

reasonable expenses for transportation of instruments, which shall be certified and sworn to under such instructions as shall be given by the Secretary of Commerce.

The supervising inspector-general shall, under the direction of the Secretary of Commerce, superintend the administration of the steamboat-inspection laws, preside at the meetings of the board of supervising inspectors, receive all reports of inspectors, receive and examine all accounts of inspectors, report fully at stated periods to the Secretary of Commerce upon all matters pertaining to his official duties, and produce a correct and uniform administration of the inspection laws, rules and regulations.¹

In addition to his general powers and duties as thus prescribed, the Supervising Inspector-General is authorized to hear appeals from the decisions of the supervising inspectors, and his judgment, when approved by the Secretary of Commerce, is final. The regulations in the "Seamen's Act" of 1915 concerning life-saving appliances authorize the Supervising Inspector-General to designate an officer before whom tests may be made as to the time necessary for efficiently launching lifeboats. He is also authorized by an act approved May 28, 1908 (35 Stat. L., 424), to convene with the Commissioner of Lighthouses and the Commissioner of Navigation, acting as a board, at such times as the Secretary of Commerce shall prescribe, "to prepare regulations limiting the length of hawsers between towing vessels and seagoing barges in tow and the length of such tows within any of the inland waters of the United States. . . ."

In short, the Supervising Inspector-General is responsible for the general effectiveness, usefulness, and capacity of the service, and for the intelligent direction and management of its affairs.

By an act approved July 2, 1918 (40 Stat. L., 739), the Secretary of Commerce was given authority to appoint a

¹ Act of February 28, 1871 (16 Stat. L., 440), as amended by act of April 9, 1906 (34 Stat. L., 106), by act of October 22, 1913 (38 Stat. L., 208), and by annual appropriation acts.

CHAPTER III

ORGANIZATION

The Steamboat-Inspection Service is organized in three main divisions: (1) General administration, (2) Boiler plate inspection, (3) Inspection service.

General Administration. The central office of the Steamboat-Inspection Service was not organized until the act of 1871, which created the office of Supervising Inspector-General. The force employed in the work of general administration is relatively small, owing partly to the fact that all of its work in connection with appointments, accounting and disbursing, printing and distribution of publications, purchase of supplies, and provision and care of quarters is taken care of by divisions of the Department of Commerce having in charge these matters for all the bureaus of the department, and partly to the fact that supervision over operations in the field is to a large extent exercised by the supervising inspectors, who constitute a part of the field inspection service.

The Supervising Inspector-General is at the head of this division, and of the service as a whole. His powers and duties, as authorized by law, are as follows:

There shall be a supervising inspector-general, who shall be appointed from time to time by the President, by and with the advice and consent of the Senate, and who shall be selected with reference to his fitness and ability to systematize and carry into effect all the provisions of law relating to the steamboat-inspection service, and who shall be entitled to a salary of five thousand dollars a year, and his actual necessary traveling expenses while traveling on official business assigned to him by competent authority, together with his actual and

Deputy Supervising Inspector-General "who shall be the chief clerk of the bureau and in the absence of the Supervising Inspector-General have power to act in his stead, and who shall be entitled to a salary of \$3000 per year. Prior to the passage of this act, the appropriations for the central office of the service, beginning with the act of July 7, 1884 (23 Stat. L., 159), had provided for a chief clerk in the office of the Supervising Inspector-General, who was given charge of the clerical work of the central office, and general supervision of the clerical work in the service at large. In the absence of the Supervising Inspector-General he became the acting Supervising Inspector-General in charge of the administrative direction of the service. Aside from the direction of the clerical work, he was also assigned correspondence of the central office, and legal work incident to the administration of the steamboat inspection laws. The Deputy Supervising Inspector-General, as chief clerk of the bureau, continues to perform these duties.

Clerical and messenger service for the central office is provided for in the annual appropriation acts. The clerks in the central office are engaged, chiefly, in handling the daily correspondence of the service, in mailing publications of the service, and in the examination and filing of the card records forwarded by the local inspectors. With reference to the latter, it should be noted that a card index system was installed throughout the service in 1910, whereby inspectors are now required, when filing a certificate of inspection or officer's license, to forward to the central office immediately, a card showing in detail the results of the inspection or examination. Thus information relative to the inspection of vessels and the licensing of officers is readily accessible. In the same year the mailing system of the service was entirely reorganized. It had been customary to mail in bulk most of the literature for which the service was responsible to the local inspectors, who were required to distribute it to all persons concerned. In an effort to distribute these important docu-

ments more expeditiously, and to release the local inspectors from this additional burden, the responsibility for mailing such publications as the General Rules and Regulations, the Annual Report, the List of Licensed Officers, and the Pilot's Rules, was taken over by the central office. Lists containing the names of all persons or corporations needing such documents are now maintained, and the literature is mailed direct.

Marine Boiler Plate Inspection. It has been pointed out, in the description of the activities of the Steamboat-Inspection Service that the law requires that no plates shall be used in the construction of marine boilers that have not been inspected and certified to as suitable for such use by inspectors or assistant inspectors of the service. By an act approved January 22, 1894 (28 Stat. L., 28), provision was made whereby this work of inspection and certification of boiler plates might be performed at the mills in which these plates are manufactured. No special force was authorized to perform this work, but use could be made of assistant inspectors detailed for that purpose. The act expressly provides as follows:

And the Supervising Inspector-General may, under the direction of the Secretary of Commerce, detail assistant inspectors from any local inspection district where assistant inspectors are employed, to inspect iron or steel boiler plates at the mills where the same are manufactured; and if the plates are found in accordance with the rules of the supervising inspectors, the assistant inspector shall stamp the same with the initials of his name, followed by the letters and words "U. S. Assistant Inspector"; and material so stamped shall be accepted by the local inspectors in the districts where such material is to be manufactured into marine boilers as being in full compliance with the requirements of this section regarding the inspection of boiler plates. . . .

In pursuance of this authorization, assistant inspectors are detailed to serve as inspectors of boiler plates at cities where such plates are manufactured. The number and location of these assistant inspectors is altered from time to time to meet the needs of the service. At present, assistant inspectors are

expenses for transportation of instruments, which shall be certified and sworn to under such instructions as shall be given by the Secretary of Commerce.

Each supervising inspector shall watch over all parts of the territory assigned to him, shall visit, confer with, and examine into the doings of the local boards of inspectors within his district, and shall instruct them in the proper performance of their duties; and shall, whenever he thinks it expedient, visit any vessels licensed, and examine into their condition for the purpose of ascertaining whether the provisions of this Title [Regulation of Steam-vessels] have been observed and complied with, both by the board of inspectors and the masters and owners. All masters, engineers, mates and pilots of such vessels shall answer all reasonable inquiries, and shall give all the information in their power in regard to any such vessel so visited, and her machinery for steaming, and the manner of managing both.

Whenever a supervising inspector ascertains to his satisfaction that any master, mate, engineer, pilot, or owner of any steam-vessel fails to perform his duties according to the provisions of this Title, he shall report the facts in writing to the board of local inspectors in the district where the vessel was inspected or belongs; and if need be, he shall cause the negligent or offending party to be prosecuted; and if the supervising inspector has good reason to believe there has been, through negligence or any other cause, a failure of the board which inspected the vessel to do its duty, he shall report the facts in writing to the Secretary of Commerce; who shall cause immediate investigation into the truth of the complaint, and, if he deems the cause sufficient, shall remove any officer found delinquent.

The supervising inspectors shall see that the several boards of local inspectors within their respective districts execute their duties faithfully, promptly, and, as far as possible, uniformly in all places, by following out the provisions of this Title according to the true intent and meaning thereof; and they shall, as far as practicable, harmonize differences of opinion existing in different local boards.

The supervising inspector shall visit any collection district in which there is at any time no board of inspectors, and within which steam-vessels are owned or employed. Each supervising inspector shall have full power in any such district, or in any district where, from distance or other cause, it is incon-

detailed to perform this work at Coatesville (Pa.), Pittsburgh, Chicago, Cleveland, Buffalo, and Philadelphia.

Inspection Service. The inspection service includes all field operations with the exception of steel plate inspection which, on account of its special character, is treated as a separate division. The field service is divided, first, into general districts, each in charge of a supervising inspector, and secondly, into local districts, each in charge of an inspector of hulls and an inspector of boilers. As will appear later, the supervising inspectors assemble as a board for certain purposes, and the local inspectors of hulls and boilers for each local district as a local board.

Supervising Inspectors. For the immediate supervision of the work of inspection and the performance of other duties by the local and assistant inspectors, the territory of the United States is divided into eleven districts with a supervising inspector in charge of each. These officers, as has already been pointed out in describing the history of the service, were first provided for by the act of August 30, 1852. The method of appointment, compensation, powers and duties of these officers are set forth in detail in the act of February 28, 1971, as amended by the acts of February 27, 1877 (19 Stat. L., 251), April 9, 1906 (34 Stat. L., 106), May 22, 1912 (37 Stat. L., 116), October 22, 1913 (38 Stat. L., 208), and July 2, 1918 (40 Stat. L., 739):

There shall be eleven supervising inspectors, who shall be appointed by the President, by and with the advice and consent of the Senate. Each of them shall be selected for his knowledge, skill and practical experience in the uses of steam for navigation, and shall be a competent judge of the character and qualities of steam-vessels, and of all parts of the machinery employed in steaming. Each supervising inspector shall be entitled to a salary of three thousand, four hundred and fifty dollars a year, and his actual necessary traveling expenses while traveling on official business assigned him by competent authority, together with his actual and reasonable

venient to resort to the local board, to inspect any steam-vessel and the boilers of such steamer, and to grant certificates of approval, and to do and perform all the duties imposed upon local boards.

Each supervising inspector shall report, in writing, at the end of each fiscal year to the Supervising Inspector-General, the general business transacted in his district during the year, embracing all violations of the laws regulating vessels, and the action taken in relation to the same; all investigations and decisions by local inspectors; and all cases of appeal and the result thereof. . . .

Under the act of June 10, 1918 (40 Stat. L., 602), supervising inspectors are authorized to hear appeals from the decisions of local inspectors within their respective districts, and also to decide cases in which there is disagreement between the members of the local boards. In all cases an appeal lies to the Supervising Inspector-General.

It will be observed from the foregoing that the duties of the supervising inspectors are, to a large extent, those of an administrative or supervisory character, although where occasion requires they are authorized to perform the actual work of the inspection of vessels. They serve to decentralize supervision and control over the work of the local inspectors, and largely obviate the necessity for a general inspection service or other means for exercising central supervision over the work of the field service.

Criticism has been directed, from time to time, against the method of appointment of supervising inspectors. It has been argued that these officers should be kept free from political influence by placing them under the classified civil service. Such action was urgently recommended by the Supervising Inspector-General in his annual report for 1919, where he pointed out that, quite generally, the supervising inspectors are men who have been promoted from the position of local inspector, which office is under the civil service rules, and consequently should be given the same protection which they had before their promotion.

The following is the division, made by the board of supervising inspectors, of territory embraced in the eleven supervising-inspection districts:

First District embraces all the waters of the United States west of the Rocky Mountains and south of a line drawn east from Cape Disappointment to the intersection of the forty-seventh parallel of north latitude and longitude $112^{\circ} 30'$ west, and the Hawaiian Islands.

Second District embraces all the waters of Long Island Sound west of the Connecticut River and the tributaries thereto, that portion of Long Island lying west of Riverhead, and the waters of the Atlantic Coast, rivers, and tributaries from Long Island to Cape Charles.

Third District embraces the waters of the Atlantic coast, rivers and tributaries between Cape Charles and Cape Sable.

Fourth District embraces the Mississippi River and tributaries from above Greenfield Mo., to the head of navigation on the Missouri River, and to the head of navigation on the Illinois River.

Fifth District embraces the waters of the Atlantic coast, rivers and tributaries from the eastern boundary of the United States to and including the Connecticut River, and that portion of Long Island east of and including Riverhead.

Sixth District embraces the Ohio River and tributaries up to and including Carrollton, Ky., and the Mississippi River and tributaries from Greenville, Miss., up to and including Greenfield, Mo.

Seventh District embraces the Ohio River and tributaries above Carrollton, Ky.

Eighth District embraces all the waters of the Great Lakes north and west of Lake Erie with their tributaries.

Ninth District embraces all the waters of the River St. Lawrence, Lakes Erie, Ontario, and Champlain, and their tributaries.

Tenth District embraces the coast and tributary waters of the Gulf of Mexico, between Cape Sable and the mouth of the Rio Grande, and the Mississippi River and tributaries to Greenfield, Miss., and Porto Rico.

Eleventh District embraces all the waters in the States of Washington, Idaho, and Montana north of a line drawn east from Cape Disappointment to the intersection of the forty-

seventh parallel of north latitude and longitude 112° 30' west, and also all United States waters in the territory of Alaska.

Board of Supervising Inspectors. Provision was made in the act of 1871 for a joint meeting of the supervising inspectors at least once in every year, to act as an administrative board in the formulation of general rules and regulations to govern the officers of the service in the performance of their duties and to prescribe in detail the conditions that must be observed by vessels and their owners and operators subject to the steamboat inspection laws. The powers and duties of this board are too numerous to be noted here, and they have already received sufficient detailed attention in the description of the activities of the service. The provisions of law authorizing the organization of the board and outlining in general its powers and duties are as follows:

The supervising inspectors and the Supervising Inspector-General shall assemble as a board once in each year at the city of Washington, District of Columbia, on the third Wednesday in January, and at such other times as the Secretary of Commerce shall prescribe, for joint consultation, and shall assign to each of the supervising inspectors the limits of territory in which he shall perform his duties. The board shall establish all necessary regulations to carry out in the most effective manner the provisions of this title and also regulations, prohibiting useless and unnecessary whistling, and such regulations, when approved by the Secretary of Commerce, shall have the force of law. . . .

The board shall examine into all the acts of each supervising inspector and local board, and all complaints made against same, in relation to the performance of their duties under the law, and the judgment of the board in each case shall be entered upon their journal; and the board shall, as far as possible, correct mistakes where they exist.

By an act approved March 3, 1905 (33 Stat. L., 1902), the work of the board of supervising inspectors was supplemented by the following provision:

That the Secretary of Commerce may at any time call in session, after reasonable public notice, a meeting of an executive committee, to be composed of the Supervising Inspector-General and any two supervising inspectors, which committee, with the approval of the said Secretary, shall have power to alter, amend, add to, or repeal any of the rules and regulations made, with the approval of the Secretary of Commerce, by the board of supervising inspectors, either by virtue of this section or under any power granted by this title, or any amendments thereof, such alteration, amendment, addition or repeal, when approved by the said Secretary, to have the force of law, and to continue in effect until thirty days after the adjournment of the next meeting of the board of supervising inspectors. . . .

Discussing the work of the board of supervising inspectors and the executive committee in his annual report for 1912, the Supervising Inspector-General said:

The usefulness of the Board of Supervising Inspectors becomes more apparent each year. The supervising inspector not only works for uniform administration of law, but by reason of the existence of the Board of Supervising Inspectors, prompt and effective action can be obtained to relieve conditions that are oppressive to licensed officers and to the general interests of the merchant marine. The provision of law that permits the calling of an executive committee has proved most beneficial and valuable, for by this instrument immediate results can be obtained without waiting for the annual meeting of the Board of Supervising Inspectors.

Inspectors of Hulls and Boilers. The actual work of inspecting hulls, equipment and boilers of steam-vessels is performed by officers known as inspectors of hulls and inspectors of boilers. The law provides that there shall be one inspector of hulls and one inspector of boilers in each of the collection (customs) districts and ports enumerated below, and shall receive the compensation indicated (Act of July 2, 1918; 40 Stat. L., 740):

STEAMBOAT-INSPECTION SERVICE

| <i>Collection Districts</i> | <i>Salary</i> |
|-----------------------------|---------------|
| Philadelphia, Pa. | \$2,700 |
| San Francisco, Cal. | 2,700 |
| New London, Conn. | 2,100 |
| Baltimore, Md. | 2,700 |
| Detroit, Mich. | 2,350 |
| Chicago, Ill. | 2,500 |
| Bangor, Maine | 2,100 |
| New Haven, Conn. | 2,500 |
| Michigan, Mich. | 2,500 |
| Milwaukee, Wis. | 2,700 |
| Puget Sound, Wash. | 2,100 |
| Savannah, Georgia. | 2,100 |
| Apalachicola, Fla. | 2,350 |
| Oswego, New York. | 2,100 |
| Charleston, S. C. | 2,500 |
| Duluth, Minn. | 2,100 |
| Superior, Mich. | 2,100 |
| Pittsburgh, Pa. | 2,100 |
| Galveston, Tex. | 2,350 |
| Mobile, Ala. | 2,500 |
| Providence, R. I. | 2,350 |
| Willamette, Ore. | |

Ports

| | |
|--------------------------|-------|
| New York, N. Y. | 2,950 |
| Jacksonville, Fla. | 2,100 |
| Tampa, Fla. | 2,100 |
| Portland, Me. | 2,500 |
| Boston, Mass. | 2,700 |
| Buffalo, N. Y. | 2,700 |
| Cleveland, Ohio | 2,500 |
| Toledo, Ohio. | 2,100 |
| Norfolk, Va. | 2,500 |
| Evansville, Ind. | 2,100 |
| Dubuque, Ia. | 2,100 |
| Louisville, Ky. | 2,100 |
| Albany, N. Y. | 2,500 |
| Cincinnati, Ohio | 2,100 |
| Memphis, Tenn. | 2,100 |
| Nashville, Tenn. | 2,100 |
| St. Louis, Mo. | 2,350 |
| Port Huron, Mich. | 2,350 |
| New Orleans, La. | 2,700 |
| Los Angeles, Cal. | 2,500 |
| Juneau, Alaska. | 2,500 |
| St. Michael, Alaska. | 2,100 |
| Point Pleasant, West Va. | 2,100 |
| Burlington, Vermont. | 2,500 |
| Honolulu, Hawaii. | 2,500 |
| San Juan, Porto Rico. | 2,500 |

The law makes careful provision that the persons appointed to these positions shall be technically and morally qualified to discharge the duties of their office. It thus provides:

The *inspector of hulls* shall be a person of good character and suitable qualifications and attainments to perform the services required of an inspector of hulls, who from his practical knowledge of shipbuilding and navigation and the uses of steam in navigation is fully competent to make a reliable estimate of the strength, seaworthiness, and other qualities of the hulls of vessels and their equipment deemed essential to safety of life in their navigation; and the *inspector of boilers* shall be a person of good character and suitable qualifications and attainments to perform the services required of an inspector of boilers, who from his knowledge and experience of the duties of an engineer employed in navigating vessels by steam, and also of the construction and use of boilers, and machinery and appurtenances therewith connected, is able to form a reliable opinion of the strength, form, workmanship, and suitability of boilers and machinery to be employed, without hazard to life from imperfection in the material, workmanship, or arrangement of any part of such apparatus for steaming.

No person interested, either directly or indirectly in any patented article required to be used on any steamer by this Title [Regulation of Steam-vessels], or who is a member of any association of owners, masters, engineers, or pilots of steamboats, or who is, directly or indirectly, pecuniarily interested in any steam-vessel, or who has not the qualifications and acquirements prescribed by this Title, or who is intemperate in his habits, shall be eligible to hold the office of either supervising, local, or assistant inspector, or to discharge the duties thereof; and if any such person shall attempt to exercise the functions of the office of either inspector he shall be deemed guilty of a misdemeanor, punishable by a fine of five hundred dollars, and shall be dismissed from office.²

The appointment of local inspectors has been subject to the civil service rules, since the issue of an Executive order

² Act of February 28, 1871, as amended by the act of February 27, 1877 (19 Stat. L., 251), and Executive order issued March 2, 1896.

so directing, dated March 2, 1896.³ Prior to that date, they were appointed, from 1838 to 1852, by the United States district judges and, from 1852 to 1896, by a commission consisting of the collector of the district or other chief officer of customs, the supervising inspector in charge of the district, and the judge of the United States district court.

Boards of Local Inspectors. In addition to the performance of their duties as inspectors of hulls and boilers, the law provides that "the inspector of hulls and the inspector of boilers designated by the Secretary of Commerce shall, from the date of designation, constitute a board of local inspectors." The duties imposed by law upon the local inspectors acting as a board relate to: (1) the licensing of officers and pilots; (2) the conduct of inquiries in respect to the misconduct or incompetency of such officers, and the revocation of their licenses if the facts justify such action; (3) the examination and certification of able seamen and lifeboat men; and (4) the issuance of certificates of inspection to the owners or masters of vessels and the revocation of same in case of violation of the inspection laws. The manner in which these duties are performed has been fully set forth in describing the activities of the service.

Assistant Inspectors and Clerks. In addition to the inspector of hulls and the inspector of boilers, the Secretary of Commerce may appoint, in districts or ports where the volume of work requires them, assistant inspectors and a clerk to

³ There seems to have been some doubt as to whether the section of the act of 1852 prescribing the method of filling vacancies in the Steamboat-Inspection Service was repealed by the passage of the Civil Service Act, approved January 16, 1883 (22 Stat. L., 403). An opinion rendered by the United States Attorney General in 1896 (21 Op. Atty.-Gen., 393) held that the appointing board provided for in the act of 1852 could not act as a board of examiners unless the members of such board were selected and appointed as such board of examiners under the civil service rule which authorizes the Civil Service Commissioners to "appoint from persons in the government service such boards of examiners as it may deem necessary." Hence the necessity for the issue of an executive order in 1896 expressly placing such offices under the classified civil service.

the board of local inspectors to receive compensation as follows: (Act of July 2, 1918; 40 Stat. L., 739)

Assistant Inspector

| | |
|---|---------|
| Port of New York, N. Y. | \$2,500 |
| Port of New Orleans, La. | 2,350 |
| District of Philadelphia, Pa. | 2,350 |
| District of Baltimore, Md. | 2,350 |
| Port of Boston, Mass. | 2,350 |
| Port of Providence, R. I. | 2,350 |
| District of San Francisco, Cal. | 2,350 |
| All other districts and ports. | 2,100 |
| <i>Clerk</i> | |
| All districts and ports (not exceeding) | 1,500 |

The assistant inspectors thus provided for are required to perform such duties of actual inspection as may be assigned to them under the direction, supervision, and control of the local inspectors. An important feature in respect to the duties of the assistant inspectors is that they may be detailed from one port to another as the needs of the service require. The provision of law in respect to this matter is as follows:

The Secretary of Commerce may from time to time detail said assistant inspectors of one port or district for service in any other port or district as the needs of the Steamboat-Inspection Service may, in his discretion, require, and the actual necessary travelling expenses of assistant inspectors so detailed, while travelling on official business assigned them by competent authority shall, subject to such limitations as the said Secretary may in his discretion prescribe, be paid in the same manner as provided in this section for inspectors.

Attention has already been called to the fact that the law authorizes the detail of such number of these assistant inspectors, as may be required, for service at mills manufacturing plates for use in constructing marine boilers. At those ports where it is necessary to have assistant inspectors the time of the local inspectors is usually consumed in office work, such as conducting trials and investigations, examining applicants for license, and the like. The assistant inspectors, in

such ports or districts, do the actual work of inspection, but do not have authority to perform such duties as those of the local inspectors in signing certificates of inspection, conducting examinations, etc.

Traveling Inspectors. The statement was made earlier in this chapter that the administrative and supervisory character of the duties imposed by law upon the eleven supervising inspectors served to decentralize the work of the service and to make unnecessary any agency or organization to exercise general supervision over the work of the service in the field. On the other hand, it will be recalled that one of the duties of the Supervising Inspector-General is to obtain uniform administration of the inspection laws. This officer, however, was not given any effective means with which to enforce such uniform administration throughout the service in the field until the appropriation act of July 16, 1914 (38 Stat. L., 454), which provided for a traveling inspector at a salary of \$2500 per annum.⁴ The duties of this officer were not defined in the act, but following his appointment in November, 1914, he was engaged in inspecting vessels and examining licenses of officers in all parts of the country, reporting deficiencies found to the central office. It was soon recognized that such an officer could be of great service in checking up on the work of the local inspectors and ordering errors and deficiencies thus discovered to be rectified, and in his annual report for 1915, the Supervising Inspector-General characterized the efforts of the travelling inspector as con-

⁴ The establishment of this office was the direct result of the following recommendation made by the Supervising Inspector-General in his annual report for 1913:

"The supervising inspectors of steam-vessels do considerable traveling in their districts, with a view to obtaining uniform administration of law therein, but the office of the Supervising Inspector-General should have two traveling inspectors, who, working under the direction of that office, could do excellent work in making inspections, and the Supervising Inspector-General would thereby be in closer and more intelligent touch with both the local inspectors and the supervising inspectors. This is the custom in other departments and in private services, and is fully justified by the results."

stituting "a most important means of obtaining uniform administration and improving the work of the Service."

The number of these traveling inspectors was increased to two by the appropriation act of May 10, 1916 (39 Stat. L., 66), and to three by the deficiency appropriation act of November 4, 1918 (40 Stat. L., 1020). The office of traveling inspector was given a permanent statutory basis by the act of July 2, 1918 (40 Stat. L., 739), which provides as follows:

The Secretary of Commerce may appoint not exceeding four traveling inspectors, when in his judgment they are necessary for the improvement of the service, each of whom shall be entitled to a salary of \$3,000 a year and his actual necessary traveling expenses while traveling on official business.

Accordingly the number of traveling inspectors was increased to four by the appropriation act of May 1, 1919 (40 Stat. L., 1213). Describing the work of these officers and the benefits to be derived therefrom, the Supervising Inspector-General in his annual report for the fiscal year ending June 30, 1919, commented as follows:

It is more than necessary at this time with the expansion of the American merchant marine to see that absolutely uniform results shall be obtained, and there is no arm of the service that the Supervising Inspector-General may use with more effectiveness than these four traveling inspectors, whose work it is to travel among the different districts, to board ships in all parts of the country, and to call at the offices of the local inspectors with a view to following up further the complaints made to the central office and which have been previously followed up by the local inspectors and by the supervising inspectors. I cannot speak too highly of the efficiency which must come to the service by the proper use of this valuable corps of traveling inspectors, and you may be assured that they are being used in the most effective manner, to the end that the high standard already reached by the

Steamboat-Inspection Service may not only be maintained, but that that standard may be raised still higher.

Conclusion. It should be noted that the organization of this service presents certain features which deserve special consideration. The service has, in effect, a dual form of organization—the officers of the service, from the Supervising Inspector-General to the supervising inspectors and the local inspectors, acting in two capacities—as individuals, with specific duties of an administrative character, and as members of boards with quasi-legislative and judicial functions. As individuals the local inspectors perform the work of inspecting the hulls, boilers, and equipment of vessels; as local boards they examine and license pilots and officers of vessels, inquire into alleged acts of incompetence and misconduct on the part of such officers and suspend or revoke their license when the facts warrant. As individuals the supervising inspectors exercise supervision and direction over the work of the local inspectors, and, if occasion requires, they themselves discharge the duties of such officers; as a board they exercise delegated quasi-legislative powers through the formulation or rules and regulations having the force of law. As an individual, the Supervising Inspector-General exercises a general direction over the administration of the service, and performs a measure of quasi-judicial work in hearing appeals from decisions of local and supervising inspectors; as a member of the board of supervising inspectors he takes part in the quasi-legislative work of that body.

The administrative control of the service is entirely under the Supervising Inspector-General, but the regulations governing the equipment of vessels are made by the Board of Supervising Inspectors, which also divides the country into inspection districts, assigns the several supervising inspectors to the various districts, and makes the administrative rules for the government of the field force. The powers and functions of the Board of Supervising Inspectors cease, however,

when the board has promulgated the rules. The interpretation and enforcement of the regulations and the disciplinary control exercised over all employees are entirely under the direction of the Supervising Inspector-General. In the administration of the work of the Service the Supervising Inspectors are subordinate in all cases to the Supervising Inspector-General.

An explanation of the reason for the adoption of this rather unusual scheme of organization and administration is to be found in the manner in which this service was built up. Originally, as pointed out in the history of the service, provision was made merely for local inspectors of hulls and boilers in the field. These officers were appointed by the United States district judges, and no provision was made for any administrative supervision over the manner in which they performed their duties. The need for such supervision in time becoming apparent, Congress, by act of August 30, 1852, provided for the division of the country into nine (since increased to eleven) districts, and the appointment of a supervising inspector in charge of each, to whom was assigned the duty of supervising and directing the work of the local inspectors in their respective districts. This act, though systematizing the work to a certain extent, still failed to provide for a real centralized service. It was not until nearly twenty years later, 1871, that further advance in this direction was secured by the act of February 28, of that year, which provided for the appointment of a Supervising Inspector-General with headquarters at Washington.

In making provision for this officer, Congress, however, failed to transfer to him any of the essential powers of the supervising inspectors. He was given no inspection force to aid in producing uniform administration, and the supervising inspectors remained practically independent of his authority, being appointed directly by the President, by and with the advice and consent of the Senate, and not even reporting

to him, but rather to themselves, sitting as a board.⁵ During recent years, however, as the result of several acts of Congress and of administrative regulations promulgated by the Supervising Inspector-General the administrative control of the force of the service has been centralized in the Washington office. Routine matters are disposed of by the various field offices, but the Washington office maintains a close check on the work of the district and local offices, takes such disciplinary action as may be necessary in cases of neglect of duty, and gives instructions regarding the action that should be taken in any unusual situation that may arise. While the files relating to individual transactions are generally kept in the district and local offices the Washington office calls for the complete record whenever these papers are necessary for a review of the action of local officers. It is true that neither the Supervising Inspector-General nor the Secretary of Commerce has summary power to remove or suspend the Supervising Inspectors, but the situation in this respect does not differ from that in other services—such as the Postal Service, the Customs Service, the Internal Revenue Service, and the Public Land Service—where the principal field officers are appointed by the President.

Among the factors that have resulted in greater centralization in administration may be the following: An inspection force has been placed at the disposal of the Supervising Inspector-General, by the creation of the office of traveling inspectors; supervising inspectors are now required (act approved May 22, 1912, 37 Stat. L., 116) to make annual reports at the end of each fiscal year to the Supervising Inspector-General, although the board is still authorized to examine them

⁵ It is interesting to note that the Supervising Inspector-General, in his annual reports for 1881 and again in 1897 advocated the abolition of the board of supervising inspectors, a reduction in the number of supervising inspectors from ten to five, and the establishment of a mixed commission composed of supervising, local and assistant inspectors to meet and advise the Secretary of the Treasury, at his call, as to the needs of the service.

and correct mistakes where possible; a card index system has been installed throughout the service, thus affording the central office up-to-date records of the field work of the service; monthly bulletins showing the rulings of the bureau are issued by the central office and sent to all inspectors, customs officers, and most of the steamboat companies and marine-boiler manufacturers in the United States; and the Supervising Inspector-General now has authority to entertain appeals from any decision made by the local or supervising inspectors, and his decision, when approved by the Secretary of Commerce, is final.⁶

The Supervising Inspector-General and the Secretary of Commerce have recommended other measures in their recent reports involving direct supervision of the activities of the service by the central office, such as the centralization of approval of hull and boiler construction, and the keeping of complete duplicate records of the work of the field inspection service in the office of the Supervising Inspector-General. The carrying out of such measures, is, of course, dependent upon favorable action by Congress authorizing the change and making appropriations to provide for the necessary additional employees.

⁶ In commenting upon the effect of some of these changes, the Supervising Inspector-General made the following statement in his annual report for 1911, concerning the card index system recently installed:

"It gives me particular pleasure to speak of the effectiveness of the card-index system of licenses issued and vessels inspected by which system local inspectors are required to forward to the central office immediately day by day card reports of licenses issued and vessels inspected, which cards bear the file number of the local office sending them, so that this office is able, by a simple request for a file, indicating same by a number, to obtain all the papers in the case. There have been instances of improper inspection that have been discovered through this system, and if the system discovers but one instance for improper inspection during a whole year its existence would be justified, for by maintaining a high standard of inspection lives are saved and property is protected."