

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
Charles Frederick
C.F. SHOEMAKER
1st. LIEUT. U.S. REVENUE MARINE
LATE ASST. INSPECTOR OF LIFE-SAVING STATIONS

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1.

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 require." Naval vessels were assigned to the work, but owing to their unwieldiness, 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 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 ~~over~~ 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 swing under its present system, in that supervision for at least five years before the passage of the Act of June 18, 1878 which diverced it from the parent service.

The movement by the Government to succor from the 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^[sic] 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. ie 1787

As the result of an earnest and eloquent appeal by the Hon. William A. Newell 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, carronades and other necessary apparatus for

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 officer of the Revenue Marine Corps as may be detailed by the Secretary of the Treasury for such duty."

Captain Douglas 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 coastline indicated, and provided each with such fitments as were then deemed requisite, such as hawsers, hauling lines, shot-lines, rocket frames, rockets and lines, blocks and tackles, mortars and balls, etc. Captain Ottinger devoted intelligent energy to this labor, and claims that he 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, 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 designated for that purpose by the Secretary of the Treasury."

Lieutenant(late Captain) John McGowan 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 for among other things, "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 Department, 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 Noyes, Revenue Marine. In addition ~~to~~ the stations already built, life-boats were place 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 the dwellers on the coast. Had one hundreth 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 Revenue 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. Wrought up by public sentiment, which had been growing every year, the result of these terrible catastrophes, a bill for the formation 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~~^{provi} 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.

8.

Indifference for the weal of the service, but great solicitude for the behests of the ever present political heeler, 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, 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, or 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 succor 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 anybody else had ever attempted. It was defeated. It was then that the great "life-saving Congressman" Samuel S. 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 contained within it the germ from which has grown the efficient establishment of today. But there was yet lacking means for the extension and development of the service, and above all there way ^{is; i.e. was 1} still absent. 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 preceding, 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 as 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 Life-Saving Service, Mr. Sumner I. Kimball, was appointed chief of the Revenue Marine Bureau in the Treasury Department.

The ~~the~~^{oft} 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 \$ 200,000 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 make 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-farers. Accordingly Captain John Faunce (recently deceased) an old and experienced officer and Lieutenant (now Captain) L.N. Stodder of the Revenue Marine, were the first to be detailed under the new regime, for duty in connection with the life-saving service now entering upon its new life and ~~new~~^{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 those officers were satisfactorily performed, and the following is a synopsis of the very able and comprehensive report submitted to the Department August 9, 1871 by Captain Faunce:

" We found that most of the stations were too remote from each other and that the houses were much delapidated, many being so far gone ~~as~~^{as} to be worthless and the remainder in need of extensive repairs and enlargement. With but few exceptions that they were in a filthy condition, 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, etc. were not to be found. At other stations not a portable article was left, some of the keepers too old for active service, others lived too far from the 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. Even 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, has 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 volunteered 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~~^{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 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 morning, 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 keeper, 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 are as 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, or 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 Faunce and J.H. 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 ~~of~~ three

years before his death, which occurred in Feb. 1890, was the chief counselor and advisor 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 officer was confided the immediate supervision and inspection of the service. He held and merited this unbounded confidence of the Department through all administrations, during his term of service. Such system and order, as well as such improvements as gave it efficiency during his active lifetime, were of his suggestion, "and the successful introduction of nearly all its cardinal measures was accomplished, though his intelligent and energetic cooperation." 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

andⁱⁿ 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.

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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 rendezvous 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 conditions 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, evidence 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 inquiry 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 responsibilities, 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 stations, both as keepers and surfmen, thereby producing a general maladministration of the affairs of the district, their aim being to advance their own paltry political interests, through the patronage 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 functions."

That these examinations were of very great and lasting benefit to the service has never admitted of question, and would doubtless have been continued up to this time, but for the presence in each district of a resident Assistant Inspector(always an 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 found 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 Huron and Superior)	9 "
" " 10 (Lake Michigan)	10 "
" " 11 (Pacific Coast)	6 "

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, 5 houses of refuge on the coast of Florida and 125 regular life-saving stations on the Atlantic 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 need 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 sites and obtaining title to them, inspecting and drilling station crews with use of apparatus and in boats through surf, serving on boards to examine keepers and crews, etc. But these officers, specially detailed, were not the only ones of the Revenue Marine to take part in ~~the~~ ^{the} making of ~~the~~ this service, for first and last its officers, crews and ships in their intinety, were employed in aiding its advancements, carrying and delivering fuel and supplies, life-saving appliances boats, etc., oonveying boards of examiners and inspecting officers through the districts, etc. 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 these ships contributed, can readily be inferred.

The year 1878 ~~marked~~ 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, 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 other than those in which it was born and had grown into efficiency, ~~aroused~~ ^{aroused} the corps, individually and collectively to defeat it, and pass the bill then pending to place the service upon a firmer basis and continue the control under the Treasury Department. Their efforts in both directions were abundantly successful. There was not a Board of Trade, ~~or~~ Chamber of Commerce, worthy of the name in the country, before which some one or more officers of the Revenue Marine did not appear to spread the cause of the life-saving service: on the one hand to approve 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, wills such powerful influence in commercial circles, apposed by resolution and protest the proposed transfer as advocated, in no doubtful terms, the passage of the bill referred to. Petitions to the Congress embodying the same purposes were circulated by those officers, and numerous signed

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by firms in every maritime interest the country over, and these with innumerable others, bearing the names of thousands of men living upon the immediate line of coast where the service was yearly performing prodigies of valor in saving human life, were pouned 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 instrumental 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 proposition for transfer, and the triumphant passage by Congress of the Act of June 18, 1878.

There is no detraction here from the able and distinguished services to the cause of its friends, in Congress among whom were the Honorable S.S. Cox of New York, the indefatigable friend and sponsor of the service for many years in the House of Representatives. The Honorable Omar D. Conger of Michigan,

the Honorable Jas. W. Covert of New York, the Honorable Charles B. Roberts of Maryland and many others. But without the aid rendered by the officers of the Revenue Marine in that contest, in arousing the sentiment of the country, both ~~local~~ ^{local} and general in its behalf, and in making that sentiment felt, it is common fairness to say that the result might have been different. This was freely conceded in the hour of victory, by the present chief of the service. So far as is known it has never been denied by any one, certainly not by anyone who knew the extent of the influence exerted by the officers of the Revenue Marine in that contest.

It has been stated that, in Jan. 1873, regulations for the government of the Life-saving Service were issued by the Department, and that under those regulations Captain Merryman was assigned to duty as Inspector. There were no officers assigned to regular inspection work in districts for sometime after the detail of the Inspector, but Lieut. Walter Walton, performed that duty on the coast of New Jersey and then on the North Carolina coast, in connection with his other duties as Assistant to the Superintendents of Construction of life-saving stations from 1872 to 1877 and in the latter year was regularly assigned to act as Assistant Inspector. In 1875 Lieut.

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A.E. Bateman was similarly assigned to the coast of New York and Lieut. E.D. Edmunds, to the coast of Virginia and Maryland. Following these in 1876 Lieut. C.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. Bateman and Lieut. W.J. Heerring 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 stations 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 the 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, 2d, 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 3rd, 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-farers 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 (English) and self-righting and self-bailing life-boat (English) were imported and bettered here. In all these matters, officers of the Revenue Marine furnished the skill and knowledge required. The heavy and otherwise cumbersome 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 of 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 officer of the Revenue Marine from their connection with it, 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 and carried out. The present condition of the Life-saving Service is excellent: its efficiency with sole

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 and its discipline and general morale is as good as any service of the kind can ever be. A strictly military discipline could never be successfully inaugurated 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 could ever instill into their hearts and conscience, the utter abnegation of self, which has heretofore 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 its first salaried persons in it. i.e. Superintendents of coasts and keepers of stations.

The single fact that these were officers

created under the Civil Establishment, carried with it the assurance that they were to be bestowed as rewards for party 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 with 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 turn 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-~~to~~ 1880-1. That those boards did great good in heading off and undoing the work of politicians wherever 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 administration, could easily be named who have exerted their power to so use it, and to this class for more than to any other is as due the embarrassment and vexation endured by the officers of the service, in their efforts 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 in which partisanship shall be applied as the test of efficiency, in that moment, its keepers and crews should be discharged and the stations closed.

To 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, 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 affiliation."

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 service was found 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

and will be given here, from 1876 through 1885 to 1891.

The Superintendent of this district was personally a very respectable man: he was ^{also} a very ardent and an exceedingly bitter partisan. His political creed governed his official acts in the conduct of affairs in his district, to the extent that he so organized the service under his control that it became a complete and very perfect political machine, and was worked as such in the interest of his party. Every station keeper, with two exceptions, was a member of the political organization to which the superintendent belonged. Through these keepers, of whom there were thirty-seven, every man employed as a surfman was either of that party, or taken on because of a promise to "note the ticket" while retained." A violation of this rule, by a keeper, was met with instructions from the district superintendent to discharge the man or men, "not in harmony with the Administration and employ others who are". So flagrantly had this condition of things obtained from the date of appointment of the Superintendent of the district, now under consideration, that the people on the coast took it up and preferred charges against him. These charges

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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, had his tracks covered sufficiently to save himself from dismissal. The result was that he escaped with a 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, 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

be as thoroughly organized a political machine as it was eight years before. The people, under the change of Administration, again took the matter in hand and represented the state of affairs, in the form of charges preferred against the superintendent. Those charges were exhaustively^{ly} inquired into and were found to be true in all material particulars. The result was that, the superintendent was removed, another district was thoroughly and consistently reorganized and reformed. The politicians soon became impressed with the genuineness of the effort, then in course of fruition to drive politics out of the service on 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.

An 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 ~~their~~^{is} district was genuine and far reaching, is found in the facts that from the winter of 1886 to the spring of 1891- five years- not a single complaint for any cause against anybody 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 final 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, 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 of 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 nought 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, 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 has been given them. But even under that law, the Supt. of the 7th District (Florida) a republican, was removed and a democrat appointed, under the last administration, 1885 to 1889, the same of the 6th District (North Carolina). Under the present administration (Harrison) both of these Superintendents, democrats, were removed and republicans appointed, in one case, the 6th dist. the superintendent displaced under the last administration, having been appointed under this (Harrison). 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 peradventure, drift right back into the old ruts, and it would be only a question of time, and a very short time too, when certain if not all 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.

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 inside or 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, as far 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 professional. It fell to the Revenue Marine to furnish these men, and that 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 the officers for this service, had been drawn from elsewhere, the navy for instance, the results would not have been equally good, anymore than if it is urged that if Sumner I. Kimball had not been appointed to the post 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 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, ~~perse~~, Mr. Kimball's administration of the central office has been successful. 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 of any other. From first to last every step that has been taken in organizing ~~our~~ perfecting the service, has been the result of reports submitted by officers of the Revenue Marine detailed to examine the premises, and the recommendations for betterments submitted, have been carried out by them. When it was necessary to travel out of the beaten track 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. Merryman made in 1877, that Lieutenant (now Captain) David A. Lyle, Ordnance Corps, U.S. Army, was detailed. To this incomparable artillerist the Life-saving Service and humanity as well, owe a debt of gratitude simply unpayable. His design of the wreck 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.

The manipulation of wreck 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 systemetized (in 1878) and afterwards revised and improved into a comprehensive and very perfect drill by Lieut. C.H. McLellan U.S.R.M. The selection of the material, sized, and kinds used which enter into the make up of the apparatus, is the result of careful study and examination by 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 the officers detailed from the Revenue Marine for that especial work. The hand service of coast inspector 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, dēscipline and the organized system which prevails in the Life-saving Service today: from these inspections and the surweillance 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 discriminate^{ing} 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 on his ~~part~~^{of} ripe judgement with good common sense, and training in a school where men are taught, under discipline, to obey before they can successfully command. 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 this duty, any more than he could sail a ship or handle a boat in the surf.

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To organize and control a life-saving district composed of say 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 in and love of the service, its ends and aims, shall be the principal incentives to faithful service: with contentment and harmony reigning throughout, thus making up a homogenous 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, painstaking and just in the correction thereof: he is the friend of every worthy man in his district (and they are Usually his friends), and the unrelenting foe of the drones who creep into the crews of his stations. Upon him rests, by regulations, the final 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 Superintendent 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 reforms 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 hence to the officer 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 Lieutenant W.E. Reynolds and J.L. Sill.

There is no detracting here from the effective and brilliant labors in this field during his life-time, of the lamented William D. 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 a 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 an Assistant Inspector, but occasionally by the Inspector, specially 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 reduced to writing, and signed by the affiant. The accused is always present to confront his accuser, and permitted to examine and cross-examine witnesses

All testimony taken is submitted with a report by the investigating officer setting forth his deductions therefrom 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 came 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 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 on to his commission "by the eyelids", as it were, but is in the service for life or during good behavior: that he has no axes to grind, no favors to ask, no friends to serve, he goes to the task with mind unbiased, no matter what the circumstances surrounding it may be, having in view, his orders and his duty under them, to elicit only the facts in the case, hurt whom they may. 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.

From a more 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, or favoritism shown to, any person as the result of such an investigation as has been described. There can be no doubt

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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 of investigation and report, or, if the case is of such importance as to 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 wherever 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 therefore 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 efficiency 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 need 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 Establishment 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~~^{sailed}, from June 30, 1871 to June 30, 1892 more than 4000,000 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 ^{kill}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~~^{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 feebly made plain, the purpose of the writer has been accomplished.