

acc. 677

9 January

Capt Charles F. Shoemaker,  
Revenue Marine Division,  
~~Treasury~~ Dept.,  
Washington, D. C.

ROSLYN,  
LONG ISLAND, N.Y.

Sept. 8/97

My dear Captain

I find among my papers your article on the life-saving service which, for some reason I cannot now recall we never used. It contains some valuable data which you must have been at considerable pains to collect and you will, I am sure, welcome it.

"return from the dead."

I hope you have weathered the summer in good shape ~~in~~ I believe there are only two better places in the universe, Yuma and Hades.

Carden I see occasionally. He is all right and as appreciative as ever of the superior officer who detailed him one more

to New York.

You naturally woud  
bet any money on  
Low. When you are  
poring over the Cong-  
ressional Record. sometime,  
turn to the 28th of  
March, 1886, and read  
Ingalls speech on the  
"neuter" or the "third  
sex" in politics. True,  
he reviled our own  
party- also, but then  
he didn't reflect upon  
our powers of propagating

our kind - Jackson  
Democrats - and all.

with best wishes

Yours very truly

Geo. S. Spinney

acc.  
707

The Evolution

of the Life-saving system of the  
United States

From 1837 to June 30. 1892.

An outline of the part taken in its  
development by the

United States Revenue Marine

By

O. F. Shaumaker

1st. Lieut. U. S. Revenue Marine

Late Asst. Inspector of Life-saving Stations

The first attention given by the national government to the saving of life from vessels in distress, took form when, in 1837, Congress authorized the President, "to cause any suitable number of  
"public vessels adapted to the purpose to cruise  
"upon the coast in the severe portion of the season  
"to afford such aid to distressed navigators  
"as their circumstances and necessities may re-  
"quire." Naval vessels were assigned to the work, but owing to their unyieldingness, and too great draught of water, they proved unsuitable for coast service and were soon replaced by vessels of the Revenue Marine, and that service has performed the duty ever since. In this field of usefulness the operations of this service have constantly ~~constantly~~ extended with the growth of commerce and the country. Beginning upon the Atlantic seaboard, extending as far as our eastern boundary and as far south as the Capes of the Delaware, they now cover the entire sea and lake coast and reach into the Arctic ocean which washes our northwestern boundary

It is unfortunate that no reliable data is extant which would give a clear idea of the arduous labors performed by this service under the quoted act of congress, from 1837 to 1860, but when it is considered that the work was accomplished in small sailing vessels, generally topsail schooners, cruising in winter seas, upon the worst coast in the world, some conception may be formed of the difficult and often perilous character of the duty. From 1860 down to June 30 1892, the records are intact. They show that the Revenue Marine has, between those dates assisted over 7,300 vessels in distress and rescued from the water, actually saved, over 2,200 lives.

Whatever semblance of a system for the saving of life from distressed vessels, existed under the jurisdiction of the General Government, whether afloat in its public vessels, or from the shore, was under the control of the Revenue Marine Bureau of the Treasury Department from 1837 to June 30 1878. The Life-saving Service of today was born, grew up, was organized, equipped

and in full saving under its present system, in that supervision for at least five years before the passage of the act of June 18 1878 which divorced it from the parent service.

The movement by the Government to succor from shore, the crews of storm driven vessels had its inception in 1848. The example for such service was set in this country as far back as 1789 by the Massachusetts Humane Society, when it provided shelter for the escaped from shipwrecks, on the coast of Massachusetts followed in 1807 by the establishment at Cohasset of the first life-boat station ever erected in this country.

As the result of an earnest and eloquent appeal, by the Hon. William A. Hewell of New Jersey, then a representative in Congress from that state, the first appropriation looking to the establishment of a national life-saving service was made in an act approved August 14 1848 "for providing, surf-boats rockets" "cannonades and other necessary apparatus for

4

"the better preservation of life and property  
"from shipwrecks on the coast of New Jersey  
"lying between Sandy Hook and Little Egg Harbor,  
"the same to be expended under the supervision  
"of such officers of the Revenue Marine Corps  
"as may be detailed by the Secretary of the  
"Treasury for such duty."

Captain Lauglass Ottinger of the Revenue Marine, was selected to supervise the expenditure of the sum appropriated (\$10,000) and with it, he erected eight stations upon the coast line indicated, and provided each with such fittings as were then deemed requisite, such as hawsers, hauling lines, shot-lines, rocket frames, rockets and lines blocks and tackles, mortars and balls, &c. Captain Ottinger devoted intelligent energy to this labor, and claims ~~to have~~ <sup>that he</sup> invented, during its progress, the iron life-car still in use at all stations.

These were the first United States Life-saving Stations ever built. In an act approved March 3<sup>d</sup> 1849, there was a provision for "surf-boats, life-cars, rockets, carronades, lines

"and other necessary apparatus for the better  
 "preservation of life and property along  
 "the coast of New Jersey, between Little Egg  
 "Harbor and Cape May, to be expended  
 "under the direction of such officer of the  
 "Revenue Marine Service as may be desig-  
 "nated for that purpose by the Secretary  
 "of the Treasury"

Lieutenant (late Captain) John M. Gowen  
 of the Revenue Marine was detailed for the  
 duty, and added six stations to the number  
 already built by Captain Ottinger. The act  
 referred to made appropriation <sup>for</sup> among  
 other things, ~~for~~ "surf-boats and life-boats  
 "and other means for the preservation of  
 "life and property shipwrecked on the  
 "coast of the United States," and under the  
 supervision of Mr. Edward Watts, a civil  
 Engineer in the employ of the Treasury Depart-  
 ment, eight stations were erected and equipped  
 from this appropriation on the coast of Long  
 Island. The next year (1850) more stations were  
 built and equipped, some on the Rhode  
 Island, and others on the Long Island coast

under the supervision of Lieutenant Joseph Boyes, Revenu Marine. In addition to the stations already built, life boats were placed at various points on the sea and gulf coast and on the lakes, so that in 1854 there were in existence fifty-five stations and some eighty odd life and surf-boats, but there were no persons accountable to the Department, except here and there an occasional light keeper, assigned to the charge of any of these, so that the stations and boats when operated at all, were manned by volunteers from among the dwellers on the coast. Had one hundredth part of the energy in the management of affairs been exerted in these early years of the nascent service, which has characterized the work of later years, there is no good reason why the record might not have been vastly different. The same agency employed in the development of the service since 1871 - the Revenu Marine - was at the command of the Department in the first year, as it has been through all the years since. It may, however, be fairly said that, every appropriation made by Congress in behalf of the life-saving scheme,

its extension and development up to the year 1872 was dictated, if not enforced by the frequent occurrence of those heart-rending disasters which had strewn the coast of New York and New Jersey with the bones of many wrecks, and sent to their last account hundreds of human lives. Brought up by public sentiment, which had been growing every year, the result of these terrible catastrophes, a bill for the promotion of the usefulness of the existing service by an increase in the number of stations, and a rehabilitation of life-saving appliances, was passed by the United States Senate in 1853 but failed to reach the House of Representatives before adjournment. Among the dire disasters which had previously been heralded, was the one to the "Powhattan" on the coast of New Jersey, wherein three hundred lives were sacrificed, and so it went on, the old story of wrecks and loss of life, was told and told again. In the Congress of 1854 a law was passed making meagre provision for the service, under this law the first salaried officers of the life-saving service were appointed and consisted of two coast superintendents, one for New York the other for New Jersey, and a keeper for each station on those coasts.

Indifference for the real of the service, but great solicitude for the behests of the ever present political hieles, seems to have governed in the selection of appointees to these newly created offices, for without an exception, which is of striking record, the needs of party were solely considered ~~regarded~~, while the beneficent purposes of the law, were totally disregarded. No one in the management, evinced other than indifference to the service which was struggling into life, and so it floundered along, without organization, without regulations without drill or discipline, as an effort to attain any of these, piling up, year after year a record of utter worthlessness and inefficiency. Beyond the passage of the act of 1854 and filling the offices created under it, nothing further, of importance, was done for this service. Then came on the war for the union which checked all governmental enterprise, at least in this direction, during its continuance and for some years after its close. The first definite movement, after the lapse of about fifteen years

from the enactment of 1854, looking to a manifestation of interest in life-saving matters, was made in 1869. The intervening years had been fruitful in dire disasters from shipwreck, mainly upon the sands of New Jersey. So frequent and calamitous had been these scenes of grief and mourning upon her coast, that the legislature of that state took the matter in hand and passed resolutions of appeal to Congress to do something for the success of the sea-farer.

The Hon. Charles W. Haight (lately deceased) Representative in Congress from New Jersey, moved for an appropriation for the employment of regular crews at the stations. This was an earnest effort in exactly the right direction, a long step in advance of anything any body else had ever attempted. It was defeated. It was then that the great "life-saving Congressman" Samuel J. Cox, jumped into the breach made by his confrere Haight, and procured the adaption of a substitute for Mr. Haight's proposition, which secured the employment of regular crews at alternate

stations. While the birth of the service is usually  
 accorded to the year 1848, this effort of the lamented  
 Cox, <sup>Contained within it</sup> ~~is~~ the germ from which has grown the  
 efficient establishment of today. But there was <sup>yet</sup>  
 lacking —, means for the extension and development  
 of the service, and above all there was <sup>still</sup> about,  
 that from which the parent service, the Revenue  
 Marine, has suffered even more than its offspring,  
 an active energetic head for the Revenue Marine  
 Bureau: Had there been during the years pre-  
 ceding, a competent man, of progressive ideas  
 at its head in the Treasury Department, the incipient  
 life saving service under its control, would have  
 kept pace with the times, as it has in later years.  
 Why not? The same class of able and efficient  
 officers who have done so much toward making  
 the life saving service what it is today, filled the  
 lists of the Revenue Marine always, and their

skill and knowledge could have been utilized then as easily and as perfectly as it has been since 1871. In this latter year the present General Superintendent of the <sup>Mr. Sumner</sup> Life-Saving Service, ~~Kimball~~ was appointed chief of the Revenue Marine Bureau in the Treasury Department.

The apt repeated story of disaster, loss of life, and of the inadequacy of the means and methods provided for succoring the ship-wrecked, continued to be rehearsed in the catastrophes of the winter of 1870-1. An examination of the history of what had been done by Congress, and by the Department in preceding years in behalf of the service, of its then condition as shown by the records of the Bureau, and added to this information the details of the recent disasters and the circumstances surrounding them, enabled the new chief of Bureau to familiarize himself with the means under the control of his office, sufficiently to point out the indispensable necessities for their immediate betterment. This he did, laying the subject before the Secretary of the Treasury and urging prompt action. The result was that in the month of April

1871, Congress authorized the employment of regular crews at stations, the rehabilitation of the stations and life-saving appliances, and appropriated \$20000 for the work. Now began the active participation of the Revenue Marine in the affairs of this service, which has continued uninterruptedly ever since.

To enable the Department to form a proper conception of the work in hand; to enable it to go forward intelligently, to correct defects and to inaugurate systematic improvement, it became apparent at once, that it would be necessary to bring into the field a degree of technical knowledge of aquatic affairs, possessed alone by men bred to the ways and usages of the sea-farer. Accordingly Captain John Fauce (recently deceased) an old and experienced officer, and Lieutenant (now Captain) L. H. Swade of the Revenue Marine, were the first to be detailed under the new regime, for duty in connection with the life-saving services, now entering upon ~~its~~ new life and better days. Their first duty was to visit the coast of New York and New Jersey, and "make a thorough examination into the condition

"of the service". They were "instructed to examine  
 "each building and its equipments, to thoroughly  
 "test the latter, and to make a schedule of the  
 "same, stating definitely the condition in which  
 "each article was found". They were also "charged  
 "to make such inspection of the coasts, as to enable  
 "them to ascertain what changes should be made  
 "in the location of existing stations and at what  
 "points the establishment of additional ones would  
 "be advantageous."

The duties assigned these officers were satisfactorily performed, and the following is a synopsis of their very able and comprehensive report submitted to the Department Aug. 9. 1871. by Captain Faunce:

"He found that most of the stations were too  
 "remote from each other, and that the houses were  
 "much dilapidated, many being so far gone  
 "as to be worthless and the remainder in need of  
 "extensive repairs and enlargement. With but  
 "few exceptions that they were in a filthy con-  
 "dition, and gave every evidence of neglect and  
 "misuse.

"The apparatus was rusty for want of care.

" and some of it ruined by the depredations of vermin  
" and malicious persons, many of the most necessary  
" articles were wanting, and at no station was the outfit  
" complete. At some of the stations where crews were  
" employed in the winter months, such indispensable  
" articles as powder, rockets, shotlines, shovels &c were  
" not to be found. At other stations no portable  
" article was left, some of the keepers were too old  
" for active service, others lived too far from their  
" stations, and few of them were really competent  
" for their positions. Politics had had more influence  
" in their appointment, than qualification for the duties  
" required of them. Care in the selection of the  
" crews for the stations where they were employed,  
" fitness was a secondary consideration. The  
" employment of paid crews at alternate stations,  
" had provided crews where they were comparatively  
" little needed while it had left others, where regular  
" crews were most necessary, to rely upon such aid  
" as might be volunteered. It had also excited  
" discontent among those who had habitually volun-  
" teered their services at the intervening stations, and  
" a feeling that an unjust discrimination was made  
" against them."

The information embodied in this report was the first authentic statement of the condition of the then existing service, and formed the basis from which reforms were to be worked out. To develop order and efficiency from the chaotic conditions shown by these officers to exist, was an onerous task. An incompetent and inefficient personnel was to be weeded out, and replaced with men of ability and experience in the particular requirements of this service. The new Chief of Bureau lost no time in putting into motion reformatory measures, and the officers of the Revenue Marine whom he called around him, furnished the professional knowledge and experience, so indispensable in the development and proper management of such a service. The result was that, by the time the winter gales set in in 1871, the service had taken form, new men were in charge all along the line; as far as possible the old stations had been repaired and their equipments renewed, while crews of experienced surfmen had been employed; certain instructions for the government of all connected with the service had been promulgated, the work performed by the service

in that winter - 1871-2 on the coast of New York and New Jersey, first brought it prominently before the country upon its merits, and from that time to this, legislation by Congress in its behalf, has been obtained almost if not for the asking. There has hardly been an objection, worthy of special note, raised in Congress, to granting a request for an appropriation for the extension and general improvement of the service from the close of that active season April 1, 1872 to this time. This cannot be said in behalf of any other branch of the public service. Such opposition to measures in Congress as may have been manifested, was smothered by their friends, in the hearing, and it is safe to say that every measure for its betterment and extension has passed Congress with practical unanimity, a division being rarely called for, even to the granting of limited pensions to its keepers and surfmen, a boon not enjoyed by any other branch of the Civil Establishment. It is a popular service, and justly so. Its keepers and surfmen are drawn from the best class of men who dwell upon the coast, and their deeds of heroism and self-sacrifice in the life-saving

cause, as are marvelous, as they are innumerable) Primarily, the service owes its name and fame to this hardy, brave and generous race of Americans, for Americans they all are, as so nearly all that the minority would not count more than one or two in a district

The Act of June 10, 1872 made provision among other things for the construction of a number of new life-saving stations, and directed that all thereafter erected, should be erected under the supervision of two Captains of the Revenue Marine. Accordingly, Captains John Faunce and J. W. Merryman U.S. Revenue Marine, were detailed as Superintendents of Construction. The service was taking on form, and rapidly getting into systematic working order, so that with the approach of the new active season, to begin December 1, 1872 it was found ready for the heavy labors in store for it, on the coast of Massachusetts, Rhode Island, New York and New Jersey.

On Jan. 11, 1873 was promulgated a book of fairly comprehensive regulations for its government, organizing it upon its present basis and system. The technical features of these regulations were drawn by Captain Merryman, who from the day of his assignment to duty in this service, June 18, 1872, until he was stricken with paralysis, two or three years

years before his death which occurred  
 in Feb. 1890, was <sup>the</sup> chief counselor and adviser,  
 in the affairs of the service, of the Chief of Bureau.  
 Under these regulations Captain Merryman was  
 assigned to duty as Inspector of Life-saving Stations  
 and, in addition to his duties as Superintendent  
 of Construction, he exercised the functions of  
 the office during the remainder of his life, a period  
 of about seventeen years. To this office ~~was given~~  
 was confided the immediate supervision and  
 inspection of the service. He held and merited  
 the unbounded confidence of the Department through  
 all administrations, during his term of service.  
 Such system and order, as well as such improve-  
 ments as gave it efficacy during his active life-  
 time, were of his suggestion, "and the successful  
 "introduction of nearly all its cardinal measures,  
 "was accomplished, through his intelligent and  
 "Energetic co-operation". It may also be said  
 that, Captain Merryman was given great latitude  
 in the execution of his duties, due to the fact  
 that his labors were in a technical field  
 and that he had the brains and Executive  
 ability to carry his work to a successful issue

and in the execution, to win the confidence and respect of his official superiors and subordinates. No other officer ever connected with the Life-saving Service, has been accorded anything like the same measure of authority in its affairs. For the obvious reason that the same character of service can never be required of another, it is safe to assume that Captain Merryman will never have a successor, in all respects, in the Inspectorship. That from the day of his assignment to the service, when it required such ability as he possessed, to render its development not a matter of doubt, down to the hour when he was stricken with paralysis, he should have been so freely trusted, and so fully upheld in his official work, is proof absolute of his mental capacity and poise, of his worth and efficiency as an officer.

as would be of value in its conduct of affairs.

The purpose intended to be subserved by these Boards, is clearly set forth in the Report of the Life-Saving Service for 1877. as follows:

P.P. 31-2 "The usual examination of keepers and surfmen  
 " of life-saving stations by boards of two officers of the  
 " Revenue Marine, familiar with the nature and equipment  
 " of the service, and a medical officer of the Marine  
 " Hospital Service, was commenced soon after the rendez-  
 " vous of the crews at their stations for the active season.  
 " These examinations are made each year, as early  
 " in the season as possible and are of the greatest  
 " use, not only in weeding out unworthy members  
 " of crews, but in bracing and animating the others  
 " for the serious and arduous duties required of  
 " them as sentinels of the winter coast, and guardians  
 " of stranded sea farers."

In the same report P. 33 in presenting the condition of things found by one of these boards in a particular district, appears the following, which is a fair illustration of what was expected of the examiners, their functions and the results of their labors:-

" Of 8 keepers examined, 5 were incompetent  
" and more than one fifth of the surfmen unqualified  
" for their duties. At many places, evidences of  
" neglect were abundant and the new apparatus  
" in some cases, had not been arranged, and put in  
" order for use, although it had been for some  
" time at the stations. The board endeavored  
" to impress the keepers and crews with a full  
" sense of the grave responsibilities resting  
" upon them, and to stimulate them to efforts  
" in acquiring proficiency in their duties. They  
" also made diligent inquiries into the causes  
" of the degraded state of the district. They  
" found that it resulted generally from an  
" utter misconception on the part of the  
" (district) superintendent of his duties and responsi-  
" bilities, and that this misconception had  
" been formed in his mind by the efforts

" and representatives of certain local politicians,  
" some of them holding petty official positions, who  
" had impudently claimed to represent the wishes of  
" the Department and had contrived, by adroitly  
" practicing on his fears, to secure the nomination  
" and retention of incapable persons at the station,  
" both as keepers and surferes, thereby producing  
" a general maladministration of the affairs  
" of the district, their aim being to advance their  
" own paltry political interests, through the patron-  
" age of these parasites and retainers. They had  
" succeeded in obtaining control over the mind  
" of the Superintendent to the extent of making him  
" believe that the security of his position depended  
" upon compliance with their desires, a belief  
" fostered by frequent endeavors which were  
" actually made for his displacement by local  
" political factions"

That these examinations were of very great and lasting benefit to the service has never admitted of question, and would doubtless ~~never~~ have been continued up to this time, but for the presence in each district of <sup>a</sup> resident Assistant Inspector (always <sup>an</sup> officer of the Revenue Marine), who may not unfittingly be termed "the Sentinel of the district," always among the stations and crews, always on the alert to detect and correct abuses.

Through all the years from 1871 to 1878 the service was extending, so that on June 30th of the latter year it was <sup>found</sup> organized into districts, and divided as follows:

District No. 1.	(Coast of Maine and New Hampshire)	6	Stations
"	" 2 (Coast of Massachusetts)	14	"
"	" 3 (Coast of Rhode Island and New York)	36	"
"	" 4 (Coast of New Jersey)	39	"
"	" 5 (Coast from Cape Henlopen to Cape Charles)	6	"
"	" 6 (Coast from Cape Henry to Cape Hatteras)	10	"
"	" 7 (Eastern coast of Florida)	5	"
"	" 8 (Lakes Erie and Ontario)	9	"
"	" 9 (Lakes Sturon and Superior)	9	"
"	" 10 (Lake Michigan)	12	"
"	" 11 (Pacific coast)	2	"

making a total of 148 stations. Included in this number, were 16 life-boat stations on the Great Lakes and 2 on the Pacific coast, and 5 houses of refuge on the coast of Florida, and 125 regular life-saving stations on the Atlantic ~~and Gulf coast from Maine~~ seaboard from Maine to Cape Hatteras. The life-boat stations on the Lakes and Pacific coast were operated by a regularly employed keeper at each station with an enrolled crew of volunteers; the houses of refuge had each a resident keeper, but no crew, the purpose of them being only to furnish shelter and food to the shipwrecked who might reach them.

Those stations denominated "life-saving stations" were manned by regular crews of surfmen from Dec. until May. The service had been divided into districts as shown above, -

Thus it has been shown that this service grew to the proportions here exhibited from 1871 to 1878. Through these seven years, there were employed on special detail duty, in building up and assuring the efficiency of the Life-saving Service, nineteen officers of the Revenue Marine, of whom six were Captains and thirteen were lieutenants. These officers were detailed from time to time as their services were needed, and during such detail they devoted their whole time and attention to improving and regulating the affairs of the service entrusted to their skill and discretion, such as the supervision of the construction of stations, selecting <sup>sites</sup> and obtaining title to them, inspecting and drilling station crews, <sup>in the use of</sup> ~~with~~ apparatus, and in boats through surf, serving on boards to examine keepers and crews, &c. &c. But these officers, specially detailed, were not the only ones of the Revenue Marine to take part in the making of this service, for first and last its officers, crews and ships in their integrity, were employed in aiding its advancement; conveying and delivering fuel and supplies, life-saving appliances boats, &c., conveying boards of examiners and inspecting officers through the districts, &c. It is fairly urged that

the Revenue Marine as a whole, from 1871 to 1878 performed at least three quarters of the indispensable labor in making this service, leaving out of account of course, that which was done by the keepers and crews employed at the stations, which was confined to their specific line of saving life and property from wrecks and strands. During the seven fiscal years ended June 30, 1878 the vessels of the Revenue Marine steamed nearly 130,000 miles in performing this particular work. What the personnel of those ships contributed, can readily be inferred.

The year 1878 marked the divorce of the two services. That is a memorable year, one never to be forgotten by those officers of the Revenue Marine who were active participants in the events which culminated in the passage of the act of June 18, 1878 which organized the Life-saving Service as a separate and distinct branch of the Civil Establishment. Such has been the growth of the service and so brilliant was its record, that it became a tempting bait for another service, and an effort was made, under the lead of Mr. Sargent, of California in the Senate, to transfer its control to the Navy Department.

So devoted to the life-saving scheme, had been the Revenue Marine, and so great was the pride of the officers of that service in their protégé, that the proposition for its transfer to other hands than those in which it ~~had~~ <sup>was</sup> born and had grown into efficiency, aroused the corps, individually and collectively, to defeat it, and pass the bill then pending to place <sup>the service</sup> upon a firmer basis and continue its control under the Treasury Department. Their efforts in both directions were abundantly successful. There was not a Board of Trade, or Chamber of Commerce <sup>worthy of the name</sup> in the country, before which some one or more officers of the Revenue Marine did not appear to plead the cause of the life-saving service; on the one hand to oppose its removal from the control of the Treasury Department, and upon the other, to advocate the passage of the bill then pending to organize it. Their prayers were effective, and those civic bodies which, properly, wield such powerful influence in commercial circles, opposed by resolution and protest the proposed transfer and advocates, in no doubtful terms, the passage of the bill referred to. Petitions to <sup>the</sup> Congress embodying the same purposes were circulated by those officers, and numerously signed

by firms in every maritime interest the country  
 own, and these with innumerable others, bearing the  
 names of thousands of men living upon the immediate  
 line of coast, where the service was nearly performing  
 prodigies of valor in saving human life, were poured  
 in upon both houses of Congress, until grave  
 Senators and representatives were convinced that  
 their entire constituencies demanded the defeat  
 of the transfer scheme, and the passage of the  
 pending measure. In addition, and to the same  
 end, officers of the Revenue Marine were instru-  
 mental in obtaining joint resolutions from state  
 legislatures, particularly from New York  
 and New Jersey, instructing their delegations in  
 Congress upon the same line. These appeals were  
 heard in the ignominious smothering of the propo-  
 sition for transfer, and the triumphant passage  
 by Congress of the Act of June 18 1878.

There is no detractor here from the able  
 and distinguished services to the cause, of its friends  
 in Congress, among whom were the Honorable  
 S. J. Cox of New York, the indefatigable friend  
 and sponsor of the service ~~in Congress~~ for many  
 years <sup>in the House of Reps.</sup> of the Honorable Oliver D. Cooper of Michigan

A. E. Baleman was similarly assigned to the coast of New York, and Lieut. E. N. Edmunds to the coast of Virginia and Maryland. Following these in 1876 Lieut. G. F. Shoemaker, then, and for a year previous, on duty in the office of the Inspector at New York, was assigned to the coast of New York, relieving Lieut. Baleman and Lieut. W. J. O'Leary to the coast of Virginia and Maryland succeeding Lieut. Edmunds, resigned, while Lieut. W. C. DeHart, succeeded Lieut. Walter Walton, on the coast of New Jersey, the latter taking station on the coast of North Carolina. Lieut. Thomas D. Walker was assigned to duty in connection with the Life-saving Service at New York, on April 20, 1874. He was the first officer ever regularly detailed to act as Assistant Inspector of Life-saving Stations, and this assignment bore date July 16, 1875.

With the passage of the Act of June 18, 1878 the Life-saving Service, became a Bureau of the Treasury Department, with its own Chief, Assistant Chief and corps of clerks. Mr. Sumner I. Kimball, who from 1871 till the passage of the act referred to, had been chief of the Revenue Marine Division, became General Superintendent by appointment of the President.

though he had acted in that capacity for seven years previously, and Mr. Wm. D. O'Connor was appointed Assistant General Superintendent. Beyond these two appointments, which were required to fully carry out the provisions of the law, the service was already fully organized in conformity with it; little was therefore left to be done to fully comply with the provisions of the new law.

Officers of the Revenue Marine, were assigned as Assistant Inspectors for the several life-saving districts then extant; those appointed to the 1st, 2<sup>d</sup>, 7th, 9th and 10th districts, were the Commanding Officers of vessels of the Revenue Marine cruising in the waters of those districts, while those detailed to the 3<sup>d</sup>, 4th, 5th, 6th and 11th were resident in their respective districts, being the same who had performed the duties for two years before the passage of the law—

It would not be possible, in limited space to follow in detail, the growth and development of the Life-saving Service. In the preceding pages it has been outlined from its birth in 1848, down to June 30 1878, the most interesting period, in some respects, of its life, being from 1871 to 1878 - Through the mutations of those years ('71 to '78) it was lifted from an exceedingly imperfect nucleus, and by herculean labors brought, as we have seen, to the status of a well organized service, known for its deeds the world over. Beginning upon the coast of New York and New Jersey in 1871, its efficient aid and protection to the sea-farer was extended, within seven years, to June 30 1878, to portions of the whole eastern seaboard, from Maine to Florida and upon the Great Lakes from Ontario to Michigan and Superior. Its life-saving appliances of all kinds were renewed and improved; the best foreign devices, notably the breeches buoy <sup>(English)</sup> and self-righting and self-bailing life-boat <sup>(English)</sup>, were imported and bettered here. In all these matters, officers of the Revenue Marine furnished the skill and knowledge required.

The heavy and otherwise cumbered wreck ordnance so long in use on the coast, was replaced in 1877 by

the light and otherwise incomparable Lyle gun, with its accompanying accoutrements. From a few incomplete, even tumble down stations, without keepers or crews fit for the service required of them, new houses had been erected and well appointed, as to appliances for saving life, a Keeper in charge of each with a full crew of men; in short, order and organization had taken the place of chaos.

Such was the general condition of the Life-Saving Service when, by the enactment of June 30 1878 it was taken from the immediate jurisdiction of the Revenue Marine, and erected into a separate Establishment. But its divorce from the parent service, under the provisions of that law, by no means relieved the officers of the Revenue Marine from their connection with it, but ~~but~~ quite the contrary, for they have had even more hand in shaping its progress and assuring its efficiency, during the fourteen years since the passage of the law than before, and so they must have, for just so long as the provisions of that law relating to their detail to duty under the Establishment, are carried out. The present condition of the Life-Saving Service is excellent; its efficiency, with all

reference to its chief purpose, namely, the saving of life and property from wrecks and strands, is so perfect as to be known wherever our literature finds perusal the world around. Its discipline and general morale is as good as any service of the kind can ever be. A strictly military discipline could never be <sup>successfully</sup> - and maintained in this service, simply because the restraints incident thereto, would disgust the men who fill its ranks and drive them out, and they cannot be replaced by any other class. All that may be, all that ought ever to be expected in this regard from the men of this service, is that which now exists, namely, respect for superior authority, and obedience to orders. The simpler and fewer the forms and ceremonies required of the hardy and independent race of Americans who compose the rank and file, the better will be the results. It is unquestionable that no amount of drill, no amount of restrictions imposed, ~~can~~ <sup>could</sup> ever instill into their hearts and consciences, ~~the self-sacrifice~~ the utter abnegation of self, which has <sup>heretofore</sup> prompted the men of this great coast service to the performance of the deeds of heroic daring, which have made

the Life-saving Service of the United States, a household word among the nations of the earth.

Politics in the Life-saving Service

It will be readily conceded by all having knowledge in the premises, certainly by all officers of the Revenue Marine who have had to do intimately with the Life-saving Service since 1871, that the greatest difficulty with which they have had to contend, in shaping the affairs of this service to usefulness and efficiency has been the influence of party politics, exerted, exercised upon its personnel. Any other obstacle to its advancement and perfection has been to a very great extent, and can be completely overcome. Politics in this service gained its foothold under the law of 1854, which authorized the employment of the first salaried persons in it, i.e. Superintendents of coasts and keepers of stations - The single fact that these were offices

created under the Civil Establishment, carried with it the assurance that they were to be bestowed as new men for spotty services. That they were so bestowed is known of all men. In the lifetime of what bore the name of a life-saving service, anterior to 1871, the utter worthlessness of its personnel attracted but little public attention, because such service as then existed, was without organization or much of anything else, beyond a few stations, wide apart and those inadequately equipped or fitted for work. It has been shown in the earlier part of this paper that when, in 1871 an effort was made to place the service upon an efficient footing, almost the first thing done was to place new men in charge all along the line, but instead of eliminating the political feature it seemed to take on new life, and grew with the service, the more offices, the more spoils. The influence which dominated in the selection of keepers and crews of stations in the communities on the coast from whence the men for the service must be chosen, began in the person of the local political light.

leader, in the village, town or hamlet nearest  
 the station, ascended from him to the County  
 Committee, and so on. It was an inevitable  
 sequence that dissatisfaction should arise  
 among the politicians who claimed, and for  
 a long time, covertly exercised, the power  
 of dictating who should be appointed keeper  
 and whom he should select to compose  
 his crew. Of course none of this could go on  
 without the knowledge of the district superintendent,  
 whose recommendation alone, was, until within  
 a few years, all that was necessary to insure  
 the appointment by the Department of the keepers  
 under his supervision. Being himself the creature  
 of the political influence exerted to secure his  
 own appointment, it followed just as certainly  
 and just as naturally, as the day, the night,  
 that he should be susceptible to the influence of  
 his political friends, and that the man or men  
 selected for appointment would be of his own  
 political affiliation. That he was so influenced  
 is beyond dispute, and it is equally true that, in innumerable  
 cases he governed his keepers in the selection of their crews, for  
 the same reasons, while in town the keepers were amenable

to the same kind of influence exerted by his political friends. The fact that the regulations of the service inhibited such practices, seemed to carry no particular weight, for they were studiously disregarded.

As before related, Boards of Examiners were formed and visited the districts annually, from 1875-6 to 1880-1 that these boards did great good in heading off and undoing the work of politicians whenever it was found to exist, there has never been a doubt, but they did not succeed in destroying their influence. The office of the General Superintendent was, for years, fairly inundated with complaints, which arose in most instances, from factional disagreements among politicians; these complaints were sometimes leveled against the district superintendent, at others against a keeper, because the following of the complainant had not been considered - That particular fact, the governing motive, was never stated, of course, but strange to relate most of these complaints were couched in language which was calculated upon, to give the impression, that the authors

were actuated by the most exalted sense of duty imaginable in their tender solicitude for the well being and welfare of the service.

It has been stated by somebody, that the influence exerted in the selection of appointees to the Life-saving Service has not been exercised by representative men in national politics. Unfortunately that is not true. The undiluted truth is that, those who would have turned the service into a political machine, by turning all of one party out, and putting in all of the other, are not confined to any particular walk in life, nor to either of the great political parties. Senators and Representatives in Congress, and members of administrations, could easily be named who have exerted their power to so use it, and to this class, <sup>for more than to any other</sup> ~~is a due mark of~~ the embarrassment and vexation endured by the officers ~~of~~ of the service, in their efforts ~~to~~ to render the service non-partisan.

The efficiency of this service must go hand in hand with its non-partisan character, else it will fail of its purpose. The moment <sup>in which</sup> partisanship shall be applied as the test of efficiency, in that moment, its keepers and crews should be discharged and the stations closed

So such an extent had this influence grown, and it was so far uncontrollable that it was found necessary to invoke the aid of Congress, and in 1882, ~~through the efforts of the General Superintendent of the Service~~, a law was enacted, which reads as follows:

"That the appointment of district superintendent inspectors and keepers and crews of life-saving stations shall be made solely with reference to their fitness, without reference to their political or party affiliations."

One would suppose that that law would have forever ended the evil it was designed to reach.

It is matter of regret that it did not. - It was practically a dead letter. In another part of this paper is shown the degraded condition, due to the influence exercised by politicians in its affairs, in which a part of the service was found by a Board of Examiners in 1875. Let us see what the condition of another part of the <sup>was found</sup> service, to be, in this regard, ten years later, or in 1885. An example presents itself, one of the oldest districts of the service, with the history of which the writer is familiar

were investigated by a Board composed of a Special Agent of the Treasury Department and an officer of the Revenue Marine appointed for the purpose in the winter of 1877. While the conditions related above really existed, to the personal knowledge, then and now, of the writer, the Superintendent in some way <sup>had his tracks</sup> covered ~~himself~~ sufficiently to save himself from dismissal. The result was that he ~~escaped~~ with <sup>a</sup> reprimand for such acts as were proven, and an admonition by the Secretary of the Treasury for his future guidance. But the political ardor of the Superintendent, as subsequent developments proved, was thus stayed for a brief time only; it was not long before he was again as deep in the mud, as he had before been in the mire. In the face of the admonition above referred to, which was not couched in doubtful terms; ~~in the face of the law of Congress, giving authority to the Secretary of the Treasury to suspend any Superintendent of the Revenue Marine who should be found guilty of any of the offenses mentioned in the law above referred to, and~~ confronted by explicit regulations on the subject, and finally by the law of Congress, given above, forbidding any other consideration than the single one of fitness, to influence in the selection of keepers and crews, this district, under the supervision of the same Superintendent, was found in 1885 to

he<sup>as</sup> thoroughly organized a political machine as it  
 was eight years before. The people, under the charge  
 of Administration, again took the matter in hand  
 and represented the state of affairs, in the form  
 of charges preferred against the Superintendent. These  
 charges were exhaustively inquired into and were found  
 to be true in all material particulars. The result  
 was that, the Superintendent was removed, and the  
 district was thoroughly and consistently reorganized  
 and reformed. The politicians soon became im-  
 pressed with the genuineness of the effort, then in  
 course of fruition, to drive politics out of the service  
 all the coast of Long Island:  
 the men in the service, the keepers and crews, were  
 distinctly informed that the law and regulations were  
 to govern in this regard, as in all other respects, and that no  
 man could be admitted to the service because of former  
 present or future activity in political matters,  
 nor removed therefrom, because of his political  
 affiliations, nor unless for cause, the result of thoroughly  
 sustained charges after investigation. While in  
 the course of reorganization a dozen or fifteen  
 keepers were removed, with one or two exceptions,  
 no new keepers were appointed from the outside, but  
 all vacancies in those positions were filled by promoting

men who had shown their fitness through service in crews.

No effort has been made here to show the multitude of abuses which were found to exist in this district, all directly traceable to the nefarious influence which politicians had exercised in its affairs, or to show the ramifications of this influence, or to what degree the several stations had made themselves felt on election day at the polls in the Communities from whence their personnel was drawn, all of which could be readily done. Suffice to say that each station crew, with the Keeper at the head, formed in itself a compact and complete power, by and through which, due to the influence among their friends and relations of the men composing it, controlled and cast, not less than from fourteen to twenty ballots.

The best proof of that can be offered here that the reformation of affairs in this district was genuine and far reaching, is found in the ~~fact~~ facts that from the winter of 1886 to the spring of 1891 - five years - not a single complaint for any cause against any body connected with the service in the district was filed, and not a single case of dereliction of duty

was reported or discovered.

Since 1885 (or possibly since 1884) a practice has prevailed, of requiring the district Superintendent to confer with the resident Assistant Inspector before nominating persons for appointment as keepers, or, of requiring the approval by the Assistant Inspector of the Superintendent's nomination for keeperships before official action is taken by the department. The regulations of the service are silent on this point, and there has never been an order promulgated, generally, requiring the approval by the Assistant Inspector of the nominations submitted by the district Superintendents as a condition precedent to the appointment of keepers, but it prevails, ~~at it is a~~ ~~of the Superintendent~~, and it is a saving feature for the service; in point of fact, it has practically assured the selection of men with sole reference to fitness, and in utter disregard of their political affiliations or other extraneous considerations, which can never be assured in any other way; besides it has relieved such district Superintendents as cared to be so relieved, of the pestiferous

opportunities of political friends, and certainly it has relieved the Department of many vexations in the same way, and the reasons are obvious. Officers of the Revenue Marine, (and all Assistant Inspectors, are, under the law, officers of that corps) hold their commissions, just as do officers of the Army and Navy, upon a life tenure, or during good behavior: they are almost always strangers to the localities in which they are stationed, have no party affiliations in the respect of expecting preferment or advancement at the hands of any party or particular administration, and being thus entirely clear of entangling alliances of any kind, are always free, in the exercise of their duties, to set at naught requests to favor one side above the other, whether preferred by friends, or sought to be enforced by pressure. They look only to the well being and best interests of the public service.

This is not in any sense true of the district superintendent. Appointed to office by the Secretary of the Treasury, through the representations or influence of political friends, ~~with the understanding~~, they are subject to removal with every change of administration. No district superintendent

with it may be, a single exception, was ever appointed whose political affiliations were not those of the party at the time in power. It is true that since the law of 1882 a better assurance of ~~tenure~~ <sup>tenure</sup> has been given, <sup>them</sup> But even under that law, the Supt. of the 7th District (Florida) a republican, was removed and a democrat appointed, under the last administration, <sup>1885 to 1889,</sup> and the same of the 6th District (North Carolina) <sup>(Harrison)</sup> Under the present administration, both of these Superintendents, <sup>democrats</sup> were removed and republicans appointed, in one case, the 6th Dist. the Superintendent displaced under the last administration, having been reappointed <sup>(Harrison)</sup> under this. The "pull" that secures the appointment of the district Superintendent influences him in the selection of the keepers in his district, and so on down to the men in crews. This ought to be conclusive evidence that the presence of the Assistant Inspector in the district, clothed with a "say" in the appointment of keepers, renders nugatory the machinations of politicians in the way that has been shown. In the light of all known facts, and Experience, in the matter, it is here asserted without fear of successful contradiction, that if the Assistant Inspectors

were removed from the several life-saving districts, that service would, beyond the peradventure, drift right back into the old ruts, and it would be only a question of time, and a very short time too, when <sup>if not all</sup> certain districts would become the political machines they were before those officers were assigned and clothed with authority to assert the fitness of men for its employment, ~~and repeated more, the office of Central Administration, the General Superintendent, would be as powerless to prevent this, as it was to correct it in the district, a history of which has been given up to 1885, when the same character of the selection of keepers by the District Superintendent to be approved by the resident Assistant Inspector.~~

If the Keepers are appointed with sole reference to their fitness, and after appointment these men are impressed by the Assistant Inspector, whose known freedom from extraneous influences, gives weight to his authority, of their absolute independence of any <sup>inside or outside</sup> ~~outside~~ influence whatever, and at the same time, not only instructed, but compelled to make up their crews of competent men, with the single purpose of

securing efficient ones, it must be obvious even to the most sceptical, that the influence of political fakers will cease, <sup>as far</sup> as it has ceased in every district where this method has been enforced, and where the power of the district Superintendent has been placed under this restraint.

What is claimed for the Revenue Marine

The officers of the Revenue Marine serving with the Life-saving Service, are the Conservators of that service.

The Life-saving Service could never have reached its present state of efficiency, without the employment in all its ramifications of the skilled and trained men of a technical profession. It fell to the Revenue Marine to furnish these men, and <sup>that</sup> the officers of that service, have discharged, and are now discharging the functions incident to such employment with the zeal and ability which has resulted in the development of our great life-saving Establishment; — is a fact, indisputable. It is not urged ~~that if~~

that if the officers for this service, had been drawn  
 from elsewhere, the navy for instance, the results would  
 not have been equally good, any more than it is urged  
 that if Sumner I. Kimball had not been ~~appointed~~<sup>appointed</sup>  
~~found for~~<sup>10</sup> the part of central administration, the service  
 could never have found its way to usefulness and public  
 favor. Either proposition would be absurd, and yet the  
 facts remain: under ~~the~~<sup>the</sup> administration of the  
 Revenue Marine Bureau, aided by the energy and ability  
 of the officers of the Revenue Marine, the life-saving service  
 made a name and fame familiar to the whole world.  
 As the Chief of Revenue Marine, and later of the Life-saving  
 Service, per se, Mr. Kimball's ~~work in the~~<sup>work in the</sup>  
~~administration~~<sup>administration</sup> ~~of the central office~~<sup>of the central office</sup> has been  
~~very~~<sup>very</sup> ~~successful~~<sup>successful</sup>  
 He has been seconded at every point and cross-road  
 in the career of the service from 1871 to 1892, by as able  
 a corps of officers for the work, drawn exclusively  
 from the Revenue Marine, as hold commissions under our  
 government or any other. From first to last every step that  
 has been taken in organizing and perfecting the service,  
 has been the result of reports submitted by officers of the  
 Revenue Marine detailed to examine the premises, and the re-  
<sup>for betterments</sup>  
 commendations, submitted, have been carried out by them. When it was necessary  
 to travel out of the beaten track of of the sea-farer, and trench upon the

domain of ordnance and gunnery, officers of the Revenue Marine were found to whom the task of investigation and report, with a view to intelligent action, was confidently entrusted, and while this particular and all important feature of the service could never have reached its present perfection, until an expert in ordnance entered the field, the detail of that expert was the suggestion of an officer of the Revenue Marine. It was at the suggestion, and upon the recommendation of the late Captain J. H. Messyman made in 1877, that Lieutenant (now Captain) David A. Lyle, Ordnance Corps, U. S. Army, was detailed. To this incomparable artilleryist the Life-saving Service and humanity as well, owe a debt of gratitude simply repayable. His design of the coxack gun, (which bears his name "The Lyle gun") met the need of the service in that particular; it filled the void, and through its instrumentality hundreds of lives have been saved and the war is being terminated.

The manipulation of coxack ordnance, and the drill with the accompanying beach apparatus as life-saving appliances, have been

taught to life-saving crews for as long as they have been in use, by officers of the Revenue Marine.

The apparatus drill was systematized <sup>(in 1878)</sup> and afterwards revised and improved into a comprehensive and very perfect drill by Lieut. C. H. McCallan U.S.M.

The selection of the material, sizes and kinds used which enter into the make up of the apparatus, is the result of careful study and examination by ~~those~~ officers of the Revenue Marine. The construction of every life-saving station upon the seaboard and lake coast, with a few unimportant exceptions, now in operation, was carried to a finish under the supervision of officers of the Revenue Marine. The most important feature in the management of the service is found in its inspection by by the officers detailed from the Revenue Marine for that especial work. The hard service of coast inspection from Maine to Texas, upon the Great Lakes and the Pacific coast, has always been performed by those officers. From these inspections have resulted order, discipline and the organized system which prevails in the Life-saving Service today; from these inspections and the surveillance exercised

by those officers in those districts which have been  
 more than others cursed by the interference of  
 politicians, has that influence been driven, to  
 the extent that it is driven out: from these inspections  
 have resulted the correction of abuses, the  
 growth of years, or the growth of weeks. It matters  
 little how exact and discriminating may be a  
 system or book of regulations promulgated for the  
 government of such a service as this. In the end  
 the district inspector must frequently assume  
 a discretion and act upon it. This requires, <sup>on his part,</sup> ripe  
 judgment, with good common sense, and training in  
 in a school where men are taught, under disci-  
 pline, to obey before they can successfully com-  
 mand. Nice points, frequently presented by keepers  
 and the men in crews, upon which the book  
 of regulations is often silent, must be decided  
 on the moment. No man, it matters not who, brought  
 up in civil pursuits, and therefore a stranger  
 to the discipline and training of an officer of  
 the sea service, could efficiently perform the  
 duty, any more than he could sail a ship  
 or handle a boat in the surf.

To organize and control a life-saving district composed of <sup>say</sup> twenty-five stations, widely separated by varying distances, strung along a coast line of one hundred miles, with a personnel of twenty-five keepers and one hundred and seventy-five surfmen, so that the routine and discipline of one station shall be a perfect exemplification of all the rest; that pride <sup>and love of</sup> in the service, ~~for~~ its ends and aims, shall be the principal incentives to faithful service; with contentment and harmony reigning throughout, thus making up a homogeneous whole, is, in any view, a difficult and arduous task. Such is the condition of every well ordered district, which is under the immediate supervision of a resident Assistant Inspector, due entirely to the tireless and intelligent labor devoted by that officer in the discharge of the onerous trust committed to his administration.

That these officers have instilled into the minds of the keepers and crews of the Life-Saving Service, past and present, the regard for law and order and regulations, and the respect for superior authority, which they

entertain, is as true of the Life-saving Service tutored by officers of the Revenue Marine, as it is of a well drilled and efficient ship's crew, taught by their officers. If the resident Assistant Inspector of a Life-saving District has a proper appreciation of the trust committed to his charge, he is always upon the alert, and prepared to meet and defeat those who would invade, or break through his established system of order; he is vigilant in detecting irregularities and neglect of duty on the part of the men under his supervision, and patient, ~~and~~ painstaking ~~in the~~ and just in the correction thereof; he is the friend of every worthy man in his district, (and they are usually his friends), <sup>and</sup> the unrelenting foe of the drones who creep into the crews of his stations. Upon him rests, by regulations, the fiscal responsibility for the presence in the crews of unworthy or inefficient men. In short upon the Assistant Inspector rests the responsibility for the good or bad condition of his district. But not alone in the discharge of their duties as district inspectors, have the officers of the Revenue Marine found their sphere of usefulness.

in the Life-saving Service. When their services  
 among the keepers and crews of the Establishment  
 are recounted, the story of their share in building  
 up that service is not, by any means, told. From  
 the year 1871 to 1892 officers of the Revenue Marine  
 have been closely identified with it; they have  
 been the chief counselors of the General Superin-  
 tendent in its government; they have been the  
 chief instruments through which reforms  
 have been instituted and accomplished; they  
 have been the persons to first suggest re-  
 forms and improvements, as to government,  
 as to appliances for saving life, and as to  
 the use and purposes thereof; there has  
 never arisen any duty of importance under  
 the Establishment which has not been performed  
 by them, from organizing the station crews,  
 drilling them, instructing and examining them  
 to the construction and repairs of their homes  
 on the coast, selecting sites for new stations,  
 formulating and negotiating contracts or agreements for "immediate  
 work", and thence to the  
office of the General Superintendent

The Annual report of the operations of the Establishment, in which are recounted the services of crews, and the heroism displayed by them in effecting rescues at wrecks is told, involving very much of technical detail, has for years been the exclusive work of officers of the Revenue Marine assigned to duty in that office. Notably these: Lieutenant Thomas D. Walker from 1881 to 1887, detached at his own request and re-assigned Nov. 17-1890 and still (Oct. '92) there. Lieut W. G. Ross from 1886 to 1891 and later Lieutenants W. E. Reynolds and J. L. Seil.

There is no detracting here from the effective and brilliant labors in this field ~~of~~ during his life-time, of the lamented William S. O'Connor late Assistant General Superintendent of the Life-saving Service, who made its literature sparkle upon every page with the beauty and elegance of his diction. The facts narrated are only given to show in this, as in other fields, the part taken by officers of the Revenue Marine in the life-saving scheme. Almost without exception, every important step taken in the advancement and betterment of this Service, has been worked out or brought to

to successful issue by those officers

There is no branch of the public service in which there exists a more thorough method of arriving at the facts in any given case, whether it be in the performance of duty by the crew of a station at a scene of disaster, or the ascertainment of the truth or falsity of allegations of whatever character, against an officer of <sup>a</sup> district or employe at a station.

The petty, often frivolous complaint of a surfman against his captain, is patiently and carefully examined by the Assistant Inspector of the district. The more serious charges preferred by citizens against Superintendents of districts, Keepers and Station crews, are investigated by an officer of the Revenue Marine, usually ~~the~~ an Assistant Inspector, but occasionally the Inspector, <sup>specially</sup> assigned to the case. The method in vogue, was formulated by an officer of the Revenue Marine, there is nothing particularly new or original about it, but it is thorough and the acme of fairness. All witnesses to the issues involved, are examined under oath, and their testimony is elicited in the form of questions and answers ~~and~~ reduced to writing, and signed by the affiant. The accused is always present to confront his accusers, and permitted to examine and cross-examine witnesses

All testimony taken is submitted with a report by the investigating officer setting forth his deductions <sup>therefrom</sup> and recommendations in the premises, to the reviewing officer, the General Superintendent of the Service.

If the accused shall so elect, he is allowed counsel to conduct his defense, and upon the same principle the complainant may be represented by counsel. Investigations are conducted with open doors, unless otherwise ordered by the General Superintendent (but this rarely happens), and all are admitted who care to hear the proceedings. These investigations are always exhaustive, and never closed until one side or the other cries "enough". A case is never left without the parties to it acknowledging their satisfaction with the method in which it was conducted, and that each side has had a fair hearing.

No case of magnitude or importance, and these have been numerous, that has arisen under the Establishment has ever been entrusted for investigation to other than officers of the Revenue Marine, and the reasons are plain. No case has arisen, or is likely to arise, requiring elaborate investigation and report, wherein a degree of ~~professional~~ technical knowledge, possessed

only by a professional, would avail to draw out pertinent facts and make clear to the reviewing officers the meaning of testimony; the fact that the commissioned officer of the Revenue Marine is not holding <sup>on</sup> to his commission "by the eyelids", as it were, but is in the service for life or during good behavior; <sup>that</sup> he has no axes to grind, no favors to ask, no friends to serve, he goes to the task with mind unbiassed, no matter what the <sup>circumstances</sup> surrounding it may be, having in view ~~his~~ his orders and his duty under them, to elicit only the facts in the case, hurt whom they may, ~~at all expenses~~. These considerations properly manifested to the parties at the opening of the hearing, impress the accused that he is to have fair play, and serve warning upon the complainant that the right only is to prevail.

I have <sup>more</sup> a varied and much longer experience in this field, than any other officer who ever served under the establishment, the writer has no hesitation in saying that, he has no knowledge of a single case of injustice having been visited upon, ~~any person~~ or favoritism shown to, any person as the result of such an investigation as has been described. There can be no doubt

whatever that, by and through the system of investigation in vogue in this service, its interests and betterment have been conserved to a very great degree. No complaint however trivial is ever ignored; every one, without exception, is either referred to the Assistant Inspector of the district in which the lapse is alleged to have occurred, for inquiry or investigation and report, or, if the case is of <sup>such</sup> importance ~~and~~ <sup>as to</sup> merit it, a special officer is detailed to investigate it. Occasionally a commission is formed, with an officer of the Revenue Marine at the head, for special cases. The writer recalls but four instances of this kind, in the hundreds of cases of which he has knowledge.

And so whenever and whenever a difficult task has been to be performed in perfecting and building up this service, from 1871 to this year of grace 1892, officers of the Revenue Marine have been set to the work and the results of their labors have stood the tests of time and are found in the efficiency of the service. It is not a matter of wonder then that the officers of that corps lay claim to the lion's share in the history and development of the Life-saving system - What the ordnance

corps is to the Artillery arm of the United States Army, what the navy is to the Coast Survey, and Light House Establishment, the Revenue Marine is, in even greater degree, to the Life-saving Service.

It is regretably true that the officer of the Revenue Marine on duty in connection with the Life-saving Service, sinks his identity as an officer, in so far that, while thus serving he is never heard of, and his official record is, for any advantage to him, a blank. If serving at the Department, he is relegated, no matter how invaluable his services, nor how high the order of his work, to the sphere of a clerk: the dignities which of right are his, and appertain by virtue of the President's Commission which he bears, and which attach to all officers of other and kindred arms of the service on detached duty, are disregarded. If on district duty, no matter how efficiently his trusts may be discharged, or how able may be his feats of administration, what he accomplishes never reaches the ear or knowledge of the public, nor gets beyond the pigeon-holes of the Department. There is nothing risked in the assertion that, if a just meed of recognition had been extended to officers of the Revenue

Marine, for their ability, as proven and emphasized  
 by their services rendered to the Life-saving Establish-  
 ment from 1871 to 1892, the Revenue Marine itself  
 would not only be far better known before the  
 country, for its work in that connection, but the  
 public would have a better knowledge, a more  
 accurate understanding as to how the Life-saving  
 Service came into being, and worked its way to  
 popularity and general favor, than is now the  
 case. It has, upon many occasions, been urged  
 by the General Superintendent of the Life-saving Service,  
 as an argument for the detail to, or retention under  
 his orders of officers of the Revenue Marine, that  
 his service could not get on without them. So much  
 as that will not be claimed here, but it has been  
 made clear, it is hoped, that the withdrawal of  
 the Revenue Marine from duty in connection  
 with the Life-saving Service, would seriously  
 cripple the efficiency of the latter. This is true  
 as to the inspection of the service, as well as  
 in a pecuniary sense, for beyond the expenses  
 incident to travel, that inspection and all other  
 work done for the Life-saving Service by the Revenue  
 Marine is charged against the appropriation for

the maintenance of the Revenue Marine, and amounts to a considerable sum annually. This includes, besides the inspection of the service, the aid, varied in character, rendered to the Establishment by the Revenue Marine, the vessels of which, steamed, from June 30 1871 to June 30 1892 more than 400,000 miles in the interest of the Life-saving Service.

The governments of the world expend millions in money, and bring to the sacrifice hundreds, if not thousands of lives every year, in developing systems, arms, methods for the destruction of human life in war; every device, invention or plan conceived by the mind of man looking to the annihilation of his fellow upon the field of battle is fostered by the nations of the Earth.

But, our government stands alone, among them all, preeminent, grand, in its tender care, its liberal expenditures and earnest solicitude in the maintenance of a distinct, organized branch of its public service to **SAVE** life.

If in the foregoing, the origin and development of the Life-saving Establishment of the United States, and the part enacted in the work

by the United States Revenue Marine, has been  
even fully made plain, the purpose  
of the writer has been accomplished