appointed to these positions from lists maintained by the United States Civil Service Commission. In most cases these lists were compiled from the names of those who had successfully passed an assembled Civil Service examination. There were some names added to the Civil Service list which had what was known as an unassembled examination, namely, that the applicants were largely graded according to the years of experience, the type or class of position held, and recommendations from previous employers. Except for a very short time all inspectors that were appointed to this service had a background of a considerable number of years at sea, several of whom were in the capacity of Master, Chief Mate, Chief Engineer, or First Assistant Engineer on ocean vessels. During 1936 a few appointments were made by drawing on men with outstanding records in some of the nation's shipyards. These men, while lacking seagoing experience, had specialized in some particular phase which the Bureau of Marine Inspection and Navigation considered valuable to the Inspection Service.

A large number of the personnel engaged in inspection duties might be termed "self-educated." The sea faring profession was not one that would attract a large number of college graduates and it also offered the opportunity for each person so engaged to study and advance on his own initiative. The confinement of a ship served as a stimulus to induce extensive reading and it should be remembered that travel in itself is broadening; however, it is admitted that guided study was largely lacking. This is not intended to convey the thought that all seafaring men, or all Marine Inspectors, did not have a well-rounded education. Some men went to sea for a number of years and then returned to school, graduating from some of the foremost universities of the country; other completed mechanical engineering courses or studies of other technical subjects before ever starting to sea, but the outline just mentioned gives a fair idea of the average man who has spent a good deal of his life on the water.

The Marine Inspection Service offered several inducements to the men engaged in commerce. Probably the most favorable was the opportunity to leave the sea and live at home with their families, while at the same time they were engaged in the class of work that they had spent a number of years to learn and were familiar with. Each Civil Service employee was given 26 working days a year off with full pay and vacations aboard ship were unheard of until recent years.

Holidays, Saturday afternoons, and Sundays were usually spent at home or for other personal pursuits, while at sea these were simply other working days. The confinement of a ship which denied self-expression was largely eliminated. There were, of course, a number of drawbacks one must encounter when making such a radical change as seamen make when entering shore employment. In the first place the man found himself out of step with both people and conditions ashore and had to go through a period of readjustment lasting a number of years. It was at one time the policy of the Department of Commerce to prohibit a man from serving in his home state. This policy caused a great deal of discontent. Salaries were unreasonably low; the average inspector felt that he had promoted himself when accepting such a

position and still he was compelled to work for less remuneration - in most cases - than he had previously earned while at sea. Added to this were numerous expenses that were never heard of aboard ship.

In all probability one of the reasons that the Department of Commerce found such a large field of seamen from which to draw its Inspectors was that other Inspection societies such as the American Bureau of Shipping, U. S. Salvage, etc., had established a policy of employing young men who had graduated from college and possibly spent a few years working in shore establishments at the profession they had chosen. The reason for this discrimination was that men who have spent a number of years aboard ship develop definite opinions which they find hard to change or make conform to that of others. They also are inclined to discredit the ability of any person who has not had a like training to their own, but in spite of this it might be said the Bureau of Marine Inspection and Navigation had succeeded in building an efficient and fair organization.

The personnel of this office remained the same after the Coast Guard took this service on March 1, 1942. However, the titles of the different inspectors were changed. The office was placed under the authority of one man, later to be known as Officer in Charge, Marine Inspection, who was assisted by the Senior Marine Inspector of Material. Assistant Inspectors of Hulls as well as Assistant Inspectors of Boilers were designated as Marine Inspectors.

Sverre S. Arnet was transferred to the 11th ND, October 15, 1942.

Casimer J. Bernas was appointed as Marine Inspector, November 19, 1942.

Harry H. Bosch was appointed as Marine Inspector, November 20, 1942.

John A. Christian was appointed as Marine Inspector, October 26, 1942.

Christopher H. Endresen was appointed as Marine Inspector, November 16, 1942.

Elvin C. Hawley was appointed as Marine Inspector, April 7, 1942.

Napoleon D. Turner was appointed as Marine Inspector May 18, 1942, and was placed on indefinite sick leave in June of 1945. He will remain on leave until December 9, 1945, when his separation under Honorable Conditions will become effective.

Charles E. Gilman died March 12, 1943.

Lawrence W. Cashner, Assistant Clerk-Stenographer resigned April 30, 1942.

William Chun was appointed Assistant Clerk-Stenographer, and transferred from San Francisco, August 31, 1942, to this office.

Ella J. Sousley, Junior Clerk-Stenographer, was appointed November 9, 1942.

Nema Williamson, Junior Clerk-Stenographer, appointed December 29, 1942.

1943 witnessed the transfer of most of the Marine Inspectors in this office to a Military status in the U. S. Coast Guard. Arthur Joachims was sworn in as Lt. Commander, USCGR(T), February 26, 1943; as Lt. Commander, USCGR, June 4, 1943; and as Commander, USCGR, June 12, 1943, and was designated Officer in Charge of Marine Inspection.

Herman Rorquist, U. S. Local Inspector of Boilers was sworn in as Lieutenant, USCGR(T), 4 February, 1943, and promoted to Lieutenant Commander 3 June, 1943. He was designated Senior Marine Inspector of Material and retired January 1, 1945, at which time he was relieved by Lt. Commander George E. Dobbins.

Commander Arthur Joachims remained as Officer in Charge of Marine Inspection at Portland, Oregon, until 5 May, 1945, at which time he was relieved by Lt. Commander George E. Dobbins, who acted as Officer in Charge until Commander John R. Coiteux reported for duty on 1 June, 1945. Lt. Commander George E. Dobbins then resumed his duties as Senior Marine Inspector of Material.

Officers appointed from Bureau of Marine Inspection and Navigation are as follows:

Name	Date Appointed Temporary Reserve	Date Appointed Regular Reserve
Bernas, Casimer J.	2-26-43	6-5-43
Bosch, Harry H.	2-26-43	6-5-43
Christian, John A.	2-25-43	6-5-43
Dobbins, George E.	2-27-43	6-5-43
Dogan, William A.	2-26-43	8-12-43
Endresen, Christopher H.	2-26-43	6-5-43
Hawley, Elvin C.	2-26-43	6-5-43
Johnson, Edward L.	2-26-43	10-30-44
Oliotti, Emilio G.	2-26-43	6-7-43
Turner, Napoleon D.	2-25-43	6-5-43

Additional officers assigned to this unit from other units to take care of the increased volume of work were as follows:

Lt. John A. Flynn, assigned Dec. 9, 1942; detached March 25, 1943. Qualification: Boiler Inspector.

Ens. James A. Thurston, Assigned July 16, 1943; detached June 9, 1944.

Ens. Eric G. Grundy, assigned September 1, 1943; detached August 8, 1944.

Ens. Daniel H. Phillippe, Assigned Nov. 8, 1943; detached November 24, 1944. Qualification: Welding.

Ens. Walter H. Elliot, assigned Nov. 8, 1943; detached June 2, 1944.

Lt. Edwin C. Davis, assigned June 8, 1944; detached August 6, 1945. Qualification: Hull Inspector.

Lt. James B. Donnellan, assigned August 25, 1944; detached October 1, 1944. Qualification: Hull Inspector.

Lt. Commander Matthew Ryan, assigned October 9, 1944; detached January 27, 1945. Qualification: Hull Inspector.

Lt. (jg) Robert C. Neergaard, assigned Oct. 19, 1944; detached Dec. 23, 1944. Qualification: Sanitary Inspector.

Ens. James C. Crampton, assigned Oct. 14, 1944; detached June 1, 1945.

Ens. Charles D. Spangle, assigned Oct. 13, 1944; detached June 1, 1945.

Ens. Spiers E. Wilson, assigned Nov. 27, 1944; detached April 3, 1945. Qualification: Sanitary Inspector.

Lt. (jg) Donald W. Bertuleit, assigned Nov. 27, 1944; detached July 23, 1945. Qualification: Sanitary Inspector.

Lt. (jg) Lloyd A. Organ, assigned Jan. 1, 1945; detached July 9, 1945.

Lt. Commander Victor V. Miller, assigned April 23, 1945; detached May 5, 1945. Qualification: Boiler Inspector. This officer was borrowed from the Marine Inspection Office at Seattle, Washington, during a period when the work at this port had increased to such an extent that it could not be handled by the regular inspectors at this office.

Chief Yeoman Albert Nelson, assigned May 19, 1944; transferred to Merchant Marine Hearing Unit, Dec. 8, 1944.

Ruth E. Doerrmann, Y3c, (WR), assigned Dec. 7, 1943; detached May 17, 1944.

Anne M. Narracci, Y1c, (WR), assigned July 16, 1944; detached August 20, 1944.

Betty J. Davis, Y3c, (WR), assigned January 16, 1945; detached May 18, 1945.

Sharlone E. Genthner, Slc, (WR), assigned August 12, 1943; detached June 11, 1944. Qualification: Chauffeur.

Lt. Commander Carl A. Anderson, detached Feb. 11, 1944, to accept position as Columbia River Bar Pilot.

Officers assigned to this unit from other units and still attached:

Lt. (jg) Einar Hansen, assigned October 4, 1943. Qualification: None.

Lt. Commander John A. Anderson, assigned Feb. 22, 1944. Qualification: Hull Inspector.

Lt. (jg) Gordon Crymes, assigned Jan. 5, 1945.

Lt. (jg) Lindsey L. High, assigned Jan. 15, 1945. Qualification: Boiler Inspector.

Lt. Eugene Blaine, assigned April 25, 1945. Qualification: Boiler Inspector.

Lt. (jg) Lloyd D. Corlies, assigned June 7, 1945; Qualification: Boiler Inspector.

Chief Warrant Machinist Otis Wright, assigned June 25, 1945. Qualification: Machinist.

Lt. Commander Oliver Trygve, assigned July 7, 1945. Qualification: Hull Inspector.

Lt. Andres O. Leslie, assigned July 17, 1945. Placed on indefinite sick leave August 24, 1945.

Lt. Cyrus A. Willikson, assigned August 5, 1945. Qualification: Boiler Inspector.

Lt. Charles L. Harwood, assigned August 9, 1945. Qualification: Hull Inspector.

Enlisted personnel still assigned to this unit:

Ruth E. Augur, Y3c(WR), assigned May 21, 1945.

Philip J. Malo, CY(R), assigned Jan. 15, 1945.

Genevieve M. Popp, Y2c(WR), assigned Sept. 1, 1944.

Dorothy U. Sharp, Slc(Y)(WR), assigned Sept. 4, 1944.

Ruth A. Spillman, Y3c(WR), assigned Sept. 20, 1945.

Olive E. Tindall, Sp(TR)3c(WR), assigned June 12, 1944.

Marion E. Nystrom, Civilian, assigned Jan. 26, 1945.

Blanche E. Solyan, Chief Clerk, Civilian, assigned May 16, 1945.

Robert A. Henry, Marine Inspector, assigned May 18, 1943. Qualification: Hull Inspector.

CWT Levi Burke, assigned Jan. 15, 1945; detached August 31, 1945.

CMOES Paul M. Palmer, assigned to this unit Feb. 7, 1944; detached August 31, 1945.

A study of the officers assigned to this unit in addition to those inherited from the Bureau of Marine Inspection and Navigation shows a rapid turnover of personnel. It cannot be too greatly emphasized that one of the major qualifications to be satisfactory in spectre is experience. Coast Guard officers may be well qualified as engineers or deck officers. They may have an excellent education, but men with this background still require at least one year's training to be a qualified Marine Inspector capable of efficiently handling any assignment. Officers with no sea experience, some had never held a position in their life previous to entering the U. S. Coast Guard were assigned to this office to help out during the emergency. In most cases these younger men were willing workers, anxious to learn and a sincere effort was made to train them so that they could be trusted to look after one or two phases of inspectional work, however, very often when a man became somewhat proficient he was transferred to another District. Such a condition was not only disheartening but is detrimental to the efforts to build an efficient organization.

It is realized that the period referred to was during wartime; that a considerable amount of confusion existed in all organizations and undoubtedly could not be avoided in entirety by the Coast Guard. This opinion is volunteered for consideration and a guide informing future policy.

Until March 1, 1942, when the United States Coast Guard started to reorganize the Marine Inspection Service, the Portland, Oregon, office, as well as each other office, was under the jurisdiction of a board consisting of a Local Inspector of Hulls, and a Local Inspector of Boilers. This board was assisted in the performance of its various functions by a staff of Assistant Inspectors who specialized in either boilers or hulls, which was essentially a safety organization to promote safety of life at sea, and on board inland vessels as well. Annual inspections were made on all steam vessels (except public vessels), and all other vessels over 15 gross tons carrying freight or passengers for hire. Each inspection consisted of thorough examination of all life saving equipment; means of fighting fire; condition of boilers; machinery and electrical appliances; checking to see if each vessel was equipped according to law and maintained in a fit condition to carry on the business in which it was engaged. Regulations for the number of officers and crew to be carried by all ships, the route over which they were permitted to operate, and the number of passengers they could carry were also designated. Certification of vessels in accordance with the International Safety of Life at

Sea Convention and enforcement of the eight hour day law on sea going vessels was a part of the Local Inspector's regular duties.

The following requirements for vessel inspection is condensed from the "Laws Governing Marine Inspection" and indicates the vessels which must be inspected by the U. S. Local Inspectors;

Motor Boats

- (a) All motor boats regardless of tonnage when carrying passengers for hire are to be in charge of a licensed operator.
- (b) All motor boats over 15 gross tons carrying passengers or freight for hire are to be inspected and issued a Certificate of Inspection and must be in charge of a licensed operator.

Inspection of Tug Boats, Towing Boats, and Freight Boats

The hull and boiler of each tug boat, towing boat and freight boat shall be inspected under the provisions of the law, and the officers navigating subject vessel shall be licensed and shall be subject to the same provisions of the law as officers navigating passenger vessels.

Uninspected Vessels

The following licensing requirements shall apply to Masters, Chief Engineers, Watch Officers, deck and engineer, on all uninspected vessels, however propelled, navigating the seas, which are registered, enrolled and licensed, or licensed under the laws of the United States, whether permanently, temporarily, or provisionally, including yachts, enrolled and licensed, with the exception of;

- (a) Ships of war.
- (b) Government vessels, or vessels in the service of public authority which are not engaged in trade.
- (c) Wooden ships of a primitive build, such as and junks.
- (d) All vessels of less than 200 gross tons.
- (e) Unregulated vessels.

Licenses issued will be given appropriate route and tonnage limitations commensurate with the experience of the applicant.

Uninspected Fishing Vessels

Uninspected fishing vessels of 200 gross tons are to be in charge of licensed officers holding appropriate licenses.

Inspection of Vessels

Every vessel of over 500 gross tons, propelled in whole or in part by steam or by other form of mechanical or electrical power, shall be considered a steam vessel within the meaning of, and subject to all of the laws covering the inspection of steam vessels.

Tank Vessels

All vessels, regardless of tonnage, size, manner of propulsion, or whether self-propelled or not, and whether carrying freight or passengers for hire, or not, which have on board any inflammable or combustible liquid cargo in bulk, except public vessels owned by the United States other than those engaged in commercial service, shall be considered steam vessels and shall be subject to all the provisions of the law governing tank vessels. No tank vessel subject to the provisions of the law shall have on board such liquid cargo until a permit has been indorsed on such Certificate of Inspection indicating that such vessel is in compliance with the provisions of the laws applicable to tank vessels. Certificates of Inspection shall show the kind and grade of such cargo that such vessels may have on board or may transport.

Sail Vessels

The hull of each sail vessel of over 700 tons, carrying passengers for hire and all other vessels and barges of over 100 tons carrying passengers for hire, shall be inspected to determine that the structure is suitable for the service in which the vessel is to be employed and is in condition to warrant the belief that it may be used in navigation with safety to life.

All sail vessels from 200 to 700 tons are to be in charge of licensed officers holding appropriate licenses. Sail vessels of 700 tons shall be in charge of officers holding licenses issued for such sail vessels.

Accidents, casualties and violations of Marine Inspection laws of a not too serious nature were investigated by a "C" Marine Investigation Board consisting of the Local Inspectors or their appointed representatives. Trials of licensed officers and certificated personnel were also conducted by this same board. The Local Inspectors were required to pass on the construction of vessels with the Bureau's approval of everything pertaining to stability, seaworthiness, lifesaving and fire equipment, and everything affecting the vessel's safety or that of its personnel. The board examined all candidates for licenses as Masters, Mates, Pilots, Engineers; certification as able seamen, lifeboatmen, qualified members of the Engine Department and other certificated personnel.

The foregoing was cited as a general guide to acquaint the reader with the functions of the Office of United States Local Inspectors. The following is a more detailed outline of the actual work covered by the Inspectors and their staff.

NEW CONSTRUCTION:

New construction generally applies to the building of new vessels such as ships, barges, towboats, also all unfired pressure vessels, boilers, machinery and any equipment requiring approval by the Bureau of Marine Inspection and Navigation. The Local Inspectors received plans submitted for approval by builders, contractors, and various manufacturers, which were checked in the local office for compliance with Marine Inspection regulations and law.

- (a) After preliminary checks were completed and comments made, the plans, together with the comments, were forwarded to the Bureau for final approval.

- (b) A close check of the actual construction was made over the entire period of building to determine that proper material was used and conformed with the approved drawings, and that workmanship was of satisfactory quality.
- (c) Shell plating or planking, all tanks and double-bottom compartments, bulkheads, and watertight doors were tested to determine if watertight or gastight as necessary.
- (d) Welding was examined in order to assure that the specified sequence was followed and welds of proper quality were made.
- (e) Auxiliary equipment such as steering apparatus, anchor hoisting gear, telegraphs, whistles, telephones, lifesaving equipment, and fire fighting equipment, were tested and operated in the presence of either the U. S. Local Inspectors or their assistants.
- (f) Hydro-static tests were applied to all boilers, pressure vessels, and piping as required by the Marine Engineering Regulations. The operation of the boilers, machinery and appurtenances was witnessed by a qualified boiler inspector.
- (g) Annual inspection usually began when construction was far enough advanced to begin testing parts of the vessel and its equipment. This inspection was not completed until after the vessel had made a satisfactory trial run proving herself seaworthy and all equipment was placed on board.
- (h) A considerable portion of the work just outlined was conducted by joint inspections, that is where both a hull inspector and a boiler inspector witnessed the test or examined the equipment with each other.

ANNUAL INSPECTIONS:

All inspected vessels are required to have a complete annual inspection each year. The object of this inspection of course is to see that the vessel has been kept in compliance with all laws and regulations and is in a safe and seaworthy condition. The following outline will indicate procedure that was followed by Inspectors while conducting inspections on various classes of vessels:

(a) Tests made and witnessed;

- 1. Timbers bored and caulking tested if wooden hull.
- 2. Plating and bulkheads tested and examined if steel hull.
- 3. Annual hydro-static tests to boilers and main steam pipes; bi-annual hydro-static tests to unfired pressure vessels.
- 4. Boiler mountings are opened up and examined every four years; boiler mountings are removed and the studs are examined every eight years.
- 5. Fire extinguishers to be discharged and re-filled if foam or soda and acid type, examined and weighed if CO2 type, pumping ability to be tested on carbon tetrachloride extinguishers and these checked to see they are properly filled.
- 6. Hand fire pumps and power driven fire pumps are tested for pumping efficiency.
- 7. All fire fighting equipment such as hoses, mains, fixed extinguishing systems, foam

- generating engines, etc., are tested.
- 8. All life-saving equipment such as lifeboats, rafts, floats, and life preservers are examined and tested as required.

(b) Examinations made;

- 1. Application for inspection on Bureau of Marine Inspection and Navigation Form N. 833 is made by the owner. This application is checked to see if it is properly executed.
- 2. Vessels' documents are examined.
- 3. Classification of load line certificate is checked.
- 4. Expired or expiring certificates are picked up and checked.
- 5. Drydock examinations are made of each vessel required to be inspected and the general condition of the hull is noted and recorded, any repairs necessary to put the vessel in seaworthy condition or required to be made are examined to see if properly done.
- 6. Condition of bulkheads, frames, cofferdams, and tanks is investigated.
- 7. Condition of decks, hatches, and man-holes is noted and necessary repairs ordered.
- 8. Condition of draft marks and their proper spacing is determined.
- 9. Ocean and Coastwise vessels require that their tail shafts be drawn at least once in each three years and examination is made to determine if any flaws or cracks or other indication of failure are visible. A check on the wear-down on the stern bearing is made and if necessary the stern bearing is re-wooded.
- 10. Examination of the rudder, the pintles, and gudgeons, is made to determine their general condition and worn parts are renewed as necessary.

MARINE CASUALTY INVESTIGATION BOARDS

Casualty involving loss of life.

(R.S. 4450-46 U.S.C. 239) The Secretary of Commerce shall prescribe rules and regulations for the investigation of Marine casualties involving loss of life in order to determine whether any incompetence, misconduct, unskillfulness, or willful violation of law on the part of any licensed officer, pilot, seaman, employee, owner, or agent of such owner of any vessel involved in such casualty, or any inspector, officer of the Coast Guard or other officer or employee of the United States, or any other person, caused or contributed to the cause of such casualty. For the purposes of investigating such a Marine casualty, the Secretary of Commerce shall appoint a Marine Casualty Investigation Board or Boards consisting of a chairman and two other members; the chairman shall be an officer or employee of the Department of Justice, (learned in Maritime laws) designated by the Attorney-General; one member shall be a representative of the Bureau of Marine Inspection and Navigation designated by the Secretary of Commerce; and the other member shall be an officer of the United States Coast Guard designated by the Secretary of the Treasury. All reports shall be made to the Secretary of Commerce and such reports shall be public records and be open to inspection at reasonable times by any persons. Copies of such reports shall be sent to the Attorney-General and to the Secretary of the Treasury. (May 27, 1936, Section 4).

The type of investigating board referred to in the quoted law was known as an "A" Marine Investigation Board. Though this board was appointed by the Secretary of Commerce, the Local Inspectors often

were requested to investigate such casualties in a capacity acting for the "A" Board. This necessitated that an extensive investigation be conducted by the office of United States Local Inspectors and complete reports compiled to send to the appointed "A" Board for consideration.

Casualty not involving loss of life.

(R.S. 4450-46 U.S.C. 239) The Secretary of Commerce shall establish rules and regulations for the investigation of marine casualties and accidents not involving loss of life, any act in violation of any of the provisions of this title or of any of the regulations issued thereunder, and all cases of acts of incompetency or misconduct committed by any licensed officer or holder of a certificate of service while acting under the authority of his license or certificate of service, whether or not any of such acts are committed in connection with any marine casualty or accident. The Secretary of Commerce shall classify marine casualties and accidents not involving loss of life according to the gravity thereof and in making such classification the Secretary shall give consideration to the extent of injuries to persons, the extent of property damage, the dangers actual or potential which such marine casualties or accidents may create to the safety of navigation or commerce. All such marine casualties or accidents classified as serious shall be investigated by a marine board appointed by the Secretary of Commerce consisting of two principal traveling inspectors and a supervising inspector of the Bureau of Marine Inspection and Navigation. Marine casualties or accidents classified as less serious shall be investigated by a marine board consisting of representatives of the Bureau of Marine Inspection and Navigation designated by the Director thereof. (May 27, 1936, Section 4).

The board appointed under the provisions of the law just referred to was known as a "B" Investigating Board and as in the case of "A" Boards United States Local Inspectors were often instructed to investigate such casualties or accidents for the appointed "B" board and submit a complete report for their consideration.

All such accidents or casualties classified as less serious were investigated by a "C" Marine Investigation Board consisting of the Local Inspectors or their representatives. In such cases, after considering their findings, they made certain recommendations which were sent to the Director of the Bureau of Marine Inspection and Navigation for approval before action was taken. Trials of officers or certificated personnel on vessels were handled in a like manner. The great fault in this system was that by the time the Director of the Bureau of Marine Inspection and Navigation could approve recommendations of such a Board the parties involved were usually scattered all over the world and in a great many cases escaped punishment. A "Man-Wanted" list was published by the Bureau but this list continued to grow until it reached such proportions that it was practically impossible for an Inspector to check against the Articles in the time he was aboard a vessel. Many believed that even when a man was located his name was seldom removed from the list of wanted seamen.

SERIOUS MARINE CASUALTIES AND ACCIDENTS AND OTHER MATTERS COMING WITHIN THE SCOPE OF THE INVESTIGATION POWERS OF THE "B" MARINE INVESTIGATION BOARD AS APPROVED BY THE ACT OF MAY 27, 1936, AMENDING SECTION 4450 R.S.

1. Serious marine casualties and accidents not involving loss of life shall include the following:

- (a) Collisions between vessels resulting a total property damage to hull or machinery amounting to \$20,000 or more or total loss of any vessel of 500 gross tons or over.
- (b) Collisions between vessels either of which carries 200 or more passengers, or between two or more vessels, the gross tonnage of either vessel amounting to 8,000 tons.
- (c) Collisions between a vessel and a lock, dock, pier, harbor bridge, jetty breakwater, structure, beacon, cable, sunken object, etc., or any aid to navigation resulting in property damage to either vessel or object collided with or both amounting to \$20,000 or more.
- (d) Fire on board a cargo vessel or tanker resulting in property damage amounting to \$10,000 or more to the vessel, or \$15,000 or more to the cargo.
- (e) Any fire not of a confined nature aboard a vessel carrying 100 or more passengers or inflammable cargo, such as gasoline, explosives, etc.
- (f) Any main boiler explosion aboard a vessel where any person has sustained serious bodily injury.
- (g) Any explosion aboard a vessel of 300 gross tons or over due to any cause resulting in property damage amounting to \$5,000 or more or the disablement of the vessel.
- (h) The wrecking, sinking, or foundering of a vessel of 1,000 gross tons or over or of a vessel carrying 100 or more passengers.
- (i) Abandonment of a vessel of 500 gross tons or over at sea or in inland waters.
- (j) Grounding or stranding of a vessel resulting in property damage amounting to \$20,000 or more to bottomplates, keel, keel plates, floors, transverse frames, longitudinal frames, intercostals, or any other principal part of the hull or propulsion machinery.
- (k) Disablement of a vessel of 10,000 gross tons or over at sea for which a proper cause is not apparent and the safety of the vessel, passengers, or crew has been placed in jeopardy regardless of whether the vessel has been towed into port or been rendered any other assistance.

2. Serious matters which shall be investigated by the "B" Marine Investigation Board shall include the following:

- (a) When three or more persons have sustained serious bodily injuries as a result of any marine casualty or accident involving a vessel regardless of the nature of the casualty, the amount of property damage, size or type of vessel, etc.
- (b) Complaints against licensed officers and holders of certificates of service or efficiency alleging incompetence, negligence, misconduct, intemperance, or any violation of any of the provisions of this title or any regulation issued thereunder when committed in connection with any serious marine casualty or accident as herein classified.

- (c) Any vessel of 500 gross tons or over remaining unaccounted for after an unreasonable length of time has elapsed since the vessel was last heard from.

LESS SERIOUS CASUALTIES AND ACCIDENTS AND OTHER MATTERS COMING WITHIN THE SCOPE OF THE INVESTIGATION POWERS OF THE "C" MARINE INVESTIGATION BOARD.

1. All marine casualties and accidents and other matters within the provisions of this Act, not involving loss of life, and not classified herein as serious shall be deemed and considered as less serious and investigated as such by representatives of the Bureau of Marine Inspection and Navigation designated by the Director thereof.
2. In the event the "C" Marine Investigation Board shall undertake to investigate any matter which during the course of such investigation, the Board in its judgment should determine to be more properly within the jurisdiction of a "B" Marine Investigation Board, then the said "C" Marine Investigation Board with the approval of the Director, shall certify such investigation to a "B" Marine Board for proper action. The Director, within his discretion, may certify any case pending before a "C" Marine Investigation Board to a "B" Marine Investigation Board for proper action. (F.R. Doc. 2188 - Filed, September 11, 1936; 4:46 p.m.)

Several accidents involving motor boats carrying freight or passengers for hire were investigated by "C" Marine Investigation Boards each year and on some occasions preliminary "A" Boards investigated accidents, involving motor boats, which resulted in loss of life and serious injury to crew or passengers of these vessels. The writer remembers one case where a motor boat blew up after completion of fueling at Newport, Oregon. Three men in the crew were injured and a fourth person standing on the waterfront street of Newport, a distance of over 200 feet from the scene of the explosion, suffered a severe skull fracture. The Bureau of Marine Inspection and Navigation had adopted a policy of not certificating new motor boats which were propelled by gasoline engines and after investigating numerous accidents such as the one just mentioned the merits of this policy were clearly demonstrated. Several thousand motor boats were operating in the Portland district during the period here recorded; only a few were inspected vessels, but all accidents or casualties have been investigated regardless of whether or not the vessels involved were inspected by the Bureau of Marine Inspection and Navigation. Investigation of such accidents required that inspectors be sent to points 200 or more miles from their home office. Very often it took 2 or more days to complete this work and it was necessary to take a stenographer or recorder along on such trips. Separate units were not provided for this work and very often severe handicaps resulted because clerical help and inspectors had to be taken away from other important duties.

Boilers were inspected for Government agencies located at different points throughout the confines of the district. Annual inspections were conducted to Veterans' Facilities located at Portland, Oregon; Roseburg, Oregon; Walla Walla, Washington; and Boise, Idaho. Only one boiler inspector was used for this purpose, but it was necessary to allot at least one full month of his time each year in order to conduct the inspections enumerated.

The U. S. Army Engineers Department requested that all of their floating equipment and land based boilers or pressure vessels be inspected each year. This work is itemized more fully in the chapter devoted to inspectional activities, but it might be well to call attention to the fact that two inspectors devoted at least one month and oftentimes more to the inspection of U. S. Army Engineers' vessels at the Government Moorings at Portland, Oregon. One inspector had to travel over most of the district testing boilers or pressure vessels on land stations at Astoria, Salem, Bonneville, Big Eddy, Oregon; Pasco, Washington; and to the various airports being constructed at Portland, Pendleton, Oregon; and Boise, Idaho. Inspections were conducted at the ammunition dump at Hermiston, Oregon; the Army camp at Walla Walla, Washington; and also the Vancouver Barracks located at Vancouver, Washington.

Oil barges were being built as far away from Portland as Kennewick, Washington, from 1939 until production was stopped in 1941 due to the United States entering the war. The construction of these barges was checked by Inspectors from the Portland Office, sometimes at intervals as frequent as every week.

Over 20 ferry boats were operating in this district from outlying places and were regularly inspected by the Portland Office. Some ferries are owned by various counties and are known as free ferries, not carrying passengers or freight for hire, being supported by the local gasoline tax. These vessels were not given annual inspection but their equipment was checked at frequent intervals.

There were no unclassified passenger vessels in this district which required special surveys.

An examination room for the purpose of examining candidates for Marine licenses and for certificating licensed personnel was maintained at the Portland Office. This examination room under the charge of the Local Inspectors was placed directly in the care of one hull and one boiler inspector and was open the same hours as that of the general office. The examining inspectors were assigned to this work for a period of six months in order that they could thereby be alternated so that each would gain the same experience. Each inspector had his own questions compiled by himself and approved by the Local Inspectors so that the examinations themselves were changed whenever a new set took over the duties as examiners.

Added to the duties of Marine Inspectors after transfer of this organization to the U. S. Coast Guard were certain other obligations caused by the development of the war. Wartime safety measures were published in January, 1943, and many additional requirements were placed on vessels. Shipyards were swinging into full stride and peak production was attained. This greatly increased the number of inspections. The inability to procure trained employees by repair yards caused innumerable delays to vessels in operation, going through annual inspection; licensing and certificating personnel for ships was continually increasing. Qualification requirements for Marine officers and crews were lessened. Marine Inspectors who enrolled in the U. S. Coast Guard and accepted commissions also had certain military obligations imposed upon them. A vast enlargement of field activities in the Portland office made it imperative to increase the personnel both in the inspectional and clerical divisions. This new personnel had to be trained at the same time the office was going through a period of reorganization.

At the start of the time covered by this History, from the first of the year 1939 until 1 March, 1942, what is now known as the U. S. Coast Guard Office of Marine Inspection, in Portland, Oregon, was called the U. S. Department of Commerce Bureau of Marine Inspection and Navigation Office of the Local Inspectors. It has been previously mentioned that this office was governed by a Board of Local Inspectors, and in this chapter a more detailed account of the Board's functions, the organization of this office, and management, will be given. In order to understand the system developed when Marine Inspection was a part of the U. S. Department of Commerce, it is first necessary to become familiar with the meaning of the term "Board of Local Inspectors." This Board consisted of a local inspector of hulls who was an experienced navigator, familiar with vessel operation and management as concerns Masters and Deck Officers. The local inspector of boilers was an experienced engineer, familiar with the operation of vessels, and management of the engine department; also care of all machinery and boilers. It was the duty of this board to administer all rules and regulations required by law and prescribed by the Board of Supervising Inspectors, enforce all Federal Regulations and Navigation Laws, inspect vessels as required by law, examine all licensed officers and engineers for vessels, and certificate all seagoing personnel. Each local inspector having specialized in a different branch of the Marine profession was not encouraged or expected to qualify for handling the work of the other. It was considered advisable for them to act in unison as a board, each member having equal authority, and all decisions as pertaining to the inspection of vessels or other duties of their office required joint approval, certificates, licenses and other marine documents were not valid unless signed by each member of the board, the exception to this rule being that the supervising inspector was authorized to sign in lieu of both board members.

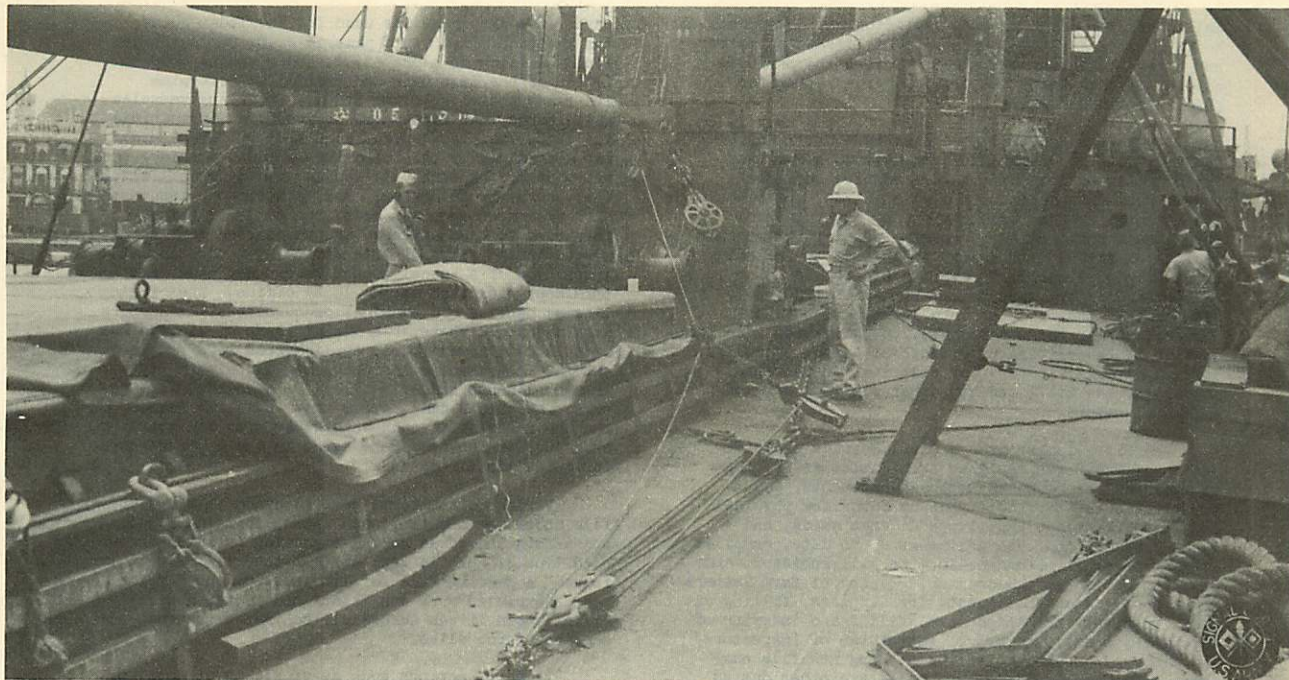
The assistant inspectors acted for the Local Inspectors in the field, in most cases they conducted complete inspections to vessels, and advised those with whom they came in contact as to the requirements of the law. These inspectors were acting under the authority granted by the Local Board, and therefore, had no power to sign any documents, licenses, or letters, with the exception of seamen's certificates. In the event that any person considered his requirements in error or at fault, he was privileged to appeal to the Local Inspectors, and if agreement could not be reached, of course, the appeal could be presented to the Supervising Inspector of the District, the Director of the Bureau of Marine Inspection and Navigation, or the Secretary of Commerce, whose decision was considered final. This privilege was seldom exercised because in nearly all cases, a clear interpretation of the requirements of the law was easily agreed upon by both parties. Where any question except those affecting the safety of the vessel or members of its crew arose, it was the policy of the local board to give the ship owners or manufacturers of equipment, whichever the case might be, the benefit of the doubt, and allow the vessel to proceed, or manufactured equipment to be used until such time as the whole matter could be clarified through reference to the Supervising Inspector.

Mr. Herbert E. Boyce was the Local Inspector of Hulls in 1939. John H. Nolan was the Local Inspector of Boilers during this same time. They were assisted by four assistant inspectors of hulls and four assistant inspectors of boilers. The volume of work handled by the Portland Office at this time, and the nature of the work performed was such as to permit the assistant inspectors to operate in pairs, that is, one hull inspector and one boiler inspector making a set. Most

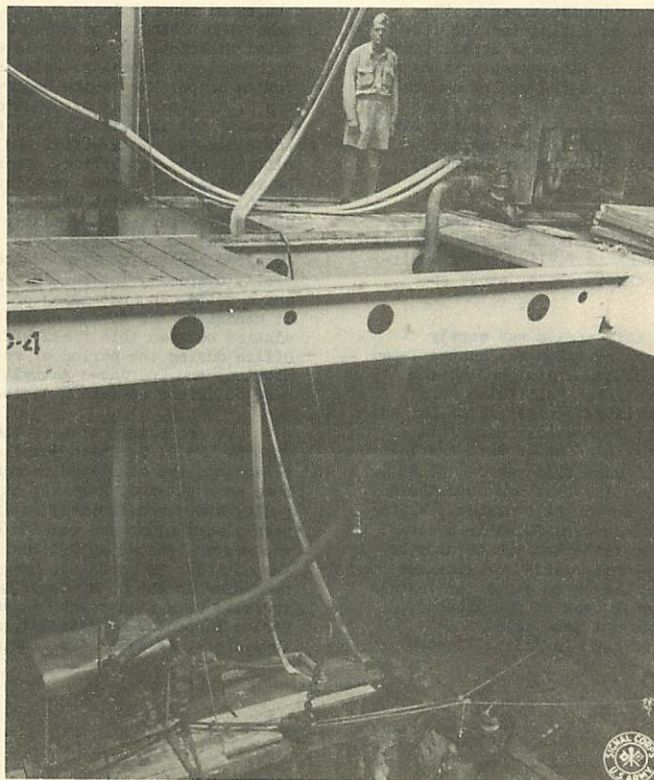
tests and inspections required joint observation by both hull and boiler inspectors, and it had been found that to keep the same two men working together was the most efficient method of complying with the requirements of the Regulations. The assistant inspectors reported to the Local Inspectors each morning, and were given their assignments for the day. While in the field, they were expected to telephone in to the office at frequent intervals - unless they were on work that required their full time - for any other assignments that might be necessary to cover during the day. At the end of each day, a complete report of the work accomplished was turned in to the Local Inspectors for their perusal so that they were thoroughly familiar with all activities going on in the field. The local board had established a policy of encouraging assistant inspectors to feel perfectly free to take up any questions or interpretations of the rules where there was a feeling of indecision so that in nearly all cases like interpretations were arrived at by each set of assistants.

In order to keep complete records of all work performed and conditions found, a large volume of clerical work was necessary. This office had a clerical department consisting of one Chief Clerk, two Clerk Stenographers, and one Junior Clerk-Stenographer. In 1939, a rapid turnover in members of the clerical department began, and this resulted in a tremendous load in training the new personnel. The progress of certificating all unlicensed personnel on Great Lakes, Ocean and Coastwise vessels over 100 gross tons which had been inaugurated two years earlier had resulted in a large increase in clerical work for each office of the Local Inspectors throughout the country. While the peak load for issuing certificates had been passed by 1939, the issuance of these certificates still continued on a large scale, and usually overtaxed the facilities of this office. It was necessary for both clerks and inspectors to work extra hours at frequent intervals in order to keep up with this load.

The work in the clerical section was divided into groups as follows: The Chief Clerk, acting as administrative assistant in charge of the non-technical phases of the Marine Inspection activities, supervises, assigns work, and instructs other clerks in the performance of the various duties, and checks their completed work to assure that it is grammatically correct, in accordance with the Rules, Regulations and laws governing the work performed. The Chief Clerk develops and puts into effect any new office procedure, supervises filing, transacts routine business with ship-owners, ship-builders, steamship agents, manufacturers, licensed officers, seamen, lawyers, and others, including interviewing callers to whom subordinate clerks are unable to furnish information or other data requested; dictates to stenographers letters answering inquiries of, and furnishing information to other Government organizations, private individuals, and commercial organizations, relating to the functions of the office, keeps familiar with, interprets, and maintains an accurate and up to date file of all Rules, Regulations, laws, circular letters, memoranda, approved equipment, etc., in order to be able to furnish forthwith any information that may be requested by various inspectors or interested individuals; receives and routes all incoming mail to insure its correct and proper distribution, and keeps check on all outgoing mail to assure its correct and proper mailing; prepares efficiency ratings for clerical force; checks inventories of office supplies and determines quantities to be ordered for each item; has prepared under Chief Clerk's supervision all reports on vessels and equipment, all licenses, and other reports required, such as daily reports of activities, mis-



SALVAGE OF SS WILLIAM B. OGDEN, EAST COAST OF INDIA, 1944
 SHOWING NUMBER 5 STARBOARD WINCH
 WHICH WAS RIGGED FOR HAULING TACKLES OF JURY RIG STEERING GEAR
 (SEE APP.A)



SHOWING ARP (SALVAGE) PUMPS ABOARD SS WILLIAM B. OGDEN LIBERTY SHIP
 DURING SALVAGE OPERATIONS DIRECTED BY COAST GUARD (SEE APP. A)

cellaneous periodic reports, certificates, Government boiler tests, factory inspections of lifeboats, rafts, and other lifesaving equipment. During the period covered in this part, the Civil Service rating for Chief Clerk was CAF-4.

Clerk-Stenographers were allowed a Civil Service rating of CAF-3. Their duties consisted of writing Certificates of Inspections for vessels, and other vessel documents such as inspection cards, and re-inspections, drydock examination, sanitary inspections, hull and machinery reports; maintaining monthly records of all activities for the District, including a semi-monthly report of progress of vessels being constructed in the District, taking dictation and transcribing the contents into correspondence for dispatch within the departments, or to outside agencies; assists in the writing of expense accounts, payrolls, copying circular letters for distribution to various members of the staff and any other clerical work of a general nature.

The Clerk-Typist with a Civil Service classification of CAF-2 was assigned such duties as writing up licenses for Deck and Engine departments, and Certificates of Service; types up forms for physical and vessel examinations; types license cards, and keeps lists of approved equipment up to date, compiles summary of overtime and collection bill register, and waits on public at the counter. Typing of form letters and reports, such as requests for supplies, filling out overtime blanks for inspectors, filing and indexing of circulars, a daily record of activities of inspectors, indexing and cross-indexing, assigning new file numbers, and answering telephone calls are other duties of the Junior Clerk-Stenographer.

The Chief Clerk's Civil Service rating of CAF-4 was raised to CAF-5 on 1 February, 1945. Another Assistant Clerk-Stenographer was allotted to this office and assumed duties on 6 January, 1941. This increased the clerical force to three clerk-stenographers, instead of two as previously mentioned.

A complete assortment of publications by the Bureau of Marine Inspection and Navigation for distribution to the public was kept on hand at all times. These publications are given to interested parties who call at the office and request needed copies or are mailed out to various steamship companies or other parties engaged in the marine field. A complete list of all publications will be found in the chapter devoted to Inspectional activities before March 1, 1942.

No clerks were provided for work in the examination room, but assistance was rendered by the clerical force to both examiners, such as filling in of applications, filing completed examinations, etc., as previously mentioned.

The filing system in this office was sorely in need of revision and such revision was contemplated as soon as available help could be assigned to the task. It is described as follows: All files were filed numerically with the latest number first, or to the front, and were not cross-indexed. Each file was filed with papers in calendar order with the last date on top. Vessel and license files were kept in the open folder. For every file that was made there was a white card referring to the file number. White cards for licenses and vessels were filed in a card cabinet under miscellaneous title and the cards were filed alphabetically. The white cards for licenses were grouped together, and the white cards for vessels were grouped together just in back of the license cards. White cards for subject were filed in a separate box marked "Subjects." In filing license

cards, the last name was used for the index guide, for instance, if a man's name is J. C. Smith, cards would be filed in alphabetical order, using each letter of the last name and initial to determine its exact position in the index. In filing vessel's white cards, the first name or vessel's first initial indicated the place where filed and rotational order was determined by the following letters. Besides the white cards for each file and for all types of filing, there were the following: For each license issued a card record of same was made, the original being forwarded to Headquarters, and the carbon copy being placed in the files of this office. At each annual inspection of a vessel a card report was made, and this copy was filed in the local office. When filing license papers, old examination questions and answers were discarded whenever a higher grade of license has been issued; however, old applications were retained and the last examination completed was always kept in each license holder's file. On envelopes for vessels, the ship's name, gross tons, official number, and the vessel file number together with the years each envelope covered were typed in the upper corners for quick identification.

Various blank forms were retained in a drawer file under the counter, each drawer being numbered, and a form index was kept designating in which drawer each type of form is kept so that they can be readily found. A pending file for licenses and another for all uncompleted work was maintained in the general office where it was accessible to inspectors and clerical force alike.

Time off periods such as vacations of days' or weeks' duration, a few hours or afternoons off, were staggered in order that all work could be adequately taken care of during the entire year. Time off because of illness was provided for by an allowance of annual sick leave. Absence due to such causes cannot be anticipated but only on rare occasions has it incurred any hardship.

The Seventh Marine Inspection District was abolished and Portland, Oregon, was transferred to be under the District Coast Guard Officer of the 13th Naval District. He was assisted by a Marine Inspection Officer, Daniel B. Hutchings, who performed duties comparable to the Supervising Inspector under the U. S. Department of Commerce. The result of this transfer was immediately felt and was definitely advantageous. This office was in close association with the District Office. Unusual conditions could be reported and almost immediate answers received. Monthly meetings with officers from all Coast Guard units afforded the opportunity to become familiar with the operations in other ports. Difficulties that had required lengthy correspondence and detail were more easily overcome; instructions or orders were discussed and a better understanding of their intent was possible. It cannot be too firmly stressed that the closer association between this field office and the District Office during the period of reorganization, war production, and increased activities resulted in much more efficient operation of the unit.

The reorganization of the Marine Inspection Service by the U. S. Coast Guard continued over an extended period and the completed reorganization has not yet (1946) been accomplished. However, major changes and present policy are now definitely outlined. Each office has been placed under the command of a Commanding Officer, who was designated as Officer in Charge of Marine Inspection. In Portland, Oregon, this officer was a Commander in the U. S. Coast Guard Reserve. He was assisted by a Lieutenant Commander designated as Senior Marine Inspector of Material, and a staff of Marine Inspectors, as well as a clerical force which has been

greatly enlarged to take care of added responsibilities. The increase in personnel necessitated procuring additional office space and two more rooms adjoining the main office were obtained and were used as an examination room, the partition between these two rooms having been removed.

The filing system remained the same but has been greatly enlarged and in addition to all Civilian files there were now files for Military forms, personnel, and other matters. Additional office equipment such as file cases, cabinets, typewriters, etc., was made available by the Coast Guard and much of this equipment had been requested from the Bureau of Marine Inspection, but funds were not available for its procurement.

Liberty and leave was more easily granted under the Military system, a medical department was available to all Military personnel which has provided more adequate protection. During emergencies if additional help was required it could be more readily procured.

The establishment of the Shipping Commissioner's Office at Portland, Oregon, was coincident with the appointment on 28 October, 1935, by the Secretary of Commerce, of Harold C. Jones, as U. S. Shipping Commissioner. He was given the oath of office by Federal Judge J. Alger Fee on the same date.

The Shipping Commissioner had been engaged in maritime work for the U. S. Government since the first of August, 1918, as agent of the U. S. Shipping Board, Recruiting Service and Local Manager of Shipping Service for the U. S. Department of Commerce. Previous duties were cancelled and he was authorized to set up a Commissioner's Office in the same quarters, located at 1008 S.W. Sixth Avenue. The records of the Shipping Commissioner were removed from the office of Collector of Customs. (NOTE: Under R.S. 4503 (Title 46 U.S.C. 543) the duties of a Shipping Commissioner are performed by the Collector of Customs or his deputy.) Previous to the appointment of the Shipping Commissioner, such duties had been handled by the Collector of Customs as provided in the mentioned section of the U. S. Code at Portland, Oregon.

The Shipping Commissioner's Office, at its inception, reported direct to the Bureau of Navigation and Steamboat Inspection, Department of Commerce, Washington, D. C. All shipping commissioners were placed under the direction of Mr. C. W. Sanders, Supervising Officer. It has been mentioned in another chapter that the title "Bureau of Navigation and Steamboat Inspection" was changed to Bureau of Marine Inspection and Navigation by the Act of 27 May, 1936. The change of title had no effect on the duties or operational functions of the various commissioner's offices throughout the country. Early in 1941, commissioners were placed under the partial jurisdiction of the Supervising Officers, but their reports continued to be made direct to the Bureau in Washington as before.

Shipping Commissioners were provided for by an Act of Congress, dated June 7, 1872 (R.S. 4501, Chapter 322. Title 46 U.S.C. 541.) The original statutes made provision for recompense on a fee basis. Later changes were made in R.S. 4501 which eliminated the fee system, and the present revisions now read:

"The Secretary of Commerce shall appoint a commissioner for each part of entry, which is also a port of ocean navigation, and which, in his judgment, may require the same; such commissioner to be termed a Shipping Commissioner; and may, from time to time, remove from office any such commissioner whom he may

have reason to believe does not properly perform his duty, and shall then provide for the proper performance of his duties until another person is duly appointed in his place. The Secretary of Commerce shall regulate the mode of conducting business in the shipping offices to be established by the shipping commissioners as hereinafter provided, and shall have full and complete control over the same, subject to the provisions herein contained; and all expenditures by shipping commissioners shall be audited and adjusted in the General Accounting Office in the mode and manner provided for expenditures in the collection of customs."

R. S. 4502 (46 U.S.C. 542) "Every Shipping Commissioner so appointed shall give bond to the United States, conditioned for the faithful performance of the duties of his office, for a sum in the discretion of the Secretary of Commerce, of not less than \$5000, in such form and with such security as the Secretary of Commerce shall direct and approve; and shall take and subscribe the oath prescribed by Section 1757 of the Revised Statutes (5 U.S.C. 16) before entering upon the duties of this office."

R. S. 4505 concerns the appointment of clerks and deputies, whose acts shall be as binding as if done by the Commissioner.

R. S. 4506 covers the matter of furnishing an official seal which together with the signature of the commissioner shall be received as presumptive evidence of the official character thereof.

R. S. 4507 instructs the Secretary of Commerce to furnish suitable offices and rooms to be known as the Shipping Commissioner's Offices.

R. S. 4508 outlines the duties;

First - To afford facilities for engaging seamen by keeping a register of their names and characters.

Second - To superintend their engagement and discharge in manner prescribed by law.

Third - To provide means for securing the presence on board at the proper times of men who are so engaged.

Fourth - To facilitate the making of apprenticeships to the sea service.

Fifth - To perform such other duties relating to merchant seamen or merchant ships as are now or may hereafter be required by law.

R. S. 4554 (46 U.S.C. 651) "Every shipping commissioner shall hear and decide any questions whatsoever between a master, consignee, agent, or owner, and any of his crew, which both parties agree in writing to submit to him; and every award so made by him shall be binding on both parties, and shall, in any legal proceedings which may be taken in the matter, before any court of justice, be deemed to be conclusive as to the rights of parties. Any document under the hand and official seal of a commissioner purporting to be such submission or award shall be prima facie evidence thereof."

R. S. 4555 (46 U.S.C. 652) This authorizes the commissioner to call upon owner, agent, master or crew member to produce any document relative to proceedings under above R.S. 4554, or with respect to wages, claims, or discharge of seamen.

R. S. 4594 (46 U.S.C. 542a) Provides a penalty for any commissioner, clerk or employee who asks or receives any remuneration for hiring or supplying any seaman for a ship.

After the issuance of Executive Order 9083, which transfers the functions of Bureau of Marine Inspection and Navigation to the U. S. Coast Guard, the office of the U. S. Shipping Commissioner and its functions were placed under the supervision of the Officer in Charge, Marine Inspection. The commissioner soon became known as the U. S. Coast Guard Shipping Commissioner, although there is no legal foundation for such a designation. The transfer of this office was effective 1 March, 1942, and on 1 July, 1942, the Shipping Commissioner was assigned additional duty as Senior Marine Inspector (Personnel).

The Commissioner's Office was moved from 1009 SW Sixth Avenue to Suite 925 in the Failing Building in order to create more efficient operation under the Officer in Charge of Marine Inspection.

February 4, 1943, Commissioner Jones was commissioned as a Lieutenant, USCGR(T), and on 3 June, 1943, he was advanced to Lieutenant Commander USCGR(T).

The Shipping Commissioner and his office were associated in a business way with a large field, - steamship companies, Assistant Captain of the Port, Collector of Customs, Bureau of Immigration, Draft Boards, Federal Bureau of Investigation, Clerk of U. S. Court, U. S. Attorney's Office, Steamship Agents, Steamship Brokers, United Seamen Service, Passport Division of the Secretary of State, Navy Routing Office, Coast Guard Intelligence Section, Coast Guard Hearing Unit, Maritime Union, Recruitment and Manning Office of War Shipping Administration, and Divisions of Wartime Insurance of the War Shipping Administration, are some agencies with which public relations are maintained. In acting as arbitrator between seamen and their employers and to a limited extent controversies between unions and steamship companies, the commissioner does not always have an enviable position. The Portland, Oregon, office, like the offices in other ports, has succeeded in establishing a reputation for fair and impartial judgment. This is a very necessary asset in conducting business of the type performed.

Maritime law requires that certain conditions be complied with whenever seamen are employed aboard a ship. These conditions are enumerated and set forth in a document known as the Ship's Articles. This document amounts to a contract between the seamen and the master of a vessel. All members of the crew on board any vessel going outside the territorial waters of the United States sign the said contract and agree to its provisions. The master signs as a direct representative of the company or agents who operate the vessel. A copy of the conditions of these articles is required to be posted in a conspicuous place on board so that the contracting parties may refer to it when desired, this copy is known as the forecastle card. The U. S. Shipping Commissioner witnesses the signing of articles and after determining that its clauses do not conflict with existing law, impresses his seal on the document attesting to its legality. The law also provides that seamen may allot a certain part of their wages to dependent relations, or for the purchase of Government Bonds, etc. The Shipping Commissioner accepts applications for allotments at the time of signing the articles and it is his duty to keep a record of such agreements so that the allotter will be assured payments are made.

On completion of a voyage and the termination of the articles or contract between the seamen and the

master, the Shipping Commissioner must witness the signing off of the crew. The term 'signing off' is commonly applied to the act where all parties sign clear and agree that the terms of the contract have been satisfactorily complied with before relinquishing all right to claims or further adjustments. Any disputes or controversies are usually decided by the Shipping Commissioner; but, in the event that agreement cannot be reached, it must be remembered that he is there in an advisory capacity only and final decision rests with the courts.

All seamen are required to have in their possession when signing articles, and at all times when employed under the provisions of Shipping Articles, a Continuous Discharge Book or a Certificate of Identification. Additional certificates attesting to the qualification of seamen to perform certain duties are also required. Since January, 1937, when the present law first came into force, the Shipping Commissioner's Office has issued all Certificates of Identification or Continuous Discharge Books. Certificates of Service attesting to the qualifications of seamen were issued by the office of the Local Inspector, Bureau of Marine Inspection and Navigation until after this office became known as the U. S. Coast Guard, Office of Marine Inspection. The Officer in Charge continued to issue Certificates of Service until June, 1944, at which time the Shipping Commissioner began issuing all seamen certificates, but professional qualifications were passed upon by the Office of Marine Inspection. It is the duty of the U. S. Shipping Commissioner to ascertain that all seamen when signing articles are in possession of the proper certificates which entitle them under provisions of law to work at the position they hold. Effective 1 November, 1945, Certificates of Identification and Certificates of Service, Able Seamen and Lifeboat Certificates, etc., are merged into a simple laminated card known as a U. S. Merchant Mariner's Document.

Personnel in the Shipping Commissioner's Office at Portland, Oregon, and their Civil Service Ratings, under the Department of Commerce from 1 January, 1939 to 1 March, 1942, was as follows:

Harold C. Jones, CAF-9
U. S. Shipping Commissioner

Gale T. Blundell, CAF-2
Junior Clerk-Stenographer
Acting Deputy Shipping Commissioner

Rudolph Grady, CAF-2
Junior Clerk-Stenographer
Acting Deputy Shipping Commissioner

Harold M. Ball, CAF-2
Junior Clerk-Stenographer
Acting Deputy Shipping Commissioner

Raymond E. Routtu, CAF-2
Junior Clerk-Stenographer
transferred to Shipping Commissioners Office
at San Pedro, California, Dec. 31, 1939

John D. O'Hollaren, CAF-2,
Junior Clerk-Stenographer
appointed January 1, 1942

Personnel in the Shipping Commissioner's Office at Portland, Oregon, and their ratings, under U. S. Coast Guard direction from 1 March, 1942 to 31 August, 1945:

John D. O'Hollaren resigned September 15, 1942

C. W. McCurdy, (535-719) USCGR, assigned
October 27, 1942, made Sp(X)3c(MSC) Feb. 1, 1945

Felix Roby, (565-295) Slc, USCGR, assigned October 27, 1942, made Sp(X)3c(MSC) Feb. 1. 1945

Melvin Hammer, (584-775) Slc, USCGR assigned January 1, 1943, made Sp(X)3c(MSC) March 1, 1945 Transferred August 3, 1945

Gale T. Blundell, (665-201), enlisted as Yeoman 2c, USCGR, and assigned to office of the U. S. Shipping Commissioner, Portland, Oregon, January 28, 1943. Promoted to Ylc June 11, 1943. Transferred September 13, 1944.

George Harkonen, (237-084) Slc, USCG, assigned March 27, 1943. Promoted to Coxswain October 20, 1943.

Robert Golsch, (589-566) Slc, USCGR, assigned July 1, 1943.

Rudolph Grady, advanced to Civil Service rating of CAF-4, August 1, 1943.

Harold M. Ball, advanced to Civil Service rating of CAF-4, August 1, 1943, and placed on military leave September 7, 1943.

Lieutenant Douglas R. Whittier, USCGR, assigned August 24, 1944. Transferred to sea duty April 10, 1945.

Harold Miramonte, (675-191) Slc, USCGR, assigned January 29, 1945.

William Fulton, (569-525) USCGR, assigned August 11, 1945.

Earl Sanders, (533-640) Y2c, assigned September 13, 1945.

Statistical Information:

Marine Documents Issued:

	1939	1940	1941	1942	1943
Certificates of Identification	549	438	545	1519	1351
Continuous Discharge Books	48	22	23	43	80
Duplicate Certificates	75	40	150	100	168
				1944	1945
Certificates of Identification				762	583
Continuous Discharge Books				36	24
Duplicate Certificates				269	375

Other certificates issued are listed in the chapter devoted to inspectional activities. All seamen's certificates were issued by the Shipping Commissioner beginning in June 1944, but are listed in the other chapter for uniformity.

The various Maritime Unions objected to the Continuous Discharge Books when the law was first passed and issuance began. In 1937, a concession was made and Certificates of Identification were issued in lieu of the Continuous Discharge Book. This eliminated a complete record of the seaman's previous

employment which was their main objection to the books. Considerable controversy on this subject occurred at the time, employers and many others contended that the union members were afraid to stand on their own record. The unions, however, countered with charges that employers would find the Discharge Books advantageous in discriminating against their members for union activities. They felt this could be accomplished by discharging men after a short period of employment on several vessels and the book would indicate from the entries therein that the man concerned could not hold a job for any reasonable length of time, and vessel operators would then refuse him further employment.

Duplicate certificates are issued when a seaman makes a claim in the form of a sworn written statement that his original certificates were lost, stolen, or destroyed. During the war and especially during the period of intensive enemy submarine activity, more duplicate certificates were issued than at any other time because these documents either went down with the vessels, or were obliterated by immersion in water when the holder jumped overboard. The figures for the Portland, Oregon area do not indicate this but this can be readily explained by the fact that during the time this country sustained such heavy shipping losses very few rescued seamen returned here and they usually procured their duplicate certificates in whichever port they were brought to after rescue.

	1939	1940	1941	1942	1943	1944	1945
Record of Shipping:							Until 31 Aug.
Seamen Signed-on Articles	2158	2449	2119	4547	6398	4220	7312
Seamen Signed-off Articles	1866	1490	802	350	504	1500	4310
Total Crews Signed on Vessels	65	69	60	143	180	128	154
Total Crews Signed Off Vessels	57	41	20	9	9	33	94

The following contains statistical data as related to the inspectional activities of the Portland, Oregon Office of the Bureau of Marine Inspection and Navigation, from January 1, 1939 to August 31, 1945, and while these data are related to the statistical data in the next chapter it is felt that some distinction should be made between such matter as pertains exclusively to the inspectional activities and that of a general nature.

The following information regarding inspections has been separated as much as possible but many inspections are made of a minor nature and would have to be listed under so many varying subjects as to be impracticable, therefore these have been grouped under one heading and titled Miscellaneous Inspections.

During the year 1939, from January 1st to June 30th, the following inspections were made. All lists of inspections for other years are taken for the period covered by the fiscal year, i.e., from July 1st to the following June 30th.

Annual Inspections	65	Gross Tonnage	202,603
Reinspections	128	Gross Tonnage	518,417
Drydock Examination	84	This includes the drawing and examining of 12 tail shafts.	

Miscellaneous	332
Sanitary	129
Gov't Owned Boilers	34
Gov't Owned Hulls	9

Licenses were issued in the following capacities:

Master	8
Mates	8
Pilots	14
Engineers	14
Motor Boat Operators	88

Licenses were renewed in the following capacities:

Masters	25
Mates	10
Engineers	37
Motor Boat Operators	50

Licenses indorsed:

For higher tonnage rates - 23

Certificates were issued in the following capacities:

Able Seamen	26
Lifeboatmen	40
Tankermen	6
Certificates of Service	253
Qualified member of Engine Dept.	50

"C" Board, preliminary "A" and "B" Boards investigation completed were: 34

Trials of licensed officers and certificated seamen completed were 12

For the fiscal year ending June 30, 1940, the following annual inspections of passenger vessels were completed:

1 Ocean Vessel	6,202 gross tons
2 River Vessels	386 gross tons, combined
1 River Motor Vessel	43 gross tons
4 Motor Boats	121 gross tons, combined
1 River Barge	15 gross tons

Annual inspections were completed on the following ferry vessels:

2 River Motor Vessels	328 gross tons, combined
4 River Motor Boats	211 gross tons, combined
3 Barges	94 gross tons, combined

Annual inspections were completed on the following freight vessels:

31 Ocean Steam Vessels	148,777 gross tons aggregate
3 River Steam Vessels	1,364 gross tons, combined
1 River Motor Vessel	225 gross tons, combined

Annual inspections were completed on towing vessels:

12 - with a combined gross tonnage of 3,705

Annual inspections were completed on the following U. S. Government-owned vessels:

1 River Steam Vessel	160 gross tons
3 Ocean Motor Vessels	3,547 gross tons, combined
3 River Motor Vessels	1,200 gross tons, combined
1 Oceangoing Motor Boat	36 gross tons
9 Non-propelled	2,999 gross tons, combined

SUMMARY:

Inspections completed to ocean going vessels - 37

Total gross tons - 158,583

Inspections completed and vessels certificated for bays and sounds:

1 of 19 gross tons

Inspections completed to river vessels:

74 of 16,042 gross tons

Reinspections were made on:

375 vessels of an aggregate tonnage of 1,593,993

Drydock examinations were completed on:

69 vessels with an aggregate gross tonnage of 179,173. Of this number 20 vessels had their tail shafts drawn for examination.

Safety Radio Telegraphy Certificates were issued to:

25 vessels

Examinations for setting sealing safety valves made on:

12 vessels

Sanitary inspections completed on:

208 vessels

Examinations for carriage of persons in addition to crew (Merchant Marine Act, 1920):

12 vessels

Other miscellaneous examinations: 647

Government land boilers inspected: 19

The following Marine licenses were issued in the capacity itemized:

Masters	12
Mates	15
Pilots	5
Engineers	24
Motor Boat Operators	229

The following Marine licenses were renewed:

Masters	55
Mates	16
Pilots	2
Engineers	107
Motor Boat Operators	137

Licenses indorsed: 23

Staff Officers: 1

Certificates issued to unlicensed seamen were as follows:

Able Seamen	44
Lifeboatmen	47
Tankermen	29
Certificates of Service	433
Qualified members of Engine Dept.	62

New welders certificates issued; 15

Welders certificates renewed; 6

Preliminary "A" Board investigations completed:

11	7 Pending
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Preliminary "B" Board investigations completed; 1

Number of "C" Board cases completed;

41	39 Pending
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For the year ending June 30, 1941, the following annual inspections were completed and certificates issued:

Passenger Vessels;

1 River Steam	125 gross tons
1 River Motor	43 gross tons
1 River Motor Boat	47 gross tons
1 Ocean Motor Boat	21 gross tons

Ferry Vessels;

2 River Motor	328 combined gross tons
5 River Motor Boats	274 combined gross tons

Freight Vessels;

14 Ocean Steam	50,621 combined gross tonnage
1 River Motor	581 gross tons
1 River Motor Boat	225 gross tons

Sea-going Barges;

4 of a combined gross tonnage of 1885

Tank Vessels;

33 River Barges	7,057 combined gross tonnage
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Towing Vessels;

11 River	3,752 combined gross tonnage
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U. S. Government-owned vessels;

1 Ocean and Steam; 1 of 1645 gross tons

River Steam; 1 of 762 gross tons

Ocean Motor Vessels; 1 of 833 gross tons

River Motor Vessels; 2 of 367 combined gross tons

Ocean Motor Boats; 1 of 36 gross tons

Non-propelled Vessels; 3 of 586 combined gross tons

SUMMARY;

Total annual inspections of ocean and coastwise vessels;

22 with an aggregate gross tonnage of 55,041

Total annual inspections of river vessels;

62 with a combined gross tonnage of 14,147

Included in the above are 3 vessels of 1,123 gross tons, receiving their first certificate in inspection.

Certificates of Inspection were refused, revoked, or withdrawn from 6 vessels.

Number of miscellaneous inspections and examinations:

Reinspections - 254 with aggregate gross tonnage of 1,173,317

Drydock Examinations - 46 with aggregate gross tonnage of 99,138, including the drawing of tail shafts on 7 vessels

Sanitary Inspections - 212

Examinations for setting and sealing safety valves - 30

Safety Radio Telegraphy Certificates - 17

Other miscellaneous examinations - 552

Government hulls inspected - 6

Government boilers afloat - 9

Government land boilers inspected - 32

Examinations for the carriage of persons in addition to the crew - 5
(Merchant Marine Act, 1920)

New Construction;

Number of vessels under construction in the Portland District - 21

Number completed during the year - 5

Hull man-days inspected - 91 $\frac{1}{2}$

Boiler man-days inspected - 54 $\frac{1}{2}$

The following Marine Licenses were issued in the capacities itemized;

Masters	5
Mates	10
Pilots	4
Engineers	17
Motor Boat Operators	145

The following Marine Licenses were renewed;

Masters	51
Mates	16
Pilots	0
Engineers	85
Motor Boat Operators	400

Licenses indorsed; 0

Staff Officers; 1

Certificates issued to unlicensed seamen in the following capacities;

Able seamen	39
Lifeboatmen	17
Tankermen	21
Certificates of Service	393
Qualified members of Engine Dept.	64

New welders certificates issued; 6

Welders certificates renewed; 11

Indorsements made on various certificates; 78

Indorsements refused; 2

Engine Department certificates refused; 3

Welders certificates refused; 6

Preliminary "A" Board investigations completed;

3 2 Pending

Preliminary "C" Board cases completed;

23 8 Pending

Trials of licensed officers and certificated seamen were; 3

For the period ending February 28, 1942, the following annual inspections were completed and certificates issued;

Passenger Vessels;

1 River Steam of 120 gross tons
1 River Motor Boat of 47 gross tons

Ferry Vessels;

3 River Motor of 153 combined gross tons

Freight Vessels;

41 Ocean Steam of aggregate gross tonnage of 262,646

Tank Vessels;

3 Ocean Steam of 19,095 combined gross tons
20 River Tank Barges of 74,898 combined gross tons

River Motor Boats;

2 Combined gross tonnage of 628

Towing Vessels;

7 Combined gross tonnage of 2,254

SUMMARY:

Total annual inspections of ocean and coastwise vessels;

44 with an aggregate gross tonnage of 281,741

Total annual inspections of river vessels;

34 with an aggregate gross tonnage of 78,100

Included in the above are 33 vessels with an aggregate gross tonnage of 236,811 receiving their first Certificate of Inspection.

Certificates of Inspection were refused, revoked, or withdrawn from 4 vessels.

Number of miscellaneous inspections and examinations;

Reinspections - 72 with aggregate gross tonnage of 282,057

Drydock Examinations - 51 with aggregate gross tonnage of 238,806, including the drawing of the tail shafts for examination on 6 vessels.

One special survey was completed

Sanitary inspections - 69

Examination for setting and sealing safety valves - 17

Other miscellaneous examinations - 1365

Safety Radio Telegraphy Certificates issued - 46

Air tanks accepted - 5

New Construction;

Number of vessels being constructed during the year - 65

Number of vessels completed during the year - 39

Hull man-days inspecting - 301

Boiler man-days inspecting - 296

Factory Inspections;

Life rafts - 40

Life preservers - 69

Air tanks for preservers - 289

The following Marine licenses were issued in the capacities itemized;

Masters	3
Mates	2
Pilots	0
Engineers	9
Motor Boat Operators	55

The following Marine licenses were renewed;

Masters	41
Mates	5
Pilots	3
Engineers	65
Motor Boat Operators	53

Licenses indorsed;	0
Staff Officers;	1

Certificates issued to unlicensed seamen in the following capacities;

Able seamen	66 - refused 6
Lifeboatmen	59 - refused 5
Tankermen	11
Certificates of Service	696
Qualified members of Engine Dept	66 - refused 5

Indorsements made on various certificates;

200 - refused 5

Staff Officers - 3

New welders certificates issued; 151

Welders certificates refused; 152

Welders certificates renewed; 4

Preliminary "A" Board Investigations completed; 1

Trials completed; 1

Preliminary "C" Board Investigations completed; 18

Trials completed; 7

From March 1, 1942, to the end of the fiscal year the following inspections were made;

Annual Inspections:

Freight Vessels

13 Ocean Steam of aggregate gross tonnage of 87,549

Ferry Vessels

1 River Motor of 58 gross tons

Tank Vessels

2 River Motor of 310 gross tons
9 River Barges of 2,449 combined gross tons

Towing Vessels

3 River of 967 gross tons

Included in the above are 11 vessels of 78,936 combined gross tons receiving their first Certificate of Inspection.

Number of miscellaneous inspections and examinations:

Reinspections - 24 with aggregate gross tonnage of 94,019
Drydock Examinations - 19 with aggregate gross tonnage of 76,600, including the drawing of the tail shaft for examination of one vessel

Examinations for setting and sealing safety valves - 5
Other miscellaneous examinations - 456
Sanitary inspections - 24
Safety Radio Telegraphy Certificates issued - 9

New Construction:

Number of vessels completed - 5
Hull man days inspecting - 70½
Boiler man days inspecting - 58 ¾
Factory inspections life rafts - 29
Air tanks for life rafts - 99

The following Marine Licenses were issued in the capacities itemized:

Masters	5
Mates	8
Pilots	1
Engineers	28
Motor Boat Operators	21

The following Marine Licenses were renewed:

Masters	20
Mates	6
Pilots	0
Engineers	30
Motor Boat Operators	31

Certificates issued to unlicensed seamen in the following

Able seamen	22
Lifeboatmen	15
Tankermen	3
Certificates of Service	202
Qualified members of Engine Dept.	24

Certificates refused: 1

Endorsements made on various certificates: 29

New welders certificates issued: 110

Welders certificates refused: 92

For the year ending June 30, 1943, the following annual inspections were completed and certificates issued:

Passenger Vessels:

1 River Motor Boat of 48 gross tons

Ferry Vessels:

2 River Steam of 3,306 combined gross tons
1 River Motor Vessel of 233 gross tons
4 River Motor Boats of 184 aggregate gross tons
1 Barge of 480 gross tons

Freight Vessels:

172 Ocean Steam of aggregate gross tonnage 1,234,396
1 River Motor of 225 gross tons

Tank Vessels:

15 Ocean Steam of aggregate gross tonnage 166,612
3 River Motor of aggregate gross tonnage 938
30 River Barges of aggregate gross tonnage 6,779

Towing Vessels:

11 River Steam of aggregate gross tonnage 3,588

U. S. Government Vessels:

1 Ocean Steam of 1,645 gross tons
1 Ocean Motor Vessel of 833 gross tons
1 River Motor Boat of 36 gross tons
4 Non-self-propelled of aggregate gross tonnage of 1,348

SUMMARY:

Total annual inspections of ocean and coastwise vessels:

189 with aggregate gross tonnage of 1,393,486

Total annual inspections of river vessels:

59 with aggregate gross tonnage of 17,165

Included in the above are 187 vessels of 1,391,008 gross tons receiving their first Certificate of Inspection.

Certificates of Inspection were refused, revoked, or withdrawn from 23 vessels.

Certificates were restored or returned to 2 vessels

Number of miscellaneous inspections and examinations:

Reinspections - 16 with aggregate gross tonnage of 7,255

Drydock Examinations - 18 with aggregate gross tonnage of 30,074, including the drawing of the tail shafts for examinations on 2 vessels.

Examinations for carriage of personnel in addition to crew (Merchant Marine Act 1920) - 6

Sanitary Inspections - 1
 Examinations for setting and sealing safety valves - 8
 Other miscellaneous examinations - 4,987
 Safety Radio Telegraphy Certificates issued - 187
 Government owned air pressure tanks - 19
 Government boilers afloat inspected - 14
 Government boilers land based inspected - 107

New Construction:

Number of vessels under construction during the year - 212
 Number of vessels completed during the year - 187
 Hull man days inspecting - 799
 Boiler man days inspecting - 1153

Factory Inspections:

Lifeboats - 1331 accepted
 Liferafts - 835 accepted
 Buoyant apparatus - 100 accepted
 Life preservers - 212 accepted
 Oars - 1334 accepted; 165 rejected
 Masts - 3 rejected

Examinations to miscellaneous equipment resulted in the acceptance of 11,079 items and rejection of 525 others

Air tanks accepted - 17,064

The following Marine Licenses were issued in the capacities itemized:

Masters	14
Mates	32
Pilots	5
Engineers	68
Motor Boat Operators	45

The following Marine Licenses were renewed:

Masters	57
Mates	15
Pilots	3
Engineers	29
Motor Boat Operators	30

Staff Officers: 5

Certificates issued to unlicensed seamen in the following capacities:

Able seamen	221 - refused 17
Lifeboatmen	213 - refused 8
Tankermen	8 - refused 0

Certificates of Service	1162 - refused 1
Qualified members of Engine Dept.	375 - refused 14

Welders certificates issued - 297; refused - 191

Endorsements issued - 524; refused - 1

Preliminary "A" Board Investigations completed:

2 Pending 0 Trials 0

Preliminary "B" Board Investigations completed: 0

Number of "C" Board cases completed: 9

Trials completed 7; preliminary investigations completed - 23; pending - 1; suspension and relocation proceedings - 5

For the year ending June 30, 1944, the following annual inspections were completed and certificates issued:

Passenger Vessels:

1 River Motor of 48 gross tons

Ferry Vessels:

1 River Steam of 1,653 gross tons
 7 River Motor of aggregate gross tonnage 543

Freight Vessels:

146 Ocean Steam of aggregate gross tonnage 1,048,527
 1 River Steam of 120 gross tons
 1 River Motor of 225 gross tons

Barges:

3 Ocean of aggregate gross tonnage 7,473

Tank Vessels:

56 Ocean Steam of aggregate gross tonnage 585,088
 1 River of 12 gross tons
 31 River Barges of aggregate gross tonnage 7,785

Miscellaneous Vessels:

10 River Steam Towing of aggregate gross tonnage 3,181

U. S. Government Vessels:

3 Ocean Steam of aggregate gross tonnage 3,094
 1 River Steam of 63 gross tons
 2 River Motor of combined gross tonnage 200
 6 Non-self-propelled River of aggregate gross tonnage 2,134

SUMMARY:

Total annual inspections of ocean and coastwise vessels:

208 with aggregate gross tonnage of 1,644,182

Total annual inspections of river vessels:

62 with aggregate gross tonnage of 15,964

Included in the above are 210 vessels of 1,633,293 gross tons receiving their first Certificate of Inspection.

Certificates of Inspection were refused, revoked, or withdrawn from 12 vessels and none were restored or returned.

Number of miscellaneous inspections and examinations:

Reinspections - 18 with aggregate gross tonnage of 3,031

Drydock Examinations - 30 with aggregate gross tonnage of 32,075, including the drawing of tail shafts for examinations on 7 vessels.

Special surveys completed - 1

Sanitary inspections - 63

Examinations for setting and sealing safety valves - 18

Safety Radio Telegraphy Certificates issued - 200

Checking repairs - 188

Checking compliance with Subchapter "O" - 197

Examinations for carriage of personnel in addition to crew - 19
 Other miscellaneous inspections - 7,212
 Fire and Boat drills - 273
 Government hulls inspected - 0
 Government boilers afloat inspected - 22
 Government land boilers inspected - 91

New Construction:

Number of vessels under construction during the year - 235
 Number of vessels completed during the year-210
 Hull man-days inspecting - 1,544
 Boiler man-days inspecting - 1,502

Factory Inspections:

Lifeboats - 1,719 accepted
 Life rafts - 746 accepted
 Life floats - 195 accepted
 Life preservers - 172 accepted
 Signal-pistol cartridges - 12 accepted

Miscellaneous equipment examined - 31,368 items accepted; 2,435 items rejected

Hull man-days inspecting - 795
 Boilers - 1 rejected
 Unfired pressure vessels - 183 accepted
 Boiler tubes - 12 accepted
 Miscellaneous equipment examined - 10,511 items accepted
 Boiler man-days inspecting-201

The following Marine Licenses were issued in the capacities itemized:

Masters	11
Mates	46
Pilots	11
Engineers	56
Motor Boat Operators	32

The following Marine Licenses were renewed:

Masters	38
Mates	8
Pilots	14
Engineers	56
Motor Boat Operators	23

Staff Officers: 78

Certificates issued to unlicensed seamen in the following capacities:

Able seamen	327 - refused 15
Lifeboatmen	266 - refused 4
Tankermen	13 - refused 0
Certificates of Service	663 - refused 7
Qualified members of Engine Dept.	443 - refused 18

Welders certificates issued - 183 refused - 173
 Endorsements issued - 614 refused - 28
 Hull man-days issuing certificates - 314
 Boiler man-days issuing certificates - 314

Investigations:

(Note: The following proceedings were conducted by the Merchant Marine Hearing Unit which was organized on 23 August, 1943, and this report continues to 10 March, 1944, when the Hearing Unit was made independent from this office.)

Preliminary investigations completed:

47 Pending - 10

Suspended or relocation proceedings completed:

48 Pending - 2

Of these 21 were probation

Closed without final investigation: 43

Inspector man-days: 474

For the year ending June 30, 1945, the following annual inspections were completed and certificates issued:

Passenger Vessels:

1 River Motor of 47 gross tons

Ferry Vessels:

5 River Motor of 417 combined gross tons

Freight Vessels:

145 Ocean Steam of aggregate gross tonnage of 1,313,663

Tank Vessels:

67 Ocean Steam with aggregate gross tonnage of 691,324
 2 River Motor of 902 combined gross tons
 30 River Barges of aggregate gross tonnage of 7,971

Miscellaneous Vessels:

1 Army Transport Troop of 12,387 gross tons

Towing Vessels:

10 River Steam of combined gross tonnage of 3,181

Government Vessels:

4 River Steam of aggregate gross tonnage of 1,847
 2 River Motor with combined gross tonnage of 200
 4 Non-self-propelled of combined gross tonnage of 1,102

SUMMARY:

Total annual inspection ocean and coastwise vessels:

147 of aggregate gross tonnage of 2,004,987

Total annual inspection river vessels:

59 of aggregate gross tonnage of 15,979

Included in the above are 129 vessels with aggregate gross tonnage of 1,217,209, receiving their first Certificate of Inspection.

Certificates of Inspection were refused, revoked or withdrawn from 7 vessels.

Number of miscellaneous inspections and examinations:

Reinspections - 15 with aggregate gross tonnage of 2,165
 Drydock Examinations - 47 with aggregate gross tonnage of 280,074

Examinations for setting and sealing safety valves - 16
 Safety Radio Telegraphy Certificates issued - 55
 Checking repairs - 52
 Examination for carriage of personnel in addition to crew - 22
 Other miscellaneous inspections - 547
 Government boilers afloat inspected - 5
 Government boilers land based inspected - 28
 Air tanks accepted - 2,015

New Construction:

Number of vessels under construction during the year - 9

Factory Inspections:

Lifeboats - 39 accepted
 Life floats - 15 accepted
 Life ring buoys - 1 rejected
 Buoyant apparatus - 193 accepted
 Davits (sets) - 108 accepted
 Winches (lifeboats) - 36 accepted
 Line throwing guns - 48 accepted
 Hermetically sealed cans, water and provisions - 383 accepted
 Miscellaneous items - 1,497 accepted; 251 rejected
 Unfired pressure vessels - 121 accepted
 Steel plates - 3 accepted
 Boiler tubes - 1 accepted
 Other miscellaneous items - 1532 accepted; 25 rejected

The following Marine Licenses were issued in the capacities itemized:

Masters	7
Mates	50
Pilots	1
Engineers	58
Motor Boat Operators	51

The following Marine Licenses were renewed:

Masters	56
Mates	10
Pilots	4
Engineers	74
Motor Boat Operators	11

Staff Officers: 43

Certificates were issued to unlicensed seamen in the following capacities:

Able seamen	160 - refused 16
Lifeboatmen	122 - refused 19
Tankermen	3
Certificates of Service	421
Qualified members of Engine Dept.	311

Endorsements on various certificates 806
 Refused 41

Number of welders certificates issued - 16
 Number of welders certificates refused - 6

OPERATIONAL PROBLEMS

In the period from the beginning of 1939 when this writing began, until March 1, 1942, this office was under the U. S. Department of Commerce. All employees were working under Civil Service status and with the exception of a few slight changes were organized to operate on a

peace time basis. Portland, Oregon, was a port of call for most vessels rather than a home port. Three Allied steamship lines, operating under the management of the States Steamship Company, made Portland the home port. Most repairs, annual inspections, and intended alterations to the vessels of these companies were passed on by this office. On occasions vessels called at this port that were operated or owned by other steamship companies and requested annual inspections but to a great extent the major portion of the work done by the Bureau of Marine Inspection and Navigation Office of the U. S. Local Inspectors in Portland consisted of reinspections, sanitary inspections, and fire and boat drills to ocean vessels. Local vessels such as river craft and ferries were given annual inspection and a large number of motor boats carrying passengers for hire operated out of outlying ports in the district, and were given annual inspections as well as quarterly inspections during the year.

TRANSPORTATION DIFFICULTIES

One major problem during this time was that of transportation. Emergency calls were received from vessels as far as 220 miles from this office. To many of these outlying places railroad transportation and bus service was inadequate. In order to cope with this problem inspectors were encouraged to use their own cars and the remuneration for such travel was insufficient to cover the actual cost of operation. To compensate for this deficiency some concessions were made but there was no satisfactory solution. After March 1, 1942, when the functions of the Bureau of Marine Inspection and Navigation were transferred to the U. S. Coast Guard the transportation problem was still a major one but gradually improved because of changes in the nature of work and the allotting of one station wagon for the use of this office. The inspection of motor boats in outlying districts completely stopped, eliminating a considerable amount of travel. Because of the volume of work in the various local shipyards a number of inspectors were stationed in each yard and used either public transportation systems or their own cars at their choice. The Assistant Captain of the Port's office oftentimes helped out in an emergency and Coast Guard boats could be used to board vessels in stream where previously this water transportation had to be requested from agents of the vessel. Our own station wagon was sent out each day to take inspectors to various places of work, make incidental trips and when possible, take care of the personnel in the Shipping Commissioner's Section. A number of our inspectors continued to use their own cars which is still a major help in taking care of the work performed.

TRIALS AND HEARING FAILURES

Another problem previous to the starting of the Merchant Marine Hearing Unit was the inefficient manner in which investigations and trials were handled by the old Investigation Boards. This was previously mentioned but no comparisons were made with the present system. A Board would conduct an investigation and trial under the old system, enumerate the findings, draw up a summary, and make their recommendations. The entire report was forwarded to the Bureau in Washington, D. C., where the Legal Department checked over the report, determined its legality, and imposed any penalties which were decided just. Marine Inspectors are not lawyers. They receive no training other than instructions given by letter and occasionally advice from a superior in their department, so that many cases were dismissed because of a legal technicality. In cases where the Board's decisions or recommendations were upheld and a seaman's certificate or license was suspended or revoked, usually the seaman was on

his way to England or some other part of the world on another vessel than the one on which the offense occurred. His name was published on a "Wanted Seamen List" but in most cases it was easy to escape detection by frequently changing vessels, in any event months of delay were incurred and whenever the seaman was found all he had to do was to make an appeal and another long period of delay resulted. It was found that some seamen had more than one certificate, some issued under aliases so that if one certificate was suspended, he shipped from another port using a different name. The entire system for checking and apprehending "Wanted" seamen was so impracticable that the seamen themselves, Marine Inspectors, and others concerned felt that it should have been thrown out.

The possibility of evading trial, escaping punishment after trial, and the using of illegal seamen's documents was largely eliminated by the Merchant Marine Hearing Unit's establishment by the U. S. Coast Guard in all ports where there was an Office of Marine Inspection.

PORT SECURITY REGULATIONS AFFECT ON MARINE INSPECTION

Another problem which affected war time operation was largely remedied by the organization of Marine Inspection as a military organization. Port Security regulations made it difficult for unauthorized persons to enter certain port areas. In any case delays would arise, which would retard the accomplishment of planned work unless one could quickly establish his identity and be permitted to get on the job. Marine Inspectors in a U. S. Coast Guard uniform carried identification cards that were readily recognized and no trouble was encountered in entering restricted areas. There were also occasions wherein instructions from a Civil authority would be disregarded but a military order had to be carried out. These occasions were rare but in most cases were of great importance when they did occur.

CONFUSION RESULTING FROM SCATTERED SOURCE OF INFORMATION PERTAINING TO NEW LEGISLATION AND CHANGES IN REGULATIONS

Probably no Government Agency in peace time ever had to acquaint itself with more new legislation, changes in regulations and instruction than did the Bureau of Marine Inspection and Navigation, and its field offices. Circular letters, and Monthly Bulletins enumerated changes in regulations, gave interpretations of existing regulations, and other governing factors concerning the inspection and operation of vessels to such an extent that one of the most common remarks inspectors had to listen to was: "When are you people going to make up your minds?" The advent of the change from peace time to war time operations necessitated radical changes in practically every phase of inspectional activity covered by the U. S. Coast Guard Marine Inspection but this was expected. When questions arose and no immediate decision or answer could be arrived at locally, the facilities of the Coast Guard were at the disposal of the Officer in Charge, and an early decision could be reached. Recently the U. S. Coast Guard has distributed a new publication to its field offices entitled "Merchant Marine Inspection Instructions" and it is believed that this will greatly simplify the work of the Marine Inspection Offices. Even during the war time operation the publication of Sub-chapter O and Wartime Safety Measures, was found to work to a great advantage.

Under Coast Guard operation this office was able to procure additional personnel to meet the changed conditions. It is doubtful if this could have been accomplished by drawing on the Civil Service lists. It is definitely certain that adequate clerical help

could not have been provided without the assignment of Coast Guard SPARS to this unit. The requirements for the inspector personnel have continually increased since the beginning of the war, but the needs could not always be anticipated and the ability to draw on military personnel was a distinct advantage.

17th NAVAL DISTRICT

The Bureau of Marine Inspection and Navigation was transferred to the U. S. Coast Guard by Presidential Executive Order No. 9083 of the 28th of February, 1942. Since that date up to and including 30 November, 1945, the following work was accomplished in the 17th Naval District.

155 annual inspections were conducted and completed and 677 other than annual inspections of steam and motor vessels were made. The vessels were inspected for their degree of compliance with War Shipping Administration Regulations, sub-chapter "O" and also for minor defects. A large number of the above vessels were operated by the U. S. Army.

During the above mentioned period, 491 boilers, ranging in size from 50 hp. to 2000 hp. were inspected in this district. The majority of these boilers were inspected at the request of the U. S. Army in all Army cantonments throughout the Territory, including the Aleutian Islands chain. 25 of these boilers were inspected at the request of the U. S. Navy.

During the period that the Hearing Unit was in operation in this district, 1326 steam and motor vessels were boarded to investigate sanitary conditions and crew complaints. The Hearing Unit was officially in operation from 1 July, 1943 to 1 October, 1945. The Hearing Unit conducted 101 misconduct cases and 120 casualty cases. The total amount of casualty cases conducted from 28 February, 1942 to 30 November, 1945 was 712. This figure includes all casualties in this district excluding Naval casualties in the Aleutian Islands. Included are the undocumented vessels that have become a total loss during that period.

535 motor boats have been examined and inspected in compliance with Headquarter's instructions. Of these boardings, 321 deficiencies were discovered and to date 216 deficiencies have been corrected, leaving 103 to date unreported. Also, an educational campaign was conducted throughout Southeastern Alaska in compliance with the Commandant's instructions. All Captains of the Port cooperated in the issuance of number awards to undocumented motor vessels. During the period from 15 August, 1942 to November 1945, 700 new numbers were issued, 264 numbers cancelled, 248 cancelled numbers reissued to other vessels, 2202 old numbers cancelled and reissued for change of ownership, 22 numbers transferred from Ketchikan district to other districts, 14 numbers transferred from other districts to the Ketchikan district, making a total of 3450 transactions. As of 30 November, 1945, there are 5790 undocumented motor vessels in the 17th Naval District.

During the period from 28 February, 1942 to 30 November, 1945, 1104 licenses were issued in this district and 625 Certificates of Service were issued. That includes master, mate, pilot, inland mate, inland master, chief engineer (steam and motor, 1st assistant engineer, 2nd assistant engineer, and motor boat operators licenses and all seamen's papers. Licenses indorsed for pilotage total 105, and failure in examination, 2.

Certificates of Lost or Destroyed License or License Suspended, Revoked, Destroyed, or Withheld, 82; Certificates of Inspection Refused, Revoked or Withdrawn, 41; Licenses, Revoked, 4; Record of Indorsements Amending Certificate of Inspection, 2; Record of Indorsement of Certificate of Service, 363; Record of Indorsement on License, 105.

The Hearing Officer in this district was assigned collateral duties. The Marine Inspection Officer acted as President of the Court Martial Board for a period of almost 2 years during which time numerous Summary and Deck Courts were held of which no record was kept. Also, the examining Officer of the Hearing Unit conducted all legal assistance problems for a period of 1 year and assisted the law officer, also preparing specifications for Summary and Deck Courts Martial.

All of the above-mentioned inspections embraced traveling over the entire Territory of Alaska and the inspection of all vessels at White Horse, Yukon River, Kuskokwim River, Bristol Bay, and Nome. Also numerous trips were made to Prince Rupert, B. C. at the request of the U. S. Army Transport Service (Water Division). The cooperation between this office and the U. S. Army officials throughout Alaska and British Columbia has been excellent, as so stated by the commanding officers of the various units' records on file at the office of the District Coast Guard Officer.

A great deal of time has also been taken up in consultation with owners of private vessels seeking information on new and changing regulations. The Coast Guard Salvage Barge was used by this unit on fifteen occasions to clear lines from propellers and to survey under water damage to stranded vessels. This work was highly commendable and of considerable value to the marine industry.

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FOURTEENTH NAVAL DISTRICT

MARINE INSPECTION On February 28, 1942 by Presidential Proclamation, Executive Order No. 9083, (7 F.R. 1609) the administration of the Bureau of Marine Inspection and Navigation was transferred from the Department of Commerce to the United States Coast Guard. The offices of the BMIN, 14th District, were located on the third floor of the Dillingham Building at that time. On 1 July 1942 the offices of the BMIN were moved to the ground floor of the Dillingham Building, which was formerly occupied by the American President Steamship Company. This space was also occupied by the Shipping Commissioner and the Finance and Supply Division of the District. Shortly after this date the Marine Inspection personnel was augmented by a Hearing Unit and one of the Marine Inspectors was designated by the Commandant to act as Hearing Officer. During the period from 1 March 1942 until the termination of the war, numerous problems faced the Marine Inspection Office, the most trying of which was the shortage of marine inspectors. Inspectors were assigned this unit from the mainland for short periods of time, usually 60 to 90 days. By the time they became acquainted with the District, including the different areas, such as Pearl Harbor, Pearl City, West Loch, Fort Island, Honolulu anchorages and powder anchorages off the Island of Oahu, their assignment time here had expired and they would then be returned to their former Marine Inspection Office on the mainland. During these war years much time was expended in travel to and from vessels at distant localities and anchorages; nevertheless approximately 250 inspections were conducted

per month. These inspections included annual inspections, lifesaving equipment, boilers and machinery, war casualties, drydockings, investigations, hearings and inspections of U. S. Army stationary boilers on all islands of the Hawaiian group. Due to insufficient inspectors assigned to this District, it became necessary for inspectors to work considerably over-time to expedite the sailing of vessels for the prosecution of the war. An inspector of this unit was designated by the U. S. Naval authorities at Pearl Harbor to investigate collisions or casualties occurring between Naval and merchant vessels whether certificated or not and assistance rendered and advice given so that they could be made as seaworthy as possible and safety of life at sea enhanced. Such facilities as the X-ray laboratory at Pearl Harbor were utilized for providing radiograph and analyses of machinery, hull and propulsion failures of metal. Naval facilities were also used for testing boiler water, lubricating oil and other liquids. During the period from 1 March 1942 to 30 December 1945 the following number of certificates and documents were issued:

Licenses (deck & engineer) original and false of grade - - - - -	361
Motorboat operator licenses - - - - -	95
Certificate of Service to Seamen - - - - -	2133
Certificate of registry to staff officers - - -	23

The issuances of Merchant Mariners Documents was started by this unit on 18 November 1945. The administration of the Bureau of Marine Inspection and Navigation by the U. S. Coast Guard and subsequent commissioning of the Marine Inspectors developed liaison between the Merchant Marine Inspectors and the U. S. Navy which helped greatly in the efficient and expeditious inspections of hulls, boilers, machinery, lifesaving equipment, investigations and all matters relative to merchant vessels. During the period 1942 to 1945 considerable time and effort on the part of the inspectors was spent in somewhat distant travel. Had one hull inspector and one boiler inspector been stationed at Pearl Harbor much time could have been saved. Due to the shortage of inspectors at that time it was impossible to do so.

The Shipping Commissioner's office was established at the port of Honolulu, T. H. in November, 1941. Prior to that time the acting shipping commissioner was carried on by the Collector of Customs, and in the various outports the work was carried on by the Deputy Collector of Customs. In November, 1944 the Honolulu Shipping Commissioner's authority was extended by the Commandant to include all the functions administered formerly by the Deputy Collector of Customs in the outports of the Hawaiian Islands. At the outbreak of the war on 7 December 1941 the signing on, paying off and issuing of seamen's documents increased to such an extent that additional help was required. On 28 February 1942 the President by Executive Order transferred the Shipping Commissioner's duty to the jurisdiction of the Coast Guard and personnel were made available for training as Acting Deputy shipping Commissioners. The signing on, paying off, and issuing of merchant seamen's documents was carried on in an efficient manner by Coast Guard personnel. The shipping Commissioner's office was most essential because it worked side by side with other Government agencies such as the War Shipping Administration, Federal Bureau of Investigation, and Naval and Army Intelligence who used this office frequently to check on alien seamen and others of doubtful loyalty or suspected of subversive actions. During war-time this office also issued crew deficiency reports to various vessels so that the vessel would not be delayed because of qualified seamen not

being available. Quite often a deputy shipping commissioner would have to be sent off shore to pay off a sick seaman and sign on a replacement so as not to delay the vessel on her voyage. It was not unusual for deputies to be required to work any hour of the day or night so that shipping movements would be expedited. In addition, vessel disputes between masters and seamen were arbitrated and settled promptly and satisfactorily. Throughout the war a constant turnover of personnel in the Shipping Commissioner's office resulted in it becoming a training school. Enlisted men who were assigned to duty in this office and who had served eighteen months overseas were permitted to return to the mainland. The training these enlisted men received was both beneficial to the Coast Guard and to themselves.

MARINE INSPECTION

ACHIEVEMENTS As in other functions of the District most of the work of Marine Inspection was by its nature largely routine and there were no special or outstanding achievements. The accomplishment of this Division is contained in a detailed account in a previous chapter. These accomplishments might be summarized by stating that all duties for which this Division was responsible were performed with entire satisfaction in spite of a continued shortage of personnel throughout the war and under the pressure of war conditions.

MISTAKES AND LESSONS LEARNED The frequent assignment and transfer of merchant marine inspectors at the Honolulu office presented a constant difficulty during the war. There is no further record of obvious mistakes or lessons learned in connection with the administration of Merchant Marine Inspection in the 14th District during the war.

APPENDIX A

U. S. COAST GUARD MERCHANT MARINE DETAILS IN INDIA AND CEYLON

The United States Coast Guard has now established its ring of bases around the world. The last link in this chain of bases was established in the India and Ceylon Area about the middle of March, 1944. In that Area the Coast Guard Merchant Marine Details were set up in Calcutta, Karachi, and Bombay, India and in Colombo, Ceylon. The Headquarters of the Commanding Officer of this Area is in Calcutta, India. As American flag merchant ships increased in number they were sent to more distant ports to carry war cargoes to the farthest advanced bases.

The farthest advanced bases to the eastward are in the India and Ceylon Area. As a result of this a greater and greater amount of shipping is being thrown into use to carry vital war cargoes to ports in this theatre. With the ever increasing number of American ships there is a constant need for assisting them in matters pertaining to the issuance of necessary ship's papers, certain waivers, the issuing of temporary certificates of every kind, the temporary renewal of officer's licenses, the inspection of vessels with regard to their seaworthiness after certain damage has been done, either as a result of accidental damage or damage due directly to the action of the enemy, the investigations necessary, the report of casualties, the interviewing of survivors, the inspection of all lifesaving equipment and the proper installation of it, and the enforcing of discipline aboard these ships which is taken care of by Hearing and Examining Officers boarding the ships as they come into foreign ports. The holding of hearings involving certain acts of misconduct, inattention to duty, negligence, and incompetency, immediately upon arrival of merchant ships in foreign ports, has the highly desirable effect of not only punishing the individuals by acting against their licenses or certificates but it also has a tendency toward creating better discipline in all departments on the vessel, because every individual in every department on the ship has recourse to the advice, the right to make reports against other persons providing they are well founded, and in general to keep everyone on their toes so that a better operating ship with a better disciplined crew is produced.

The Headquarters for the Merchant Marine Details in the India and Ceylon Area is located in Calcutta. The operation of the other Units at Colombo, Ceylon, Bombay and Karachi, India are directed from this point. All hearing unit cases, casualties, and official correspondence are forwarded through the Calcutta Headquarters. As a result the Commanding Officer of the Area has a full knowledge of all activities that are taking place in the India and Ceylon Area. About once a month the Commanding Officer visits each one of the Coast Guard Merchant Marine Details where he consults with the officers of the individual Units in order to clear up any misunderstandings in regard to certain types of cases or policies in connection with the operation of the Unit. At the same time he observes the operation of the Unit and sees that all Units are operating in accordance with the set plan in that all matters pertaining to the Hearing Unit are settled on an equitable basis at each of the Units. At the same time he establishes contacts with the various consular officials, War Shipping Administration representatives, the British and Indian Port Government authorities, the U. S. Naval Liaison Officers and the British Military Port Security Officers, as well as the British Naval Officer in Charge. These contacts are all made with the Officer in Charge of the Hearing Unit at the individual port. At all of these ports close relations are maintained with the British Ministry of War Transport group which

is very similar to our United States War Shipping Administration and also the Royal Indian Navy representatives of the Board of Trade which is similar to the Marine Inspection and Navigation Bureau, now under the jurisdiction of the Coast Guard. There is a close liaison with the British Naval Officer in Charge and the Military Port Security Control Officer in that our Hearing Units can be of considerable assistance to these offices in relation to the security of our ships in the docks in these foreign ports. There is also a close liaison between our officers and the U. S. Army Criminal Investigation Department, because in many cases we can be of assistance to them in their work in relation to the personnel aboard ship and they in turn assist our Units in carrying to a completion certain investigations that are carried out aboard ship. All Officers in Charge at the various Units are available to assist in any security work of the port with relation to American ships. The Commanding Officer of the India and Ceylon Area has been appointed a member of the Calcutta Port Security Committee.

All trips made by the Commanding Officer of the India and Ceylon Area are of considerable distance as will be seen by a glance at the map showing the great distances to the India and Ceylon Area. These trips are made by either Royal Air Force Transport Command planes or by the U. S. Army Transport Command and high priority space is allotted, because of the urgency when these trips become necessary. During a recent trip to the south, the port of Madras was visited and the American Consul and British Military Port Security Control Officer were contacted. A survey of the port was made and it was found that because of the small amount of American ships that stopped at this port a Coast Guard Merchant Marine Detail seemed unnecessary in view of the fact that the ship would be contacted at both Colombo and Calcutta.

On another occasion it was necessary to make a hurried trip to Bombay to investigate the explosion and fire disaster that occurred at the port on 14 April, 1944, so that a proper report of that disaster could be forwarded at the earliest possible time to Headquarters. Such information concerning fires and disasters in foreign countries could be of considerable value to the United States Coast Guard so that certain precautions may be taken from lessons learned in preventing such accidents in our own United States ports.

At the ports of Bombay and Karachi, India, our Coast Guard Merchant Marine Details consist of only one Coast Guard commissioned officer. In general, when routine or minor cases come up the officer at either Karachi or Bombay will be ordered to one port or the other in order to make up the team so that a hearing may be held on the case while the ship is in port. This can be done because transportation by plane can be accomplished from Bombay to Karachi in a matter of about eight hours. Whenever a serious case comes up aboard ship, usually involving an officer where rather serious charges have been preferred against him, the Commanding Officer of the India and Ceylon Area proceeds to either Bombay or Karachi to hold a hearing. In a recent case the 3rd Mate on board a Liberty ship created a great amount of turmoil during the entire trip from the United States to India. It was unquestionably a case of removing the bad apple so that others would not be contaminated. The Commanding Officer of the India and Ceylon Area proceeded to the port of Bombay from Calcutta, held a hearing, found the officer guilty of all charges and specifications preferred against him - his license was revoked immediately at Bombay and he was removed from the ship. This in itself created a most desirable effect on the ship of harmony and cooperation among the entire

officer complement and crew. The very fact that such quick action can be taken and the undesirable removed is a great preventative for this happening on other ships throughout the world. When all hands on board ship know that in each port of call there will be a Coast Guard officer there to board them, they unquestionably have the feeling that there is somebody that is looking out for their interests, even though there is disciplinary action to be taken against certain individuals.

On another occasion the Commanding Officer of the India and Ceylon Area upon the request of the War Shipping Administration made a trip by plane to a point about half way between Madras and Vizapatam where a Liberty ship was aground. The position of the ship was observed from the air and from observation it was believed that the ship could probably be floated. This ship had been aground approximately one year. The ship it was found had only a broken steering engine and bent rudder, and was being held in one position after having had water pumped in her holds and in her tanks aft. About the first of June, the Officer in Charge of the Calcutta Detail was sent down to take charge of a salvage operation in attempting to float this vessel. With the aid of a British Royal Indian Navy Salvage boat and a British Royal Indian Navy tug and the grounded ship kedged both forward and aft the Liberty ship was floated on a high tide on 6 July, 1944. The vessel was then towed into Calcutta where a few weeks visit to the drydock will place her back in condition to carry vital war cargoes to all parts of the globe. Shortly after this vessel went aground on 21 June, 1943, efforts were made to float her, but were unsuccessful. She had been given up as lost until the Coast Guard began pressing the authorities to make further efforts in May, 1944. The Coast Guard officer in charge of the salvage work did an extraordinary job in directing the salvage operation and the War Shipping Administration provided all materials and equipment necessary. Without the close cooperation of the British Royal Navy and Royal Indian Navy in furnishing the tugs, the operation could not have been carried through to a completion. British Landing Craft did exceptional work in carrying out anchors.

The Commanding Officer of the India and Ceylon Area has interviewed many survivors who have been brought into Indian ports after their vessel had been torpedoed and sunk by enemy action. In every case there is always a far cry by those who have been saved for more instructions in regard to boat handling and the use of boat equipment that floats from the ship. In many instances boats have not been lowered because of inexperienced hands attempting to get them into the water - and in the excitement the boat overturned so that fewer men were saved because there were fewer boats of floats for them to cling to. The Coast Guard Merchant Marine Details in the India and Ceylon Area use every opportunity to hold boat drills, to instruct men in the use of sails that are carried by the boats, to instruct men in the proper use of the lifesaving equipment carried in the boats and in the rafts. Men from all departments of the ship are used in carrying out these boat drills. In some instances the Navy Armed Guard crews aboard ship try to avoid going out into the boats but our officers are instructed to use them in the boats as well as the ship's crew, because where ships have had to be abandoned the Navy gun crew just as the ship's crew must be capable of handling the equipment in the boats and life rafts properly. Along with boat drills and boat instructions fire drills are held aboard as many merchant ships as possible. At that time a close check is made of the fire equipment that is carried aboard ship and to see that personnel are familiar with this equipment and are able to handle it in times of emergency. In some of

the ports where our Units are located inspectors are available to check the work that may be done in dry-docking a vessel after a casualty has occurred and to see that all repairs are performed properly and that the ship is seaworthy upon the completion of these repairs. In all cases of inspections the War Shipping Administration representative, and the company making the repairs, are closely contacted by the Coast Guard inspection officer so that the best results for the ship may be insured.

It is not unusual to have a ship come into port where many disciplinary infractions have occurred. Usually it is the ship that has a Master who is easy-going or who does not know his job properly. On a ship that visited the port of Calcutta recently there were many investigations of misconduct to be made by the Examining Officer who went aboard the ship. As a result of his investigations, hearings were held on the following day on board the ship in five cases. These all involved the pilferage, theft and destruction of United States Army cargo. As a result of the hearings, one day after the ship had arrived in port, the license of one officer was suspended and the certificates of four men were suspended and two admonitions were handed out. In all of these suspensions the periods ranged from three to seven months, all to take effect after the vessel returned to the United States. The day before this ship was to leave port two more cases were held in which further suspensions of certificates were meted out at the hearing. The Commanding Officer of the India and Ceylon Area held the hearings in all of these cases and made a thorough investigation of the policies aboard this vessel. A fire and boat drill was held in order to see how well the crew and officers were trained. These drills were not wholly satisfactory. The ship was delayed in sailing for a period of about 24 hours. This was a direct result of the Master failing to call a sufficient number of his crew to handle the lines at time of departure. As a result of this action before the ship left port a charge of "Negligence" against the Master of the ship was served. His case to be held upon his return to the United States. Hearing Units that would contact this ship on its return passage home were notified of the difficulties that occurred aboard and were requested to make an extra check on her as it called at their ports.

The Coast Guard Boarding Officer is the first man to go aboard a merchant ship when it arrives in port. As the ship anchors in the river preparatory to coming into the docking basin the boarding officer goes out to the ship by a Navy or Army boat, if one is available, if not, he hires one of the native "bum" boats to take him to the ship. All merchant ships can be sure that where there is a Coast Guard Merchant Marine Detail the officer from that Detail will probably be the first man to board the vessel. In many instances where the ship had called at ports where Coast Guard officers board them they are usually waiting for him and expect him to be the first to come aboard. After his usual check with the Master, the officers, the crew members, the union delegates, in fact all departments, he passes out information concerning the conditions of the port that they are visiting, and tries to answer all of the questions that come from the ship's complement. Pertinent information concerning the port are typed up and given to the ship's complement.

In many instances there are sick men aboard ship that require hospitalization or need medical treatment. Arrangements are made for U. S. Army doctors to come aboard the ship immediately to examine the patients and to make arrangements for their removal to the hospital, if necessary. In one instance a ship arrived in port where the Commanding Officer of

the India and Ceylon Area had received information that cases of diphtheria had existed aboard the ship and patients removed at other ports. This information was sent by dispatch from another Detail in the Area, so that action could be taken at this port. Doctors were ready when the ship arrived, treated all of those who had illnesses and administered inoculations to all hands against the further spread of diphtheria. This may probably have stopped an epidemic of this dreaded disease.

Where our Units are located in the U. S. Naval Liaison Offices, the Coast Guard officers often assist in the censoring of Merchant Marine personal mail so that it can more expeditiously be sent back to the United States.

The Coast Guard Details located in the India and Ceylon Area experience great and varying climatic changes and conditions. From Karachi to Calcutta the flying distance is approximately 1500 miles, from Calcutta to Bombay 1150 miles, from Calcutta to Colombo 1450, from Colombo to Bombay 950 miles, and from Bombay to Karachi 700 miles. Karachi is located close to the Sind Desert and has a very dry, hot climate. One rarely sees any plants or trees with any green color. It is a very drab, sand colored, flat region. Houses, buildings, docks, warehouses, hotels and the like stand out in this desert like area. Practically all transportation of cargo brought in by ships when moved to various places in the city and in the country is by camel drawn carts, carts with inflated rubber tire wheels. The soft pad of the camel's foot on the highways would ordinarily make them a danger to the pedestrians as he would not hear them, however, each camel has many bells around his legs that clear the way as they move along the hot fetid streets. It is a sight that one rarely ever gets used to.

At Calcutta, the scene is entirely different. It is much hotter in this part of India. Temperatures in the summer run well over 100 degrees Fahrenheit during the day time. The dock areas seem to have the sun particularly focused upon them so that life aboard ship in the docking basins is one of heat and sweat and smoking hot decks and superstructures. The principle transportation of goods carried to and from the docks is by bullock drawn carts and by water buffalo drawn carts. There are also many of the lighter cargoes such as teas, spices, jute and burlap that are moved by native had carts. It is not uncommon to see items ranging from the size of a hand bag to a baby grand piano being carried about the city on the heads of one or more coolies. Travel by automobile is very hazardous in that one must constantly dodge the herds of cattle, goats and sheep that are allowed to move in all parts of the city and its down town areas and only those bungalows that have high walls surrounding their gardens and their boundaries are exempt from these trespassers. It is not uncommon in travelling through almost any part of the city to find small bands of monkeys prowling here and there in trees and in the parks. In certain parts of the docks there are always bands of monkeys on the tops of "godowns" or warehouses. One's visit in Calcutta is not complete until he has visited the burning ghats where the Hindu traditions of burning their dead is carried to a completion. The famous Hooghly River, one of the most dangerous rivers in the world to navigate by ships, winds through the center of the great metropolis of Calcutta, the 2nd largest city in the British Empire. This river plays a very important part in the lives of the majority of the Indian people, inasmuch as it is attributory to the Holy Ganges River.

From Calcutta to the "Gateway of India," the

name given to the port and beautiful city of Bombay, as one approaches from the sea his first view of the land is of the famous Taj Mahal Hotel, in front of which is a triumphal arch upon which are inscribed the words "The Gateway to India." The city of Bombay is practically located on an island and actually with the aid of small streams is bounded on all sides by water. There are many fine clubs in this city - modern apartments and buildings and is a very fine place to shop where practically all of the products of India may be purchased in one shop or another. During peace time practically all large passenger vessels of deep draft visit this port because this is the only port in India where large deep draft vessels may have an anchorage and can come alongside a dock. The mode of transportation of cargoes to and from the vessels is very much the same as in Calcutta.

In traveling by air to the southern port of India and approaching Ceylon one is amazed at the tremendous differences of the generally dry, flat, colorless landscape of India, the crossing of the beautiful blue waters of the Indian Ocean and then looking down upon the green tropical luxuriant growth of Ceylon with its multitudes of rice paddy fields, coconut groves, and tea plantations. The Ceylonese people are Buddhists as compared to the Mohammedan and Hindu of India. Their dress is different and more colorful as the native wears the colored skirt or sarong. Buddhist priests stand out from the other people by their brilliant colored robes of orange, red or purple. The highways of Colombo generally lead along the coast line where one looks out at the foaming surf and beautiful blue waters of the Indian Ocean. There is always a feeling that this civilization is in a jungle as there is so much tropical growth of flowers, palm, and coconut trees and the like. On the island of Ceylon one has only to go from the warm climate along the sea coast toward the interior of the island where there is a gradual rise going up to the hills reaching a height of some 7000 feet. One has only to travel to the proper altitude to reach the climate he desires. It is a very practical country to live in from this standpoint. One is generally fascinated in shopping to see the many precious jewels that come from the island of Ceylon. In travelling about the countryside one sees much of ox carts as the principle mode of transportation, but it is not uncommon to see elephants alongside the road performing some Herculean task. There are many water buffaloes used in this country in working the rice paddy fields that one finds in practically every available spot on the island.

UNITED STATES COAST GUARD
MERCHANT MARINE DETAILS
CALCUTTA, INDIA

OFFICER IN CHARGE
India and Ceylon
Area

7 August, 1944

To: The Commandant

Subj: Report of Operations in the floating of the stranded liberty ship SS WILLIAM B. OGDEN at Sacramento Shoals entrance to the Godavari River, east coast of India, 24 May to 19 July, 1944.

Ref: (a) Casualty Report, Calcutta C-1, dated 16 March, 1943.
(b) Confidential Dispatch to Headquarters dated 20 July, 1944.

Incl: (1) Subject Report submitted by Lieut. Comdr. H. J. Kelly.
(2) Sketches of phases of operation in salvage of SS WILLIAM B. OGDEN.
(3) Photographs of gear rigged in salvage of SS WILLIAM B. OGDEN.

1. Subject report is forwarded as inclosure (1).

2. The original report of the casualty to and the stranding of the SS WILLIAM B. OGDEN was forwarded to Headquarters as indicated in reference (a) by the Calcutta Unit.

3. After the stranding of the OGDEN on 26 June, 1943, the crew was kept aboard that vessel until about October, 1943. Until that time efforts had been made to float the OGDEN without any apparent success. All efforts to salvage the OGDEN were temporarily abandoned by the War Shipping Administration until favorable weather and by British and Indian naval authorities until suitable salvage equipment was available. On 18 April, 1944, Comdr. J. C. Wendland, while en route from Calcutta, India to Colombo, Ceylon on official business, by plane, had the R. A. F. pilot fly close to the scene of the stranded OGDEN where a good observation of her condition could be observed. From appearances of the water surrounding the vessel, it appeared that salvage efforts should be made. On about 26 April, 1944, it was recommended to the War Shipping Administration that salvage operations should be made in an attempt to float the vessel. About the middle of May, 1944, the War Shipping Administration at Calcutta requested that the Coast Guard make a survey of the OGDEN. On 24 May, 1944, Lieut. Comdr. H. J. Kelly, Officer in Charge of the Calcutta Unit was sent to Coconada, India to survey the conditions of the OGDEN off Sacramento Shoals. On 1 June, 1944, Lieut. Comdr. Kelly returned to Calcutta and reported that there was sufficient water around the OGDEN and to seaward so that salvage operations should commence immediately before the monsoon season set in. Mr. G. H. Blyth, Port Representative of the War Shipping Administration, Calcutta, was advised of these facts in connection with the OGDEN. This office was requested by the War Shipping Administration to take charge of the salvage operations of the OGDEN. Although this unit was operating with a bare minimum of personnel, it was thought that the possibility of successfully floating the stranded OGDEN would more than compensate for any doubling up of duty on those remaining

at Calcutta. Lieut. Comdr. H. J. Kelly, USCGR, Officer in Charge of the Calcutta Unit, was directed to take charge of the salvage operations in floating the OGDEN. In order to augment the Calcutta Unit during Lieut. Comdr. Kelly's absence, Lieut. (Jg) P. J. Halla was ordered to temporary-additional duty at Calcutta from Karachi.

4. Lieut. Comdr. Kelly departed from Calcutta 4 June and arrived at Coconada, the scene of shore operations in connection with the actual salvage operation. He was accompanied by Mr. E. S. O'Keefe, Port Representative of the War Shipping Administration at Calcutta, who was to procure all supplies and equipment necessary in the operation. Mr. E. W. Sweeney, Superintendent Engineer of War Shipping Administration from Bombay, arrived on the scene on 8 June, 1944, to be Engineer on the OGDEN and to assist in the operation.

5. Sometime prior to the commencement of Coast Guard activity in regard to this operation, Lieut. Comdr. Kelly had asked on several occasions to be given an opportunity to float the OGDEN. This fact, and the facts that he had been master of this type of vessel, claimed some experience in salvage work, and knew ships thoroughly through his experience as a Coast Guard Inspector of vessels, were the influencing factors in sending him in charge of the operation.

6. From 8 June to 6 July, 1944, several unsuccessful attempts were made by the use of the Royal Indian Navy salvage vessel BHADRAVATI and the British Royal Navy tug INTEGRITY to pull the OGDEN off the sand reef as is indicated in Inclosure (1). Just prior to 1 July, 1944, kedge anchors were laid out forward and aft on the OGDEN to a scope of approximately 3000 feet of 5-inch wire rope. The plan then was to wait for a high tide that was due sometime during the first ten days of July. On 6 July, 1944, there was an extremely high water condition probably due to the combination of high tide and high water due to the effects of a cyclonic storm in the Bay of Bengal. This high water was sufficient to float the OGDEN so that she could be pulled into deep water by kedging her out. The wires to the kedges were cut and the tug INTEGRITY towed the OGDEN to a safe anchorage at Coconada, India.

7. While at the anchorage at Coconada, a jury rig was installed so that the vessel could be steered even though the steering engine and quadrant were badly damaged. Photographs of the jury rig are inclosed. Holds and tanks were pumped clear and the vessel was properly ballasted in preparation for the trip to Calcutta. On 16 July, 1944, the tug INTEGRITY commenced towing the OGDEN. The OGDEN used her main engine during the entire trip and arrived at Calcutta on 19 July, 1944.

8. Upon the arrival of the OGDEN at Calcutta, Lieut. Comdr. H. J. Kelly turned that vessel over to the War Shipping Administration, having completed the work as Officer in Charge of Salvage Operations and the return of the OGDEN to Calcutta.

9. The work of Lieut. Comdr. H. J. Kelly as Officer in Charge of this salvage operation under most difficult and trying conditions is considered to be commendable, and recommendations for commendation will be made in separate correspondence.

J. C. WENDLAND

APPENDIX B

UNITED STATES MARITIME COMMISSION
WASHINGTON

Office of the Chairman

March 17, 1944

Vice Admiral R. R. Waesche
Commandant
United States Coast Guard
Washington, D. C.

Dear Admiral Waesche:

Your letter of February 21, 1944, reference (C) CG-Oll, to Captain Macauley, with which you enclosed a copy of a bill which would make permanent the transfer of certain functions presently vested in the Treasury Department and the Coast Guard under Executive Order 9083, has been referred to the Maritime Commission. The Commission understands that the functions included in the proposed bill are those formerly exercised by the Bureau of Marine Inspection and Navigation under the Department of Commerce minus the functions transferred to the Commissioner of Customs by Section 2 of Executive Order 9083.

This matter has been discussed between representatives of the Coast Guard and the Maritime Commission, and the Maritime Commission representatives have advised you that the Commission feels that the functions referred to should properly be vested in the United States Maritime Commission, which is the basic maritime authority set up by the Congress to exercise governmental supervision over the maritime industry by the Merchant Marine Act of 1936, as amended. The Maritime Commission has discussed and considered the proposed legislation at length and in all its aspects. The Maritime Commission's study of the subject has been resolved into a conviction that it must oppose the legislation and it desires to present some of the reasons for the position taken.

In order that this entire matter may be brought to the attention of those who will be concerned with the legislation, copies of this letter are being sent to the Director of the Bureau of the Budget and to the respective Chairman of the Senate Committee on Commerce and the House Committee on Merchant Marine and Fisheries.

The position taken by the Maritime Commission is not a new one. In an economic survey of the maritime industry submitted by the Maritime Commission to the Congress in 1937, it was stated clearly that it was the opinion of the Commission that the various functions of governmental supervision of the maritime industry, then scattered among a number of different governmental agencies, should be brought under the control of the Maritime Commission, in order that such supervision could be coordinated properly. It was and is the belief of the Maritime Commission that this was the intent of Congress in the enactment of the Merchant Marine Act of 1936.

The Congress has recognized the same principle in placing the control of land transportation exclusively under the Interstate Commerce Commission and civilian aviation exclusively under the Civil Aeronautics Administration. Also, the Federal Communications Commission has exclusive control over radio.

We understand that the argument has been ad-

vanced that the control of discipline in the Merchant Marine, the investigation of accidents and the enforcement of safety-at-sea provisions of the law should be placed in the hands of an agency which does not control shipping. We cannot subscribe to that view and it has not prevailed as affecting the functions of either the Interstate Commerce Commission or the Civil Aeronautics Administration although the Civil Aeronautics Board has also been set up to investigate accidents and enforce regulations for civil aeronautics. However, both of these bodies are coordinated under the Department of Commerce. If the functions in question were transferred permanently to the United States Maritime Commission, as we believe that they should be, then the Commission would establish within its organization a similar board to exercise supervision over these particular functions as affecting the maritime industry. In any event, the Maritime Commission does not control but can regulate shipping during peacetime.

The Maritime Commission believes that the only functions affecting shipping which properly should come under the jurisdiction of the United States Coast Guard are the exercise of maritime police powers, and coastal protection, which includes the lighthouse service, and assistance in marine disasters.

The Maritime Commission is charged by Section 101 of the Merchant Marine Act of 1936 with the responsibility for providing an adequate Merchant Marine to carry our commerce on the seas and for the purposes of national defense manned with a trained and efficient citizen personnel. It is hard to conceive how the Maritime Commission can carry out this responsibility fully and completely unless it has the control over all matters affecting the Merchant Marine, both as to material and personnel. Divided authority never makes for successful administration. The experience of past years proves that divided authority over the control of shipping has not worked to the advantage of our Merchant Marine.

Great Britain, which has been a maritime nation for much longer than we have, has found it advisable to place the control of shipping under one authority and this has been the Ministry of Shipping acting in peacetime through the Board of Trade, which is analogous to the United States Maritime Commission. There is attached hereto for your consideration excerpts from the history of the British Shipping and Organization by A. W. Kirkaldy which gives a description of the functions of the Marine Department of the Board of Trade.

Under dates of April 15, 1943 and June 9, 1943, Commissioner Macauley directed letters to the Honorable Schuyler Otis Bland, Chairman of the House Committee on Merchant Marine and Fisheries, correcting the impression that the British Merchant Navy is a part of the Royal Navy and presenting a detailed study of government control of the operation of the British Merchant Fleet in wartime and reviewing these subjects generally. The information that was furnished to Congressman Bland has been compiled by him in Document No. 28, a copy of which is attached.

There are several functions involved. The Maritime Commission necessarily operates an inspection service to see that all ships built by it or under its control conform to shipping standards. It is a duplication of work to have a separate inspection service conducted by another agency.

Safety-at-sea provisions are a logical responsibility of the Maritime Commission. The policy of the Bureau of the Budget is against the duplication of functions by various governmental agencies.

If the Maritime Commission is to carry out the mandate of Congress in supplying our Merchant Marine with trained and efficient personnel, it should have control over the government supervision of this personnel in all respects. The functions of signing on crews in accordance with the Navigation Laws, now performed by Shipping Commissioners, should be brought under the control of the Commission, and the functions of licensing and certificating officers and men, now performed by Local Inspectors, should also be brought under the Commission. It is hard to see how the standards governing personnel can be maintained with such conflicting authority. The War Shipping Administration, for the duration of the war, is performing most of the functions delegated to the Maritime Commission, but after the war these functions will be returned to the Commission and properly so.

The program for training officers and seamen has, since its inception, produced about 75,000 trained men to fill positions on merchant ships. This training program cannot be conducted with full efficiency unless the Commission itself can administer the standards established by law for the crews of merchant vessels, and examinations for the required provisions should be under the control of the Commission, which is responsible for the maintenance of these standards. It would be extremely difficult for the Navy, the Coast Guard, or the Army to maintain the standards if the authority were in a different agency or department of the Government. The Maritime Commission is charged with the responsibility for maintaining a trained and efficient personnel but cannot do so without the necessary authority.

If it is argued that students for professional courses are required to be examined by a governmental agency before being allowed to practice their professions, the answer is that the Maritime Commission is just as competent to provide the machinery for the exercise of this governmental function as any other governmental agency and should perform this function to avoid duplication. The fact that the Maritime Commission would also provide machinery for training men is not in conflict with its over-all responsibility for controlling personnel standards.

It appears to us that the United States Coast Guard has certain natural and logical governmental functions to perform, but these properly should not affect shipping, which is the responsibility of the Maritime Commission. Chapter XXXI of the Navigation Laws of the United States, 1940 edition, contains the following description of the Coast Guard: "The Coast Guard shall constitute a part of the military forces of the United States and shall operate under the Treasury Department in time of peace and operate as a part of the Navy, subject to the orders of the Secretary of the Navy, in time of war or when the President shall so direct."

The President has stated "that he did not want the merchant marine militarized." To place the functions involved in this discussion under the authority of the Coast Guard would, in effect, to that extent militarize the Merchant Marine in contradiction to the policy of the President, since the control would rest entirely in the hands of a part of the military forces.

For the reasons enumerated, the Maritime Commission is hopeful that the proposed legislation will not be introduced. It has had under consideration

for some time the introduction of legislation on its own behalf to transfer the functions in question permanently to the Maritime Commission.

Sincerely yours,

/s/ E. S. LAND
Chairman

Enclosures

CC: Director, Bureau of the Budget
Chairman, Senate Committee on Commerce
Chairman, House Committee on Merchant Marine
and Fisheries

March 20, 1944

Rear Admiral E. S. Land, USN (Ret.)
Chairman, United States Maritime Commission
Washington, D. C.

Dear Admiral Land:

Many thanks for your letter of March 17th, 1944, with its inclosures, bearing upon the proposed legislation to make permanent the retention of Marine Inspection functions by the U. S. Coast Guard. I note that the Maritime Commission, as a result of its study of the subject, considers that it must oppose such. Naturally the attitude of the Maritime Commission towards any proposed legislation is one wholly to be resolved within that body, without need of justifying itself to anyone for the view it adopts. It was, nevertheless, very courteous of you to outline for me the reasons which led the Commission to its present conclusions.

I note, however, that copies of your letter were sent to the Bureau of the Budget, the Senate Committee on Commerce and the House Committee on Merchant Marine and Fisheries. In view of this distribution and to the fact that I feel it possible that some of the points raised in your letter might be susceptible of misinterpretation, I am submitting the following comments on your letter and similarly distributing copies.

It is quite true that the Maritime Commission's economic survey submitted to Congress in 1937 advocated a reduction in the number of differing Government agencies having to do with the merchant marine. It is difficult, however, to believe, as you state, that it was the intent of Congress in the enactment of the Merchant Marine Act of 1936 that all of these functions should be brought under the Maritime Commission. The Merchant Marine Act was amended in 1938 and again in 1939 without in any way disturbing the inspectional duties which have been lodged in a Bureau of the Department of Commerce since 1903.

The examples of the Interstate Commerce Commission, the Civil Aeronautics Commission and the Federal Communications seem hardly analogous. The Interstate Commerce Commission neither owns railroads nor builds rolling stock for itself on account or for sale. The same thing is true in their respective fields of the other two agencies. As a matter of fact, the Interstate Commerce Commission exercises considerable regulatory powers over inland and coastal shipping. The Federal Communications Commission supervises radio telegraphy installations on board, but not radio direction finders nor radio beacons ashore.

With respect to the control of discipline in the Merchant Marine, the investigation of accidents and the enforcement of safety at sea provisions of the law, it might be pointed out that in the establishment of casualty investigation boards the experience of the Coast Guard was always recognized by requiring that a Coast Guard officer should be one member of all A boards. The Act of June 22nd, 1936, as amended, designated the Coast Guard as the primary enforcement agency of maritime law upon the high seas. Amendment to that Act in 1941 extended this power to inland waters. This Act places in the hands of the Coast Guard, regardless of the eventual disposition of the Bureau of Marine Inspection and Navigation the duty of enforcing that Bureau's regulations. Your recommendation that assistance in marine disasters should be a primary function of the Coast Guard is one of the basic reasons for suggesting that in addition to enforcing regulations of the Bureau of Marine Inspection and Navigation the Coast Guard should be authorized to

prescribe such regulations. Since it seems logical that an agency which risks the lives of its personnel in assisting at marine disasters should have an adequate voice in measures tending to prevent such marine disasters, I should incline to disagree with the statement that the Maritime Commission is charged by section 101 of the Act of 1936 with the responsibility for providing an adequate merchant marine. As I read section 101, it establishes an objective and declares it to be a policy to strive for that objective. The Maritime Commission is unquestionably charged with great responsibilities in its studies and recommendations as well as in its regulatory and subsidizing powers. It is, however, very difficult for me to find in any of the Merchant Marine Acts, beginning with the Shipping Act in 1916, any indication that Congress intended the enforcement of safety at sea measures to be in the Maritime Commission or its predecessors. The British Board of Trade hardly seems analogous to the Maritime Commission as its scope is far wider. Of the functions specifically cited in Kirkaldy's description practically all of the duties enumerated are presently vested in the Coast Guard with the exception of "foreign and colonial shipping legislation subsidies and bounties, shipping rings and miscellaneous shipping questions."

With respect to inspection, as you state, the Maritime Commission has inspectors present during the construction of vessels built by it or under its control. These inspectors, I assume, fulfill the duty always performed by owners' inspectors, namely to see that the vessel complies in all respects with the specifications. Inspectors from a Government safety agency are concerned with basic safety requirements but not, for example, with furniture, galley equipment, painting and the like. I believe you will agree that an owner will always have his representative present during the construction of a vessel, quite in addition to any governmental inspector. Duplication to that extent will always exist. The fact that at present it is duplication between two Government agencies is due to the status of the Maritime Commission as an owner.

Your view that the agency recruits and trains seafaring personnel and mans vessels therewith should be charged with the establishment of proficiency standards for such personnel is not vitiated by the fact that this is not a general custom in other professions for, as you point out, there is no question that the Maritime Commission could establish the necessary standards. Our records show, however, that since this administration has been in the hands of the Coast Guard there has been a recurring demand on the part of the Training Service for a relaxation of standards of personnel in many directions, to which the Coast Guard has yielded as far as it felt it could do with the minimum safety although this rarely met in full the training division's request. Rather than make further blanket lowering of such standards, the Coast Guard has given waivers in individual cases where necessary to avoid delays in sailings.

Finally, with respect to the view that administration of the inspectional functions by the Coast Guard would result in the militarization of the merchant marine. I feel that this can only be a strained assumption. There is, it seems to me, no possibility of confusing the administration of safety functions of the merchant marine by an agency organized on military lines, and the placing of merchant marine crews in uniform and subject to military jurisdiction, which was the condition the President opposed. The organization of the Coast Guard on military lines for the betterment of its internal administration has never prevented an efficient performance of its many civil duties. The advantages of a military-type organization

to its own personnel and therefore to its better performance of duty is recognized, for example, in the Public Health Service, yet this would hardly be called militarized. The proposal that the Bureau of Marine Inspection and Navigation be organized along military lines has been made several times since 1936. The Merchant Marine Act even provides for the constitution of a U. S. Maritime Service. This was definitely not a military service. Nevertheless, it was to be organized on military lines with the ranks, grades, and ratings to be the same as those of the Coast Guard. It is assumed in view of his known objection to the militarization of the merchant marine the President would not have signed Executive Order 9083 had he considered that it in any measure would produce such a result.

In conclusion, may I point out to you that the Bureau of Marine Inspection and Navigation in addition to having important duties in connection with ocean-going vessels has similar responsibilities with respect to a large number of vessels, some as small as 15 gross tons, located upon inland waters, lakes, and rivers. The Coast Guard is able to administer those functions because its aids to navigation and its rescue facilities are similarly distributed and are frequently exercised on behalf of these smaller craft. I think it definitely opens the question whether it was ever the intent of Congress that the Maritime Commission should concern itself with the 4,000 or more small vessels subject to annual inspection and the 260,000 motor boats subject to the provision of the Motorboat Act. I should entirely agree with you that it would be possible for the Maritime Commission to set up the necessary machinery to undertake inspectional functions with regard to seagoing vessels. I should be of the opinion, however, that in respect to the large numbers of small craft that would be affected, the Maritime Commission would be entering a radically new field.

Sincerely yours,

R. R. WAESCHE
Commandant

APPENDIX C

HISTORY OF THE DEVELOPMENT OF THE LIFE PRESERVERS

The standard life preserver approved by the U. S. Coast Guard today is the final product of over 90 years' development. Since the Act of October 30, 1852, made it mandatory the river steamers carrying passengers be provided with a life preserver (or float) for each passenger aboard, new designs have been continually evolved by experts and amateurs alike, tested in actual practice over a period of years, and the design then altered to conform to the new standards established on the basis of past experience. The standard life preserver of today need only be set beside its forebears, the wooden plank of the early Norwegians and the crude appliance typical of 1852, as well as representative samples from the intervening years, for its process of evolution to become evident. We have come far along the way to perfecting the life jacket as the basic *sine qua non* in the saving of lives, but it is probable that the ultimate goal has not yet been achieved. Let us, then, review in brief the history of the development of the life preserver as taken from the annals of the Bureau of Marine Inspection and Navigation and the former Steamboat Inspection Service.

The first mention of life preservers in statutory law is found in the Act of October 30, 1852, Section V of which reads as follows:

"Every such (river) vessel, carrying passengers, shall also be provided with a good life preserver, made of suitable material, or float, well adapted to the purpose, for each and every passenger, which life preservers and floats shall always be kept in convenient and accessible places in such vessel and in readiness for the use of the passengers."

In this same Act, the establishment of a Board of Supervision Inspectors is provided for, authorizing them to make rules and regulations for their own conduct and that of the several local boards of inspectors in their divisions without, however, specifically authorizing them to make regulations relative to ships and their equipment.

This first law has been the basis for all subsequent legislation enacted on the subject, and later it was further extended to include steamers navigating on the ocean, lakes, bays, etc., although even today the wording has changed but little. At the first session of the Board of Supervising Inspectors in October, 1852, rules were set forth for the guidance of local boards, one of which stated:

"That each life preserver or float required under the fifth section of the Act, must be furnished with ready and suitable means for secure attachment to the body of a person or to enable persons to hold themselves securely thereto."

At the second meeting of the Board in 1853, this was amended to read:

"That shoulder straps to all life preservers be recommended or other means attached, so as to prevent the same from getting in an improper position to the hazard of life."

It took the Inspectors only three years to learn what is still a cardinal principle today, that is, that inflated life preservers (those which depend on air compartments for their buoyancy) are not as dependable as the uninflated types. Their resolution on this matter in 1855 read:

"Whereas, the experience of Inspectors have shown conclusively that inflated life preservers are not reliable, that from various causes they become in a short time life preservers in name only; therefore, RESOLVED that the local inspectors be directed hereafter when new life preservers are needed for the use of any steamer, not to pass inflated life preservers of any description."

Two years later, in 1857, they also condemned tin or any metal likely to be damaged by oxydation or careless handling as a materials for life preservers; this was the forerunner of the present regulation stating that life preservers dependent on air compartments for their buoyancy shall not be approved. The cork block type, which still has full approval, was at the outset stated to be best from every standpoint. The Board early attested to the usefulness of preservers made of this material:

"In the case of the steamer 'E. K. Collins' burnt on the Detroit River (Oct. 8, 1854) all were saved by means of the (cork) life preserver with which she was supplied."

Again in 1857, they commend the superiority of the cork block type:

"While engaged in the consideration of cork block life preservers, your committee would state that recent disasters have established their efficiency and reliability. Life preservers of this material if properly made and having sufficient buoyancy, fully comply with the requirements of the law, and are as desirable as any kind now before the public. This opinion is, however, based upon the supposition that life preservers of this material are made in the form of a jacket, and the cork filling either in blocks or pieces."

In this regard, although the cork block type was in almost universal use on American merchant vessels prior to the war, yet wartime conditions have altered this situation somewhat in that kapok life preservers are better adapted to continuous wear, even while sleeping, a desirable feature now not feasible with cork or balsa wood life preservers.

The precursor of another regulation in force today which forbids the use of loose granulated cork in life preservers, appeared in the same resolution in 1857, i.e.:

"We desire further to state that in our opinion, life preservers made in any form and filled with cork dust or shavings or the refuse of cork cuttings, are unworthy of confidence, and therefore Local Boards shall not pass any form of life preserver so made."

As each new life preserver was designed, its inventor presented it to the Board of Supervising Inspectors at their annual meeting for approval before it could be placed on inspected vessels in the merchant service. In this manner improvements in standard equipment were brought about year after year, and the latest and best designs replaced outmoded and worn jackets on ships, after the annual inspection found them faulty, worn or otherwise unsuitable. As experience in actual use was gained, standards for buoyancy, shape, form, materials, etc. were laid down, subject to alteration as time proved the necessity of change.

New materials, in addition to the regulation cork blocks, began to attain prominence after the

turn of the century. Kapok, always a relatively unknown quantity, and one which has occasioned more discussion and argument pro and con than any other, was first introduced and approved in 1902. This approval was soon withdrawn, however, in 1904 because of its flammability and rapid loss of buoyancy under the usual compressed storage conditions. It was soon after this that Lieut. Commander H. E. Edmonds, USCG, set to work to perfect the kapok jacket, and worked at improving it until his death in 1936. Its present high state of development and the favorable regard in which this type is held in maritime circles is largely attributable to his efforts along this line. Kapok regained the approval of the Board of Supervising Inspectors in 1918, having proved its advantages under wartime conditions; its softness, and pliability which did not endanger the man who jumped overboard from a height and enabled him to swim with comparative ease, were assets which outweighed its inflammability and gradual loss of buoyancy after compression or storage, and persuaded the Board to again grant approval to it. Most important of all, it was actually reversible, and did hold the wearer in an upright and slightly backward position in the water, if unconscious. This last highly important and much-discussed point will be taken up in greater detail later.

Balsa wood as a material for life preservers was first approved in 1920 because of its excellent buoyant qualities and long life. Still more recently in February 1941, the Board granted approval to "pneumatic" expanded rubber for use as buoyant material in life jackets, after heated discussion at the preceding four annual meetings. Nevertheless, cork was still the preferred material from all points of view, in the opinion of the Board. It retained its high buoyancy longer, was not highly inflammable, and deteriorated much less rapidly than any other material, being still effective in many cases, after 20 years' service on shipboard.

The fact that men learn only through bitter experience has ever been a source of dismay; it is even more regrettable that this is so with reference to maritime safety and lifesaving measures. Many radical developments in the life preserver have been brought about directly by knowledge gained through disasters at sea. The first disaster that had bearing on the development of the life preserver was the loss of the steamer "General Slocum" on June 15, 1904. She was an excursion steamer running from New York City to points on Long Island Sound; she had on board her at the time of the casualty 1,358 passengers, of which less than 10% were men over 21. (To this high preponderance of women and children is attributable much of the excessive loss of life.) As she was proceeding up the East River that morning, fire broke out in the forward cabin, and spread with great rapidity until, when the vessel was beached a few minutes later, she was almost entirely engulfed in flame. The progress of the fire and the nearness of land led the Master to decide to beach her, and as she proceeded full speed ahead for the shore, the flames from the fire forward were swept aft by the wind, driving all the passengers to the stern, which in turn caused the hurricane deck to collapse and precipitate several hundred persons into the water. In beaching the vessel, only the bow was put ashore in about seven feet of water, leaving the stern (where the bulk of the crowd was located) almost 60 feet from the shore in over 20 feet of water. Due to the large percentage of women and children and the absence of direction by the ships officers, panic ensued, and people were forced by the flames to jump overboard into deep water, or remain aboard and be consumed in the conflagration. Only comparative few life preservers were utilized, and even many wearing them were drowned. In all, 955 perished. The lack of confidence in the preservers as

evidenced by the fact that so few donned them, seems to be the result of the officers' not having distributed them to the passengers, and to the fact that many of the covers were rotten and tore under the rough handling, allowing the cork to come out. Small wonder that many who would otherwise have used them were quickly dissuaded when they saw this condition. Most, if not all, of the life preservers were of compressed granulated cork with rotten canvas covers as well, in many instances. Because of this appalling disaster, a reinspection of all vessels, in the port of New York was instituted and numerous deficiencies found in the life preservers previously inspected and passed by Inspectors who had looked them over cursorily and condemned only those that "looked bad." Over 18% of all life preservers were condemned at this time, and over 33% of those on excursion steamers! Kapok jackets were found to be usually deficient in buoyancy to that required by regulation, others had rotten covers, needed repairs, were not accessible, or were fastened so that they could not be easily removed. Most flagrant of all was the fact that life preservers were found composed of blocks of compressed granulated cork with 8-ounce bars of iron concealed within the blocks to bring the jacket up to the required weight.

At the special meeting of the Board of Supervising Inspectors called as a result of this casualty, the following regulations were made;

- 1) All life preservers made in whole or in part of compressed or granulated cork heretofore approved by the Board, shall be excluded from use on all steam vessels.
- 2) All kapok life preservers heretofore approved by the Board shall be excluded from use on all vessels.
- 3) Any person who wilfully or knowingly manufactures or sells...or has in his possession with intent to sell, life preservers containing metal or other non-buoyant material for the purpose of increasing the weight thereof, or more metal or other such material than is really necessary for the construction thereof, shall upon conviction be fined not more than \$2,000, and may in addition thereto be imprisoned not exceeding five years. (Section 4488 R. S., March 3, 1905.)

At the same time, provision was made to standardize the testing procedure. It was decided that one life preserver out of every 500 manufactured was to be tested and stamped with the approval of the Bureau at the factory by an Inspector especially detailed to that duty. The regulations testing process would be to submerge the jacket in fresh water for 48 hours, after which it must be capable of supporting in fresh water a submerged weight of 20 pounds for 24 hours. (This same test is in use today, with the exception that the jacket must be capable of supporting 16.5 pounds submerged.)

The next step forward was the Seamen's Act of March 4, 1915, enacted pursuant to the International Convention for the Safety of Life at Sea which was held in 1912. The part of this Act relative to life preservers reads as follows;

"A life jacket of an approved type or other appliance of equal buoyancy and capable of being fitted on the body shall be carried for every person on board, and, in addition, a sufficient number of life jackets or other equivalent appliances suitable for children.

1st: A life jacket must satisfy the following conditions:

- a) It shall be of approved material and construction.
- b) It shall be capable of supporting in fresh water for 24 hours 15 pounds avoirdupois of iron.

Life jackets the buoyancy of which depends on air compartments are prohibited.

All life buoys and life jackets shall be so placed as to be readily accessible to the persons on board; their position shall be plainly indicated so as to be known to the persons concerned."

Many lessons were learned as a result of the First World War, and we can see several changes in the Rules and Regulations in the years 1919 and 1920. Allied shipping losses and cases of abandon ship made the need for a life preserver which would hold an unconscious person's head and face out of the water apparent, and thus started a controversy which has not even yet been completely settled. The British Board of Trade first made this requirement for ships in the British merchant marine, and the matter came up before the Board at their next annual meeting. The idea, after considerable argument for and against, was also adopted by the Board and incorporated into the Rules and Regulations, to go into effect on 1 June, 1919. At this time the Board also reapproved the kapok life preserver. One of the major objections to this reapproval was that such a life preserver would make it extremely difficult for a conscious person to swim (since the tendency of the jacket would be to roll him on his back), but in practice this disadvantage seems to have been overcome or at least outweighed by its other good points; its softness, which permits a person wearing it to jump from a height without injury, its pliability, which makes it fit the wearer so comfortably that he can wear it while working on deck (an impossibility with the cork block type), and the fact that it does hold the wearer in an upright and slightly backward position, and is reversible. Its approval on these grounds is obviously justified. However, to insure that its original buoyancy was retained, the regulation was promulgated in 1920 that at each annual shipboard inspection, 5% of all kapok life preservers shall be subjected to the regular buoyancy two-hour test (i.e., support a downward gravitational pull of 20 pounds for 2 hours), and those which did not pass must be condemned. The final draft of the regulation read as follows:

"Every life preserver adjustable to the body of an adult person manufactured after June 1, 1919, shall be of the reversible type, made of suitable material approved by the Board of Supervising Inspectors, with belts properly attached on each side of the body of the life preserver (thus making it reversible), with recesses for armholes under the arms, thereby allowing the front and back sections to fit around the upper part of the wearer, and held in place by the belts, and the upper part of the life preserver shall be made vestlike, the whole so constructed as to place the main buoyant body of the device underneath the shoulders and around the body in a manner to hold the person wearing it in a slightly backward reclining position when in an inert or unconscious condition."

Almost ten years later, in 1928, there occurred another major disaster which had an effect upon the development of the life preserver — the British

passenger steamship "Vestris" which foundered at sea on November 12, 1928. So great was the loss of life and so rabid was public opinion on the subject that it resulted in the International Convention for Safety of Life at Sea held in London in 1929. Since this vessel was under British registry and was sailing from an American port to a port other than her home port, the claim made by the Supervising Inspector-General that it did not have to comply with U. S. safety laws and regulations was upheld, although under the terms of our reciprocal agreement with England, the ship was subject to U. S. inspection to see that all equipment required on her own certificate was adequate and in proper condition; the main difficulty, however, was that the "Vestris" had no such British certificate. A defect in the inspection law was thereby unearthed, showing how such a vessel might go to sea without having to comply with any set of rules whatsoever. The controversy on life preservers started when the Navy Captain of the battleship "Wyoming" reported that he had found many bodies of survivors floating face downward in cork block life preservers, and he strongly urged that the Navy kapok jacket be made mandatory for the merchant marine as well, since it kept an unconscious person's face upward and clear of the water. The U. S. Commissioner, Francis O'Neill, who investigated the case, also made the same statement that "A few persons were picked up alive from the water by the rescue fleet. Many dead bodies were sighted floating in life preservers, and face down." Section 55 of the General Rules and Regulations read:

"Every life preserver adjustable to the body of an adult person manufactured after June 1, 1919, shall be of the reversible type, made of suitable material approved by the Board of Supervising Inspectors, with straps properly attached on each side of the body of the life preserver, thus making it reversible, with recesses under the arms to allow the front and back sections to fit around the upper part of the wearer, and held in place by the straps; and the upper part of the life preserver shall be made vestlike, the whole so constructed as to place the main buoyant body of the device underneath the shoulders and around the body in a manner that it will support the person wearing it in an upright and slightly backward position."

and on this basis, he condemned the jackets on board the "Vestris" on two scores:

- (1) They had no recesses under the arms, and
- (2) They were not "so constructed as to place the main buoyant body of the device underneath the shoulders and around the body in a manner to support the person wearing it in an upright and slightly backward position."

He then concluded: "I cannot but believe that some of the loss of life was due to the failure of these preservers to comply with the essential and important purpose of both the American and British requirements that the head of an unconscious wearer should be kept above the water." In refutation of these accusations, the Supervising Inspector-General, Mr. Dickerson Hoover, replied that the preservers had been properly inspected and 68 of them actually condemned; that life preservers for as long as 19 hours; and that cork block life preservers were the type most generally accepted and used in the American merchant marine, and advocated by the B.S.I. He declared that there were other important factors of safety to be considered beside that of holding up an injured person's head

and that kapok was still considered to be an uncertain quantity — some grades being lastingly buoyant, but others not — these variations making kapok on the whole a less reliable material than old-style cork for all-round use, in his opinion. In addition, he claimed that the British kapok type which kept the head up, also tended to slip up on the body, allowing the person to float lower in the water (since the buoyancy was around the neck and chin) and thereby making it more probable that the wearer be swamped in heavy seas and drowned. The ultimate effect of this public controversy was the gradual outmoding of the old type cork block preserver in favor of the superior high-grade kapok jackets.

Soon after the President proclaimed a state of National Emergency to exist in May, 1941, the Bureau of Marine Inspection and Navigation was made part of the Coast Guard, in order to secure greater efficiency in organization and administration of overlapping duties. Under these auspices there was compiled and published "Wartime Safety Measures for the Merchant Marine" containing the wartime regulations formulated under sub-chapter "O", Title 46. It was at this time that the 25% additional rule went into effect, to wit:

"All vessels, in addition to having a life preserver for each person allowed to be carried, be provided with life preservers stowed on the boat deck for at least 25% of the total number of persons. These life preservers shall be stowed in chests so as to be readily accessible, and in a manner as to float free of the vessel. The covers of the chests shall be of the "lift off" type to insure release of the preservers."

It was also recommended herein that on vessels over 1,000 gross tons, carrying suits, that the approved kapok life preserver be worn at all times when the ship is outside inland waters, and this has become a regular wartime practice. The value of this recommendation became evident soon after the entry of the United States into the war, for many vessels sank in so short a time as to preclude the use of the various lifesaving devices, and as a matter of record, on the 200 dry cargo ships lost due to war action during 1942, 141 lives (almost 2% of all the lives saved) were saved by means of life preservers alone.

New improvements continue to be made. For example, in December, 1940, flame-retardant covers were approved for use on kapok life preservers, as precaution against the known inflammability of this material. Also, in 1941, a new material, "pneumatic" expanded rubber was finally accepted for use in life preservers, and this material, though still in an experimental stage and not currently available due to priority schedules, may yet prove to be one of the greatest steps forward in the development of the life preserver within the next few years.

Today survivor reports of disasters are carefully studied and recommendations extracted for the further betterment of lifesaving equipment. The case of one vessel torpedoed and sunk in September 1943 illustrates this point. Torpedoed while in convoy, she broke in two and sank within two minutes. Obviously there was no opportunity to launch boats or rafts, and most of the 22 persons saved had only life preservers or a bit of drifting wreckage if they were so fortunate, to support them for five or six hours before they were rescued, a great tribute to the efficiency of the present kapok jacket. It was suggested by the Armed Guard Officer on this ship that our life preservers be provided with a line attached to the jacket, similar to the present British standard, to facilitate the rescue of survivors floating in the water. This suggestion had already been worked upon,

and samples of this device submitted by manufacturers are now in the process of being tested. If the tests prove satisfactory, the matter will then be brought before the Merchant Marine Council for final approval in the near future, so are all such recommendations at the present time. The Merchant Marine Inspection Division is at present also testing numerous substitute materials for the dwindling supply of kapok, and has several new designs under consideration as well, some of them intended for wear in conjunction with the lifesaving suit. The utmost is being done by this Division of the Coast Guard to make the standard approved life preserver the best and most efficacious means of saving lives in marine casualties in time of war and in peacetime.

APPENDIX D

9th (ST. LOUIS) NAVAL DISTRICT
CAIRO, ILL. MARINE
INSPECTION OFFICE

In addition to the foregoing inspection activities in connection with new construction, etc., the following routine marine inspection activities were performed in 1943.

(a) Vessel Inspections:

1) Annual Inspections Commercial Vessels

328 Tank barges
11 Motor ferry vessels
7 Steam passenger vessels
2 Motor passenger vessels
51 Steam towing vessels
5 Steam freight vessels (RR car ferries)
404 Total

2) Annual Inspections, Government vessels

81 Tank barges
29 Steam dredges
9 Steam towing vessels
15 Motor towing vessels
4 Quarterboats
138 Total

3) Intermediate Inspections

1284 Miscellaneous
175 Drydock
53 Reinspections
74 Setting and sealing safety valves

(b) Boiler and pressure vessel inspections, other Government agencies:

1) War Department U. S. Engineers, St. Louis, Mo., District

38 Boilers on floating plant
33 Boilers on land based plant
2 Class II pressure vessels
73 Total

2) War Department, U. S. Engineers, Kansas City, Mo., District

44 Boilers on floating plant
114 Boilers on land based plant
14 Class II pressure vessels
172 Total

3) War Department, U. S. Engineers, Omaha, Neb., District

36 Boilers on floating plant
9 Boilers on land based plant
45 Total

4) War Department, U. S. Engineers, Chicago, Ill., District

18 Boilers on floating plant
59 Boilers on land based plant
77 Total

5) U. S. Department of Agriculture, Various, Missouri and Illinois

24 Boilers - land based
17 Class II Pressure Vessels
41 Total

6) U. S. Veteran's Administration, Various, Missouri, Kansas, Wyoming and Nebraska

78 Boilers - land based

7) U. S. Department of Justice, Various, Missouri and Kansas

38 Boilers - land based

8) U. S. Public Health Service, St. Louis, Mo.

3 Boilers - land based

9) National Youth Administration, St. Louis, Mo.

3 Boilers - land based

10) U. S. Army, 6th Service Command Chicago Area

21 Boilers - land based

11) U. S. Army, 7th Service Command Omaha Area

515 Boilers - land based

12) U. S. Army, 8th Service Command, Denver, Colorado Area

31 Boilers - land based

(c) Examination and License Section; Licenses and Certificates of Service issued and renewed:

1) Licenses	Original	Renewal
Master - Oceans	-	1
Master - Lakes, Bays and Sounds	-	1
Master - Rivers	28	107
Mate Rivers	46	81
2nd Mate - Oceans	-	1
3rd Mate - Oceans	-	2
First Class Pilot - Rivers	28	40
Second Class Pilot	3	-
Chief Engineer Steam - Rivers	6	140
Chief Engineer Steam - Oceans	2	8
Chief Engineer Steam - Lakes, Bay Bays, Sounds & Rivers	-	34
1st Asst. Engr. Steam - Rivers	15	14
1st Asst. Engr. Steam - Oceans	-	3
1st Asst. Engr. Steam - Lakes Bays, Sounds & Rivers	-	7
1st Asst. Engr. Steam - Bays and Rivers	-	1
2nd Asst. Engr. Steam - Rivers	2	-
2nd Asst. Engr. Steam - Oceans	1	3
2nd Asst. Engr. Steam - Lakes Bays, Sounds & Rivers	-	1
3rd Asst. Engr. Steam - Ocean	21	1

Licenses	Original	Renewal
Chief Engineer Motor Vessels	34	54
1st Asst. Engr. Motor Vessels	15	2
3rd Asst. Engr. Motor Vessels	1	-
2) Motorboat operators	211	-
3) Certificates of Service		
Tankerman	188	3
Certificates of Identification	341	59
Certificates of Service	328	50
QMED Certificates	57	13
Certificates of Service as Able Seamen	3	7
Certificate of Service as Lifeboatmen	2	36
Continuous Discharge Books	-	7
Totals	919	175

Included in the above figures, 567 land based boilers were inspected for the 6th, 7th and 8th Service Commands, U. S. Army. The boilers were located at various Army Camps, Air Fields, Munitions Plants and Quartermaster Depots throughout the midwest states (including part of Illinois) between the Mississippi River and the Rocky Mountains and from the Dominion of Canada to the State of Texas, during the war years 1942 - 1944. One Boiler Inspector from the St. Louis Office was detailed to full time duty on this special assignment and the territory covered involved many thousands of miles traveling.

A Merchant Marine Hearing Unit under the direct supervision of the Officer in Charge and presided over by one deck officer (Hull Inspector) on full time duty as Senior Hearing Officer, and assisted at various times, when needed by Engineering Officers on part time duty, and one yeoman on full time duty, performed the following activities:

- (a) 176 Investigations involving commercial vessels
- (b) 58 Investigations involving Government vessels
- (c) 18 Investigations involving licensed and certificated personnel
- (d) 5 Hearings

During the war period the maximum number of clerical personnel employed in the office on full time duty and necessary to carry on the vast amount of work involved was 10 persons. This number included the one yeoman assigned to Hearing Unit, 4 Spar Yeomen, 1 male Yeoman and 4 civilian clerk-stenographers. During the peak of the boiler construction program, the 4 Spar Yeomen alone were employed on full time duty handling the great amount of paper work typing forms, certificates, affidavits, correspondence, etc., pertaining to material inspection, shipment, etc., of such boilers and pressure vessels.

APPENDIX E

Vessels Inspected and Certificated	440
Total Gross Tons	233,470
Vessels Inspected but not Certificated	20
Total Gross Tons	4,800
Vessels Re-inspected	30
Total Gross Tons	2,000
Drydock Examinations	100
Total Gross Tons	40,000
Examinations made Checking Repairs	360
Total Gross Tons	53,400
Miscellaneous Examinations	500
Examinations Checking Deficiencies	13
Sanitary Inspections	3
Government Boiler Inspections (afloat)	60
Government Boiler Inspections (ashore)	100
Examinations Setting and Sealing Safety Valves ..	20
Certificates of Inspection Returned or Restored to Vessel	80
Certificates of Inspection, Refused, Withheld or Withdrawn	90
Certificates of Inspection Surrendered	1
Investigations Completed	90
Hearings Held	4
Deck Officer's Licenses Issued	130
Deck Officer's Licenses Renewed	110
Engineering Officer's Licenses Issued	40
Engineering Officer's Licenses Renewed	70
Certificates of Efficiency and Service Issued ..	140