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BOSTON
CHARLESTOWN NAVY YARD 1800-1842

NATIONAL HISTORICAL PARK / MASSACHUSETTS

HISTORIC RESOURCE STUDY

VOLUME I OF II

CHARLESTOWN NAVY YARD
1800-1842

BOSTON NATIONAL HISTORICAL PARK
Massachusetts

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PREFACE

This historic resource study details the history of the Charlestown Navy Yard from its authorization in 1800 through August 1842, when the Board of Naval Commissioners that had overseen the day-to-day operations of the United States Navy since 1815 was abolished and their authority transferred to the newly-constituted bureaus. The cut-off date for this study was deliberately chosen because of the manner in which the National Archives manages the sundry record groups focusing on the Department of the Navy. The organization of the subject record groups previous to the establishment of the bureaus is such that it is possible for a researcher to examine the paper trail detailing the administrative, structural, and operations history of a major naval facility. After organization of the bureaus and the resulting decentralization, this becomes impossible. Consequently, the historic resource studies of the Charlestown (Boston) Navy Yard subsequent to August 1842 will be less comprehensive with their focus on the activities of certain of the bureaus.

The guidelines charting the direction this report took and its scope were outlined in my 1976 discussions with Superintendent Hugh Gurney of the Boston National Historical Park; F. Ross Holland, former associate director of professional services, North Atlantic Region; and Blaine Cliver, historical architect, North Atlantic Regional Office. To document the history of the yard, I was to study the various National Archives and Federal Records Center Record Groups concentrating on the Charlestown Navy Yard, as well as pertinent manuscripts and published materials at the Boston area repositories--the Massachusetts Historical Society, the Boston Athenaeum, the Middlesex County Courthouse, etc. After evaluating and synthesizing these materials, I was to prepare a documented narrative of the history of the Charlestown (Boston) Navy Yard, supplemented by a series of historical base maps.

Many dedicated people have assisted in the preparation of this report. At the Boston National Historical Park, Superintendent Hugh Gurney, Chief of Planning of Historic Preservation Frank Montford, Museum Curators Peter Steele and Arsen Charles, Historian Paul Weinbaum, and Chief of Maintenance David Rose all scored 4.0 in recognition of their many kindnesses. These ranged from providing office space and secretarial support, to chasing down illustrations, and having the report indexed.

Commander Tyrone G. Martin, former skipper of Constitution, and Professor David F. Long of the History Department at the University of New Hampshire read the manuscript, made incisive comments, and shared their encylopedic knowledge of Constitution, Commodore Bainbridge, and naval lore.

The staffs of the Boston Public Library, the Boston Athenaeum, and the Massachusetts Historical Society were cooperative and expedited my work at these institutions.

At the National Archives and the Washington Record Center at Suitland, Maryland, I, as heretofore, would have been at a loss without the assistance of such well-informed and dedicated personnel as these archivists and technicians: Dale Floyd, Tim Ninninger, Bob Matchette, George Chaulou, Steve Bern, Mike Musick, Richard Cox, John Matias, Justin Dempsey, Tom Lipscomb, Fred Prennell, Ralph Ehrenberg, Raymond Cotton, and Elaine Everly.

Denver Service Center managers, professionals, and technicians played key roles in the support and production of this report. Programming responsibilities were handled during the research and writing phase by John Luzader, now retired, while Nan Rickey, Ronald W. Johnson, Sharon A. Brown, and L. Craig Cellar of the Northeast Team boldly shouldered these arduous tasks during the production phase. Dick Morishige and his graphics people refined and drafted the four historical base maps. The most challenging and unrewarding tasks of all--the typing and editorial work--were handled by Mrs. Virginia Fairman and Ms. Evelyn Steinman.

Last but not least, is a debt owed North Atlantic Regional historian Dwight Pitcaithley for identifying funding sources to have the report reproduced and distributed.

Edwin C. Bearss
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I. THE NAVY YARD'S FIRST TEN YEARS

A. The United States Begins Building a Navy

With the Revolutionary War over and independence won, the Continental Congress ceased to maintain its Navy. The personnel was mustered out and the ships sold. The Army and Marine Corps were also disbanded. This dismantling of the defense establishment was forced upon Congress by a number of factors: lack of funds; war-weariness of the public; a nagging fear that the military might attempt to seize power by coup; and the inability of a Congress, not enjoying the confidence of the state governments, to raise money for the common defense. The United States, defended by local militia companies, commanded no respect abroad, and its overseas commerce was subjected to spoliation by even the most backward and weak foreign powers.

Despite these difficulties, compounded by internal problems and absence of a stable national currency, the new Nation's merchants and maritime interests built up a large merchant marine and trade in the years following 1783. Their ships were soon seen in most of the seas of the world. Within a few years American merchants became serious competitors of European commercial interests. To curb and harass their competition, especially in the Mediterranean, foreign merchants and their governments took action. Warships of warring nations were encouraged to seize and condemn United States ships and cargoes. The most useful agents for such purposes, in the years before the outbreak of war between Great Britain and Revolutionary France, were the Barbary states of North Africa--Algiers, Tripoli, Tunis, and Morocco. Efforts by the Continental Congress to normalize relations with the Barbary powers were only partially successful. The loss of American shipping and the enslavement of seamen caused a public outcry among mercantile interests.

When the federal government was organized in 1789, following adoption of the Constitution, the problem of coping with the Barbary corsairs was but one of the manifold difficulties it confronted. By 1791 President George Washington, his cabinet, and Congress had solved the most immediate internal problems, and could give attention to the needs of

the Nation's overseas trade. A Congressional committee began study of means by which a Navy could be re-established. The committee, in its investigation, cooperated with Secretary of War Henry Knox, there being no Naval Office. Knox, a pre-Revolutionary War bookseller and Washington's chief of artillery during the struggle for independence, had no experience in naval affairs. For advice Knox turned to men who had been naval officers either in the Continental or state navies during the Revolution.

Plans were made and estimates prepared. The Dey of Algiers having proved to be particularly obnoxious, Congress, on March 27, 1794, enacted legislation authorizing construction of six frigates and their equipping and manning. This act founded the United States Navy. But this legislation was not unconditional because the 9th section permitted the stoppage of construction if the Dey opted for peace. Pains were taken to limit the authorized naval force to prevent the rise of militarism. The new naval organization would be one of the responsibilities of the Secretary of War.

Plans for the six frigates were completed in 1795-96, by which time arrangements had been made for building the vessels. They would be built at leased yards with construction supervised by designated captains and government-employed naval constructors. The 44 to be built in Boston was set up at Hartt's yard in the shadow of Copps Hill, and Edmund Hartt, one of the three Hartt brothers, retained as yard foreman. The 44 to be built at Philadelphia was laid down in Joshua Humphreys' yard; a yard was leased in New York City, and the well-known local shipbuilder Forman Cheeseman placed in charge of the third 44. The three 36s would be built at the Hackett yard in Portsmouth, New Hampshire; in Baltimore by David Stodder; and at Gosport, Virginia.

The construction of the frigates did not proceed smoothly. There were delays caused by lack of materials and change orders. In 1795 the difficulties with Algiers were settled, and construction stopped until Congress enacted legislation, permitting completion of the three most

advanced ships--the 44s at Boston and Philadelphia and the Baltimore 38. The frigates building at New York, Portsmouth, and Gosport were left unfinished and the yards shut down.

After considerable correspondence about names for the vessels, it was determined that the one building at Boston would be Constitution, the one at Philadelphia United States, the one at Baltimore Constellation, the one at New York President, the one at Portsmouth Congress, and the one at Gosport, Chesapeake. First to be launched was United States at Philadelphia on May 10, 1797. Constitution slid down the ways five months later.[1]

Difficulties with the French Directorate led in 1798 to an undeclared war at sea. Congress found it necessary to appropriate money and to authorize completion of the three frigates on which work had been suspended and for new construction. John Adams, who had been inaugurated as second President, on March 4, 1797, was an advocate of a first class Navy. Under his administration, an act was passed establishing a separate Navy Department. He wisely appointed Benjamin Stoddert, a merchant marked by initiative and force of character, as the first Secretary of the Navy on May 18, 1798. At the close of the year, and after seven months of the Quasi-War, when he submitted his first annual report to Congress, Stoddert called attention to the need to protect our coasts and to insure the "safety of our commerce." To accomplish this, as well as to preserve "our future peace," he recommended a Navy to include at least "12 ships of 74 guns, as many frigates, and 20 or 30 smaller vessels."[2]

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1. Howard I. Chapelle, History of the American Sailing Navy: The Ships and Their Development (New York, 1949), pp. 115-29.

2. Dictionary of American Naval Fighting Ships (Washington, 1969), Vol. IV, p. 563.

B. The Executive Department Establishes Six Navy Yards

1. Congress Acts to Bolster the Navy

To strengthen the Nation's first line of defense in its undeclared war with France, the 2d Session of the 5th Congress enacted legislation approved by President John Adams on February 25, 1799. These acts appropriated: (a) $1,000,000 for building six 74-gun ships-of-the-line, and for procuring, arming, etc., six sloops-of-war; (b) $50,000 for erecting two docks for "convenience of repairing the public ships and vessels"; and (c) $200,000 to be expended for purchase of "growing or other timber, or of lands on which timber was growing, suitable for the navy."

Under these acts, contracts were negotiated for eight frames for 74-gun ships; two of them under the $200,000 appropriation. It was anticipated that six of the frames would be completed by the winter of 1802-03. A considerable quantity of timber necessary for six of the vessels was purchased.[3]

Secretary Stoddert was understandably distressed by Congress' failure to make provision for establishment of navy yards for construction of the six 74-gun ships-of-the-line. Vessels of that size, the Secretary knew, could not be built without first erecting ways, or extending ways heretofore constructed. When the three 44-gun frigates were built they had been constructed in private yards. These yards, in most instances, were too confined to "admit of the convenience of piling away the timber in a manner to prevent the necessity of frequent removals of one piece to get at another, which happened to be first wanted." The expense of the unnecessary labor, arising from the want of space, had added several

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3. Smith to Mitchell, February 4, 1802, found in American State Papers, Documents, Legislative and Executive, of the Congress of the United States, Naval Affairs, (Washington, 1834), Vol. I, p. 86. Robert Smith of Maryland was Secretary of the Navy in 1802, while Samuel L. Mitchell of New York was chairman of the House Committee on Naval Affairs in the 7th Congress.

thousands of dollars to the cost of construction of the frigate United States at Philadelphia. Stoddert had reason to believe that at Boston and Baltimore this expense had been greater.

It would, Stoddert informed the President, not be hazarding too much to report that "in piling and unpiling timber for the want of yards sufficiently capacious, would have been nearly sufficient to have procured them for the public, and to have erected wharves and other essential improvements."[4]

On passage of the acts of February 25, Stoddert ordered all the timber, except the frames for the six 74s, to be stockpiled at Portsmouth, New Hampshire; Boston, Massachusetts; New York City, New York; Philadelphia, Pennsylvania; Washington, D. C.; and Norfolk, Virginia. Contracts for the framing timbers of Georgia and South Carolina live oak were signed. At Norfolk the yard, where the 74 was to be built, belonged to the State of Virginia and was ceded to the United States. At Washington sufficient ground was selected for the yard on property belonging to the public. At Philadelphia "the old and very inconvenient confined yard," where United States was built, was again rented. At New York City two wharves had been built by the government. At Boston Hartt's Yard, besides being privately owned, was too restricted to store timber for a 74-gun ship. In addition, Hartt's was so closely hedged in on three sides by frame houses as to endanger a vessel that might be a long time on stocks. At Portsmouth, the yard of Mr. Langdon, hired for a frigate, might be employed for construction of a ship-of-the-line.[5]

2. Joshua Humphreys Submits a Report

Before beginning construction of the 74s scheduled to be built at Boston and Portsmouth, Secretary Stoddert sent Naval Constructor Joshua Humphreys of Philadelphia to New England to

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4. Stoddert to Adams, April 25, 1800, found in ibid., pp. 86-7.

5. Ibid., p. 87.

reconnoiter the "situations about Boston and Portsmouth, proper for building yards." He was also instructed to examine the various ports and harbors north and east of New York "with a view to the selection of the situation for one of the docks for repairing ships," as directed by Congress.[6]

In obedience to Stoddert's instructions, dated January 29, 1800, Humphreys traveled to New England and examined these ports and harbors--New London, Connecticut; Newport and Pawtucket, Rhode Island; Boston, Massachusetts; Portsmouth, New Hampshire; and Portland and Wiscasset, Maine.

At Boston he found these advantages: (a) the outer harbor, consisting of President and Nantasket Roads, was extensive, and was considered by mariners to be a safe anchorage for large fleets during foul weather from which a fleet could quickly put to sea; (b) the inner harbor was "safe from the winds, freshets, and an enemy, and can be securely

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6. Ibid. Joshua Humphreys was born in Delaware County, Pennsylvania, in June 1751, a son of Joshua and Sarah Williams Humphreys. At an early age his father apprenticed him to a Philadelphia ship-carpenter. Before the completion of his apprenticeship, his master died and he was placed in charge of the yard. Within a few years he established his own yard and became widely known as the leading naval architect in America. He was commissioned to fit out the fleet of vessels of the Continental Navy which sailed from Philadelphia in 1776 under Esek Hopkins.

After organization of the federal government in 1789, Humphreys wrote Secretary of War Henry Knox, in 1794, suggesting some "radical and important improvements" which might "be incorporated in the six frigates authorized by Congress as the nucleus for the United States Navy." He proposed that the frigates be fast sailers, capable to run or fight at will. When they chose to fight, they should be equal, ship-to-ship, to anything afloat. To accomplish this, they must be longer and broader than any frigates heretofore constructed, "but should not rise so high out of the water." Humphreys was asked to supply models constructed in accordance with his theory. After some debate, his concept was adopted by the War Department.

On June 28, 1794, he was named naval constructor and directed to have models for the six frigates prepared. United States was built under his supervision at Philadelphia.

fortified" at a reasonable cost; (c) Boston and Charlestown, being on necks of lands, could be easily fortified against an investing force; (d) there were a large number of artisans that could be employed in fitting out and building warships; (e) many seamen called Boston their home port which would facilitate recruiting crews; (f) there was a seven-foot tide, needed for a dry dock; and (g) there was a well-organized militia which could be rallied on short notice.

Disadvantages to which Humphreys called attention were: the fogs which frequented the coast in certain seasons; the large number of shoals in and outside the harbor, along with baffling currents. Whenever there was a wind from the northwest, it was difficult to enter the harbor; and the easterly winds, though fair for running in, were usually accomplished by a thick haze, "and the navigation of the Bay, being difficult, vessels were frequently compelled to stand out to sea."

An experienced and respected ship captain had told Humphreys that northeastward of Cape Cod, the coast was subject to "great fogs, which sometimes continue for fifteen days." On a chart of Georges Bank by Paul Pinkham, there was a notation that "this is the most dangerous coast within the limits of the United States. During the Revolutionary War, a French 74-gun ship had been lost as she was beating her way out of the harbor. A British 74 had foundered off Cape Cod. Humphreys found the harbor fronting Boston of insufficient size to shelter a large fleet, the channel being very narrow, so much so, that there was barely room for Constitution to swing clear of the ground at low water. Consequently, Captain Samuel Nicholson had deemed it proper to drop his ship down to President Roads to take aboard stores. The anchorage was "bad," from the bottom being very hard above Castle Island. Commenting on this, Captain Nicholson had stated that Constitution was driven up and down the harbor by the ice, "with two anchors head, which would not hold." Ships bound for Boston frequently had to put into Marthas Vineyard and Newport to wait a favorable wind. Humphreys was told that more vessels had been lost in and near Boston Harbor, "than all the other parts of the coast of the United States."

If the government were to establish a navy yard at Boston, cost of the land would be at least $48,000, with the disadvantages of a restricted site hemmed in by frame structures, and one in which a captain would have to lay his vessel in a northerly direction, subjecting the workmen to cold north winds.

Humphreys next examined the merits and demerits of Noddles Island. Being to the east, it presented a northern and western exposure, while the ground was uneven. The most suitable terrain on the island for a dock or navy yard was a 77-acre tract of marsh on which the owner had placed a price of $25,000. British Admiral John Montigue, after an earlier survey of Boston Harbor, had declared, "God Almighty made Noddles Island on purpose for a Dock Yard."[7]

Turning to the Charlestown shore, Captain Humphreys found the "most suitable spot in the port of Boston for building a yard." Here in a southwest direction from Dr. Aaron Putnam's mansion there was at 500 feet, 21 feet of water. Fronting the high-water mark was a long flat, making out from Charlestown Point in a south-southeast direction, which turned out, about one-quarter of the way to Noddles Island, and terminated in a point. There was "good solid rising ground" in front of Dr. Putnam's but to the northeast the land became very low and marshy. This "low soft ground" was west of the flats, and extended to the Mystic River, where there were also long marshy flats.[8]

If the decision were to establish a navy yard in the Boston area, Humphreys urged that steps be taken to purchase these Charlestown tracts:

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7. Humphreys to Stoddert, undated, found in ibid., pp. 89-90.

8. ibid., pp. 90, 95.

J.	Harris' 7-acre tract for	$12,000
D.	Stearn's 3-acre tract for . . .	500
E.	Breed's 2-acre tract for	250
E.	Breed's 9-acre tract for	3,600
		$16,350
A.	Putnam's 3-acre tract for	3,000
	Total . .	$19,350 [9]

Wages at Boston in the winter of 1799-1800 were $1.50 a day, and during the summer could be expected to rise to $1.75. White oak plank sold for $44 per thousand.[10]

After weighing the advantages and disadvantages of the sites visited (Boston, New London, Newport, Pawtucket, Portsmouth, Portland, and Wiscasset) as to "capacity of harbor, depth of water, use of tide, expense in building docks, prices of land, facility of navigation, and capability of defense," Humphreys concluded that Newport was "by far the most suitable port for the establishment of dry docks, and great naval port for our navy, for the ease and safety at all seasons of the year." Its superiority was acknowledged by all. The principal objection to Newport's selection would be the cost of fortifications, which could total more than one million dollars.

Although Boston was the choice of some, Humphreys had raised the spectre of the misfortune that had befallen the two 74-gun warships during the Revolutionary War. Neither "money nor art," he warned, could "alter the winds, dispel the fogs, and remove the currents or shoals, which are attached to Nantasket road and coast." The cost of the two warships, he presumed, would fund from one-half to two-thirds the price of fortifying Newport.[11]

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9. Ibid., pp. 89-90. The Putnam tract was between Dr. Putnam's house and the Salem road. The road should be vacated, and reopened on a new alignment.

10. Ibid., p. 96.

11. Ibid., pp. 89-90.

3. Dr. Aaron Putnam's Philadelphia Mission

Several weeks before Humphreys' arrival in the Boston area, there had been a town meeting in Charlestown. As the participants were "desirous" of having a navy and dock yard established in their town, a $128.75 subscription was made. An influential person would be sent to Philadelphia to call the Secretary of the Navy's attention to the "relative situation and circumstances" of Charlestown, and its advantages as a site for a navy yard.[12]

No further action was taken by the people of Charlestown until late March 1800. By then they knew most, if not all, the details of Humphreys' report. To formulate a plan of action, to discuss what "measures" they would take with respect "to the Dock yard being established in this town," a meeting was held at 3 P.M., on the 27th.[13]

At the meeting, it was decided that it would be "of the greatest consequence to the town to have the Continental Dock and navy yard established in it." A seven-man committee was named to confer with the landowers of the tracts identified in the Humphreys' report to ascertain their selling price.[14]

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12. Subscription, January 14, 1800, Frothingham Correspondence, 1683-1822, Massachusetts Historical Society. Among those attending the meeting and making a contribution were: Aaron Putnam $10, Nathan Adams $5, Thomas Thettell $5, Edwin Goodwin $3, Devins Holmes $3, John Goodwin $1, Lot Merum $1, Cotton Center $5, Jaques Skelton $3, Samuel Center $2, Benjamin French $1, Jacob Fortner $2, Phillips Holden $10, Thomas O. Larkin $3, William Lewis $1, William M. English $1, Daniel Tufts $2, Nathan Tufts $5, Joseph Reed $1, Richard Frothingham $2, Freeborn Jisson $2, Johnnot and Stephen Gorham $4, Parker Wood $1, Stephen Codman $5, John Edmunds 75¢, Timothy Theith $1, William M. Rogers $1, Robert Calder $1, Timothy Walker $4, David Barker $1, David Goodman $2, Isaac Barron $1, Israel Jenkins $1, Josiah Stetson $5, Josiah Gurney $2.50, Benjamin Turner $2.50, Tim Bryant $1, Isaac Smith $1, Isaac Warren $2, T. B. Adams $1, Reuben Dodge $1, a friend $15, and B. Joey $5.

13. Charlestown Archives, Minute Books, March 24, 1800, Boston Public Library.

14. Charlestown Archives, Minute Books, March 27, 1800, Boston Public Library.

On March 29 the committee, having talked with the proprietors, informed the selectmen that their prices were: Ebenezer Breen $36,000, John Harris $28,000, Aaron Putnam $3,300, Catherine Henley $1,500, William Calder $1,500, John Larkin $1,500, and Richard Boylston $800. Taking cognizance of the total sum, $73,000, the selectmen named five men to appraise the subject land.

The appraisers, after viewing the tracts, reported:

Owner	Tract	Area			Value
		acres	roods	perches	
E. Breed	Point Pasture	3	0	36	$ 900
E. Breed	Near Ropewalk	8	0	12	3,200
E. Breed	Dam Pasture	9	2	4	3,600
E. Breed	Marsh	2	0	8	280
A. Putnam	Pasture	4	0	26	1,650
W. Calder	Pasture	2	2	0	900
R. Boylston	Pasture	1	2	20	550
C. Henley	Pasture	3	1	39	1,100
D. Sterns or J. Larkin	Marsh	3	0	3	50
J. Harris	Pasture	6	2	0	12,500
				Total	$25,180

Upon studying the appraisals, the selectmen asked the proprietors if they would consent to have their land valued by "indifferent persons appointed by the government and themselves." Breed and Harris answered "No!" and the other landowners yes.[15]

On March 31, it was agreed by the selectmen to have the town pay the proprietors twenty percent advance on the appraisement made by the five-man committee. Opposition to this proposal developed, and it was reconsidered and tabled on April 4.[16]

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15. Charlestown Archives, Minute Books, March 31, 1800, Boston Public Library. Named to appraise the property were David Wood, Benjamin Goodman, Matthew Bridge, Nathaniel Austin, and Benjamin Hurd.

16. Charlestown Archives, Minute Books, March 31 and April 4, 1800, Boston Public Library.

At the April 7 town meeting, Dr. Aaron Putnam was selected to travel to Philadelphia. There he would inform the government that the townspeople deemed the establishment of a navy yard of "the highest consequence." He was to employ his "best endeavors for the attainment of so desirable an object."

Upon reaching the Nation's capital, he was to call on Senator Samuel Dexter, who was to act in "concert" with him. Dexter would be asked to use his influence and assistance to insure the success of Putnam's mission.

Putnam was to remind Secretary Stoddert that Charlestown had suffered great damage during the Revolutionary War, and all efforts to secure compensation had failed. He would point out that through hard work and perseverance the town had risen from the ashes, and after 24 years of "industrious application" it was able to "sustain a decent rank with our fellow citizens."

He was to call attention to the proposal made by Bostonians to have the navy yard established at Noddles Island. This had been followed by a plea by the same people to the General Assembly to fund construction of a bridge from Boston to Noddles Island. If undertaken, this project would "exceedingly injure the navigation of every town connected with the Charles and Mystic Rivers."[17]

When he left for Philadelphia, Dr. Putnam carried with him a letter of introduction to President Adams from the Rev. Jedidiah Morse, the famed geographer and Charlestown resident. The Reverend Morse, in his communication, referred to Putnam as a suitable "Candidate for the office of Superintendent of the Dock & Navy Yard should such an establishment be made in this harbour." Morse assured the President that Putnam

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17. Charlestown Archives, Minute Books, April 7, 1800, Boston Public Library.

enjoyed the "full confidence of the town; and in what relates to the business, is entitled to the confidence of the government."[18]

Dr. Putnam met with the President at the end of the third week of April. Writing the Reverend Morse, on the 21st, the President expressed himself as "much pleased" with their conversation. He assured Morse that "preparations for a decision on the great subject are so advanced, that I hope it will not be postponed much longer." There were, he warned:

> so many great objects involved in the question, and so many considerations great and small to be attended to, that I shall find [it] as difficult a subject as any that has come before me. The determination, whatever it may be, will cause disappointment and chagrin, perhaps censure and clamor enough--but what measure of the government does not.[19]

4. Secretary Stoddert Makes a Recommendation

Several days after Dr. Putnam's meeting with the President, Secretary of the Navy Stoddert prepared to submit Joshua Humphreys' report. In a covering letter, the Secretary noted that, although he agreed with Humphreys on the superiority enjoyed by Newport over the other sites, he was deterred by the fortification expense. In a war with Great Britain or France, these powers would, as the British had in the Revolution, seize Rhode Island and turn it into a second Gibraltar. Indeed, he cautioned President Adams, its occupation by a foe would be more injurious to the interests of the United States, in hands of either of these nations, than Gibraltar is to Spain.

Boston, he pointed out, from "the natural strength of the situation, the great number of ship carpenters in its vicinity, and of its seamen, must always remain a building place and place of rendezvous for our

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18. Morse to Adams, April 5, 1800, the Adams Presidential Papers, Massachusetts Historical Society.

19. Adams to Morse, April 21, 1800, the Adams Presidential Papers, Massachusetts Historical Society.

navy, of the first importance." At Boston, too, the rise and fall of the tides was such as to "lessen greatly the expense of employing a dock."

After discussion the merits and demerits of New London and noting that the several excellent harbors northeast of Boston--Portsmouth, Portland, and Wiscasset--which would become important for the Navy as the country increased in population, Secretary Stoddert forwarded Humphreys' report and his personal observations to the President.[20]

All things considered, the Secretary took the view that economy dictated the establishment of permanent yards by the government, rather than a continuation of the system adopted in 1794 for construction of the frigates.[21]

5. The Administration Acts

Dr. Putnam was still in Philadelphia when Secretary Stoddert released the Humphreys report. Unwilling to permit Hymphreys' statement that there were many objections to "the natural situation and navigation of Boston Harbour" go unchallenged, Putnam wrote the President. Never before had he heard of "Fogs: being so particularly troublesome or the currents such that the Pilots had not a perfect knowledge of them." Nantasket Road, his informants assured him, could be entered in safety with "the winds at any Point of Compass."

The loss of the two 74s during the Revolution he attributed to the carelessness of their captains. His Majesty's ship, intent on intercepting prizes, had remained in Cape Cod Bay until "a storm came on and drove her on Cape Cod," while the Frenchmen had gotten underway "at an improper time of tide and against the remonstrances of those who were familiar with local navigation."

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20. Stoddert to Adams, April 25, 1800, found in American State Papers, Naval Affairs, Vol. 1, p. 87.

21. Ibid.

Moreover, he continued, the British, shortly before the Revolution, had made a survey of Atlantic coast harbors and had selected Charlestown as a site for a navy and dock yard. No nation, Dr. Putnam reminded the President, better understood seapower.[22]

Upon returning to Charlestown, Putnam again wrote the President. If the United States had made its decision, he noted, it would be "expedient to purchase as soon as possible of all those proprietors that would sell at or near the prices" indicated on the plan. If the government acted now, it was probable that a quick settlement could be effected with all the landowners but two.[23]

President Adams had already acted. On May 9, having reviewed Humphreys' and Stoddert's reports and related correspondence, Adams agreed to the establishment of a federal navy yard. He was desirous that they be executed "as fast as may be prudently done, excepting Portsmouth and Newport. The lands at Charlestown were to be purchased immediately to the "amount of 45 or 50 acres marked on the plan." Dr. Putnam was to be employed to "execute the business."[24]

C. Dr. Putnam Acquires the Land

1. The Boundaries Are Determined

On June 2, 1800, Secretary of the Navy Stoddert moved to carry out the President's orders. Writing Dr. Putnam, the Secretary pointed out that it was desirable to purchase for the "purpose of establishing a Navy Yard for building ships or vessels of war, a 10- to 50-acre site, if it could be secured on reasonable terms." Putnam was

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22. Putnam to Adams, April 28, 1800, the Adams Presidential Papers, Massachusetts Historical Society.

23. Putnam to Adams, May 20, 1800, the Adams Presidential Papers, Massachusetts Historical Society.

24. Adams to Stoddert, May 9, 1800, the Adams Presidential Papers, Massachusetts Historical Society.

asked to ascertain from these landowners the acreage they might wish to sell, and the price:

Owner	Acres	Roods	Perches
Lot of land, J. Harris	6	0	35
Lot of land, J. Harris	3	3	00
J. Putnam, part of three lots, part of Ropewalk (Gorham's) and part of Swan's	3	0	00
E. Breed's	9	2	04
D. Stearns'	3	0	03
E. Breed's	2	0	08
K. Henley's	3	1	39
Boylston's	1	2	20
Calder's	2	2	00
E. Breed's	3	0	36
A. Putnam's	4	0	26
E. Breed's	8	0	12
Acres	47	2	23

If a portion could be purchased at fair market value, and the owners of the remainder refused to sell or demanded an exorbitant sum, recourse could be made to the Massachusetts General Assembly. That body might then pass legislation condemning the subject lands on payment to the owners by the United States of a just compensation.

Under no circumstances would Putnam bind the government to "take the property contemplated, or any part of it," Landowners, however, would be required to give three months' options from the date of acceptance of the proposal.

Although nearly 50 acres were listed, Stoddert did not believe the property would be valued low enough to enable the department to purchase one-third of that quantity. It would be impossible to spend more than a "certain sum" for purchase of ground at Charlestown, no matter how desirable it might be for a "building yard."[25]

25. Stoddert to Putnam, June 2, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

The government during the summer moved from Philadelphia to its permanent capital at Washington, D.C., and the President returned to his home in Quincy, Massachusetts. While at Quincy, the President interested himself in the land acquisition program.

Wiring Secretary Stoddert on July 31, the President mailed him a plat and list of "grounds, which I have determined to purchase for the United States for a Shipyard & dock yard." Stoddert was to authorize Dr. Putnam to purchase all the lands, according to the list and plat. To enable Putnam to begin making purchases, the department was to send $10,000 to implement the contracts already made. "It is of vast importance to the United States, to embrace the present opportunity of obtaining these lands," the President chided.[26]

On August 13 Secretary Stoddert replied. He informed the President that a remittance of $10,000 had been made in favor of Dr. Putnam for land acquisition. As for purchase of the 45 acres, Stoddert cautioned, no special appropriation had been made by Congress for land for a navy yard nor for erecting wharves. He, however, had interpreted the legislation directing six 74-gun ships-of-the-line to be built as providing this authority. For, as he pointed out, it would be impossible to build them without "suitable wharves," and it would be "a waste of the Public money to erect wharves on private property." He presumed that a "reasonable construction of the Law, would justify the purchase of a sufficient quantity of ground for a Building Yard."

When questioned by the last session of Congress as to how the money appropriated for building the six 74s would be spent, he had explained that $200,000 "would be laid out in the purchase of ground for

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26. Adams to Stoddert, July 31, 1800, the Adams Presidential Papers, Massachusetts Historical Society.

navy yards, and in the erection of wharves." The Congress seemed satisfied with this explanation.[27]

Secretary Stoddert, on reviewing Adams' letter, noted that the Chief Executive had referred to both a "Building Yard and a Dock yard." It was this understanding that the "10 acres, where the price of ground is high, may be sufficient for a building yard, and that 14 will be more than sufficient for a Dock yard." Consequently, he wished the President to consider

> whether under the circumstances of there being no special appropriation for building yards, and the additional circumstance, that 200,000 dollars is the largest sum which has been represented to Congress, as necessary to expend in the purchase of ground for building yards and wharves, it may not be best to confine the purchase to be made at Charlestown, to a smaller quantity of ground than 47-1/2 acres.

He feared that 47-1/2 acres would cost not less than $50,000, while the expense of building a wharf, at a place where the channel was so far from the shore, would be nearly as great.

Enclosed the President would find a plat of the 47-1/2 acre tract, on which was outlined the 24-1/2 acres represented by Joshua Humphreys as sufficient for both a "building yard and a Dock yard." Humphreys was of the opinion, which was shared by the Secretary, that the Navy Department could use the entire 47-1/2 acres.

Secretary Stoddert would not have troubled the President on this subject were it not for his apprehensions that the expenditure of so much money under these circumstances might be considered improper.[28]

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27. Stoddert to Adams, August 13, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

28. Ibid.

To insure that no more time was lost, he enclosed two letters addressed to Dr. Putnam, one directing him to purchase the entire 47-1/2-acre tract and the other the purchase of only 24-1/2 acres.[29]

President Adams opted for acquisition of the 24-1/2-acre tract. He accordingly forwarded to Dr. Putnam Stoddert's letter directing him to proceed accordingly. After satisfying himself as to the validity of the titles, Putnam was to purchase the land, have the deeds recorded, and mail copies to the department. Once again, Putnam was cautioned that the price "must not" exceed the funds allotted for land acquisition.

Stoddert had already remitted $10,000 on this account, and would send the balance, when notified that it was needed.[30]

On September 2, Doctor Putnam wrote the secretary, raising questions about the ground "above the street in front" of his home.[31] Replying, the secretary noted that he was not well enough acquainted with Charlestown to provide any guidance. There was sufficient land for the navy yard without the lot mentioned. But whether the distance from the turn in the road at the southeast corner of Swan's lot to the river was too limited was a subject on which additional information was desired. He trusted Putnam could prevail on Ebenezer Breed to extend the option on his tract for a few days, so that he could discuss the matter with the Bostonian Secretary of War, Samuel Dexter, who was too sick to attend to business.[32]

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29. Ibid.

30. Stoddert to Putnam, August 13, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

31. This letter, as well as others written by Doctor Putnam to the Secretary, is missing from the pertinent record group at National Archives.

32. Stoddert to Putnam, September 12, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. President Adams had named Senator Dexter Secretary of War on June 12, 1800.

Several days later, on September 15, Stoddert again wrote Putnam, With Dexter still sick, he was unable to resolve the question, whether the northwest boundary of the yard should be confined to "the street in front of your house until it intersects the water, or whether we must pursue the line as marked by Humphreys." Stoddert preferred the former alternative, provided there would be enough land, as it would be impossible to purchase more than was enclosed in Humphreys' lines.

To enable Putnam to continue buying land, the department sent him $20,000.[33]

On the 23d, having finally discussed the subject with Dexter, the secretary wrote Putnam. Dexter had satisfied him that by making the yard's northwest boundary the street in front of Putnam's, it "would enclose ground of sufficient elevations and distances from the water to answer all the purposes for which it was intended."

Putnam would, therefore, make the purchase, without interfering with the property about "which the proprietors seem so averse to parting."[34]

2. Dr. Putnam Purchases Ten Tracts

By late January 1801, Dr. Putnam had purchased most of the tracts involved. First to be acquired was the lot owned by Richard Boylston. On August 26 Boylston conveyed to the United States for $600 a tract containing 1-1/2 acres and 16 rods. The surveyor in marking the lines of the Boylston tract began on a "proprietor's way, and ran" southwardly on the lands of William Calder, for 21-1/2 rods; then west on Calder's land 4 rods and 20 links to Mrs. Catherine Henley's property; then continuing in the same direction with Mrs. Henley's land 8 rods and

33. Stoddert to Putnam, September 15, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

34. Stoddert to Putnam, September 23, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

24 links; the northwardly with Mrs. Henley's land 21 rods to the proprietor's way; and then with the way eastwardly 13 rods and 14 links to the beginning.[35]

On August 29, William Calder, gentleman, sold to the United States for $1,000 a 2-1/2 acre tract. The boundary of the tract conveyed began on the proprietor's way and ran southerly with the land of Ebenezer Breed to a "low-water mark in direction of a fence" then westwardly to lands of Mrs. Henley; then north on lands of Mrs. Henley to property of Richard Boylston; then eastwardly with Boylston's land 4 rods 20 links; then northerly with Boylston's land to the proprietor's way; and then along the way to the beginning.[36]

On August 29, Dr. Putnam conveyed to the United States for $3,000 a 4-acre and 26-rod tract. The land conveyed was bounded by a line beginning at a proprietor's way and running easterly on lands of Ebenezer Breed in "the direction the fence now stands" to low water mark in the Mystic River; then southerly to Breed's land; and then westwardly on Breed's lands and the proprietor's way to the beginning.[37]

On August 30, Catherine Henley, a widow, and her two daughters, for $1,500, conveyed to the United States a tract measuring 3-1/2 acres and 39 poles. This tract was bounded on the north by the proprietor's way, on the east by lands of Boylston and Calder, on the south by low water mark of the Charles River, and to the west by lands of Ebenezer Breed.[38]

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35. Warranty Deed from Richard Boylston, August 26, 1800, Middlesex County Deed Book 137, p. 209.

36. Warranty Deed from William Calder, August 29, 1800, Middlesex County Deed Book 137, p. 210.

37. Warranty Deed from Aaron Putnam, August 29, 1800, Middlesex County Deed Book 137, p. 208.

38. Warranty Deed from Catherine Henley, August 30, 1800, Middlesex County Deed Book 141, p. 51.

On November 29, John Harris released to the United States for $16,587, the sum awarded him by a jury, "sundry lots of land lying in the said town of Charlestown, which were lately entered upon and located by the said [Aaron] Putnam in behalf of the United States as part of the land whereon to establish a dock and navy yard." The tract conveyed measured 8-3/4 acres and 35 rods.[39]

On December 2, John Larken sold to the United States for $1,016 a 3-acre tract. The Larken lot, consisting of "marsh or flats" was bounded on the west by a road, the north and east by property belonging to Ebenezer Breed, and on the south by the low water mark of the Charles River.[40]

Not having received any letter from Dr. Putnam for several months, Secretary Stoddert wrote him on February 2, 1801, expressing surprise that he had heard nothing respecting purchase of the ground at Charlestown. It was, he added, necessary that he be made "acquainted with the precise state of that business," so the monies advanced could be speedily accounted for.[41]

Hearing from Putnam on another subject, the secretary, on the 9th, asked him "to hasten the completion of the titles to the grounds for the building yard and Dock at Charlestown, and forward your account of the

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39. Warranty Deed from John Harris, November 29, 1800, Middlesex County Deed Book 141, pp. 41-8.

40. Warranty Deed from John Larken, December 2, 1800, Middlesex County Deed Book 141, p. 52. On the plat of the yard, mailed to Putnam by Secretary of the Navy Stoddert, the Larken lot is identified as the D. Stearns' tract.

41. Stoddert to Putnam, February 2, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. On March 4, 1801, the Adams administration would end, and Thomas Jefferson would be inaugurated 3d President.

monies advanced you. It is desirable on every account that this should be done previous to the 3d of March next."[42]

Goaded by the secretary, Dr. Putnam pushed the land acquisition program to completion. Before the March 3 deadline, three more transactions were recorded.

On February 6, John Harris released to the United States for $500, the sum awarded him by a jury, a lot containing three-quarters of an acre, more or less, bounded as follows: viz., beginning at a stake and stones by Battery Street, by the northwesterly corner of the Harris lot conveyed in November; then running southeasterly by the same lot of land to low water mark of Charles River; then running northeasterly 97 feet by low water mark; then "running northeasterly on a straight line to a stake and stones by Battery Street. . . .; thence southeasterly by the same street to the stake and stones first mentioned.[43]

On February 21, Ebenezer Breed sold to the United States for $3,893.92 his "Dam Pasture" tract measuring 7 acres 36 rods. In marking the boundary, the surveyor began at the southeast corner of the pasture at a stake and stones one rod south from the end of a ditch or drain wall at a corner of lot lately belonging to David Stearns; then northeasterly 38-1/2 rods with line of Stearns' lot to a stake; then southerly 20-1/2 rods to end of fence on beach at low water mark. He then returned to the aforementioned stake and stones bounded westerly on the Salem road 5 rods 10 links; then northwesterly on a straight line 53 rods on Breed's land to a stake on the proprietor's way; then with the way 7 rods 4 links to Catherine Henley's corner; then southerly 40 rods 11 links with Catherine Henley's line to low water; and then westerly 13 rods.

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42. Stoddert to Putnam, February 9, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

43. Warranty Deed from John Harris, February 6, 1801, Middlesex County Deed Book 141, p. 49.

The United States agreed on its part to preserve and keep in good repair the "sluice or drain" which leads the water from Breed's land, and to erect fences and keep them in good repair on the lines of division between the land conveyed and the part of the "Dam Pasture" retained by Breed.[44]

Ebenezer Breed at the same time released to the United States for $1,900, the sum awarded by a jury, a tract containing 3 acres 36 rods, more or less, lately entered upon by Dr. Putnam. The boundary of this tract began at its northwest corner, where "the proprietor's way stood"; and then northeasterly with the fence formerly belonging to Aaron Putnam to low water mark in the Mystic River. Returning to the aforementioned northwest corner, the line ran southeasterly with the Calder fence line to low water mark in the Charles River; and then with the low water mark around Moulton's Point to the place where the same was intersected by the line running along Putnam's former fence line.[45]

One month after the Adams administration left office, Dr. Putnam recorded the final deed to secure to the government the area to be encompassed in the Charlestown building yard and dock. On April 3 he conveyed to the United States for $7,300, one-half acre purchased from Samuel Swan, the heirs of Nathaniel Gorham, Oliver Holden, Asa and Elisa Davis, Abigail Ingerson, and the street conveyed to Putnam by the Charlestown selectmen, except that portion Putnam was obliged to convey for a new street 40 feet wide.[46]

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44. Warranty Deed from Ebenezer Breed, February 21, 1801, Middlesex County Deed Book 141, pp. 39-41.

45. Warranty Deed from Ebenezer Breed, February 21, 1801, Middlesex County Deed Book 141, pp. 38-39.

46. Warranty Deed from Aaron Putnam, April 3, 1801, Middlesex County Deed Book 141, p. 168.

3. The Massachusetts General Court Acts

While Dr. Putnam was securing his options, the May 1800 session of the Massachusetts General Court had approved on June 17, the twenty-fifth anniversary of the battle of Bunker Hill, an "Act authorizing the United States to purchase a certain tract of land in Charlestown for a Navy Yard." It would not exceed 65 acres, "exclusive of flats," and was for "erecting magazines, arsenals, and other needfull Buildings."

Evidence of the purchase of these lands was to be recorded in the Middlesex Registry of Deeds.

This authority was granted with the understanding that the Commonwealth of Massachusetts would "retain a concurrent jurisdiction with the United States in and over the tract of Land aforesaid so far as that all Civil & such criminal processes as may issue under the authority" of the Commonwealth against any person or persons charged with crimes committed "without the said tract of Land may be executed therein in the same way and manner as though this consent had not been granted."

In addition, if the United States and the owner or owners of the subject tract or tracts could not agree on "sale & purchase," the United States agent could apply to any Middlesex Court of General Session of the Peace, after notice had been given the owner or owners, to determine a fair market price for the tract or tracts. This price could be determined by a jury or by a committee of three persons, provided the principals could agree upon them. The value of the land ascertained by one of these methods, title, upon payment of the sum stipulated, would be vested in the United States.[47]

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47. Acts of the Commonwealth, 1800, Chapter 26.

4. The Charlestown Selectmen Vote to Vacate Streets and Passageways

At a Charlestown town meeting held January 10, 1801, it was voted that:

> the road & streets leading into and through the lands purchased by the United States for the navy and dock yard, be granted or exchanged in such manner as will accommodate the United States without injury to the town, or the inhabitants in that vicinity, and that Josiah Bartlett, Esq., Thomas Harris, David Wood, David Goodwin, and Joseph Hurd be a committee to confer with the agents of the United States and others immediately interested, and report to the town the particular parcels of land which are proper for the said purpose.[48]

The five-man committee, having conferred with Dr. Putnam, reported on the 14th that as soon "as it may be deemed necessary, the selectmen be authorized to alter the road leading from the Training field to the brick yards, by an exchange of land" with Dr. Putnam. This would be accomplished in such a manner as to "best accommodate" the United States without injury to the neighboring landowners.

It was the committee's recommendation that as soon as Dr. Putnam, without any expense to the town, laid out a satisfactory road 40 feet wide, the selectmen be authorized to "execute good and sufficient Deeds" to such parts of "streets and passage ways" belonging to the town, as were included within the proposed navy yard. Conveyed to the United States for its exclusive use would be: (a) the street laid through lands "lately belonging" to John Harris, by a line across the same from the east line of Captain Thomas Edes' tract; (b) Wapping and Battery Streets, by a line across the same, on the east line of a 21-foot passageway belonging to the town and leading to low mark; and (c) the road to Moulton's Point, via a line from the north boundary of Dr. Putnam's 4-acre tract. If, however, the navy yard were abandoned or converted to private use,

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48. Charlestown Archives, Minute Books, January 10, 1801, Boston Public Library.

these grants would be voided, and the subject streets and passageways reopened for accommodation of the town.

The selectmen, after discussing the report, voted that it be accepted and recorded. John Harris' protest on the failure of the committee to protect his rights to the "advantages" of the subject streets, was made a matter of record.[49]

D. Secretary Stoddert Calls for Plans and Estimates

On November 12, 1800, Secretary Stoddert, before most of the desired land was purchased, wrote Dr. Putnam, requesting that he have an estimate made of the expense of "building a proper wharf," at the best site in the yard for construction of a 74-gun ship.[50]

The previous day Stoddert had written Higginson & Company, the Navy Agent in Boston. Would it not be economical he inquired, to remove all the public timber to the ground at Charlestown and give up the yard (Hartt's) rented in Boston? Hereinafter, timber shipments were to be landed at the yard.

Higginson & Company would also submit estimates of the cost of erecting a brick or stone storehouse at the site.[51]

Early in February 1801, Stoddert received a letter from Dr. Putnam, enclosing a plan and estimates for a wharf. Having recently called on Congress for $500,000 "for the expenses attending six seventy-four gun

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49. Ibid.

50. Stoddert to Putnam, November 12, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

51. Stoddert to Higginson & Company, November 11, 1800, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

ships, and for completing navy yards, dock, and wharves," he was unable "to give any directions for progressing with" improvements at the Charlestown yard until that body acted.[52]

Stoddert, having likewise heard from Higginson & Company regarding timber storage and estimates for a storehouse, directed the department's Boston agent to settle with Hartt "on the best & most equitable terms in your power & give up the property as soon as practicable, & remove the public timber & stores" to Charlestown. Had this site been purchased, Stoddert lamented, when the frigates were ordered built, "the money which has been spent on useless improvements on private property, would have gone a great way toward erecting every thing essential for a complete Navy Yard and public ground." But, he added, "we shall in time learn to act as if we meant to be a nation."[53]

On February 18, Secretary Stoddert, having received additional information on plans and estimates for improvements, directed Higginson & Company to contract as soon as possible for building materials, brick and stone, for the storehouse. The structure was to be 150 by 75 feet, three stories, with a cellar.[54]

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52. Stoddert to Putnam, February 9, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. Neither Putnam's letter nor the plan and estimates can be located.

53. Stoddert to Higginson & Company, February 2, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. Stephen Higginson, a Boston merchant and Federalist, had been named the Navy's agent in Boston by Secretary Stoddert in 1798. Although more than 100 letters from Stoddert to Higginson are extant, only two of Higginson's to the secretary can be found. Thomas W. Higginson, Life and Times of Stephen Higginson (Boston, 1907), pp. 198-99.

54. Stoddert to Higginson & Company, February 18, 1801, NA, RG 45, Letters Sent, Secretary of the Navy, Microcopy M-209. Higginson & Company's letter, containing estimates for the storehouse, is missing from Microcopy M-209, Letters Received by Secretary of the Navy from Miscellaneous Persons.

E. Foreign Policy Causes the Navy Department to Reconsider

President Thomas Jefferson, who had been inaugurated 3d President, on March 4, 1801, retained Stoddert at the Navy Department until April 1. On that day Secretary of War Henry Dearborn assumed the Secretary of the Navy's duties in addition to his own. On the same day, Samuel Brown replaced Higginson & Company as the department's Boston agent. Seven days later, General Dearborn directed Brown to let the naval stores remain at Hartt's yard, and "deposit such other materials as may be received for the construction of the 74 gun ship, etc.," there until ordered differently.[55]

To enable Brown to familiarize himself with the situation, Dearborn forwarded the correspondence in the department's files between Stoddert and Higginson & Company, relative to removal of the timber, etc., from Hartt's to Charlestown. Brown was invited to give his opinion on the subject.[56]

On April 29, Dearborn reiterated his instructions for Brown to have all the timber received for building the 74 unloaded and stowed at Hartt's. "Every operation respecting the navy yard, which can be, must be suspended, until the whole subject can be fully understood & digested," was the word out of Washington.[57]

The reason for the sudden shift in plans was caused by a change in policy on the highest level. The undeclared war with France, which had led the Navy Department to purchase land for navy yards and begin improvements at several sites, came to a close when the Senate on

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55. Dearborn to Brown, April 7, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

56. Dearborn to Brown, April 11, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

57. Dearborn to Brown, April 29, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

February 3, 1801, ratified the convention negotiated the previous September in Paris. On March 3, the day before he left office, President Adams approved an act for reduction of the naval establishment at the Chief Executive's discretion to 13 vessels, nine captains, and a proportionate number of other officers.

With the Navy being cut back and while President Thomas Jefferson searched for a Secretary of the Navy, scant attention was paid to the Charlestown site. This situation, however, quickly changed. Jefferson's early experience had familiarized him with the depredations committed by the Barbary coast states on merchantmen plying Mediterranean trade routes. In 1784 Jefferson had argued that 150 guns off the North African coast would be "more efficacious and cheaper" than paying tribute to the pirates. Nothing came of his suggestion, and the United States in 1786 concluded a treaty with the ruler of Morocco for payment of tribute in exchange for captive citizens and future immunity.

While Secretary of State in President George Washington's first administration, Jefferson compiled and submitted reports in which he advocated use of force and blockade of the Barbary states. Once again, his recommendation was ignored, and Washington entered into agreements with Algiers, Tunis, Tripoli, and Morocco. Adams continued the policy of paying tribute.

But now that he was President, Jefferson determined to test the efficacy of employing force against the Barbary freebooters. On May 15, 1801, he proposed to send the squadron at Norfolk to cruise the Mediterranean. The cabinet was agreeable, and sailing orders were issued to Commander Richard Dale to proceed to the Mediterranean with a "squadron of observation"--the frigates President, Philadelphia, and Essex, and the schooner Enterprise.

This decision caused the Jefferson administration to focus attention on the Navy. On February 28, 1803, the Seventh Congress enacted legislation "pertaining to the Navy," which authorized construction or purchase of four vessels of war, not to exceed 16 guns, and appropriated

funds for that purpose. The same act provided for building 15 gunboats, with funds segregated for that purpose.

One of the four vessels, the brig Argus, was built at the Boston shipyard of Edmund Hartt.[58]

F. Birth Pangs of the Navy Yard

1. Captain Nicholson Becomes Superintendent

By June 12, 1801, the administration had determined to retain and proceed with development of the navy yards. On that date Secretary Dearborn named Captain Samuel Nicholson, the Navy's second senior officer, superintendent of the Charlestown Navy Yard.

Nicholson was born at Chestertown, Maryland, in 1743, a son of Joseph and Hannah Smith Nicholson. Going to sea at an early age, he was in Europe in 1776. On December 10, while in France, he was commissioned a captain in the Continental Navy. Ordered to procure a vessel, he traveled to Great Britain and returned with the cutter Dolphin, which he had purchased at Dover. In May 1777, having armed and outfitted this vessel, he sailed from a French port in a small flotilla, commanded by Captain Lambert Wickes. They cruised the Irish Sea, where the flotilla took 18 prizes. One of them was an armed brig, which surrendered to Dolphin, after a 30-minute engagement.

On completion of the 34-gun frigate Deane at Nantes, Nicholson was placed in command of her and ordered to America, where he arrived in May 1778. Early in 1779 Nicholson cruised the Caribbean for four months in his ship. Several prizes were captured, including Viper of 16 guns. That summer Deane, accompanied by Boston, on another voyage captured eight vessels, including Sandwich and Thorn, each armed with 16 guns. On his return to Boston from this cruise with 250 prisoners, Nicholson

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58. Chapelle, History of the American Sailing Navy, pp. 179-82.

was congratulated by the Marine Committee. Nicholson operated off the South Carolina coast in 1780 and in the West Indies in 1781.

On June 10, 1794, Nicholson was commissioned a captain in the newly organized United States Navy, its second ranking officer. His first assignment was to superintend construction of Constitution at Hartt's Boston yard. Upon her commissioning in the summer of 1798, Nicholson took Constitution to sea and cruised the Atlantic coast in search of French ships. He captured the British privateer Niger, mistaking her for a Frenchman, and was compelled to release her. In the winter and spring of 1799, he operated in the West Indies, with scant success. On his return to Boston in May, Nicholson was detached from his ship and assigned duty ashore.

On taking charge of the yard, the 58-year-old Nicholson was to remove, preserve, and safe keep all the "timber plank and stuff of every kind belonging to the U. S. from the old navy yard [Hartt's] in Boston to the new yard . . . near Charlestown." He would be responsible for the due care thereof and to see that it was placed so as to be safe from loss.

He was to receive from the captains of the United States ships, as they arrived and in particularly of Boston and Constitution, now in port, an "indend of the rigging and stores of every kind except the pursers for the use of ships intended for a cruize in the Mediterranean which inventory you will carefully examine, & if in your judgement the ships will require the whole articles wanted you will sign & deliver the same to the navy agent."

It would be his mission to inquire of the captains what repairs their ships required, what blocks, rigging, etc., they need. If, in his opinion, such repairs or spares were needed, he would "certify and deliver the same to the navy agent who will order the same to be done and made by the proper workmen under direction."

It would be his duty to superintend the building of the 74 and any other vessels that may be constructed at the yard.

For his services Nicholson would be allowed $1,200 per annum to begin July 1.[59]

2. Defining the Superintendent's and Agent's Spheres of Responsibility

Secretary Dearborn also wrote Agent Brown on June 12. Brown was advised that Captain Nicholson had been placed in charge of the Charlestown yard and directed to remove the timber and other naval supplies from Hartt's. The cost of this operation would be little more than the $716.66 the government was paying Hartt for land rent and wharfage.

All accounts relating "to repairs, and all indents for supplies" would, hereinafter, be signed and countersigned by Captain Nicholson before they were paid by Agent Brown. This arrangement was calculated to "prevent exorbitant expenses into which some of the Captains" had gone, and save the Navy Agents much trouble.[60]

On the 13th, Dearborn further defined the relationship of the agent and superintendent. Brown was informed that Captain Nicholson would call on him for funds to hire laborers to remove the timber and stores to the navy yard. Brown would require Nicholson to settle his accounts monthly, exhibiting at that time satisfactory vouchers for the money charged by him.

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59. Dearborn to Nicholson, June 12, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-149. The 700-ton frigate Boston, the second ship to bear his name, had, like Constitution, been built at Hartt's yard. She had been launched on May 20, 1799.

60. Dearborn to Brown, June 12, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

Brown was to allow Hartt to complete the two nearly finished scows.[61]

3. The First Improvements

In March 1801, three months before Captain Nicholson was named to the superintendency, Agent Brown had purchased from James Edmonds stones and brick. On July 13, Secretary Dearborn, replying to a letter from Nicholson, approved construction of a cobb wharf for "keeping the masts, yards, timbers, etc., in a state of preservation." No other construction, however, would take place unless the department directed.[62]

Agent Brown accordingly contracted with Nathaniel Nottage and William Mills for building the cobb wharf. Construction commenced immediately. Ballast stone and timber for the project were purchased from a number of contractors. The cobb wharf, which enclosed the marsh, was completed during the summer of 1802.[63]

On July 15, President Jefferson named Robert Smith of Maryland to the position of Secretary of the Navy, thus relieving General Dearborn of his second hat. Five weeks after taking office, Smith wrote Agent Brown. There was, he observed, no "doubt of the necessity of proceeding without delay to completing of the necessary improvements in

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61. Dearborn to Brown, June 13, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

62. Dearborn to Nicholson, July 13, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-149. The letter addressed to the Secretary by Nicholson in which he discussed the cobb wharf proposal is not on file.

63. Nottage to Brown, August 29, November 21, 1801, and February 28, 1803, Samuel Brown Papers, Massachusetts Historical Society. Nottage was paid $3,373.17 for his work on the wharf. Major items were $1,142.17 for building cobb work, 1,246 tons of stone; $240.17 for lower platform, 131 squares; $731.20 for upperwork, 1,828 feet; and "$810.33 for sinking the first piece of wharf with Ballast from the shore & bauling up a raft of plank, taking down platform, moving slabs, making booms to secure timber, taking down sawpits in Boston, fixing scow, taking down fence & putting up again, taking Ballast from Mr. Hartt's yard & shifting Ballast & digging trenches."

the yard." As it was of "great national importance that the establishment should be made with a view to progressive advancement, and the future as well as the present exigencies of the country," he desired that it be "planned and executed upon an enlarged scale."

Brown was to submit to review by Captain Nicholson, and such other senior naval officers as might be in the Boston area, the plan of the enclosed wharf. Dr. Putnam was to be invited to the deliberations. After the plan had been discussed with these people, Brown was to provide the department with their comments. Upon receiving this report, Secretary Smith would give final instructions pertaining to the wharf.

Brown was to proceed immediately with erection of the three-story storehouse. It was to be built with stone and brick.[64]

Captain Nicholson, in accordance with these instructions, called a meeting of the senior naval officers in attendance at the court martial of Captain George Little, then being held aboard Constitution. They were to assemble at the navy yard for "the purpose of disposing or laying out the shore or land for building a wharf."[65]

The letters books containing correspondence from captains, such as Nicholson, addressed to the Secretary of the Navy are not extant, while the letters from agents, such as Samuel Brown, for this period are fragmentary. Consequently, we are unable to detail construction of the yard's first improvements.

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64. Smith to Brown, August 20, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

65. Nicholson to Preble, September 7, 1801, found in George H. Preble, "History of the Boston Navy Yard, in Charlestown, Massachusetts, from 1797 to 1875. . .," p. 55, NA, RG 45. Officers in attendance at the court martial were: Captains Samuel Nicholson, Silas Talbot, Stephen Decatur, Alexander Murray, Edward Preble, John Mullowny, Thomas Robinson, and Hugh Campbell, and Master Commandant Cyrus Talbot.

4. The Yard Plays a Minor Role in Repairing and Outfitting "Constitution"

On September 8, 1801, Secretary of the Navy Smith issued orders for Lieutenant Isaac Hull, the senior officer aboard Constitution, to "give every necessary attention to her repair." The work would be done at Hartt's yard, where she was built. Nine weeks later, the Secretary notified Agent Brown that "it will certainly be proper to replace the materials for the 74 gun ship, which have been made use of in repairing Constitution." To insure that the correct account was debited, detailed records would be kept of the items used and their cost.[66]

On December 17, Captain Nicholson was directed to provide everything "within his province" to expedite repair of Constitution.[67] During the month live oak stockpiled for building the 74 was taken for the frigate. This oak was described in the December return and would be replaced at the first opportunity.[68]

News that the frigate John Adams was in need of a lieutenant resulted in orders from Secretary Smith to Captain Nicholson, directing him to detach Lieutenant Hull, and send him to New York City to join her. On Hull's departure, Nicholson would take charge of Constitution and "superintend her repairs until a proper officer can be sent to relieve" him.[69]

On April 20, Secretary Smith informed Nicholson that Constitution must be heaved down. According to what he had heard "her copper was

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66. Smith to Brown, November 19, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

67. Smith to Nicholson, December 17, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

68. Smith to Nicholson, January 25, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

69. Smith to Nicholson, April 1, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

worn out." But this was merely conjectural until such time as an examination could be made. "Wherever her copper was worn out, or considerably chafed, new copper must be put on." Nicholson was to consult with Agent Brown, and they were to determine what was necessary to complete her repair.[70]

The department did not know when Constitution would be ordered to sea. But, the Secretary added, she must "be completely repaired and put in such a state as to be ready to receive her men, provisions, etc., in case it" should be determined to order her out.[71]

On May 9, Nicholson was directed to cease heaving down Constitution,[72] and on June 19 she was ordered into ordinary.[73]

On July 7, Constitution was hauled from Hartt's yard and moored in the Charles River off the navy yard. Reports reached Washington in the first week of October that she was leaking badly. Secretary Smith fired off a letter, directing Agent Brown to have the sailing master make an investigation and submit a report.[74]

On May 14, 1803, Secretary Smith decided to have Constitution taken out of ordinary and sent to reinforce the Mediterranean Squadron. Orders were accordingly issued for Captain Edward Preble to place Constitution in condition to sail "on the shortest possible notice, in all

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70. Smith to Nicholson, April 20, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

71. Smith to Nicholson, May 3, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

72. Smith to Nicholson, May 9, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

73. Smith to Brown, June 19, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

74. Smith to Brown, October 4, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

respects except provisioning and manning." He was to make his requisitions on Agent Brown, who was to "give him any assistance" in his power.[75]

Captain Preble boarded Constitution at 10 A.M., on May 21, and assumed command of her as commodore. Two days later, at 6 A.M., 22 seamen came on board to do ship's duty, some at $1.40 and the remainder at $1.32 per diem. They were to provide their own rations and grog. On the 28th the frigate was hauled across the Charles to John May's Union Wharf by 44 hired hands, 12 men of the ship's company, and 14 Marines. "In coming from the ship's moorings, [she] had to pass through a very narrow channel which was a reef of rocks at each side, which is very hazardous attempting except at slack water."[76]

Meanwhile, Secretary Smith had given Agent Brown instructions regarding her outfitting. As it would be necessary to heave her down to copper her from light water line to keel, Captain Preble would need copper. If Brown had enough on hand he was to turn it over to Preble, and engage Paul Revere to replace it.[77]

Captain Preble, having been placed in command of the frigate, had exclusive direction of her outfit. It was necessary to secure Captain Nicholson's "opinion on any point relating to her equipment."[78]

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75. Smith to Brown, May 14, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. Captain Preble had been previously ordered to Boston from Portsmouth to assist Agent Brown in executing contracts for construction of a brig (Argus) at Hartt's yard. Argus was one of four vessels being built to reinforce the squadron operating off the Barbary coast.

76. Preble, "History of the Boston Navy Yard," p. 73, NA, RG 45.

77. Smith to Brown, May 28, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

78. Smith to Brown, May 30, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

On June 4, the ship's guns were brought up from Fort Independence, to be used for securing the wharf, when Constitution was heaved down. Two pits were dug on either side of the wharf for that purpose. On the 14th the frigate was hove out to port, but righted again; and on the 16th her keel was again hove out to port. The next day she was righted at 7:30 P.M. Midshipman John M. Haswell was badly injured by a fall down the hatch, when she was on her beam. She was winded on the 19th and hove to starboard on the 22d. On the 26th the carpenters gave nine rousing cheers, which were answered by the seamen and caulkers. In 14 days they had coppered the ship with "copper made in the States."[79]

On June 1, Secretary Smith ordered Captain Preble to begin recruiting. Able seamen, ordinary seamen, and boys were to be allowed two months' advance pay, commissioned and warrant officers four months' advance.

The crew was to be entered for two years' service, with the pay of able seamen not to exceed $10 per month.[80]

A rendezvous was opened at Boston for shipping sailors by Lieutenant Joseph Tarbell, while Lieutenant Joshua Blake was ordered to New York City and Lieutenant William C. Jenks to Providence on the same service. Constitution was moored in the stream on July 9, about three cables off May's wharf. On the 15th Captain John Hall and Lieutenant Robert Greenleak with 54 Marines embarked from Long Wharf and boarded the ship. Five days later, Lieutenant W. M. Livingston arrived from New York with 70 sailors, and on the 24th the schooner Hancock came with another 70.

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79. Preble, "History of the Boston Navy Yard," pp. 73-4, NA, RG 45.

80. Smith to Brown, June 1, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

By August 14 all the officers and crew were aboard. The carpenters spent the last several days making a new set of "deadlights." When the ship had been repaired in 1801-02, the stern frame had been altered, and no deadlights had been fashioned. Constitution weighed anchor, and wearing Commodore Preble's broad pennant, stood down the harbor. Entering the Narrows, eight miles below Boston, the breeze having died, she dropped anchor in ten fathoms. At 7:30 A.M., on the 23d, having received on board 250 barrels of powder, she proceeded to sea. Constitution reached Gibraltar on September 12, where Commodore Preble rendezvoused with other units of his squadron.[81]

Although actual repair of Constitution was accomplished at Hartt's yard and the outfitting at May's wharf, personnel and supplies stockpiled at the Charlestown Navy Yard were involved.

5. The Physical Condition of the Yard in March 1802

Meanwhile, Secretary of the Navy Smith wrote Captain Nicholson in reference to removal of the cannon shot stored in Boston to the Charlestown yard. If the department were to be subject to any additional expense on their account, they were to be transferred at once. Otherwise, they could remain where they were until spring, by which time the yard would be better prepared for their reception and preservation.[82]

On February 22, 1802, Secretary Smith, to provide Congress with information on the status of the six navy yards and expenditures involved in their development, called on the agents for information on the improvements at the yards for which they were responsible. They would also submit plats of the grounds. On the plats, they were to show the depth of water, "its qualities and effects upon the timber in dock, The

81. Preble, "History of the Boston Navy Yard," p. 74, NA, RG 45.

82. Smith to Nicholson, Dec. 17, 1801, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

flow of the tide, all improvements, a view of adjacent waters and lands," and anything else that might be of interest. If the improvements were inadequate, they were to suggest such others "as may be necessary, and state their probable cost."

It was presumed that all public property intrusted to their care, especially the timber, would be kept in a good state of preservation.[83]

Agent Brown on April 6 notified Secretary Smith that Osgood Carleton had been commissioned to make a plan of the yard, and others engaged to assist him in making soundings of the flats and channels.

He was enclosing a copy of Carleton's map which embraced an area bounded on the west by the Charles River Bridge, on the north by Charlestown as far as the Malden Bridge, on the east by the Mystic River, and on the south by Noddles Island. The accuracy of the map could be vouched for insofar as it related to the navy yard, flats, and channels, and depth of water contiguous thereto.

Also enclosed was a plat of the yard with the improvements, and indicating the ones necessary to "building up and keeping a navy."

The plat of the grounds was in three divisions. Tract A was south of the "bason" and consisted of nine acres. On this tract were six structures, four of which had been built by the United States. In one of these the live oak was stored; one covered a large saw pit and had been employed for storage of water casks; the third was a barracks for the Marine guard; the fourth served as a carpenter's shop; the fifth, which predated purchase of the land, was used as a blacksmith shop; and the sixth, purchased from John Harris, served as laborers' quarters.

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83. Smith to Brown, February 22, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

In this section the "stuff" removed from the basin for repair of Constitution had been lodged and stacked; also stored here were the brick and stone purchased by the former agent for erecting storehouses, as well as cannon, shot, iron, ballast, etc. Oxen purchased for the yard had been pastured in part on grass grown here.

Tract B was the basin, measuring 9-3/4 acres and 27 poles. It was bounded on the south by a cobb wharf 1,000 feet in length, 20 feet across, and 11 feet deep. Here the timber, planks, etc., were "deposited and overflowed by sea water every tide, and are perfectly secured against any loss from tides or storms." There was a passage through the wharf, covered by "a bridge, for the convenience of letting into the basin such articles as may be directed to be lodged there or removed." A part of the cobb wharf was prepared for landing articles to be received at the yard or those that were to be removed. All timber received at the yard was docked in the basin, except that removed for repair of Constitution and the live oak stored ashore under cover.

The depth of water in the basin varied from 3 to 9 feet. As the basin was only three leagues from the ocean and the average rise and fall of the tide was 10 feet, Agent Brown concluded that its degree of salinity would vary slightly, especially as the only rivers flowing into the harbor were the Charles and Mystic, which were small streams. The water, he had been told, hardens the timber and "destroys the acid which it contains."

The third division of the yard, north of the basin, measured 24-1/4 acres. As yet, its only use was as pasture for the public oxen.

Extensive improvements were proposed. The form of the water plan for development was controlled by the channel's course and the contiguous water depth. The front of the building yard was carried down to 10 feet of water at low tide. This would permit the sternpost of a 74-gun ship-of-the-line to be positioned within 10 yards of 24 feet of water at flood tide.

As the forming of an entrance into the three projected dry docks, in 10 feet of water at ebb tide, would be prohibitively expensive, a canal was proposed to lead into a basin of sufficient extent to permit any ship to pass into the docks.

Seven storehouses were called for. A structure, 130 by 40 feet, would be sited on the "upland," with six others of 100 by 40 feet. At present, only the 130- by 40-foot building and two of the smaller ones were needed.

The cobb wharf would become useless if the proposed plan were adopted. The basin, by forming a uniform bottom (supporting its sides with a stone wall) and making divisions in it to separate various classes of timber, would be much improved.

This development should be programmed over a six-year period and would cost $650,000.[84]

Brown broke down the cost of the proposed development into six elements:

Stone for the wharf and laying the same, say 30,000 perch, to cost from $2 to $8	$180,000
Stones for backing the wall, say 100,000 tons @ 50¢	50,000
Earth, clay and gravel to fill up the wharf, etc., 1,200,000 tons @ 20¢	6,000
Dry-docks	100,000
Seven stores @ $10,000 each	70,000
Improvements on the basin	4,000
Total	$410,000[85]

84. Brown to Smith, April 6, 1802, NA, Letters Received, Secretary of the Navy, Microcopy M-124. A copy of Carleton's "A Plan of the Navy Yard of Charlestown, State of Massachusetts, from actual Survey by Osgood Carleton Survr.," is on file at the Boston Naval Shipyard. Carleton was paid $53 for his survey of the yard, "with all buildings thereon." Carleton to Brown, April 1, 1802. Samuel Brown Papers, Massachusetts Historical Society.

85. Ibid.

Secretary Smith was pleased with the map, plat, and estimates. On April 20, he thanked Brown for the handsome manner in which it had been executed.[86]

6. Congress Asserts Its Authority

Congress, miffed by what Jeffersonians considered the extralegal manner by which the Adams' administration had usurped its rights, called on Secretary Smith for a report on the subject and expenditures involved. On January 20, 1802, he provided the House of Representatives with information as to the initial cost of the six navy yards; the price of the improvements made; and the quantity and cost of timber, planks, and military stores deposited at each. This would enable members to ascertain the expense involved in removal of the public property from those facilities which might be disposed of to those to be retained.[87]

The secretary listed the cost of the Charlestown Navy Yard, with improvements, and the value of the public property stored:

Purchase of land	$40,000	
Improvements	3,643	
Total		$ 43,643
Live Oak deposited	9,480 feet	
Ordered, and ready for transportation	22,777 feet	
	32,257 feet at $2	64,514
Other timber		30,000
Stores of various kinds, including those at Boston		110,000
Total		$204,514
It would cost to remove the live oak to another navy yard at 50 cents per foot		16,100
It would cost to remove other timber and stores		20,000
Total		$ 36,100 [88]

86. Smith to Brown, April 20, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

87. Smith to Mitchell, January 20, 1802, found in American State Papers, Naval Affairs, Vol. 1, p. 84.

88. Ibid., pp. 85-6. Included were two complete frames at Boston.

Since taking office seven months before, Secretary Smith had sought information respecting which yards should be disposed of, but he had not yet made up his mind. There was reason to believe, he informed the House, that the site of the Philadelphia yard should be changed. Some were of the opinion that the location of the Portsmouth yard was not the best, while doubts had been expressed respecting the proper position of the New York yard.

With respect to contemplated improvements of the yards, and the salaries of the superintendents, Smith assured the House that, "from the reduced scale of the proposed appropriation, the intended improvements must, in a great degree, be suspended." At present, superintendents were only employed at the Charlestown and Washington Navy Yards. They were each paid annual salaries of $1,200.

Smith then reviewed the acts of February 25, 1799, the means used by the Adams administration to justify and fund the program.[89]

On March 10, 1802, Chairman Samuel L. Mitchell of the Committee of Naval Affairs, after studying Secretary Smith's report, informed the House that Charlestown and Norfolk from "improvements already made and from other circumstances, appear the most eligible places for receiving and repairing the ships in actual service. Should any additional improvements in those places become necessary for this purpose they ought to be made."[90]

Later in the yard, Chairman Mitchell reported to the House that by one of the acts passed on February 25, 1799, the Congress had appropriated $50,000 for construction of "two docks for the convenience of repairing the public ships and vessels." This law had not been executed and the money had been returned to the general fund.

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89. Ibid., p. 86.

90. Mitchell to House, March 10, 1802, found in ibid., p. 86.

By March 4, 1801, when the Adams' administration left office, there had been spent $138,000 for land at six sites for navy yards. As of that date, funds had been expended for buildings and improvements at three of these yards--Washington, $42,023.91; Portsmouth, $14,507.01; and Norfolk, $4,000.

Mitchell's committee had been unable to find any law authorizing the purchase of any sites for navy yards or improvements prior to March 3, 1801. On that date, an act making appropriations of $500,000 for the Navy of the United States in 1801 "for the expense attending six seventy-four gun ships, and for completing navy yards, docks, and wharves" had been signed into law, by President Adams.[91]

G. The Navy Yard During the War with Tripoli

1. Several Timber Storehouses Are Built and the Department's Interest at Hartt's Is Liquidated

The Mitchell investigation caused the department to take a hard look at requests for funds for improvements. Agent Brown, in early May 1802, submitted estimates for building a second shed for storage of timber not docked. Secretary Smith approved the proposal, but warned that the maximum sum to be allowed for construction of the shed was $2,000. It should be built, however, so that it could be enlarged when additional funds became available.[92]

Superintendent-Captain Nicholson, as summer began, assured the department that all live oak delivered at the yard had been "covered from the sun and weather under a building and shed erected for the purpose." The second shed was being built to shelter the three loads recently received from the Georgia and South Carolina coasts.

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91. Mitchell to House of Representatives, April 27, 1802, found in ibid.

92. Smith to Brown, May 20, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

The "timber and thick stuff exposed to the sun and weather, in the basin," was oak and pine.[93]

Now that the live oak had been secured, Secretary Smith replied, measures must be taken to adopt the "most economical means for preservation of the oak and pine." He suggested that it be removed from the dock, stacked, and also placed under sheds.

As for placing the cobb wharf in position "to retain any part of the water at low tide, beyond what is kept in by the common level of the water, it would be necessary . . . to line it, and box it with clay" which would be expensive.

An economical method had been adopted by the agent at Philadelphia. He had leveled the timber, as far as practicable, and covered it with boards. Secretary Smith recommended this plan to Brown, as one that would secure the oak and pine from the sun at moderate cost.[94]

From the tenor of this correspondence, it appears that the cobb wharf was leaking and was unable to retain sufficient water in the timberdock (basin) to keep it immersed. To preserve the timber, it had been necessary to remove it from the dock and store it under sheds.

In late October the secretary approved a proposal by Agent Brown to construct another frame storehouse.[95] Although expenditures for improvements at the yard exceeded the sums remitted under the 1802

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93. Nicholson to Smith, June 22, 1802, found in American State Papers, Naval Affairs, Vol. 1, p. 109.

94. Smith to Brown, June 30, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

95. Smith to Brown, October 27, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

appropriation, Smith found them to be so beneficial to the public interest that they merited his commendation. The excess would be covered by a future remittance.[96]

Repair of Constitution completed and the ship laid up in ordinary, the Navy moved to remove to the Charlestown yard, the remainder of its stores stockpiled at Hartt's. To expedite this activity, the secretary suggested that the public property (the ways and store) remaining there be appraised by a third party, and that Hartt take them at this price. If he refused to this mode of establishing a fair price, Agent Brown was to sell them at public auction.[97]

2. The Navy Yard Loses Five Acres for a Marine Hospital and 4,313 Feet to the Turnpike Company

On June 21, 1802, Secretary Smith notified Agent Brown that the Collector of the Port of Boston had recommended that a section of the grounds purchased for a navy yard be made available for a Marine hospital. Five acres would be necessary for this purpose. The department, satisfied, that this acreage could be spared, had agreed, provided that Agent Brown "should have the selection of the ground to be so appropriated."[98]

During the latter half of the year, Brown and the Collector met and staked out five acres at the north or lower end of the yard. On examining the correspondence Secretary of the Treasury Albert Gallatin contacted Secretary Smith and requested that the tract's boundaries be

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96. Smith to Brown, October 23, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

97. Ibid.; Smith to Brown, October 27, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. In November George Batterman removed 133 tons of iron and shot and 14 cannon from Hartt's to the yard. Gibbs to Brown, November 15, 1802, Samuel Brown Papers, Massachusetts Historical Society.

98. Smith to Brown, June 21, 1802, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

adjusted. The Collector had notified Gallatin that "a lot . . . East of the most elevated land belonging to the Navy Department would be the most eligible."

Smith, reviewing a plat of the yard, presumed that the Collector desired to "extend the boundary line of the present lot South on Mystick river, and contract the boundary line West, so as to preserve a quantity of ground not exceeding what had been allotted." Brown was cautioned not to commit the department without conferring with the Collector and communicating his own ideas on the subject to the secretary.[99]

After hearing from Brown, Secretary Smith authorized him to lay off the lot as proposed by him and agreed to by the Collector. The boundary was to begin on the "most Northerly point of the land on Mystick river to extend down the same thirty roods, then Westerly fifteen roods, then northerly thirty roods, to the boundary line between the U.S. land and the E. Breed, then easterly on that line fifteen roods to the point first mentioned."[100]

On February 10, 1803, Secretary of the Navy Smith was authorized by an act of Congress, approved by President Jefferson, to convey title to the proprietors of the Salem Turnpike and Chelsea Bridge Corporation, "a certain piece of land lying on the western corner and being parcel of the Navy Yard . . ., containing fifteen square perches or thereabout, or as much thereof as is required to enable said proprietors to lay out and make a turnpike road from Salem to Charlestown."

In accordance with this act, the United States sold to the proprietors for $350 a parcel:

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99. Smith to Brown, January 22, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

100. Smith to Brown, February 21, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

beginning at the western corner of the navy yard at Charlestown at the county road; thence by said road N. 86° E. 105 feet; then by Salem Turnpike N 64° E. 163-1/2 feet, to a point; thence S. 51° W. 71 feet 6 inches to the southwestern boundary of the navy yard; thence by said boundary N. 4° W. 76 feet 6 inches to beginning, containing 4,313 square feet.

The grantees agreed to keep open as a public highway a triangular piece of the subject track on the west side of the turnpike, measuring 1-1/2 perches and containing 408 square feet.[101]

3. The Yard Converts Two Merchantmen into Bombers and Outfits "Gunboat No. 8"

Except for support given Captain Preble in outfitting Constitution for sea at May's wharf and to construction of the brig Argus at Hartt's yard, there was little activity at the Charleston facility in 1803. On June 8, Secretary Smith chided Superintendent Nicholson for permitting the boats under his care to lay on the ground for nearly two years without shelter and not once being coated with preservatives. Consequently, all of them were worthless, and new boats had to be built for Constitution. Moreover, the cannon and shot, exposed as they were to the elements, were in "very bad order."[102]

On August 26, Secretary Smith forwarded to Agent Brown $20,000 charged against these accounts:

Sheds for Navy Yard	$3,000.00
74-gun ship	6,000.00
Ordnance	860.62
Pay marines	100.00
Pay navy	5,000.00
Provisions	5,000.00
Issuing	39.38
Total	$20,000.00 [103]

101. Warranty Deed from the United States, April 12, 1804, Middlesex County Deed Book 160, p. 76. Secretary Smith signed the deed of conveyance on October 11, 1804.

102. Smith to Nicholson, June 8, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

103. Smith to Brown, August 26, 1803, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

There was feverish activity at the navy yard during the spring of 1805, resulting from the failure of the Navy to score a decisive victory in the Tripolitan War which continued to fester. Captain Preble, having been relieved as commander of the Mediterranean Squadron, had returned to the United States. He arrived in Washington, on March 4, the day President Jefferson was inaugurated for his second term. Received by the President, Preble urged that the Navy Department, to press the war against Tripoli, secure a larger and better class of gunboats and mortar ketches than could be obtained in the Mediterranean. Impressed with what he heard, President Jefferson ordered Preble to New England to arrange for construction of additional gunboats and to outfit several ketches.

There was being built at Boston at this time by Jacob Rhodes Gunboat No. 8. On his arrival in New England, Captain Preble arranged for construction of Gunboats Nos. 11 and 12. The former was to be built by Nathaniel Dyer at Portland, Maine, and the latter by Jacob Coffin at Newburyport, Massachusetts. By late April he had also purchased two "suitable vessels to be prepared for reception of 13-inch mortars." They were both Connecticut built, and practically new. Vengeance, the larger, was a 102-ton schooner, while Spitfire was a 92-ton sloop. The two vessels were to be delivered to the Charlestown Navy Yard on April 26, where they would be armed and outfitted.[104]

On April 24, Gunboat No. 8 had been launched. Lieutenant Nathaniel Harraden, who had been placed in charge of her, had the 71-foot long craft towed across the Charles to the navy yard to be outfitted. By May 2 she had been rigged, supplied, and armed with two long 32 pounders. During the afternoon Lieutenant Harraden and his crew took her out into the harbor and made several tacks.

Two days later, on Saturday, the 4th, Gunboat No. 8 sailed from the cobb wharf for Gibraltar. Although she had a stormy passage,

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104. Preble to Smith, April 25, 1805, NA, Captains' Letters, Microcopy M-125; Chapelle, American Sailing Navy, pp. 197-210.

Lieutenant Harraden reported, she behaved well, and he considered her "perfectly safe to cross the Atlantic."[105]

Meanwhile, 60 carpenters were employed converting Vengeance and Spitfire into bomb ketches. On May 16, Captain Preble reported that the work was "in considerable forwardness," and he expected to have them ready for sea by the 31st. Several days later, Superintendent Nicholson advised Secretary Smith that the ketches required "a great number of knees, planks, quantity of knees belonging to the timber stockpiled for the 74 had been expended."[106]

Delays in delivery of the 13-inch mortars and projectiles doomed Captain Preble's forecast. It was June 18 before Vengeance was outfitted and manned. Coasting off from the navy yard, she sailed for the Mediterranean. Misfortune, however, dogged her, and she grounded on the flats in the lower harbor. She was refloated on the morning's flood, and put to sea on a fair wind.

Spitfire made sail on the 21st. Winds out of the east detained her in the harbor until the 23d.[107]

4. Peace Returns and the Navy Retrenches

On June 4, 1805, more than two weeks before the ketches departed from the navy yard, the war with Tripoli ended. It was a peace without tribute, but the United States provided for a ransom of $60,000 for the officers and crew of the captured frigate Philadelphia, together with a provision for presents whenever a new consul should be sent to the Dey. After the conclusion of this treaty, and the settlement of some minor difficulties with Tunis, the United States gradually withdrew its naval forces from the Mediterranean Sea.

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105. Preble to Secretary of the Navy, May 2, 1805; Nicholson to Smith, May 20, 1805, NA, Captains' Letters, Microcopy M-125; National Intelligencer, July 26, 1805.

106. Preble to Smith, May 16 and 20, 1805; Nicholson to Smith, May 20, 1805, NA, Captains' Letters, Microcopy M-125.

107. Preble to Smith, June 24, 1805, NA, Captains' Letters, Microcopy M-125.

The War with Tripoli resulted in several gains for the United States. It struck a blow at sanctioned Mediterranean piracy, an evil tolerated by the European naval powers. Together, with the undeclared war with France, it bolstered the confidence of the younger officers and heightened their morale.[108]

The end of the conflict led to a cut back in expenditures for the Navy. Notified by the Army that the magazine at Fort Independence, on Castle Island, was to be razed, Agent Brown was compelled to remove the Navy's powder into a small building, which he rented on Governor's Island. The post commander detailed men to guard the magazine until compelled to cut his commitments by a reduction in his force. This forced Brown to hire a guard at $15 per month.[109]

On August 26, Secretary Smith alerted the agents that Josiah Fox, a navy constructor, would be contacting them regarding the timber for the 74s deposited at the yards.

All timber remaining in the water must be removed and placed under sheds.[110]

Brown soon after was directed to sell for either cash or credit all public cordage on hand.[111]

The first session of the 9th Congress convened on December 2, 1805, and Secretary Smith provided figures on the cost to the government of the navy yards. Since establishment of the department in 1798, there had been expended on the purchase and improvement of each:

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108. Carroll S. Alden and Allan Westcott, The United States Navy: A History (Chicago, 1945), p. 61.

109. Brown to Smith, July 20, 1805, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

110. Smith to Brown, August 26, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

111. Smith to Brown, October 11, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

Charlestown	$ 80,521.94
Washington	180,920.15
Portsmouth	33,249.07
New York	89,565.50
Philadelphia	41,180.84
Norfolk	52,748.78 [112]

The repair and outfitting of Constitution at Boston in the period October 1801-August 1803 had cost the taxpayers $117,911.80.[113]

As of December 1805 there was stockpiled, under sheds at the navy yards live oak timbers for the frames of the six authorized 74s:

At Charlestown	37,914 cubic feet
At Portsmouth	17,687 cubic feet
At Norfolk	19,343 cubic feet
At Washington	4,885 cubic feet
At Philadelphia	21,032 cubic feet
At New York	17,653 cubic feet

All cannon necessary for the six ships had been provided and paid for.

A contract had been signed for all necessary copper sheathing, bolts, nails, and spikes, along with all other copper items required for the ships, on which an advance of $30,000 had been made.[114]

With the perishable stores disposed of, the timber, copper, and guns safeguarded, the ships-of-the-line, without which it would be impossible to prevent even a secondary maritime power from blockading the Nation's ports and harbors, were all but forgotten. Most of the frigates and other vessels were placed in ordinary, the officers furloughed, and the crews paid off.

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112. Turner to Secretary of the Navy, February 6, 1806, found in American State Papers, Naval Affairs, Vol. I, p. 150. Thomas Turner was an accountant with the Navy Department.

113. Ibid., p. 253.

114. Smith to Dawson, December 16, 1805, found in ibid., p. 141. John Dawson of Virginia was chairman of the House Committee on Naval Affairs in the 9th Congress.

H. The Construction History of the Navy Yard: 1804-12

1. Francis Johnnot Replaces Samuel Brown as Agent

On May 28, 1807, Agent Brown reminded Secretary Smith that when named to the position six years ago, he had protested that it would be inconvenient for him to take the position. He, however, had been prevailed on to hold the agency until the public ships could be sold and the corvette Le Berceau repaired. But when these tasks were accomplished, Brown found himself so enmeshed in the affairs of the department that he could not disengage himself.

Having finally decided to make the break, he asked that he be relieved as soon as it was convenient for the Secretary to engage a new agent to conduct the department's affairs in and around Boston.[115]

Francis Johnnot was appointed Brown's replacement, and on August 15, Brown's resignation was accepted. The Navy Agent's position at this time was deemed more important in the day-to-day operations of the navy yard than the superintendent's office.[116]

2. The Construction of the Superintendent's House (Quarters G)

On March 28, 1804, Secretary Smith called on Agent Brown for a plan and estimate of the cost of building a "Brick House of suitable dimensions for the residence of the Superintendent of the navy yard." It was planned to have one erected "on the most convenient place on the public ground and upon a substantial scale."[117]

Captain Nicholson had suggested selling all the brick stockpiled at the yard, not needed in construction of the superintendent's quarters,

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115. Brown to Smith, May 28, 1807, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

116. Smith to Johnnot, October 15, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

117. Smith to Brown, March 28, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

along with all the squared pine timber. Relaying this information to Agent Brown, Secretary Smith directed him to handle this as his judgment dictated.[118]

In late May Agent Brown mailed to the department a plan and estimates for a house for the superintendent. The secretary was unimpressed. On June 4, he chided that the plan was "upon too expensive a scale." No gentleman with "only the pay of a captain in the navy could afford to live in it." Within a few days the secretary would send a plan of a house of which he approved.[119]

Five weeks later, on July 13, Smith mailed to Brown "a plan of a house for the superintendent according to which you will have a brick house built on the best terms in your power."[120]

A search of the files at National Archives and the Boston Naval Shipyard has failed to turn up this plan. The secretary's correspondence regarding the plan leads to the conclusion that it was drawn up by someone at the department or a Washington architect, thus contradicting the tradition that the famed Boston Architect Charles Bullfinch designed the late Federal building.

On August 6, Brown was informed that the kitchen must be in the "Front celler. The arrangement of the windows and of the rooms of the second story is left to yourself."[121]

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118. Smith to Brown, April 30, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-209. There are no letter books on file at National Archives, prior to 1805, containing letters from captains addressed to the Secretary of the Navy.

119. Smith to Brown, June 4, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

120. Smith to Brown, July 13, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

121. Smith to Brown, August 6, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

Meanwhile, Captain Nicholson had written the department, regarding a garden. On July 2, the secretary announced that he was agreeable to enclosing a "small piece of ground contiguous to the House to be built for the Superintendent for a garden." After discussions with Agent Brown, Nicholson was to "fix upon the size and situation of the garden."[122]

Work was under way by late autumn, when Benjamin White was hired to survey 12,000 feet of plank for the house.[123]

By early spring of 1805, the superintendent's quarters were nearly finished. On March 24, Captain Nicholson asked the secretary to use his influence with Agent Brown to get him relieved from paying $100 ground rent annually for use of part of the navy yard as a pasture. In this communication, Nicholson pointed out that within a "few weeks" he planned to "reside" in the "House now building by your orders for the Superintendents accomodation."[124]

Secretary Smith found Nicholson's request for use of "some of the public ground . . . not appropriated to any public purpose" reasonable. Brown would therefore "let him have the use of such ground free of expense."[125]

On March 31, Agent Brown asked the department for a remittance of $5,000, $3,000 of which would be spent to pay for the house being built

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122. Smith to Nicholson, July 2, 1804, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

123. White to United States, December 22, 1804, Samuel Brown Papers, Massachusetts Historical Society.

124. Nicholson to Smith, March 25, 1805, NA, Captains' Letters, Microcopy M-125. In 1802 the pasture had been moved and the hay sold by Agent Brown, as there was no barn for storage; in 1803 it had been rented to the proprietors of the Salem Turnpike Co.; and in 1804 to Captain Nicholson.

125. Smith to Brown, April 1, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

for the superintendent.[126] Evidently, the department failed to send funds to liquidate the quarters account, because on August 6, Brown requested that he be provided with $3,000 to pay outstanding obligations incurred in construction of the house.[127]

Meanwhile, on May 30, Secretary Smith had written Captain Nicholson that as soon as the superintendent's quarters were completed, he was to "take possession of it and consider it as your residence."[128]

We are unable to document the date Captain Nicholson and his family moved into the quarters, but it was probably in the early summer of 1805. He was living there on September 27, when he asked the department for authority to construct a barn large enough to shelter four cows, two horses, and a chaise for his family, as well as two or three yoke of public oxen. If the secretary would allot $200 for the barn, Nicholson would have it erected contiguous to his quarters.[129]

If this were impossible, he desired permission, at his own expense, to sink six or eight posts in the ground and build a shed for the livestock.[130]

Secretary Smith rejected Nicholson's stable proposal.[131]

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126. Brown to Smith, March 31, 1805, NA, Letters Received, Secretary of the Navy, Microcopy M-124.

127. Brown to Smith, August 6, 1805, NA, Letters Received, Secretary of the Navy, Microcopy M-124.

128. Smith to Nicholson, May 30, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

129. Nicholson to Smith, September 27, 1805, NA, Captains' Letters, Microcopy M-125.

130. Ibid.

131. Smith to Nicholson, October 7, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

In 1808 the department authorized Superintendent Nicholson to make certain repairs to his quarters. Apparently, he had additional work done, because the secretary notified the naval agent not to pay for any repairs to "the house occupied by the Commandant . . . other than those previously authorized by the Department."[132]

This is the first correspondence in which the secretary referred to the officer in charge of the yard as commandant rather than as superintendent.

Johnnot would only submit a small bill for shingling the roof, where it leaked, until additional instructions were received from the secretary.[133]

This was the last written on this subject. If any additional repairs were made at this time, they were done at Nicholson's expense.

In the winter of 1808-09, Agent Johnnot submitted a report on needed repairs. On approving the proposal, Secretary Smith warned, do not spend more than the sum estimated by you.[134]

Evidently, the secretary's admonition was ignored. On April 10, 1810, Paul Hamilton, who had succeeded Smith as secretary, found the cost of repairing Nicholson's house enormous. Agent Johnnot would incur no further expense whatever upon these quarters, without clearing it with the department.[135]

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132. Smith to Johnnot, July 23, 1808, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

133. Johnnot to Smith, August 1, 1808, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

134. Smith to Johnnot, February 21, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy 441. Johnnot's letter, to which the secretary referred, is missing from the files.

135. Hamilton to Johnnot, April 10, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

On May 4, 1808, Captain Nicholson lodged a complaint against Dr. Benjamin Waterhouse. When called upon to attend his son's wasp sting, the physician asked to be paid. His contract with the government, he held, only covered Nicholson, not his wife and three minor children. Waterhouse's predecessors--Drs. Medard, Jarvis, and Eustis--Nicholson informed the Secretary of the Navy, had treated his family, even before they had moved into the superintendent's quarters.

Nicholson wished to know whether Dr. Waterhouse, as "Physician to the Navy Yard, is to consider my family as under his care."[136]

Replying, Secretary Smith advised Nicholson that his complaint against Dr. Waterhouse, or against any other officer connected with the department had been received with "caution, and unfavorable impressions admitted with reluctance."[137]

After reflecting further on the subject, the secretary on July 21, revoked Dr. Waterhouse's appointment, dated February 5, 1808, for providing medical services to the sailors and Marines assigned to the Charlestown yard. Doctor Cushing was named as Waterhouse's successor.[138]

3. The Preservation and Storage of Timber Is a Headache

Information reached the department in the summer of 1807 that inadequate measures had been taken at the Charlestown yard for preservation of the timber purchased and stockpiled for construction of a 74-gun ship-of-the-line. Secretary Smith called on Captain Nicholson for "full information" on the subject, stating in detail "the particular situation of the timber entrusted to your care."[139]

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136. Nicholson to Smith, May 4, 1808, NA, Captains' Letters, Microcopy M-125.

137. Smith to Nicholson, July 12, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

138. Hamilton to Johnnot, July 21, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

139. Smith to Nicholson, July 30, 1807, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

Nicholson, accompanied by Master Builder Rhoades, accordingly examined all the timber and plank stored in the yard.

A review of manifests and bills documented that the first timber had been delivered at the yard during the winter of 1801-02, when Samuel Symonds had landed live oak knees valued at $883.50. In March and April 1802, Anthony S. Stickney had delivered yellow pine beams and stock for a 74 worth $4,313.29. On July 12, Nathaniel Ruggles billed Agent Brown for $853.17, the cost of transportation on two 132-11/12 feet of Georgia live oak brought north on the schooner Mary and Eliza. Six months later, the brig Mary Constant Hopkins off-loaded onto gondolas for transhipment to the cobb wharf 271 pieces of Georgia live oak.

In May 1802, Benjamin White had been paid $562.04 for surveying the oak and pine planking, oak slabs, oak knees, carlings, etc., removed from Hartt's to the navy yard.[140]

Checking his letter book, Captain Nicholson found that on April 25, 1802, he had reported that the shipwrights, having finished repair of Constitution, were calling for timber, knees, and plank. A crew had been turned to piling and docking the remainder, much of which had been condemned as "decayed, knotty, bad Timber, etc."

On April 23, 1804, he had reported "bricks and square timber are perishing and will be lost, if not used or sold immediately." One week later, on his estimate for construction of his quarters, Nicholson had noted, "Brick and Pine Timber, Cash articles, in a perishable state now in the Navy Yard."

On July 9, Nicholson had written Agent Brown that Master Carpenter Goodwin had told him that the "pine dimension timber for the frames of Stores piled up in the Navy Yard is in a very bad state, and unless

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140. Symonds to U.S., March 16, 1802; Stickney to U.S., March 30, 1802; Ruggles to U.S., July 31, 1802, Perkins to U.S., January 31, 1803; White to U.S., July 31, 1802, Samuel Brown Papers, Massachusetts Historical Society.

something is done with it very soon either by shifting, and piling anew it will perish this season." Nicholson had recommended that it either be sold or "shifted and covered."

This timber was thrown into the dock.

On August 19, 1805, Captain Nicholson had complained that he and Marine Lieutenant Newton Keene were the only officers at the yard, not counting the agent and storekeeper who lived in Boston. Frequently, he had to intervene to prevent junior officers and civilians from coming to the yard to "cut up and expend timber, etc."[141]

This explanation evidently satisfied the department, because Secretary Smith dropped the subject.

4. The Army Builds a Battery, Magazine, and Gun House

On April 30, 1808, an officer of the War Department discussed with Navy Agent Johnnot removal of the naval powder from Governor's Island, where it had been stored since 1805.

Johnnot accordingly wrote the secretary. He suggested the War Department be asked to order the officer commanding Fort Independence to receive the powder otherwise it would have to be sent to the state magazine.[142]

The Army, however, refused to allow the Navy's powder to be stored at Fort Independence. To escape an annual $100 expense for rent of space in the state magazine for the powder, Agent Johnnot urged construction of a substantial magazine for $500 at the yard. This

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141. Nicholson to Smith, September 15, 1807, NA, Captains ' Letters, Microcopy M-125.

142. Johnnot to Smith, May 28, 1808, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

structure should have a capacity of 1,000 barrels of powder. It could be built from the 379,000 brick currently on hand.[143]

On August 8, after reviewing the subject, Secretary Smith authorized Johnnot to construct a magazine of the size proposed, provided it could be done for $500 and there was a favorable site. When it was completed, he was to cause all naval powder in the Boston area to be stored there.

The magazine, Smith cautioned, must be "made very strong and tight, so as effectually to resist all external moisture and keep the inside perfectly dry, otherwise the powder would soon be damp and unfit for use." In selecting a site, Johnnot must pay attention to locating the magazine at a safe distance from nearby public and private buildings.

The best bricks in the yard must be used in the magazine. The remainder could be sold, and the proceeds applied to construction costs.[144]

By mid-August Johnnot had prepared a plan for a structure 44 feet square, with a capacity of 1,400 casks. Labor and the few materials, which would have to be purchased, would not exceed $2,000.[145]

Secretary Smith, on reviewing the plans and estimates, had second thoughts. On October 6, he wrote Johnnot that the magazine would be a subject for future consideration.[146] Although the letter is missing from the files, Agent Johnnot broached the subject with Secretary of the Navy

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143. Johnnot to Smith, August 1, 1808, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

144. Smith to Johnnot, August 8, 1808, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

145. Johnnot to Smith, August 16, 1808, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

146. Smith to Johnnot, October 6, 1808, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

Paul Hamilton, who had succeeded Smith on March 7, 1809, upon inauguration of the Madison administration. While Hamilton agreed that construction of a magazine would be a judicious measure, he refused to give authority to proceed.[147]

Undaunted, Johnnot continued to badger the department on the subject. On August 23, Secretary Hamilton admitted that a powder magazine ought to be erected, but funds were too limited to justify incurring the expense in 1809. Johnnot was advised to bring again the subject to the department's attention in December, when Congress convened. Then it might be possible to erect a substantial magazine from the appropriations for 1810.[148]

The Army now came to the Navy's assistance. In 1806, the Jay Treaty, which had normalized relations with Great Britain, expired. Once again, the country's ocean-going commerce was exposed to harassment by the British, when President Jefferson rejected the only treaty His Majesty's government was willing to negotiate. Engaged as they were in a death struggle against Napoleon Bonaparte's Continental System, the British, who possessed the world's mightiest navy, refused to recognize neutral rights at sea or to allow unrestricted trade.

The difficulties with Britain, culminating in the attack on Chesapeake by Leopard off the Virginia Capes, caused Congress, when it convened in December 1807, to give national defense first priority. Funds were voted for fortifying the Nation's ports and harbors. To protect the Boston inner harbor and the navy yard, the Army planned to erect a battery near the confluence of the Charles and Mystic Rivers.

Captain Nicholson first learned of this on August 10, 1808, when several officers from Fort Independence visited the yard and staked out a

147. Hamilton to Johnnot, June 1, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

148. Hamilton to Johnnot, August 23, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

site for a battery. Nicholson told them that no construction could take place unless they received permission from Agent Johnnot or Secretary of the Navy Smith.[149]

Upon being contacted by Major Joseph G. Swift of the Army Engineers, Agent Johnnot cautioned him not to break ground for his battery until the secretary had been apprised.[150]

On September 19, Secretary Smith having discussed the subject with the War Department, directed Johnnot to allow Major Swift to construct a "small battery on land within the navy yard." The site proposed, Smith had been told by the Secretary of War was "a sufficient distance from any part of the Navy establishment, to prevent any inconvenience to the Department."[151]

The area staked out by Secretary of War Dearborn and Major Swift was on the site where the Navy contemplated construction of a wharf at which a 74-gun ship could safely be moored. If the Army built its battery there, Johnnot protested, the wharf would be useless if there were a magazine in its proximity.[152]

Secretary Smith acknowledged that the site selected by Major Swift was on the point formerly contemplated for construction of the subject wharf. Consequently, he inquired, "is there no other point in the yard where such a wharf might be built."[153] Johnnot's reply is among the letters missing from the files.

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149. Nicholson to Smith, August 11, 1808, NA, Captains' Letters, Microcopy M-125.

150. Johnnot to Smith, August 16, 1808, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

151. Smith to Johnnot, September 19, 1808, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

152. Johnnot to Smith, September 28, 1808, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

153. Smith to Johnnot, October 6, 1808, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

The subject was then dropped, only to be revived by the Madison administration. On July 17, 1809, Paul Hamilton, the new Secretary of the Navy, reminded Commandant Nicholson that the War Department desired a tract within the navy yard to erect "some works necessary" for harbor defenses. Upon Secretary of War William Eustis' arrival in Boston, the secretary would indicate the land required.[154]

Eustis, accompanied by Major Swift, visited the yard and agreed on a site for a battery to command the confluence of the Charles and Mystic Rivers. The decision made, Swift moved with alacrity. An earthen parapet for a half-moon-shaped battery was thrown up. The eight-plank gun platforms rested on stone foundations. Mounted on the platforms were eight 10 pounders. The site of the half-moon battery is covered by today's Building 103.

The battery finished and armed, the War Department next secured from the Secretary of the Navy permission to build two supporting structures--a magazine and gun house. This would relieve the Navy of responsibility for erecting a magazine. To facilitate construction of the magazine, Secretary Hamilton, on September 6, instructed Agent Johnnot to turn over to Major Swift "such brick, stone, copper, and other materials in store or in dock, as may be required for the building of a powder magazine, provided they were not needed for other special purposes."[155]

Apparently, neither the department nor Johnnot kept Commandant Nicholson apprised of this decision. The first he learned of it was when Secretary of War Eustis stopped at the yard in late September. Eustis pointed out to Nicholson the ground desired for the magazine and gun house. Although the command had received no instructions to allow the Army to proceed, Eustis assured him that he had cleared the subject with Secretary Hamilton.[156]

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154. Hamilton to Nicholson, July 17, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

155. Hamilton to Johnnot, September 6, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

156. Nicholson to Hamilton, October 2, 1809, NA, Captains' Letters, Microcopy M-125.

The site selected for the magazine was 200 yards north of the half-moon battery and 100 yards south of the Salem Turnpike, while the gun house was between the magazine and the five-acre Marine Hospital tract. The two-story brick gun house was 100 by 30 feet, and the two-story brick magazine 44 by 24 feet, divided into two parts, one for the Army and the other for the Navy. The magazine had a capacity of 9,600 quarter casks.[157]

On October 27, Major Swift reported that the magazine, except for the floor and door, and the gun house, except the flooring, were completed. The magazine would be fenced, the fence being 25 feet from the structure. Orders had been given to the storekeeper never to use the yard for airing the powder because of the hazard.[158]

On June 19, 1810, Secretary Hamilton advised Johnnot that Secretary of War Eustis would handle keeping the powder. Each department would have one-half of the magazine.

Storage of powder belonging to private individuals in the magazine was prohibited.[159]

As the Navy had paid for the lightning rods at the magazine, Secretary Hamilton ruled, they must be kept "distinct." Storekeeper Caleb Gibbs must, he admonished, have charge of the key to the wing in which the Navy's powder was stored.[160]

Commandant Nicholson, in late December 1809, was directed by Secretary Hamilton to turn over to the War Department sufficient oak

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157. Swift to Secretary of War, November 13, 1809, NA, Microcopy 417, Buell Collection.

158. Swift to Dearborn, October 27, 1809, NA, Microcopy 417, Buell Collection.

159. Hamilton to Johnnot, June 19, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

160. Hamilton to Johnnot, March 19, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

timber and plank to manufacture 80 gun carriages. Under no circumstances, however, would he release any of the live oak stockpiled for building the 74.[161] Five months later, in May 1810, he was ordered by the secretary to supply the Army with sufficient well seasoned timber to mount 12 cannon for defense of Newport, Rhode Island.[162]

5. The Navy Store Gets a Cellar

On December 8, 1809, Secretary Hamilton vetoed a proposal by Agent Johnnot to erect a temporary shed for storage of provisions. Whenever it was in his power, the secretary promised to authorize construction of "a substantial brick or stone warehouse."[163]

Undeterred, Johnnot submitted a plan to build a "cellar under the Navy Store." Hamilton was agreeable. As soon as the naval appropriation bill for 1810 had passed, Johnnot was to consider himself authorized to begin construction.[164]

Before proceeding with the cellar, Hamilton cautioned, Johnnot would provide the department with an estimate, and data whether the structural stability of the Navy Store would be compromised.

The project should be done in a most substantial manner, with stone in preference to brick.[165]

On reviewing Johnnot's plans and estimates, which have been lost, the secretary, on May 21, allotted $550 for the project. In addition, he

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161. Hamilton to Nicholson, December 30, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

162. Hamilton to Nicholson, May 23, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

163. Hamilton to Johnnot, December 8, 1809, NA, Letters Received, Secretary of the Navy, Microcopy M-449.

164. Hamilton to Johnnot, December 18, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

165. Hamilton to Johnnot, May 3, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

was agreeable to a "dug cellar," provided the store was not endangered.[166]

The basement of the Navy Store was completed during the summer of 1810.

6. A Building Slip is Added

On May 13, 1811, the department approved Agent Johnnot's request for authority to construct a building slip at the southwestern extremity of the cobb wharf.[167]

Before work was commenced on the slip, Secretary Hamilton asked Johnnot for an estimate of the cost of constructing a wharf at which the largest warships could be safely moored at all hours.[168]

I. Repair and Supply Activities: 1809-11

President James Madison, on taking office on March 4, 1809, junked Jefferson's gunboat policy. Orders were issued placing all the gunboats, except those at New Orleans in ordinary.

In the final weeks of the Jefferson administration, the frigate Chesapeake (Captain Isaac Hull commanding) was ordered from Norfolk to Boston. She anchored in Nantasket Roads, on February 25, after a "tedious passage" up the coast, during which she suffered damage to her sails and running rigging, and lost one man overboard.[169]

On March 6, Captain Hull, his ship now anchored off the navy yard, informed the department that Chesapeake was in need of extensive

166. Hamilton to Johnnot, May 21, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

167. Hamilton to Johnnot, May 13, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

168. Hamilton to Johnnot, June 8, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

169. Hull to Smith, February 25, 1809, NA, Captains' Letters, Microcopy M-125.

repairs. He feared the gun and berthdecks would have to be replaced. He had visited the yard and was disappointed to see that "almost all the timber and planks that will be wanting for the repairs . . . will have to be collected, as there is by Capt. Nicholson's statement very little remaining on hand."[170]

Acting Secretary of the Navy Charles W. Goldsborough accordingly contacted Agent Johnnot. He was informed that Captain Hull would prepare an estimate of materials required for her repair. While the agent was collecting these items, Hull was to caulk the ship and put her in as good condition as possible.

Johnnot was to make arrangements for securing timber on the best possible terms, and to forward to the department a list of the other articles required, with information whether they could be procured in Boston.[171]

Johnnot's reply has been lost. On April 18, Acting Secretary Goldsborough wrote Johnnot that in repairing Chesapeake, he would not use any timber purchased and stockpiled for construction of the 74, except in those circumstances where timber may from "decay or other cause be unfit for the purpose for which it was intended, or where it was impossible to procure or season the particular pieces required." If any of these timbers were employed, he would immediately replace them out of the appropriation for "Repair of Vessels."[172]

On May 15, Paul Hamilton, whom President Madison had named to replace Robert Smith as Secretary of the Navy, reached Washington from his home in South Carolina. Writing Commandant Nicholson, Hamilton

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170. Hull to Secretary of the Navy, March 6, 1809, NA, Captains' Letters, Microcopy M-125.

171. Goldsborough to Johnnot, March 15, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

172. Goldsborough to Johnnot, April 18, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

directed him to call on Captain Hull for detail of as many of the Chesapeake's sailors as "he can conveniently spare, & employ them in bringing" the timber ashore, and "properly depositing every article, except such as will be safer in the water." Officers detailing men to this working party would, so far as possible, have "it composed of men to whom wages are due." A Marine guard would be stationed at the yard to prevent desertions from the detachment detailed to this duty.[173]

Writing Agent Johnnot regarding repair of Chesapeake, Secretary Hamilton cautioned that seasoned timber must be employed. If it could not be procured, they must either wait until green timber could be seasoned, or "use the stuff in the yard replacing it with other stuff of the like kind and quality, as circumstances may direct."[174]

On July 1, Captain Hull took Chesapeake out for a cruise. Taking note of this, the Columbian Centinel informed its readers, "The U.S. frigate Chesapeake . . . will leave our outer harbor this day, weather permitting, for the purpose of taking a summer cruize off the coast." After stopping at Newport, New London, and Gardiners Island, she put back into Newport. While there, on July 28, Captain Hull received orders from the department to place her in ordinary. In this respect, he wished to know whether she should "be put immediately into the hands of the carpenters," or whether she should remain in ordinary until next spring.[175]

To expedite placing her in ordinary, Agent Johnnot was to see that the yard's sheds and two flatboards were repaired. This was to facilitate landing the guns and stores.[176]

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173. Hamilton to Nicholson, July 12, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

174. Hamilton to Johnnot, June 1, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

175. Hull to Hamilton, July 28, 1809, NA, Captains' Letters, Microcopy M-125.

176. Hull to Johnnot, July 28, 1809, NA, Captains' Letters, Microcopy M-125.

On August 5, Chesapeake arrived back in Boston's outer harbor, "Her sails were unbent and on deck in ten minutes after the yards were manned."[177]

With no facilities at the yard for placing a ship in ordinary, Chesapeake would be laid up at Gray's Charlestown wharf, as the rent was less there than across the Charles in Boston. Captain Hull had determined that the storehouses and Navy Store at the yard would "hold all the small articles in the Boatswains, Carpenters and Gunners Departments."[178] She was hauled to Gray's Wharf on the 17th, and arrangements made for furloughing her officers.[179]

On August 23, Secretary Hamilton informed Agent Johnnot that the appropriation for repairs was so "nearly exhausted" that the department could not procure the requisite materials to make Chesapeake ready for sea. The purchase of beams must accordingly be suspended, and the crew paid off.[180]

As Chesapeake's water casks must be repaired and painted, this could be done by the crew before being discharged. Painting was, the secretary noted, very simple work, which almost anyone could do. In the British navy this was done by the sailors. After this had been accomplished, the casks must be "placed in a situation which will secure them from injury."[181]

A second frigate, Essex (Captain John Smith), had been ordered to Boston, preparatory to proceeding to a foreign station. She arrived from

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177. Columbian Centinel, August 9, 1809.

178. Hull to Hamilton, August 10, 1809, NA, Captains' Letters, Microcopy M-125.

179. Hull to Hamilton, August 17, 1809, NA, Captains' Letters, Microcopy M-125.

180. Hamilton to Johnnot, August 23, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

181. Hamilton to Johnnot, September 6, 1809, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Norfolk on August 11. Efforts by Captain Smith to find replacements for the 40-man detail drafted from United States were unsuccessful, Chesapeake's crew having claimed their discharges. Essex accordingly returned to Norfolk in the second week of September.

Lieutenant John Downes remained behind to man a recruiting rendezvous. He applied to Commandant Nicholson for use of a gunboat as a receiving ship. Nicholson released Gunboat No. 81, and she was moored in the Charles "directly off the Navy Yard."[182]

On Thursday, December 7, a severe gale out of the southwest lashed the Boston area. The gunboat, scows, and launch lying at the cobb wharf were soon in difficulty. Commandant Nicholson called on Storekeeper Gibbs to provide him with fasts. Gibbs refused unless Nicholson could show him an order from Agent Johnnot. In fact, Gibbs continued, Johnnot had given strict orders not to release anything unless he so ordered.

Relaying this information to Secretary Hamilton, Nicholson complained that the public property had been threatened with destruction, and he had no means of intervening. He trusted that Hamilton would give "such orders, as will enable each officer to know his duty and thereby save me from insult, and the public property from suffering."

Both the agent and the storekeeper lived about two miles from the yard, and no matter how "great the exigency, it becomes necessary for me to send or go there before I can procure a rope yarn."[183]

Secretary Hamilton chided Johnnot that it was "extremely disagreeable to hear of the disputes between you and Commodore

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182. Nicholson to Hamilton, October 2, 1809, NA, Captains' Letters, Microcopy M-125. Gunboats Nos. 79-88 had been built by David Green at Portland, Maine. Chapelle, American Sailing Navy, pp. 224-25.

183. Nicholson to Hamilton, December 7, 1809, NA, Captains' Letters, Microcopy M-125.

Nicholson." The public service required that they work in harmony. He trusted he would hear nothing further upon this matter.[184]

In 1810 the subject of repair of Chesapeake was reviewed. On March 27, Secretary Hamilton inquired of Agent Johnnot: (a) Was it desirable to purchase the wharf lot? (b) Was it necessary to repair Chesapeake at the site mentioned? (c) If so, what would be the charge for wharfage?[185]

Although Johnnot's letter is not on file, it must have been discouraging, because no measures were taken to repair the frigate until 1812.

On August 28, 1811, the frigate John Adams (Captain John H. Dent) dropped anchor in Boston Harbor. She was 38 days out of Cherbourg. Writing Secretary of the Navy Hamilton, Captain Dent reported that his ship would have to be hauled out and her bottom examined. In attempting to clear Lorient, the French pilot had run her aground, damaging the rudder. She also needed a new foremast, bowsprit, and suit of sails. Her deck and bents required the attention of carpenters.

A board of survey headed by Lieutenant Charles Gordon had pronounced her gun carriages too light for the weight of her cannon.[186]

The department therefore alerted Agent Johnnot that John Adams would be repaired at the Charlestown yard.[187]

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184. Hamilton to Johnnot, March 15, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

185. Hamilton to Johnnot, March 27, 1810, Letters Sent, Secretary of the Navy, Microcopy M-441.

186. Dent to Hamilton, August 28 and September 9, 1811, NA, Commanders' Letters, Microcopy M-147.

187. Hamilton to Johnnot, September 14, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Captain Dent had been reassigned so Master Commandant Joseph Tarbell was ordered to take charge of the ship and prepare her for service. He reached Boston from New York in late November to find "nothing done" and the guns still aboard.[188]

By mid-December, 26 carpenters were employed on John Adams and making good progress. While much of her pine timber and plank would be condemned as decayed, the white oak was "well seasoned and in good order."[189]

J. The Charlestown Navy Yard Marine Barracks: 1802-11

1. The Marines and Their First Barracks

A Marine detachment was billeted on Castle Island in Boston Harbor, in June 1799. When the subject of establishing a temporary barracks for this force was raised in September, Secretary of the Navy Stoddert decided against it, because of plans to erect a permanent barracks at some future date. When Constitution was laid up in March 1801, a "small naval personnel and a Marine guard of one sergeant, one corporal, and eight enlisted Marines were assigned temporary duty on board." This Marine guard, drawn from the Castle Island detachment, remained aboard Constitution until mid-July 1803 when relieved by the detail commanded by Captain Hull, which was to be part of her compliment on her Mediterranean cruise.[190]

Ten months before, on May 21, 1802, Secretary of the Navy Smith notified Marine Corps Commandant William W. Burrows that a guard to include "1 Sergeant, 1 Corporal & 15 privates each must be stationed at the Navy Yards at Boston, New York, Philadelphia, Washington, & Norfolk." Where guards were already established, "the number must be

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188. Tarbell to Hamilton, November 25, 1811, NA, Commanders' Letters, Microcopy M-147.

189. Nicholson to Hamilton, December 12, 1811, NA, Captains' Letters, Microcopy M-125.

190. "The Marine Barracks History, Boston, Massachusetts," Ms, files BNS.

enlarged or diminished, as the case may require, so as to be neither superior nor less than the quota above prescribed. We shall soon have vessels arriving at New York & Boston, from which they . . . may be supplied."[191]

On July 14, 1st Lieutenant Henry Caldwell, with Superintendent Nicholson's permission, took possession of a lime shed on the former Harris tract. Here his detachment would find better accommodations than those occupied on the Boston side, near Hartt's yard.[192] Five weeks later, Caldwell asked Commandant Burrows for authority "to select a sufficient number of Marines to make up the complement at the Navy Yard."[193]

The Commandant's Letters Sent Book(s) for the years before 1804 have disappeared, so we can only surmise that he gave Caldwell orders to proceed. On December 1, Caldwell complained that two obstacles had prevented recruiting sufficient men to fill all the billets: they were the "uncommon mildness of the weather & the mode of recruiting." As soon as the winter turned cold, he was certain the necessary enlistments would be forthcoming.[194]

During the months following establishment of the Charlestown Navy Yard Barracks, improvements were made to the former lime shed. In November 1802, Nehemiah Holden positioned a dozen 8- by 10-inch panes of glass in the "Marines' house," and 341 in the new navy store.[195]

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191. Smith to Burrows, May 21, 1802, Letters Sent, Secretary of the Navy, Microcopy M-149.

192. Caldwell to Burrows, July 14, 1802, NA, RG 127, Letters Received.

193. Caldwell to Burrows, August 19, 1802, NA, RG 127, Letters Received.

194. Caldwell to Burrows, December 1, 1802, NA, RG 127, Letters Received.

195. Holden to U.S., November 10, 1802, Samuel Brown Papers, Massachusetts Historical Society.

Twelve months later, David Goodwin delivered timber and shingles, valued at $126.66, for an addition to the barracks.[196]

Lieutenant Caldwell, in June 1804, was ordered aboard the frigate Constellation. He was replaced as commander of the barracks by 1st Lieutenant Newton Keene, who had been on duty at the Norfolk Navy Yard. Evidently, Caldwell had recently complained about the condition of the barracks, because Marine Corps Commandant Franklin Wharton reassured Keene that he would encounter little difficulty in repairing them by enlisting several carpenters and purchasing a small quantity of lumber.[197]

As the detachment had been recruited to the number authorized for the yard, Keene was to enlist 20 privates for duty at headquarters. On doing so, he was to be selective, only recruiting men of good character.[198]

After sending 12 men to headquarters, Keene was to "enlist the guard for the Navy Yard as established & decline further Recruiting."

By the first ship bound for Boston from Alexandria, Virginia, he would receive 20 old type coats, 20 old type vests, 20 caps and plumes (eagles and bands), 2 pair sergeant's woolen overalls, 20 pair private's overalls, 20 stocks and clasps, 20 blankets, 3 knapsacks, and 50 pair of socks.[199]

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196. Goodwin to U.S., December 27, 1803, Samuel Brown Papers, Massachusetts Historical Society.

197. Wharton to Keene, May 21, 1804, NA, RG 127, Letters Sent. Relatively few letters from Marine officers to their commandant, dating to first decade of the 19th century, have survived. Colonel Wharton had succeeded Colonel Burrows as commandant on March 17, 1804.

198. wharton to Keene, August 7, 1804, NA, RG 127, Letters Sent.

199. Wharton to Keene, October 9, 1804, NA, RG 127, Letters Sent.

To improve life in the barracks, during the winter of 1804-05, David Goodwin fashioned and hung "four window shutters."[200]

On August 27, 1805, Commandant Wharton wrote Secretary Smith, regarding a situation that had arisen at the barracks. Men on sick call were sent to the Marine Hospital at the lower end of the yard. There they were "beyond the vigilance of their officers," and while convalescing, if unwilling to return to duty, they could easily desert. To combat this evil, Colonel Wharton suggested that funds be allotted for addition of a room "to the present barracks, capable of containing the sick."[201] Secretary Smith forwarded a copy of Colonel Wharton's letter to Agent Brown. The secretary, agreeing with the commandant, directed that a bay be added to the barracks for housing sick Marines.

Agent Brown was asked for any ideas he might have on the subject, along with an estimate of the expense of erecting a suitable structure for a sick bay convenient to the barracks.[202]

Brown discussed with Lieutenant Keene a site for a hospital. They agreed it would be "most convenient" to place it near the barracks, and that its dimensions should be not less than 30 by 16 feet. The cost was estimated at $700.[203]

Although Secretary Smith approved the concept, he was unable to allot any funds for its construction.[204]

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200. Goodwin to U.S. February 25, 1805, Samuel Brown Papers, Massachusetts Historical Society.

201. Wharton to Smith, August 27, 1805, NA, RG 127, Letters Sent.

202. Smith to Brown, September 2, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

203. Brown to Smith, September 13, 1805, NA, Letters Received from Miscellaneous Persons, Microcopy M-124.

204. Smith to Brown, September 26, 1805, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

The barracks received a new commander in October 1805. On September 28, Commandant Wharton notified Lieutenant Keene that, as soon as he was relieved by Lieutenant Richard Greenleaf, he would report to headquarters.[205]

Greenleaf was in charge of the barracks for 14 months. On November 25, 1806, the commandant wrote Greenleaf that he would be relieved by January 1, 1807, preparatory to receiving a staff appointment as Corps paymaster.[206] On December 17, Lieutenant Caldwell was notified that he was being reassigned as commander of the Charlestown Navy Yard barracks.[207]

On March 19, 1807, Lieutenant Caldwell reported the detachment in "good order," although it had suffered "a good deal from the inclement season."

He had had the barracks inspected by a carpenter, who was of the opinion that any sum spent for repair would be a waste of public money. There were in the yard several million bricks and "timber going to decay." If he were allowed to use these materials, a barracks could be "erected at a small expense."[208]

Colonel Wharton did not know how to "remedy the defect" in the barracks of which Caldwell had complained, because the Secretary of the Navy had recently vetoed his request for funds to repair the Philadelphia barracks.[209]

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205. Wharton to Greenleaf, September 28, 1805, NA, RG 127, Letters Sent.

206. Wharton to Greenleaf, November 25, 1806, NA, RG 127, Letters Sent.

207. Wharton to Caldwell, December 17, 1806, NA, RG 127, Letters Sent.

208. Caldwell to Wharton, March 19, 1807, NA, RG 127, Letters Received.

209. Wharton to Caldwell, April 9, 1807, NA, RG 127, Letters Sent.

In late July, Commandant Wharton notified Lieutenant Caldwell that he was to begin recruiting men to help bring the Corps up to its authorized strength. Volunteers must be between 5 feet 4 inches and 6 feet in height, from 18 to 40 years of age, and certified as physically fit by a physician.[210]

In September, Caldwell enlisted even recruits. If he had "a sufficiency of clothing & good Barrack," he believed, at least 200 men could be recruited by Christmas.

He had been compelled to make a small expenditure to build a little room for his sergeant, more bunks for the men, and several sentry boxes. Most of the work having been done by Marines, the expense was trifling.

An allotment was desired for shingling the barracks to protect the troops from the inclemency of the weather. Currently, he informed headquarters, they were "no more protected from rain, than they would be in the open air."[211]

The Charlestown Marines, Commandant Wharton regretted "must support for a short time the inconveniences of the Barracks," which were many, for they could not be currently remedied. In 1808 Wharton hoped to be in a position to make Caldwell's Marines more comfortable. Until then, it would be impossible to expend even a dollar for shingling.[212]

Lieutenant Caldwell, in the spring of 1808, again broached the subject. Commandant Wharton was sorry to learn how badly the men were quartered. In a few weeks it would be warm enough to place them in

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210. Wharton to Caldwell, July 31, 1807, NA, RG 127, Letters Sent.

211. Caldwell to Wharton, October 1, 1807, NA, RG 127, Letters Received. There were at the barracks "46 Muskets of the new Caliber, with accoutrements, & 4 of the old Caliber."

212. Wharton to Caldwell, October 15, 1807, NA, RG 127, Letters Sent.

tents. He presumed that there were among the detachment, carpenters, joiners, etc., competent to erect a barracks, should the Navy be agreeable.[213]

On June 2, Commandant Wharton asked Secretary of the Navy Smith for a $150 allotment for improvements to the barracks.[214] The secretary was agreeable.[215] This sum, it was hoped, would be sufficient for the "Hospital Room . . . & the increase of the other Apartments."[216]

Although the barracks were inconvenient, Wharton could not approve the desired alteration. He could not authorize use of materials in the yard, nor could he act on "the tenants" of the blacksmith shop.[217]

In July Caldwell described to Wharton, in a letter, a proposal for erecting a 45- by 25-foot building at a cost of five dollars. Wharton asked for an explanation.[218]

Caldwell's reply is missing. On September 10 the commandant informed Caldwell that the balance of the $150 allotment could be disbursed for "any necessary additions for the comfort of the men."[219]

On January 27, 1809, Wharton notified Caldwell that he had been promoted to captain.[220]

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213. Wharton to Caldwell, May 15, 1808, NA, RG 127, Letters Sent.

214. Wharton to Smith, June 2, 1808, NA, RG 127, Letters Sent.

215. Wharton to Caldwell, June 5, 1808, NA, RG 127, Letters Sent.

216. Wharton to Caldwell, June 10, 1808, NA, RG 127, Letters Sent.

217. Wharton to Caldwell, June 22, 1808, NA, RG 127, Letters Sent.

218. Wharton to Caldwell, August 26, 1808, NA, RG 127, Letters Sent.

219. Wharton to Caldwell, September 10, 1808, NA, RG 127, Letters Sent.

220. Wharton to Caldwell, January 27, 1809, NA, RG 127, Letters Sent.

Commandant Wharton, in April 1809, outlined for his officers the duties expected of the detachments assigned to the Nation's navy yards. They were to afford protection to the public property, as detailed by the yard commandant and the officer commanding the squadron on station. Their commands were to "conform to al orders issued on which may be issued for the better government" of the yard. Applications from the yard commandant for military assistance, i.e., extra sentinels, were to be promptly honored, and to avoid possible misinterpretations should be made in writing.[221]

On June 8, Colonel Wharton issued orders for Captain James Thompson to relieve Captain Caldwell as commander of the Marine Guard. He would be responsible for protection of the public property. The detachment's authorized strength was two sergeants, two corporals, and 15 privates, but as the post was an important recruiting station, its number would generally be greater.[222]

Chesapeake having been ordered into ordinary, her Marine detachment reported to Captain Thompson.[223]

Thompson was authorized to employ his mechanics to repair the barracks and make them comfortable for quartering the Chesapeake detachment.[224]

2. The Construction of the Brick Barracks and Quarters

On June 5, 1810, Secretary of the Navy Hamilton informed Commandant Wharton that it had been determined to erect at the Charlestown Navy Yard a barracks to accommodate 100 to 150 men and at New York for 150 to 200 people. To insure proper guidance in "effecting

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221. Wharton to Caldwell, April 24, 1809, NA, RG 127, Letters Sent.

222. Wharton to Thompson, June 8, 1809, NA, RG 127, Letters Sent.

223. Wharton to Thompson, July 20, 1809, NA, RG 127, Letters Sent.

224. Wharton to Thompson, August 2, 1809, NA, RG 127, Letters Sent.

these important object . . , upon the most economical terms," Wharton was to "proceed to these places for the purpose of making every requisite arrangement as to the contracts for completing them, the sites on which to erect them and the design of the buildings." With respect to the sites, he was to consult with the commandants in charge of the yards.

Any bricks or materials at either yard, not needed for naval purposes, could be utilized in constructing the barracks. Under no circumstances were building costs for both barracks to exceed $8,000.[225]

Colonel Wharton was at Charlestown in August. He met with Commandant Nicholson and Captain Thompson, and a site for the new barracks was agreed upon, east of the superintendent's quarters and south of the Salem Turnpike.[226]

Plans were perfected, contracts signed, and arrangements made for the Marines to do much of the unskilled labor. To fund the project, Secretary Hamilton, on September 15, forwarded to Agent Johnnot $2,500 allotted to the Marine barracks.[227]

After returning to Washington, Commandant Wharton wrote Captain Thompson, giving instructions relating to certain details.

The Boston mode of slating should be employed, as it was very durable, and Wharton did not wish to experiment. The roof would be made as recommended by the carpentry contractor.

No glazing would be undertaken until the interior work was commenced. When the masonry and carpentry contractors had finished,

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225. Hamilton to Wharton, June 5, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

226. Hamilton to Johnnot, March 26, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441. On March 26 the secretary authorized Captain Thompson to fence an area for a Marines' garden.

227. Hamilton to Johnnot, September 15, 1810, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Thompson was to have the window openings sealed with boards, excepting the two squadrooms assigned to the detachment. To make them comfortable, Marine carpenters on detail were to be employed in making doors and sash for these rooms, so they would be "filled & fixed," when the guard was removed.

At New York, he pointed out, "I have directed a second story to be put to the building . . , I do not wish, as those at Boston were undertaken at the same time, that they should be inferior, you must therefore have the second story added to both wings."

Nothing should be undertaken on the extra floor, windows, and plastering at this time, the joist and window frames alone being under contract. J.C. Edmonds would proceed further at his risk.

To keep the back room in the basement from being entirely underground, the hill on the right of the commanding officer's quarters could be cut down and a garden laid out. In doing this, care would be necessary to lead off the turnpike drainage by a drain near the fence.

Colonel Wharton trusted that the ground fronting the barracks had been "regulated," and the descent was not allowed to go from right to left.[228]

On October 13, Captain Thompson was able to report the walls up and ready for the roof.[229]

Wharton was delighted that the contractors had worked with such dispatch, and he hoped without any cause of complaint.[230]

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228. Wharton to Thompson, October 14, 1810, NA, RG 127, Letters Sent.

229. Thompson to Wharton, October 13, 1810, NA, RG 127, Letters Received.

230. Wharton to Thompson, October 22, 1810, NA, RG 127, Letters Sent.

Naval Agent Johnnot wrote Colonel Wharton that a change order proposed to him by Captain Thompson would increase the cost of the barracks to a sum in excess of the $5,000 estimate, a figure his men at the time deemed too low. The barracks would require 300,000 to 320,000 bricks to complete. The first cost of the brick and their laying would be about $2,500. According to Wharton's estimate, there would be only $2,500 for the foundation stone, laying it, lumber, carpentry, shingling, slating, glazing, digging two wells, and shoring them, carting, painting, etc.

Captain Thompson had told Johnnot that the barracks would cost a little less than $10,000.

The necessary materials, which would have to be paid for, would cost more than $5,000, the sum authorized.[231]

Wharton was shocked to learn that completing another story would cost $400 to $500. As the funds had been obligated, there was little he could do, but request Johnnot not to spend another cent, except to "secure the Building from Injuries." The walls, where the roof was not on, were to be secured from the weather, and the doors and windows closed by boards.[232]

Consequently, Wharton cautioned Thompson not to alter the plan given to the contractors on which their estimates were based. Any improvements not calculated to increase the cost were proper, as "his time & business at Boston" had not allowed him "to go thoroughly into the building." The men detailed as carpenters, it was hoped, would be able to enclose a few rooms in which to quarter the guard.[233]

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231. Johnnot to Wharton, November 12, 1810, NA, RG 127, Letters Received.

232. Wharton to Johnnot, November 21, 1810, NA, RG 127, Letters Sent.

233. Wharton to Thompson, November 15, 1810, NA, RG 127, Letters Sent.

Commandant Wharton was pleased at the Marines willingness to work on their barracks. On November 15 he wrote Thompson, "your men are deserving of much credit in giving so much aid by labour. The comforts of their new quarters will I trust in some way compensate them for their conduct."[234] Five weeks later, on December 19, Wharton noted, "I am much gratified in your report of the State of the Buildings, their progress has been beyond my Expectations. I had no idea of their being in such a forward way for the reception of the Guard."[235]

On December 20, Captain Thompson, having received a furlough to visit the Nation's capital, turned over command of the detachment to 1st Lieutenant John Brooks. Before doing so, Thompson had seen that two rooms for the Marines were readied in the right wing. This would, Lieutenant Brooks wrote Colonel Wharton, "separate in a small degree the officer from his guard, but will contribute much to the comfort of the men."

In view of Wharton's instructions not to spend anymore funds on the barracks, Brooks desired to know whether he could employ several of his mechanics to contribute toward their completion.[236]

Wharton believed the men would be more comfortable if they occupied the new barracks. He did not think the short distance separating the barracks and officers' quarters would cause any problems.

Brooks was to keep the men detailed as carpenters employed during the winter making "doors, sashes, etc., for the buildings, or any other things which will be necessary for their completion."[237]

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234. Ibid.

235. Wharton to Thompson, December 19, 1810, NA, RG 127, Letters Sent. Thompson's letters, to which Wharton had reference, are missing from the subject file.

236. Brooks to Wharton, December 20, 1810, NA, RG 127, Letters Received.

237. Wharton to Brooks, December 31, 1810, NA, RG 127, Letters Sent.

On January 14, 1811, Commandant Wharton informed Lieutenant Brooks that the officers would have to wait until their quarters were finished before moving in. Until then they could occupy the old barracks.[238]

Two weeks later, Wharton provided Brooks with additional guidance. The barracks cellar was to be "so far completed" by doors, windows, and flooring to serve the Navy as a provision storehouse. The rooms could be lathed but were not to be plastered before spring, because of the climate.

Captain Thompson had resigned, and Brooks was to command the barracks.[239]

On February 19, Lieutenant Brooks reported the guard was comfortably quartered in their new barracks. Because of their hard work, it appeared that "very little foreign aid will be necessary to complete" them. The doors were finished and hung, while the windows would soon be completed, and the rooms ready to be plastered, whenever the season was favorable.[240]

Acknowledging Brooks' communication, Commandant Wharton observed, that as the men had "no extraordinary duty to perform," they should be employed to complete the barracks, and to prepare that work which they cannot" accomplish--plastering and glazing--for the artisans.[241]

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238. Wharton to Brooks, January 14, 1811, NA, RG 127, Letters Sent.

239. Wharton to Brooks, January 26 and February 1, 1811, NA, RG 127, Letters Sent; Hamilton to Johnnot, January 10, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy 441.

240. Brooks to Wharton, February 19, 1811, NA, RG 127, Letters Received.

241. Wharton to Brooks, February 25, 1811, NA, RG 127, Letters Sent.

Wharton questioned the "claims and remarks" submitted by J.C. Edmonds, a local builder, with whom the government had contracted. He found Edmonds' statement that he had failed to fulfill his bargain, as too "contemptible to notice." Lieutenant Brooks was to inform Edmonds and the other contractors that Wharton, where the figures agreed, would request that funds be made available to Agent Johnnot to enable him to make payment. Hereinafter, Edmonds would be kept from working on the barracks, which were to be finished by the Marines.

The charges for the two wells and cellar, if deemed exorbitant, were to be protested.

Brooks was to purchase necessary lumber, and keep his Marine carpenters "employed at the different Rooms of the Barracks, until they are all finished."[242]

Meanwhile, on January 7, Secretary of the Navy Hamilton had written Agent Johnnot to submit a requisition for the funds required to complete the barracks. This money would not become available until Congress passed the naval appropriation bill for 1811.[243] President Madison having signed the appropriation bill into law, Secretary Hamilton, on March 14, approved payment of these sums on the barracks contracts:

J.C. Edmonds	$ 829.92
Joseph Wilson	591.38
J. Tapley	98.85
Total	$1,520.15

This sum was forwarded to Johnnot, and he was ordered to incur no further expense on that structure. It would be completed by the Marines.

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242. Wharton to Brooks, February 13, 1811, NA, RG 127, Letters Sent.

243. Hamilton to Johnnot, January 7, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

In addition, the only furniture to be allowed the Marine officers would be "a table made of plain wood and a few chairs."[244]

Replying to a no longer extant letter from Lieutenant Brooks, Colonel Wharton noted that the progress reported was "very fortunate," as the expenditures on the barracks by Agent Johnnot were beyond the sum programmed.[245]

In May Johnnot was directed by the department to provide Lieutenant Brooks with $500 for purchase of materials for completing the barracks. The plastering would be done by men being ordered up from New York by Commandant Wharton.[246]

When he notified Lieutenant Brooks of the windfall, Wharton called for preparation of a drawing of the barracks with particular attention to details of their "front, depth & elevations, the number of stoves & number & dimensions of the Rooms."[247]

Unfortunately, the requested plans and elevations of the barracks are not on file with Record Group 127 or at the Boston Naval Shipyard.

3. Laying Out the Parade Ground

Colonel Wharton, in late May 1811, gave instructions for laying out the parade ground. To establish its perimeter, Lieutenant Brooks must take a "certain number of feet from the Right of the Right wing & left of the left wing . . . so as to leave a Lane or Alley between the Commandg. officer's garden & the Stables of the Commodore for the former & latter to use." He would then run his line toward Charles River

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244. Hamilton to Johnnot, March 14, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

245. Wharton to Brooks, April 11, 1811, NA, RG 127, Letters Sent.

246. Hamilton to Johnnot, May 6, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

247. Wharton to Brooks, May 7, 1811, NA, RG 127, Letters Sent.

180 to 250 feet, depending on the configuration of the terrain, as well as the buildings. A "sufficiency" would be enclosed without taking "too much from the other purposes of the Yard."

The privies were to have vaults, which would be "emptied & cleared as occasion may require" by prisoners.

There was no need for a high fence in the rear of the barracks, paralleling the turnpike, as the barracks' rear windows were to be barred. Wharton suggested that the barracks and parade ground be enclosed by a board fence, rather than one of post and rail.[248]

After discussing the subject with naval officers, Colonel Wharton directed Lieutenant Brooks to reduce the depth of the parade ground toward the river from 180 to 100 feet.[249]

Some time in early August, Lieutenant Brooks reported the project finished. This document is not on file. Responding, Commandant Wharton commended Brooks' zeal in completing the barracks and grounds, but urged that steps be taken to make it more difficult for men to desert. To do so, a fence should be erected and the rear windows barred.[250]

Desertion was a major problem for the Marines, as well as the Army and Navy, in the early 19th century. Much of the correspondence between Commandant Wharton and the officers commanding the barracks focused on this subject. Apprehension was difficult and punishments severe. Private Simon Cry, when caught, was given 200 lashes. The death penalty was discussed, but either the secretary or the President would overrule the court martial meting it out.

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248. Wharton to Brooks, May 29, 1811, NA, RG 127, Letters Sent.

249. Wharton to Brooks, June 19, 1811, NA, RG 127, Letters Sent.

250. Wharton to Brooks, August 23, 1811, NA, RG 127, Letters Sent.

On July 24, Commandant Nicholson protested that Lieutenant Brooks, in laying out the Marines' parade ground, was "absolutely spoiling the navy yard." The parade ground's length on the pike was 305 feet, and the same on the front facing the river. To get to the "causeway and communicate with the lower yard, naval personnel had to turn a short corner within 12 feet of the marsh."[251]

Secretary of the Navy Hamilton, however, did not choose to intercede. The east-west dimension of the parade ground was allowed to stand until the mid-1830s, when construction of the ropewalk necessitated a small readjustment.

The Marine barracks, as built in 1810-11, consisted of a central one-story block and cellar, with double-story wings. Although subjected to many alterations during the next 160 years, the floor plan of the front facade and east and west elevations of the wings have retained their original form.

The structure is the oldest extant United States Marine barracks in situ.[252]

4. The Navy Falls Heir to the Frame Barracks

On March 19, 1811, Agent Johnnot was instructed by the secretary to consult with Commandant Nicholson and Lieutenant Brooks, as to what use should be made of the old barracks, now that the Marines had moved into their new quarters.[253]

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251. Nicholson to Hamilton, July 24, 1811, NA, Captains' Letters, Microcopy M-125.

252. Simmons to Bearss, July 11, 1976. Brigadier General Edwin Simmons is Director of Marine Corps History.

253. Hamilton to Johnnot, March 19, 1811, Letters Sent, Secretary of the Navy, Microcopy M-441.

To enable the secretary to assess the situation, Commandant Nicholson sketched the structure's history. The Marines, on their arrival at the yard nine years before, had occupied a lime shed as a barracks. Additions had been made to it in the intervening years.

He recommended that the lime shed-barracks be converted into quarters for officers, until such time as other facilities were ready for their occupancy. At that time they should be razed and the materials salvaged.

He also suggested construction of a shelter behind one of the large oak sheds for storage of empty water casks, ships' spars, etc.[254]

Agent Johnnot agreed that the old barracks should be razed and useable materials salvaged for the new barracks and fencing.[255]

The secretary, after reviewing the subject, wrote Agent Johnnot that the materials constituting the two rooms on the left of the old quarters would be salvaged and utilized "toward enclosing the new Barracks, and the timbers which supports the right of the Barracks may be applied to any useful purpose," designated by Commodore Nicholson.[256]

The old quarters, however, were not demolished at this time. In April 1811, when Master Commandant William L. Gordon arrived at the navy yard, he found the old barracks occupied by Lieutenant Brooks. There being no suitable quarters available, Gordon pulled his rank. Brooks, although his quarters in the barracks had not been plastered,

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254. Nicholson to Hamilton, March 21, 1811, NA, Captains' Letters, Microcopy M-125.

255. Johnnot to Nicholson, March 26, 1811, NA, RG 127, Letters Received.

256. Hamilton to Johnnot, April 10, 1811, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

was compelled to move into them, and Gordon occupied the old barracks.[257]

K. The Death of Commandant Nicholson

Commandant Nicholson, who since the death of John Barry in 1803 had been the Navy's senior officer, died in his 69th year on December 29, 1811. His funeral was held from his quarters on January 2, 1812. In attendance were numerous friends, Army, Navy, and Marine officers stationed or living in the Boston area, the Massachusetts Society of Cincinnati, of which he was a member, the King Solomon's Lodge, and other fraternal orders. He was buried in Christ's Church, where a memorial tablet was erected.[258]

Nicholson had been a weak and ineffective commandant. Leadership had been abdicated to be assumed by the successive agents. Under his aegis improvements had been limited to construction of a cobb wharf, commandant's quarters, Marine barracks, Navy Store, a landing slip, several sheds, and conversion of one of the buildings on the Harris tract into a blacksmith shop. The naval facilities at Hartt's yard had been phased out, and the timber and stores moved across the Charles to the yard. Timber and stores for construction of a 74 and repair of public vessels had been stockpiled. Although the yard had yet to build its first ship, its workmen had converted two merchantmen into bombers, outfitted several vessels, and assisted in the repair of others.

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257. Gordon to Hamilton, April 21, 1811, NA, Commanders' Letters, Microcopy M-147.

258. Preble, "History of the Boston Navy Yard," pp. 62, 79, NA, RG 45.

II. THE WAR OF 1812 AND A VIGOROUS COMMANDANT MAKE FOR A VIABLE FACILITY

A. William Bainbridge Becomes the Yard's Second Commandant

1. Amos Binney Replaces Francis Johnnot as Agent

Secretary of the Navy Hamilton apparently took no measures to name a new commandant of the Charlestown Navy Yard for several months. The senior officer on the Boston Station, Master Commandant Joseph Tarbell, acted in the interim. A more immediate concern was finding an agent to replace Francis Johnnot, who had resigned on January 23, 1812, because of "personal afflictions which rendered him incapable of performing the active duties" of that position.[1]

Hamilton's choice for agent was Amos Binney, a 42-year-old Boston businessman and Democratic-Republican politician. Active in the State Militia, Binney was president of the Vermont Copperas Works.

On January 23 he notified Binney that he had been named Naval Agent for the Port of Boston. For his services he would be allowed one percent upon all his expenditures. The naval accountant would transmit to him his instructions relative to the accounting procedures. In making requisitions for money on the department, Binney was to state the object or objects for which it was required and the appropriation or appropriations to which it pertained.[2]

Four weeks later, in reply to a letter from the new agent, Secretary Hamilton informed him that "Commanding Officers have nothing to do with either purchases or contracts, except to receipt for articles delivered to them" by the agents.

Binney was informed that when a commandant was named to replace Captain Nicholson, it would be his duty to employ the mechanics and

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1. Johnnot to Hamilton, January 23, 1812, NA, Letters Received, Secretary of the Navy, Microcopy M-124.

2. Hamilton to Binney, January 23, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441; Charles J. Binney, Genealogy of the Binney Family in the United States (Albany, 1886), pp. 251-52.

laborers required at the yard. Until such time as that appointment was made, Binney would handle that detail. If a vessel were to be repaired at Boston but not at the Charlestown yard, it was incumbent upon the agent to employ the labor force. If any of the workmen was incompetent or troublemakers, the commandant was to contact the agent.[3]

2. William Bainbridge's Background

Secretary Hamilton was in no hurry to select Captain Nicholson's successor. On March 2, 1812, nine weeks after Nicholson's death, he made his choice--Captain William Bainbridge. Although only 37, Bainbridge had seen as much service as most naval officers twice his age.

A son of Absolom and Mary Taylor Bainbridge, William was born at Princeton, New Jersey, in May 1774. Young Bainbridge entered the merchant marine at age 15, and within four years commanded his own ship. In 1796, while master of the ship Hope, en route from Bordeau to St. Thomas, in the Virgin Islands, he was attacked by the tender of H. M. S. Bulldog. Bainbridge returned fire, and although his vessel was outgunned, the tender was compelled to strike her colors. He could have retained the tender as a prize, but he merely hailed the captain and told him to "go about his business and report to his masters that if they wanted his ship they must send a greater force to take her, and a more skillful commander."

When he arrived in Philadelphia, where he now made his home, this redounded to his reputation. On a subsequent voyage, His Majesty's frigate Indefatigable stopped Hope and impressed a seaman. Bainbridge was undaunted. He boarded a British merchantman and seized one of her sailors. The English captain was told that he might "report that William Bainbridge had taken one of his majesty's subjects in retaliation for a seamen taken from the American ship Hope."

On the expansion of the Navy in 1798, Bainbridge was commissioned a lieutenant and placed in charge of the schooner Retaliation.

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3. Hamilton to Binney, February 19, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

His schooner was captured by the French frigates Volontier and L'Insurgente. Bainbridge was released by the governor of Guadaloupe, and returned with Retaliation to the United States, with many American prisoners, whose release he had secured. For his services, Bainbridge was promoted to master commandant and given Norfolk, a 18-gun brig. Norfolk was ordered to the West Indies to serve in Commadore Christopher R. Perry's squadron. While in the Caribbean, Bainbridge captured the French lugger Republican and destroyed several other vessels.

In May 1800, Bainbridge was placed in command of the frigate George Washington, which was to carry tribute to the Dey of Algiers. On his arrival at Algiers, to his disgust, Bainbridge was obliged to accede to the Dey's demand, to carry presents to Constantinople, along with the Algerine minister. A refusal could have resulted in attacks by the Algerines on American commerce. At the seat of the Ottoman Empire, Bainbridge was kindly received, and while there he pioneered the way for the first treaty between the United States and the Porte. Bainbridge was back at Algiers on January 21, 1801, where the Dey vainly sought to prevail on him to undertake another mission to Constantinople, but George Washington anchored beyond range of his forts' guns.

On May 20, 1801, Bainbridge was named to command Essex, one of the vessels assigned to Commodore Dale's squadron. In 1803 he was back in the United States, superintending construction of Syren and Vixen, and on May 20 was ordered to command the 44-gun frigate, Philadelphia, one of the vessels of Commodore Preble's squadron, fitting out to cruise against the Tripoli freebooters. On his arrival in the Mediterranean, Bainbridge engaged and captured the Moorish ship-of-war Meshuda, and recaptured the American brig Celia.

Arriving off Tripoli, he gave chase to a Tripolitan corsair, and grounded Philadelphia on an uncharted sand bar off the Tripoli coast. Surrounded by Tripolitan gunboats, Bainbridge on November 1, 1804, was compelled to surrender his ship. Philadelphia was refloated by the foe and taken into Tripoli Harbor, where she was subsequently burned by an American small-boat party.

Bainbridge and his crew were held prisoners for 19 months. When peace was restored, they were released. Before returning to the United States, a court of inquiry was held on Bainbridge at Syracuse, Sicily, and he was absolved of all blame for loss of Philadelphia. He refused the superintendency of the New York Navy Yard, and was granted a leave of absence to return to the merchant service. In March 1808, Bainbridge, believing that war with Great Britain was imminent, returned to the Navy, and in December was placed in command of the frigate President. No war occurring, he again secured a leave.[4]

3. Bainbridge Takes Command

The autumn of 1811 found Bainbridge in Russia on the second of his two trips engaged in "mercantile speculations." Satisfied by what he read and heard that war between the United States and Britain was impending, he hastened home. He landed in Boston on February 10, 1812, after a "dangerous passage of 53 days from Gothenburg." Nothing but the "greatest anxiety" to return to "my country in its present political state could have induced" him to undertake such a journey at this inclement season.[5]

Bainbridge continued on to Washington, where he reported himself as ready for duty. On March 2 he met with Secretary Hamilton. The secretary told the combative Bainbridge that if there was war, he should have command of Constellation and if there were peace the Boston station. On reflecting on his situation, Bainbridge asked to be ordered to Boston, with the opportunity to command Constellation in event of war.

His reason for doing so, he informed the secretary was because he planned to move his family within the next several months from Philadelphia "to some residence where I can support them with less expense." If he were ordered first to Constellation and ultimately to Boston, he would be compelled to relocate his family twice.

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4. H.A.S. Dearborn, The Life of William Bainbridge, Esq. of the United States Navy (Princeton, 1931).

5. Bainbridge to Hamilton, February 10, 1812, NA, Captains' Letters, Microcopy M-125.

If he were sent to Boston, the department by placing the vessels and gunboats of the Eastern Station under his command could relieve itself of the "minutia of details respecting them."[6]

Secretary Hamilton recognized the logic in Bainbridge's presentation. As soon as "agreeable," Bainbridge was to proceed to Charlestown and assume command of the navy yard. He was to consider the United States ships and gunboats, both at Boston and Portland, as "under his direction."[7]

From New York, on April 6, Captain Bainbridge wrote Secretary Hamilton. As war seemed certain, he was "extremely anxious to get to sea as soon as possible." Numerous considerations sparked his wish, and having learned that Captain John Smith was in poor health, he thought it "best to express" his wish to be appointed to command of the frigate Congress, in preference to Constellation.[8]

This letter underscored another facet in Bainbridge's character--his ardent wish to atone for Guadalupe and Algiers.

He reached Charlestown on the evening of April 12, and the next morning formally assumed duties as commandant of the navy yard.[9]

B. Bainbridge's First Frustrating Months

1. Bainbridge Receives Orders to Prepare Ships for Sea

On his desk waiting for him, Bainbridge found an important letter from Secretary Hamilton, dated April 2. He was to

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6. Bainbridge to Hamilton, March 2, 1812, NA, Captains' Letters, Microcopy M-125.

7. Hamilton to Bainbridge, March 2, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

8. Bainbridge to Hamilton, April 6, 1812, NA, Captains' Letters, Microcopy M-125.

9. Bainbridge to Hamilton, April 13, 1812, NA, Captains' Letters, Microcopy M-125; letter, David F. Long to Edwin C. Bearss, June 16, 1977.

expedite repair of John Adams and then order her to New York. Chesapeake also must be taken immediately in hand and repaired for sea.[10]

When he discussed the situation with his officers and Agent Binney and examined the ships, Commandant Bainbridge found that John Adams was nearly ready to be heaved out. He could not help but express his regret at "seeing the alterations which have been given to her," and which "he was of the opinion" were unnecessary and highly injudicious, for she is now precisely what she was originally altered from."

From the yard's condition, he expected "much vexation and trouble."[11]

On checking the returns of Storekeeper Gibbs, he found that there was a deficiency of timber for repair of Chesapeake, unless resort was made to the timber stockpiled for construction of the 74. And the condition of much of that timber could not be ascertained as it "now lies in the mud." He had been told that several pieces, which had been hauled out, were badly decayed. To ascertain its condition, it would have to be removed and thoroughly examined.[12]

Upon being apprised of this situation, Secretary Hamilton was dismayed to learn of the alterations to John Adams, especially in view of Bainbridge's opinion that they would not improve her.[13]

Bainbridge was to have an inventory made of the timber necessary for repair of Chesapeake. Such as might be procured in and around

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10. Hamilton to Bainbridge, April 2, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

11. Bainbridge to Hamilton, April 13, 1812, NA, Captains' Letters, Microcopy M-125.

12. Bainbridge to Hamilton, April 14, 1812, NA, Captains' Letters, Microcopy M-125.

13. Hamilton to Bainbridge, April 24, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Boston was to be secured through Agent Binney. If contracts could not be made for the timber at Boston, Bainbridge was to forward to the department a list of what was needed and arrangements would be made in Washington.[14]

2. The Yard and Its Improvements in April 1812

After familiarizing himself with the yard and its facilities, Commandant Bainbridge made a detailed report to Secretary Hamilton. Although Nicholson was dead, Bainbridge blasted his administration for its shameful "mismanagement and neglect." He found fences "out of repair, as also were the few old wooden buildings for the accommodation of the subordinate officers attached to the yard."

He wished to know if he were "invested with discretionary power to effect necessary small expenses." Anything of "magnitude" would be submitted to the department for approval.

The house formerly occupied by Captain Nicholson had been "much neglected." Storekeeper Gibbs had proposed to alter the interior, but Bainbridge would be satisfied by "simply having it put in cleanly order by painting, etc."[15]

On April 21, Bainbridge, to document his charges, forwarded a description of the yard. Of its original 31 acres, four had been "spared to the Treasury Department for a marine hospital, and about 1 acre to the War Department for a laboratory." Insofar as he knew, the Navy Department had not been compensated for this acreage by these two departments.

Among the yard buildings were:

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14. Hamilton to Bainbridge, April 20, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

15. Bainbridge to Hamilton, April 16, 1812, NA, Captains' Letters, Microcopy M-125.

(a) A commandant's house, "built on too expensive a scale, very inconvenient as to its construction, and very slight and meanly built." He understood, that it had cost "an extravagant sum." Even so, it would not "stand for many years, without great repairs."

(b) The Marine barracks were "good buildings," but too much room was taken up "with the enclosures, a part of which ought to be altered."

(c) There was a frame three-story storehouse, measuring 60 by 40 feet, with a dry cellar, with a capacity of 1,200 barrels. The other rooms were only "sufficient to contain the sails and warrant officers' stores (the rigging expected) for one frigate. It was also used for storage of copper and the more valuable items charged to Naval Storekeeper Gibbs. But, as the structure was wood, Bainbridge questioned the propriety of keeping them there. This building, he noted, could serve as a sail and rigging loft for which there was need.

(d) The powder magazine had been built by the War Department joint Navy-Army use. But owing to "collusion" between the Departments' respective agents, the War Department's powder occupied the magazine, while the Navy's was stored several miles out in the country in a structure on which it was paying rent of $600 to $700.

(e) There was "one old wooden building," one-story in height, used for the commandant's and purser's offices, slop room, steward's room, issuing room, and medical storeroom. Unfit for these purposes, it was "scarcely worth keeping on the grounds."

(f) A "very old small structure nearly in ruins" was occupied by the boatswain and purser.

(g) There were two one-story frame sheds under which timber for a 74 was stored.

(h) A blacksmith shop was housed in an old frame building, large enough for three forges.

(i) A stone lip or landing place was about 12 feet wide, and elevated about 3 feet above the "natural surface of the beach, extending from the high to the low water mark." Its only purpose was for landing boats.

(j) A dam or cobb wharf, 14 feet wide and 300 feet long, extending across the basin was the only wharf. It, however, could only be approached, even with boats, when the tide was "about half flood." At flood tide there was

about 6 feet of water, at which time a vessel "not drawing more than" that depth could come alongside to receive or deliver articles. The dam was built of timber, in the "slight cobb wharf manner." Its principal use was to form a dam for the timber basin.

(k) The enclosures were slight temporary fences, the greater part in "ruins."[16]

3. Bainbridge Urges Construction of a Wharf and Other Improvements

If the yard were to be a valuable depot in the war with Britain which he foresaw, part of the grounds, which were too extensive, should be sold. The area retained would be enclosed in a "proper manner."

A wharf should be constructed out to water of sufficient depth to enable the largest ships to come alongside. He had been told that plans and estimates for such a wharf had been forwarded to the department by Agent Binney.[17] The estimate was said to be about $28,000. The heavy fees charged the United States for wharfage of its ships at private wharves would soon enable the government to recover construction costs. He had learned that Chesapeake's bill for this service was $1,500 per year.

But, he continued, "the great inconvenience and extra expense by not having a wharf at the yard" was most apparent in repairing vessels. With the timber at the yard and the vessel at another site, there was a heavy additional expense for transportation of materials. The charge for this item in repair of John Adams was more than $700. In addition, weight in measuring the economies to be effected should be given to loss of time by the mechanics and laborers in passing from one place to the other; and the expense for rent of the private wharf at which the vessel

16. Bainbridge to Hamilton, April 21, 1812, NA, Captains' Letters, Microcopy M-125; Bainbridge to Secretary of the Navy, April 14, 1813, found in American State Papers, Naval Affairs, Vol. I, p. 328.

17. On February 23, Secretary Hamilton had directed Agent Binney to consult with officers then in Boston and submit a report on improvements necessary for construction of a 74.

lay. Moreover, it was impossible to complete her there, as she must be towed to a "particular wharf in Boston to heave out and finish her bottom and then to be transported back again to receive her compleat [sic] finish and equipment on this side of the Harbour." All this cost money which had to be taken into "the estimate of extra expenses."

If the wharf could not be built, Bainbridge recommended breaking up the yard and selling the ground. Dependence would then be made on the private wharves in and around Boston for the "occasional repairing of our vessels of war." This should not be construed as his preference. He believed that "public yards under proper system are the most economical and best places for building or repairing vessels of our navy."

Some brick storehouses, as well as other structures, were also necessary. Plans for these would be prepared and submitted.

To assist with planning, it would be helpful if the secretary sent him a copy of the master plan prepared by Osgood Carleton in 1802 for development of the facility.

The great rise and fall of the tide, and the ease with which mud could be removed, satisfied Bainbridge that a dock or basin sufficient for two ships could be constructed at a moderate expense. If so, he urged this measure in preference to the wharf.[18]

4. Financial Considerations Delay Construction of a Wharf

Secretary Hamilton, after reading Bainbridge's report and reviewing Agent Binney's estimates, reluctantly vetoed the request for authority to construct a $28,000 wharf. As he informed Bainbridge, there was no money to spare from the 1812 appropriation. What, he inquired, is the smallest sum for which a dock could be built?[19]

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18. Bainbridge to Hamilton, April 21, 1812, NA, Captains' Letters, Microcopy M-125.

19. Hamilton to Bainbridge, May 4, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Bainbridge regretted to learn that there was no money to spare for construction of a wharf. Until such time as one was built, he trusted no more warships would be sent to the Charlestown Navy Yard for repair.

His experience with Chesapeake had reinforced his initial thoughts on the subject. It had taken four weeks for "the highest tide" to get the frigate "into the only tolerable convenient place there is here to repair her." But on May 11 he had found it "impracticable at the highest spring tides," even with the assistance of gondolas and scows, to effect it. He had her taken back to Gray's Wharf, at which she had been laying for months. Although it would be both inconvenient and expensive, he would have her repaired there.

Had there been a wharf at the navy yard, she could have been repaired and equipped for sea by October.[20]

In an effort to secure materials to make some improvements to the yard, Bainbridge reminded Secretary Hamilton that in the months since January 1810 the Army had requisitioned from the yard timber and plank valued at between three and four thousand dollars. If the War Department would return the bricks borrowed from the Navy to construct the magazine and laboratory, he would have enough to erect necessary storehouses.[21]

Secretary Hamilton, not desiring to broach this question while the Navy and Army were discussing access to the magazine, laboratory, etc., ignored Bainbridge's letter.

On checking with contractors, Bainbridge concluded that a "good wharf" could be built for $20,000 and completed by September. The present season was favorable for its construction, and if the government

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20. Bainbridge to Hamilton, May 12, 1812, NA, Captains' Letters, Microcopy M-125.

21. Bainbridge to Hamilton, May 6, 1812, NA, Captains' Letters, Microcopy M-125.

moved promptly it could be used in repair of Chesapeake, thus materially reducing the expense. In event of war, warships might be compelled to put into Boston for repair of battle damage, in which case the cost of the wharf would be promptly recovered.[22]

The financial condition of the department having undergone no improvement during the five weeks since his last letter on the subject, Secretary Hamilton held this communication in abeyance to present to the next session of Congress.

5. Steps Are Taken to Properly Preserve the Timber

On examining several hundred tons of pine timber and plank in the basin, Commandant Bainbridge was dismayed to see that most of it was "decayed." If, he lamented, it had been removed two or three years ago, it would have been sound and useful for repair of Chesapeake. Now it was only fit for wharves.

Relaying this information to the secretary, Bainbridge fretted, "The state of Public property, in general, in this yard exhibits a painful view to me." If Hamilton could spare the time, Bainbridge was certain the Navy would be much benefited by his visiting "the various naval establishments and placing them on a proper system."[23]

Hamilton was sorry to learn that the lumber was in "such wretched condition." Bainbridge was authorized to do whatever seemed proper for its preservation.[24]

Bainbridge, responding with his customary alacrity, moved to salvage what was possible. By May 26 he was able to report that all the

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22. Bainbridge to Hamilton, June 10, 1812, NA, Captains' Letters, Microcopy M-125. Enclosed with his letter was a plan of the proposed wharf.

23. Bainbridge to Hamilton, May 6, 1812, NA, Captains' Letters, Microcopy M-125.

24. Hamilton to Bainbridge, May 14, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

live oak was in excellent condition, and now under sheds. Nearly all the white oak and pine, however, totaling several hundred tons that had been "lying in the dock," was unfit for ship use. He had gone to considerable expense in hauling a quantity out of the basin, in the vain hope, of securing enough for repair of Chesapeake. It would be a total loss unless a wharf was built.

There was, he had been distressed to discover, insufficient storage space at the yard to accommodate Chesapeake's rigging, and it had been stowed in a private warehouse.[25]

6. The Repair of "John Adams" and "Chesapeake"

These were difficult weeks for the commandant. On June 10, Bainbridge complained to the department that "no period of my Naval life has been more industrious or fatiguing." Since the reassignment of Lieutenant Charles Morris, he had no assistance, except that provided by young inexperienced officers.

Moreover, it had been an unseasonably severe spring. Since April 1 there had been scarcely 14 days of clear weather.[26]

Six weeks before, on April 27, while John Adams was being heaved out, she had capsized at the wharf. By great exertions she was promptly refloated. The bottom had been recoppered, and she would soon be brought to the navy yard from Boston, to be re-equipped.[27]

Bainbridge was astonished to learn from Master Commandant John Cassin that Chesapeake had received "such extensive repairs at Washington," almost all of which were not "entirely decayed." Most of

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25. Bainbridge to Hamilton, May 25, 1812, NA, Captains' Letters, Microcopy M-125.

26. Bainbridge to Hamilton, June 10, 1812, NA, Captains' Letters, Microcopy M-125.

27. Bainbridge to Hamilton, April 28, 1812, NA, Captains' Letters, Microcopy M-125.

this, he concluded, had occurred since she had been laid up at Boston, "owing to her beams being open, and the wood being bare, and which being thus exposed has admitted alternately in rain and hot sun," thereby occasioning the rapid decay of the timber. Had Chesapeake been repaired, when first laid up, Bainbridge believed, it could have been done for one-half its present cost.

What he had seen satisfied him that it would be more economical to repair ships immediately on their being laid up. After a vessel had been in ordinary for several years and then taken in hand for repair, she was generally in such state as to be unable to "sustain the waves of the ocean."

He recommended that, in the future, when ships were laid up, whether or not they required repair, they should be "well caulked, and coated with paint or varnish, to prevent the effect of the rain and sun penetrating into the timber." He was satisfied that the preservation of ship timbers dictated that they retain as much "marine acid" as possible, which evaporated when exposed to freshwater and the sun. To prove his point, Bainbridge observed, that a ship, after being laid up, was always in a "more decayed state outside than within."[28]

On June 5, Secretary Hamilton notified Bainbridge that the services of John Adams are "immediately required, and he was to hasten her equipment and prepare her for sea."[29]

Soon thereafter, John Adams sailed and by the end of the first week of July, she was anchored off the New York Navy Yard.[30]

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28. Bainbridge to Hamilton, May 31, 1812, NA, Captains' Letters, Microcopy M-125.

29. Hamilton to Bainbridge, June 5, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

30. Tarbell to Hamilton, July 8, 1812, NA, Commanders' Letters, Microcopy M-147.

C. Bainbridge Asserts His Authority

1. The Navy and Army Fence Their Reservations

On April 22, 1812, Commandant Bainbridge suggested that the War and Navy Departments agree on an access to the Army laboratory. He believed the access should be from the Salem Turnpike and across the navy yard.

To strengthen the Navy's position and to insure the Army did not trespass, he urged that funds be allotted to repair the fences. The most economical enclosure would be a picket fence.[31]

Secretary Hamilton was agreeable, and wrote Bainbridge that the navy yard was to be kept distinct from the land allotted to the War Department in 1809. Bainbridge was authorized to cooperate with an agent of the Army, to establish an equitable boundary, and then erect a "substantial enclosure around that part belonging" to the Navy.[32]

Bainbridge met with the Army's Colonel Moses Porter in mid-May. Porter, on turning over the key to the west one-half of the magazine, promised to have the Army's powder removed from the Navy's one-half. As soon as this was done, Commandant Bainbridge would have the Navy powder removed from the state magazine in Boston and stored therein. When this was accomplished, it would eliminate one point of friction between the services.

To solve the access problem, Bainbridge contacted the Army's Boston agent, Jacob Eustis. The Army, Bainbridge stated, could open a good road south to the laboratory from the Salem Turnpike across the ground he was willing to transfer to the War Department.[33]

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31. Bainbridge to Hamilton, April 22, 1812, NA, Captains' Letters, Microcopy M-125.

32. Hamilton to Bainbridge, April 28, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

33. Bainbridge to Eustis, May 12, 1812, NA, Captains' Letters, Microcopy M-125.

He accordingly proposed that to separate the Army and Navy improvements, a fence be erected beginning at the turnpike and running south to the east line of the magazine fence and on to the harbor line. It would parallel the Marine Hospital fence. The ground east of the fence and the east one-half of the magazine enclosure would be transferred to the War Department. The half-moon battery would be conveyed to the Navy, if agreeable to the Secretary of War. If not, a roadway through the navy yard to it would be granted to the Army.[34]

After accepting Bainbridge's proposal, Eustis had a change of heart. On May 25 he announced that he lacked authority to open the road as urged by the Navy, without order to that effect from the War Department.

Bainbridge replied that the Army could, pending a resolution of the dispute, have access to its buildings only through the "south gate." This arrangement, however, would interfere considerably with "carrying on the work for the navy in this yard."[35]

The department acquiesced in the "arrangement of the yard as proposed." We cannot, Secretary Hamilton assured Bainbridge, consent "on the disposition of our own ground to subject the Navy Department to any serious inconvenience."[36]

Bainbridge, on receipt of the secretary's letter, turned a crew to erecting a fence as shown on the plan. By June 23 the yard "was properly enclosed." Agent Jacob Eustis, meanwhile, had contracted for construction of an access road. This route, in Bainbridge's opinion, would be a much better "communication for the War Department to its

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34. Bainbridge to Eustis, May 25, 1812, NA, Captains' Letters, Microcopy M-125.

35. Bainbridge to Hamilton, May 25, 1812, NA, Captains' Letters, Microcopy M-125.

36. Hamilton to Bainbridge, June 1, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Buildings . . . than it could have been by cutting the navy yard in sections."[37]

Unknown to Commandant Bainbridge, Secretary Hamilton, on June 18, had compromised the strong position he had previously taken. At a meeting with Secretary of War William Eustis, it was agreed that to keep the battery and other structures occupied by the Army distinct from those belonging to the Navy, a "temporary fence at the expense of the War Department running from the fort in a direct line to the turnpike be erected."

Bainbridge would accordingly permit the Army to build this fence and occupy the ground between it and the Marine Hospital.[38]

This solution left the Army in possession of the half-moon battery, as well as the acreage between it and the Marine Hospital grounds.

2. Bainbridge Clashes with Storekeeper Gibbs

A strong-willed individual, Bainbridge promptly clashed with Colonel Gibbs, the Naval Storekeeper. Gibbs questioned that he was subject to the commandant's orders. He contended that Secretary Hamilton had directed that he only deliver articles for the yard storehouse on orders of his agent, and that he was not required to make returns on the items in his charge to the commandant. His returns were to be made "direct" to the department.

Bainbridge told Gibbs that he was wrong, as he was subject to the commandant's orders.

Writing the secretary, Bainbridge pointed out that the previous arrangement (which may have resulted from the yard being commanded by an officer not on active duty) was inconvenient and inconsistent with his duties as commander of the yard.

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37. Bainbridge to Hamilton, June 23, 1812, NA, Captains' Letters, Microcopy M-125.

38. Hamilton to Bainbridge, June 18, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

He requested the secretary to express his opinion on the "full extent of the authority of my command in this navy yard, which I presume is over every person who is, or may be placed in it." On no other conditions could he remain in charge. He did not suppose that the secretary intended his to be a nominal command.

Bainbridge deemed himself responsible for the safety of all public property within the yard and for its arrangement; also for the good order and regulation of every department within it.

He failed to see any need for a storekeeper being attached to the yard, as the purser could handle the additional duties attending to the storehouse. The porter of the store, employed since 1809 at $30 per month, could also be dispensed with.[39]

The feud with Gibbs was exacerbated on receipt of orders to ship 1,250 barrels of pork and beek to New York and Norfolk. Bainbridge duly notified Gibbs that the vessels would soon be arriving to load the salted meat. Gibbs said he could not obey Bainbridge's orders, and would only act on instructions from the Agent Binney or the secretary.

Bainbridge read to Gibbs the orders placing him in command at the yard, and asked, "Do you doubt their authority?"

Gibbs answered that he did not, but he would not release the beef and pork.

Bainbridge told him that he was "acting inconsiderately, and injurious to himself, in endeavoring to prevent the execution of an order from the Navy Department."

Consequently, on arrival of the vessels at the yard, Bainbridge had Lieutenant Morris forcibly remove the salted meat from the storehouse.

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39. Bainbridge to Hamilton, April 25, 1812, NA, Captains' Letters, Microcopy M-125.

When he wrote Secretary Hamilton, reporting this difficulty, Bainbridge boasted, "I would not suffer any being on Earth to prevent my execution of a lawful order." Moreover, it was his duty to report that on his arrival at the yard that "every thing within the Navy Store" was "in such disorder and confusion that it is difficult to find any thing, and further I" have repeatedly called on Gibbs to render an accounting of the items in the store.

Gibbs' conduct had been so perverse as to compel Bainbridge, as commmandant, to ask for his removal. If this were impossible, the secretary was asked to notify Gibbs, in the most positive manner, that he was subject to Bainbridge's orders.[40]

Secretary Hamilton reassured Bainbridge that all naval officers, except Agent Binney, at or near Boston were subject to his orders. Hereinafter, any "instance of disobedience or refractory conduct" such as Gibbs', would be reported to the secretary, so the individual could be dismissed from the service.[41]

The porter, employed at $30 per month, could be discharged and replaced by a man at $10 per month and one ration a day.[42]

D. The United States Goes to War

1. Commandant Bainbridge Seeks Glory

On June 18, 1812, long simmering disputes with Great Britain exploded into war. News that Congress had declared the Nation at war reached Boston on the 23d. Commandant Bainbridge, who had been long expecting and hoping for such an eventuality, wrote Secretary

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40. Bainbridge to Hamilton, April 30, 1812, NA, Captains' Letters, Microcopy M-125.

41. Hamilton to Bainbridge, May 1, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

42. Hamilton to Bainbridge, May 4, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Hamilton. Reminding the secretary of their understanding when he had accepted his present assignment, Bainbridge announced that he was "ready and anxious" to leave the navy yard to "embark on the ocean to encounter the Enemies of our country."43

Eager to claim command of Constellation, to which his seniority entitled him, Bainbridge hurriedly left Boston for Norfolk, where the 38-gun frigate was being outfitted. Before doing so, he took action to place in commission the two gunboats laid up at Boston. Acting Sailing Master Nathaniel Nicholson was placed in command of No. 81 and opened a recruiting rendezvous, while plans were made for repair of No. 83.44

On June 30 the department, not knowing that Bainbridge was en route south, notified him that Constellation would probably not be ready for sea before September 1. There was therefore no need for him to leave Boston for Norfolk until August 1.[45] Belatedly learning that Bainbridge had jumped the gun, Secretary of the Navy Hamilton, on July 13, named Master Commandant C.R. Perry as temporary superintendent of the yard, pending Commodore Bainbridge's return or until some other officer was named to the post.46

On the 17th, Lieutenant Stephen Cassin was ordered to open a rendezvous in Boston to recruit able seamen for Constellation. The situation was still in flux, on July 28, when Secretary Hamilton notified Perry that Master Commandant Gordon had been ordered from Baltimore to

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43. Bainbridge to Hamilton, June 23, 1812, NA, Captains' Letters, Microcopy M-125.

44. Bainbridge to Hamilton, June 24, 1812, Captains' Letters, Microcopy M-125.

45. Hamilton to Bainbridge, June 30, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

46. Hamilton to Perry and Hamilton to Bainbridge, July 13, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Charlestown to assume command of the yard. On Gordon's arrival, Perry was to deliver to him "all the public property" placed in his care.[47]

Bainbridge was in Washington on August 7, where he met with the secretary. It was decided that he would return to Boston, resuming command of the navy yard, and the gunboats at that place, along with those at Portland, Kennebunk, and Saco, Maine, until such time as Constellation was ready for sea.[48]

On arriving back at the navy yard, in mid-August, Bainbridge was disappointed to see that repair of Chesapeake had lagged during his seven-week absence. The weather had continued to be a plague. During the previous ten days, the mechanics had only put in three days' work because of storms.

The shipwrights had petitioned to be allowed one-half day's pay for time lost because of this situation.[49] Bainbridge refused their demand.

Since his return to the station on the 15th, the shipwrights, because of the inclement weather, Bainbridge complained, on the 23d, had only put in one day's work on Chesapeake.[50]

Secretary Hamilton, in hopes of striking a compromise between his hard-boiled commandant and the workmen, was willing to be guided by local custom. If it sanctioned complying with the shipwrights' petition, he might do so. Bainbridge was given carte blanche to handle the dispute as his judgment dictated. He could grant a slight increase of wages in lieu of allowing pay for days lost because of foul weather.[51]

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47. Hamilton to Perry, July 28, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441. Learning that Bainbridge was en route back to Boston, the department, on August 1, countermanded its orders to Gordon.

48. Hamilton to Bainbridge, August 7, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

49. Bainbridge to Hamilton, August 17, 1812, NA, Captains' Letters, Microcopy M-125.

50. Bainbridge to Hamilton, August 23, 1812, NA, Captains' Letters, Microcopy M-125.

51. Hamilton to Bainbridge, August 24, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Before receipt of the Secretary's letter, Bainbridge had restored a degree of harmony by firing several "worthless" shipwrights. The weather having improved, repair of Chesapeake was again progressing.[52]

Bainbridge's ire also focused on a blunder on the department's part, which took place during his absence. Superintendent Perry, in accordance with orders from the department, had turned over 14 9-pounder cannon to Mr. Crowninshield of Salem for $133 per ton. Cannon of this weight, he protested to Secretary Hamilton, sold for double that sum.[53]

2. Commodore Bainbridge Takes Command of "Constitution"

On July 28, while Commodore Bainbridge was absent from the area, the 44-gun frigate Constitution, Captain Isaac Hull, had arrived in Boston Harbor from New York. While Bainbridge had been in Washington, he had prevailed on Secretary Hamilton to assign him to command Constitution, in lieu of Constellation. She put to sea on August 2, before the secretary's letter or Bainbridge arrived, and returned on the 30th. During her four-week cruise, she captured four brigs mounting 30 guns and defeated and destroyed His Majesty's frigate Guerrière.

Captain Hull told Bainbridge that he had applied for a tour of shore duty to attend to his private affairs, which had been complicated by the death of his brother. Relaying this information to Secretary Hamilton, on September 2, Bainbridge announced he was ready to take command of Constitution.[54]

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52. Bainbridge to Hamilton, August 28, 1812, NA, Captains' Letters, Microcopy M-125.

53. Bainbridge to Hamilton, August 18, 1812, NA, Captains' Letters, Microcopy M-125.

54. Bainbridge to Hamilton, September 2, 1812, NA, Captains' Letters, Microcopy M-125. Hull in sailing on August 2 had a twofold goal: to avoid being bottled-up in Boston Harbor by the British and to prevent Bainbridge (who had seniority) from taking over his ship. Letter, Long to Bearss, June 16, 1977.

On September 8, in view of Captain Hull's request for shore assignment, Secretary Hamilton directed Commodore Bainbridge to "immediately take command" of Constitution, and "prepare her with all possible dispatch for active service."

Until such time as he returned from his cruise, Captain Hull was to relieve him as commandant of the yard. Should this assignment prove to be inconvenient for Captain Hull, Bainbridge was to place Lieutenant Morris in charge.[55]

Bainbridge, on the 14th, acknowledged receipt of orders confirming his command of Constitution,[56] and the next day hoisted his broad pennant from the frigate. A small squadron, consisting of Essex (Captain David Porter) and Hornet (Captain James Lawrence) was placed under Bainbridge's command.

On October 2, the department notified Bainbridge that he was to consider himself "at liberty to proceed to sea," whenever he judged it expedient with the vessels attached to his squadron.

On doing so, he would exert himself "to annoy the enemy and to afford protection to our commerce, pursuing that course, which to your best judgment may . . . appear to be best."[57]

On October 24 Bainbridge, two days before he sailed from Boston, with Constitution and Hornet, read that Captain Hull had been ordered to assume command of the New York Navy Yard. If true, he recommended that Master Commandant William M. Crane be placed in charge of the

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55. Hamilton to Bainbridge, September 8, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

56. Bainbridge to Hamilton, September 14, 1812, NA, Captains' Letters, Microcopy M-125.

57. Hamilton to Bainbridge, October 2, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Charlestown yard, pending his return.[58] On receipt of Bainbridge's letter, Secretary Hamilton issued orders for Lieutenant Crane to assume command.[59]

Crane remained in charge of the Charlestown Navy Yard until December, when Captain Hull was relieved of command at the New York yard and ordered to return to Boston and resume his post.[60] Commandant Crane remained at the Charlestown yard until early February, when he was directed to proceed to New York City.[61] Hull, because of personal business (which included getting married in New York on January 2, 1813) was absent from his post much of the time until February 7. During his 14-week superintendency, acting and active, Crane's correspondence with the department was minimal and dealt with inconsequential affairs.

The new commandant, like Bainbridge, was one of the Navy's heroes. One of the seven sons of Joseph and Sarah Bennett Hull, Isaac was born in March 1773 in Huntington, Connecticut. When quite young, he was adopted by his Uncle William Hull and grew up in Newton, Massachusetts. At 14 he went to sea as a cabin boy and two years later was shipwrecked and saved the life of his captain. By the age of 21, Isaac was captain of a ship and had made several ocean voyages.

He was appointed a lieutenant in the United States Navy on March 9, 1798, and served in the Quasi-War with France as an officer aboard Constitution. In 1800 he led a cutting-out expedition and captured an armed French ship at Porto Playa, Santo Domingo. When the Navy was

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58. Bainbridge to Hamilton, October 24, 1812, NA, Captains' Letters, Microcopy M-125.

59. Hamilton to Crane, November 9, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

60. Hamilton to Hull, November 27, 1812, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

61. Jones to Crane, February 1, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

reorganized at the end of hostilities, Hull ranked second on the list of lieutenants.

During the war with Tripoli, Hull was placed in command of the schooner Enterprise, and then the brig Argus, in which he participated in Commodore Preble's attack on Tripoli. On May 18, 1804, he was promoted commandant. The following year he cooperated with Brigadier General William Eaton in the assault on and capture of Derne. He was promoted captain on April 23, 1806, and returned to the United States that summer.

The next four years were spent on shore duty. In 1810 Hull was named to command Constitution. One year later, Hull sailed for Europe with his ship. Aboard were the United States Minister to France Joel Barlow and money for payment of interest on the Dutch loan. After landing Barlow at Cherbourg and the money at Texel, he spent several weeks in the English Channel. Constitution returned to the United States early in 1812, and under Hull's supervision was thoroughly overhauled at the Washington Navy Yard. She was ready for sea, when war was declared on June 18.[62]

3. Bainbridge Returns from His Cruise

Constitution, flying Commodore Bainbridge's broad pennant, and Hornet sailed from Boston Harbor on October 26. Two months later, on December 29, off the coast of Brazil, Constitution engaged and captured His Majesty's 49-gun frigate Java. She arrived back in Boston Harbor on February 17, after a four-month cruise. Bainbridge landed the next morning on Long Wharf, and

> amidst the roaring of cannon was received by several officers and citizens of distinction. He was escorted through State St. by the New England Guards, to the Exchange Coffee House, and greeted all along the route with repeated huzzas. The streets through which he passed were beautifully decorated with flags, and the merchant ships in the harbor exhibited a similar gay appearance.

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62. Bruce Grant, Isaac Hull: Captain of Old Ironsides, (Chicago, 1947), pp. 3-191.

A public dinner was given Bainbridge, on March 2, by the Bostonians.[63]

4. Work Accomplished at the Charlestown Yard and on the Boston Station in 1812

On September 1, a recruiting rendezvous was opened in Boston to ship a crew for Chesapeake. The frigate, having been repaired at Gray's Wharf and outfitted at the navy yard, put to sea on December 13. Commodore John Rodgers' squadron (the frigates President, United States, and Congress, and the sloops Argus and Wasp) had entered Boston Harbor on August 31, after 69 days at sea. The vessels required considerable "outfit in sails and rigging." By September 17, Commodore Rodgers was able to report that President would be ready for sea in five or six days and Congress in 12 to 14 days.

On October 8, the squadron (President, Congress, United States, and Argus) sailed on its second wartime cruise. Four days later, United States was detached from Rodgers' squadron. Rodgers returned from the cruise with President and United States on the last day of the year.[64]

During the year there had been repaired at the yard or at rented facilities in Boston and Charlestown these United States warships: the frigates John Adams, Chesapeake, Constitution, President, United States, and Congress; the sloop Hornet; the brigs Nautilus and Argus; and four gunboats. The costs of these repairs, exclusive of items delivered from the Navy Store, were:

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63. Preble, "History of the Boston Navy Yard," p. 86, NA, RG 45; Dearborn, Life of William Bainbridge, p. 132. Among the officers who greeted Bainbridge were Commodore Rodgers and Captain Isaac Hull.

64. Rodgers to Hamilton, August 31 and September 17, 1812, NA, Captains' Letters, Microcopy M-125.

John Adams	$ 33,579.38
Chesapeake	105,991.07
Constitution	46,638.46
President	14,928.04
United States	21,589.85
Congress	5,691.51
Hornet	5,430.73
Nautilus	400.84
Four gunboats	1,932.31
Total	$236,182.19[65]

Wages paid at the yard in 1812 were: master carpenters, $3.50 to $4 per day; good ship carpenters, $1.50 per day; sawyers $1.50 per day; joiners, $1.25 per day; and laborers, $1 per day.[66] The number of hours worked varied, as a shift began at sunrise and ended at sunset.

Naval personnel assigned to the yard was limited. In addition to the captain-commandant, there was one lieutenant, one surgeon, one purser, one master, one naval storekeeper, one boatswain, one gunner, one quartermaster, one steward, one clerk, five able seamen, two ordinary seamen, and two boys.

Expenditures for improvements to the yard in 1811-12 were minimal. Commandant Bainbridge listed them as:

Stone to build slip	$ 868.83
Labor	1,894.62
Lumber	1,201.09
Hardware	315.03
Expended on commandant's quarters	505.04
Boards for shed, fence, etc	200.88
Tinware	14.30
Ironwork	55.19
Chandlery	39.13
Coal	54.50
Teaming	56.00

65. Bainbridge to Jones, April 14, 1813, found in American State Papers, Naval Affairs, Vol. I, p. 329.

66. Ibid., p. 330.

Corn and hay for oxen	13.23
Tolls	17.00
Surveying	84.72
Stationery	38.54
Balance on Commandant Nicholson's salary	295.89
For an ensign	98.24
Total	$5,752.23[67]

E. Improving the Yard: 1812-14

1. Bainbridge Resumes Command

Commodore Bainbridge, soon after his return to Boston from his successful cruise, told Captain Hull that he planned to ask to be reassigned as commandant of the Charlestown Navy Yard. On March 11, Hull relayed this information to the department. If it were true, Hull desired to be placed in command of the Portsmouth Navy Yard. This arrangement would please them both, because Commodore Bainbridge's family was already established in the quarters at the Charlestown Navy Yard.[68]

William Jones, who had replaced Hamilton as President Madison's Secretary of the Navy, accordingly named Captain Hull commandant of the Portsmouth yard. Upon Hull's departure, Bainbridge was to resume command of the Charlestown facility. His responsibility, except in the presence of a senior officer, was to also include the waters from Portsmouth, New Hampshire, to those of Rhode Island.

Bainbridge would oversee the improvement which Secretary Jones had authorized in his letter of March 15 to Agent Binney.

After conferring with the agent, Bainbridge was to advise the department whether the work should be accomplished by contract or day labor.

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67. Preble, "History of the Boston Navy Yard," p. 84, NA, RG 45.

68. Hull to Jones, March 11, 1813, NA, Captains' Letters, Microcopy M-125.

The secretary had been apprised by his staff that there was a large quantity of timber at the yard, unfit for naval construction, which might be used to advantage in preparing a slip.[69]

On March 22, Bainbridge acknowledged receipt of the secretary's orders.[70]

2. The Secretary Approves Expenditure of $32,000 for Yard Improvements

On January 2, 1813, Congress had passed and President Madison signed into law legislation authorizing the building of four 74-gun ships-of-the-line. As one of these was to be laid down at Boston, Secretary of the Navy Jones on February 9 directed Agent Binney to procure, without delay, on the best possible terms "all the necessary plank, thick stuff and other materials of wood" for a 74-gun warship. He would consult with Captain Hull, who was now on duty, as to the best means of procuring "these materials of the choicest quality. If the plank, etc., cannot be laid, let the tree be cut down immediately."

A list of scantling required would be placed in the mail, as soon as the naval constructor had drawn it up. As all delays were to be avoided, Binney was to secure from a Boston builder a general description of what was needed.

Now, the secretary continued, was the proper season for cutting the timber. Should they not take advantage of this, they might be compelled to suspend operations until next winter.[71]

Secretary Jones transmitted to Binney, on the 12th, a list of the required timbers. A review of the inventory of what was on hand would document what was needed.

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69. Jones to Bainbridge, March 15, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

70. Bainbridge to Jones, March 22, 1813, Captains' Letters, Microcopy M-125.

71. Jones to Binney, February 9, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Any shortages in white oak frames would be replaced from another yard. Yellow pine would be forwarded from the South.

As live oak frames for two ships had been deposited at the Charlestown Navy Yard, the secretary was certain there must be a large surplus. There could be, he allowed, some pieces that might be wanting for a complete frame.[72]

Agent Binney accordingly prepared plans and estimates for improvements to the yard. These were reviewed and approved by Commodore Bainbridge before Binney transmitted them to the department.[73]

Secretary Jones, on studying Binney's estimates and evaluating them in reference to his department's nation-wide responsibilities, found that they exceeded available resources. Although the improvements were desirable, they could not be funded in view of existing demands from other establishments.

The most that could be accomplished, he informed Binney, was that embraced under "Section A in the plan ard about one-half of Section F." It would be permissable to build a "good substantial solid Wharf of timber 200 feet from and out to low water mark, with a foundation for the slip on which to build a 74-gun ship." This probably could be done more expeditiously by contract, but he would first have to be apprised of the terms for "completing it [in] all respects, including all materials in a solid and substantial manner."

Binney would also determine the terms for which builders at Charlestown, Boston, and on the Merrimack would construct a

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72. Jones to Binney, February 12, 1831, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

73. Bainbridge to Jones, February 27, 1813, NA, Captains' Letters, Microcopy M-125. Binney's letter, along with the plans and estimates, has been lost.

sloop-of-war of the best materials, and in the most substantial manner to be approved by Commodore Bainbridge. She would be similar to Argus.[74]

The department, in the meantime, had assured Commodore Bainbridge that the question of improvements to the navy yard would receive early attention. But, Secretary Jones cautioned, "the appropriations for that object being very limited, will prevent their being carried into effect, as fully as the plan contemplates." During the war, as Bainbridge should know, it would be necessary to apply the "naval resources of the nation to its active efficient force; at the same time as much will be done for the navy yard at Boston, as the prescribed state of funds will allow."

Captain Hull was to report what would be necessary for the "purpose of laying the ways of a 74."[75]

Bainbridge, having resumed command of the yard, was disappointed to learn that Binney's plan for the wharf and storehouse could not be carried out in their entirety. Particularly, as they could, in the present depressed economic situation, be built for a moderate sum. He considered the "extent" of the wharf to the "2d Section," as indispensably necessary for the safe launching of a 74.

The great damage wrought by worms on wooden wharves at Boston was a powerful argument in favor of a masonry wharf. A wooden wharf, he complained to the department, would have to be rebuilt every 12 years. Had the projected wharf been built in the spring of 1812, it would have been paid for already "in the saving of unavoidable expenses in repairs of the Chesapeake, President, and Constitution."[76]

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74. Jones to Binney, March 15, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

75. Jones to Bainbridge, March 8, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

76. Bainbridge to Jones, March 22, 1813, NA, Captains' Letters, Microcopy M-125.

He also called attention to the neec for a commandant's office. At present, it was housed in an "old wooden shed that is appropriated for a slop room, steward issuing room, Purser's office," etc. With a $700 allotment "proper accommodations could be put up."[77]

On April 9, Secretary Jones replied. He advised Bainbridge that he was authorized to spend a maximum of $28,000 to $30,000 for a wharf faced with stone and a slip for building the 74, "with filling in and all expenses included." Another $2,000 to $3,000 could be obligated for buildings and other "improvements for the accommodation of the yard and persons employed thereon." The aggregate expenditure, under no circumstances, was to exceed $32,000.[78]

He could, in cooperation with Agent Binney, enter into contracts "for completing the work as soon as possible."[79]

By mid-April Bainbridge had contracted for construction of the wharf. It was to be completed in 50 working days. Contracts for extending the slip and construction of the launching ways would be drawn in the near future.

It had been agreed that Agent Binney would purchase the materials for the wharf.[80]

The wharf and a large three-story brick Navy Store, with a slate roof hipped at both ends, and a blacksmith shop were built during the summer and autumn. The Navy Store (Building 5) is extant, and is the third oldest surviving structure in the yard.

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77. Ibid.

78. Jones to Bainbridge, April 9, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

79. Ibid.

80. Bainbridge to Jones, April 20, 1813, NA, Captains' Letters, Microcopy M-125.

On January 12, 1814, Secretary of the Navy Jones complained that the "expense of the improvements" for the navy yard had "far exceeded the very liberal allowance I made for that object." Although the work had been well done, and he was "sure with all possible economy," Bainbridge was to incur no further expense for that object without special orders from the department. While it was desirable to improve the yards, progress "must be gradual and not press too heavily upon the resources of the Country, upon which the actual operations of the war press with sufficient" weight.[81]

Apparently, the secretary's letter had little effect on Bainbridge's plans for development of the yard. On March 28 he notified the department that the projects contemplated last year for improvement of the yard were completed. Now he would like approval for construction and development of several more facilities: (a) a stone and mud wharf in front of the new blacksmith shop, would add to the safety of the structure, besides making it more convenient for those employed there: (b) a masting shears was "indispensably" necessary: (c) capstans for heaving out ships; and (d) graveling the wharf. He believed this work could be accomplished for a sum not exceeding $5,000.

If the department would authorize this expenditure, the yard would have "such excellent accommodations, that it would not require any further expenditures for years to come."[82]

F. The United States Builds Its First 74

1. The Hartts Are Engaged and the Keel Laid

To implement the legislation authorizing construction of four 74-gun ships-of-the-line, Secretary Jones directed Commandant Bainbridge to enter into contracts, in cooperation with Agent Binney, for laying down the Charlestown 74. She, he admonished, must be built

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81. Jones to Bainbridge, January 12, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

82. Bainbridge to Jones, March 25, 1814, NA, Captains' Letters, Microcopy M-125.

by the "original draught moulds to which the timber is cut and bevelled and cannot be altered."[83]

The secretary had previously written Agent Binney on this subject. He was to contact Edmund and Edward Hartt, Boston shipbuilders, to ascertain whether they would agree to superintend the building of the 74.[84]

Given the go ahead, Commandant Bainbridge asked the Hartts their price for superintending construction of the 74-gun ship. Edmund Hartt replied that he was prepared "to serve the Government at all times," and intimated that his salary would be $5 per day. Edward Hartt placed his services at $375 per quarter.[85]

Upon receipt of the secretary's April 9 letter, Bainbridge again met with the Hartts. Edward Hartt at first objected to being associated with his father [Edmund] in the project, preferring to work with his brother Samuel. Bainbridge, impressed with the father's ability and credentials and knowing that Edward had yet to prove himself in building warships, insisted that he join his father. The Hartts agreed to oversee construction of the ship and the building of the 74 for $1,200 annually, each.

The 74's keel would be laid as soon as the wharf was ready to receive her frames.[86]

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83. Jones to Bainbridge, April 9, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

84. Jones to Bainbridge, April 9, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

85. Bainbridge to Jones, March 26, 1813, NA, Captains' Letters, Microcopy M-125.

86. Bainbridge to Jones, April 20 and June 24, 1813, NA, Captains' Letters, Microcopy M-125.

On May 3, Bainbridge reported the keel of the 74 fitted. It would be ready for laying down, as soon as the wharf and ways were completed. If he had possessed the dimensions of the scantling, we would have "advanced considerably in the framing."[87]

As he planned to command the 74, Bainbridge asked and received permission to build her without a poop. In battle, he deemed a poop a nuisance.[88]

Secretary Jones, in the meanwhile, had reversed his thinking as outlined in his April 9 letter. Writing Bainbridge, he pointed out that no one was more desirous of increasing the dimensions of the 74s, not so much because of their "defective proportions as [by] a desire to make them superior to their class of the enemy's ships."

The length of the keel for the straight rabbet could be increased from 150 to 515 feet and the moulded breadth from 48.6 to 50 feet, with the original depth continued. Increasing the length would be a simple operation, but altering the breadth would cause problems, calling for an attention to details on the part of the master builders.[89]

The Hartts, when informed of the proposed changes, assured Bainbridge that they could be accomplished.[90]

2. Exit the Hartts and Enter Josiah Barker

In late May, with construction under way, Edward Hartt again asked Commandant Bainbridge to employ Samuel. Bainbridge

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87. Bainbridge to Jones, May 3, 1813, NA, Captains' Letters, Microcopy M-125.

88. Bainbridge to Jones, May 11, 1813, NA, Captains' Letters, Microcopy M-125.

89. Jones to Bainbridge, April 28, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

90. Bainbridge to Jones, May 13, 1813, NA, Captains' Letters, Microcopy M-125.

answered that if another superintendent were needed, Edmund Hartt would have the final say. But, he added, there would be no need for another superintendent until the keel was laid, the frames up, and several hundred men on the job.

After receiving instructions to make certain changes in the moulds, Edward Hartt urged Bainbridge to permit Samuel to enter the yard to assist him in laying down the ship and to work on the new moulds. Bainbridge was agreeable.

After the moulds were completed, Bainbridge, satisfied the public interest did not require three master builders to superintend 80 hands, had Samuel Hartt laid off. As there was need for a new draft, incorporating the changes, Samuel Hartt was hired to prepare it. There was a misunderstanding, and Samuel, on June 21, informed Bainbridge that he "declined to copy the draft." Whereupon Bainbridge informed Hartt that his conduct jeoparized his getting the contract for repair of the brig Syren.

On the 22d Bainbridge found on his desk a letter from Samuel Hartt "couched in the most indecorous insolent terms, accusing" him "most falsely, of a breach of word." Bainbridge, convinced that Edward Hartt had instigated the dispute, sent for him. Hot words ensued. Bainbridge asked Edward if he had led his brother to believe that he would be employed as a master builder. Edward replied that he understood his brother was to be "employed when he wished to have him." Bainbridge answered that he had been misunderstood.

Hartt retorted, in an "impudent manner," that he had "as good a right to believe my ears as you have your mouth." Bainbridge, a powerfully built individual, seized Hartt by "the shoulder and carried him out of my office," and had him escorted out of the yard.

The father, Edmund Hartt, then walked off the job, along with a number of workmen. Bainbridge met the challenge. Josiah Barker, who

had repaired Constitution in March and April, was engaged to replace the Hartts as superintendent for building the 74.[91]

3. Bainbridge Erects a Shiphouse

Commandant Bainbridge learned in August of Captain Hull's proposal to erect at Portsmouth a house to shelter the men working on the 74 being built there under his supervision. Recognizing the merit in Hull's project, Bainbridge transmitted an estimate of the cost of erecting a "complete shed or cover for the 74 gun ship" being built at Charlestown. The cold weather at this latitude, he informed the department, demanded a shelter for the mechanics. He was confident the expense of erecting the shed would "be amply remunerated by the amount of workmen's wages which would be saved in building the present ship, besides the advantages to be gained in time and preservation of timber." In addition, they would have a structure useful for similar or other purposes.[92]

According to the estimate, a shed 210 feet by 70 feet by 50 feet in height would cost:

Timber--The two sides to be 18 posts each; girthed at the distance 6 feet and braced to the plates and two rows of girths--the posts 12 by 12 inches and the girths & braces 6 by 6. 26 posts. 12 by 12 and 50 feet long	35 tons
Girths & braces	4,000 feet
The two ends framed in the same manner.	
6 posts, 12 by 12--50 feet long	35 tons
Girths & braces	1,500 feet
The roof 420 feet places 10 by 8	7 tons

91. Bainbridge to Jones, June 24, 1813, Captains' Letters, Microcopy M-125.

92. Bainbridge to Jones, August 21, 1813, NA, Captains' Letters, Microcopy M-125.

13 Beams 12 by 1270 feet long	26 tons
26 Rafters 12 by 12 43 feet long	30 tons
13 King Posts 15 by 15 by 15 feet long and 26 Braces 10 by 10 by 12 feet long	20 tons
30 Rows of Ribs 6 by 6 by 210 feet long	6,300 feet
Joist for Braces	2,000 feet
Boards--Roof 210 by 86 feet	20,000 feet

Two sides from eves halfway down 12,000 feet,
if wholly down, 24,000 feet
Ends not boarded.
If the Roof is shingled 180,000 shingles and 270 m
4d nails

Nails--Roof and two sides 50 m 10d

Labor--Framing sides, Ends and Roof at $1 per square

Two sides make 210 squares
Two ends make 70 squares
Roof makes 180 squares

Half the Beams

Forking posts, etc., 75 squares
Boarding at 50¢ per square
Shingling at 1.25¢ per square

Recapitulation

Materials	Timber	126 tons	@	$7	$ 882.
	Joist	13,800 feet	@	12¢	164.
	Boards	44,000 feet	@	12¢	528.
	Shingles	180,000	@	3¢	560.
					$2134.
	Nails	270 m 4d	@	2	$ 90.
		50 m 10d	@	$1.25	$ 55.
					$ 145.
	Framing	540 squares	@	$1	$ 540.
	Boarding	440 squares	@	.50	$ 220.
	Shingling	180 squares	@	1.25	$ 225.
					$ 985.
				Total	$3264

Secretary Jones never doubted "the great utility and saving of building ships of war under cover as well in point of labour as in the preservation and duration of the ships." But, on reviewing the estimates, he found those sent by Commandant Hull, although less detailed, called for expenditure of only $2,000 for construction of a shiphouse. He had authorized Hull to proceed. Although Bainbridge's figures were much higher, the secretary, in giving him the go ahead, knew that he would endeavour to economize wherever possible.

Agent Binney would be expected to expedite construction of the shiphouse.[93]

On September 3, Bainbridge acknowledged the secretary's letter. The shiphouse would be built without delay. He believed that with certain projected economies, it could be done as cheaply as at Portsmouth.[94]

Work was commenced immediately on the second shiphouse built in America. One of the myths associated with the Boston Naval Shipyard is that Bainbridge's not Hull's Portsmouth house was the Nation's first.

4. The 74 Takes Shape

Under Master Builder Barker's watchful eye the 74 took shape. By August 31 her stern and stem and 44 frames were raised. September 29 found all the frames positioned. Bainbridge boasted that they were the very best frames he had seen, every piece being of "well seasoned live oak." There was, however, a shortage of live oak knees.[95]

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93. Jones to Bainbridge, August 26, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441. A square was a square yard.

94. Bainbridge to Jones, September 3, 1813, NA, Captains' Letters, Microcopy M-125; Linda McKee "Captain Isaac Hull and the Portsmouth Navy Yard" (unpublished PhD dissertation, St. Louis University, 1968).

95. Bainbridge to Jones, September 3 and 29, 1813, NA, Captains' Letters, Microcopy M-125.

On October 8, Bainbridge notified the department that there was a large quantity of pig copper in storage at the yard. Would it not be advisable to have it fabricated into spike for the 74s, he inquired.[96]

Replying, Secretary Jones directed Bainbridge to proceed, as the gundecks of the 74s would be nailed with copper.[97]

Bainbridge, in late October, recommended that the Navy construct a ropewalk at the yard. He believed it would be "fully remunerated in making rigging for the 74 here and at Portsmouth. In addition, it would insure a better quality rigging."[98]

The secretary promised to consider the subject.[99]

Lieutenant Morris had been called to Washington to apprise Secretary Jones on the progress Bainbridge was making "in the important details relative to the equipment, armament, outfit, etc., of our Ships of War agreeably" to the department's orders. After meeting with Morris, the secretary concluded that the successful completion of this work required close coordination and personal access to records in the department's files. Jones therefore suggested that Bainbridge come to Washington. Bainbridge and Morris, in concert with the department, would then be able to conclude successfully their "labours, as well as confer freely upon other subjects interesting to the service."[100]

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96. Bainbridge to Jones, October 8, 1813, NA, Captains' Letters, Microcopy M-125.

97. Jones to Bainbridge, October 14, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

98. Bainbridge to Jones, October 24, 1813, NA, Captains' Letters, Microcopy M-125.

99. Jones to Bainbridge, November 3, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

100. Jones to Bainbridge, October 30, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Bainbridge, recognizing the merit in the secretary's suggestion, started for Washington on November 12. He was back in Charlestown on the evening of December 11. Three days later, he notified the department that time was opportune for making contracts for outfitting the 74. As the secretary had been undecided at their recent meetings whether to have the rigging made within the yard or by contract, Bainbridge would postpone that order.

In regard to this, he hoped he would soon hear further from the secretary, as he feared a price increase.

Contracts could now be made for the very best cordage of Russian hemp, spun from 28 to 30 threads for twenty dollars a 100 feet. As there were ropewalks nearby in Charlestown, Bainbridge could make frequent inspections. The season, moreover, was too far advanced to erect a ropewalk within the yard. He trusted that at some future date a ropewalk would be built at the yard.[101] Bainbridge's proposal for construction of a ropewalk was implemented in the mid-1830s.

Before determining to authorize the cordage contract, Secretary Jones wished to have several questions answered. Bainbridge was reminded that contracts could only be made by the agent, after proposals had been advertised, the bids abstracted, the most favorable to the government selected, and a performance bond posted.[102]

The cordage for the 44 being built at Philadelphia, the secretary informed Bainbridge, had been contracted for "at 18-1/2 dollars per 112 lbs. to be made of the best St. Petersburg Hemp topt and rooted 24 yarns for cables and running rigging--28 yards for standing rigging and gun tackling and 35 for bolt rope." If Bainbridge could contract on these terms, he was to do so.[103]

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101. Bainbridge to Jones, December 15, 1813, NA, Captains' Letters, Microcopy M-125.

102. Jones to Bainbridge, January 12, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

103. Jones to Bainbridge, March 4, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Procedures agreed upon, Agent Binney, in mid-March, contracted for cordage for the 74 at $19 per thousand, which was 50 percent higher than the Philadelphia price.[104]

There had been financial problems at the beginning of the year. Paymaster Robert C. Ludlow, when he called on Agent Binney for $2,000 to pay the mechanics and laborers for the past fortnight, was told that there was no money. Binney's requisition on the department, made on December 18, had not been acknowledged. As they had, heretofore, been paid regularly this caused a storm of protest.

Unless this situation was speedily rectified, Bainbridge feared they would lose many valuable employees.[105]

Writing Agent Binney, Secretary Jones assured him that there was no more "liberal and punctual paymaster in the universe" than the Navy Department. He presumed that Binney knew that when a particular appropriation was exhausted, although the Treasury may be full, no funds could be withdrawn until Congress had voted more money for the specific project. Since taking office, the secretary knew of no delay in making remittances on the agent's requisitions, "other than incidental, for a day or two."[106]

On March 12, Bainbridge complained that Agent Binney had not received any instructions for purchasing timber. This was regrettable because excellent timber could be secured in the Boston area, and the "dock for docking timber" at the yard was "very capacious." In addition, the benefit from docking timber in salt water was well established.

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104. Bainbridge to Jones, March 22, 1814, NA, Captains' Letters, Microcopy M-125.

105. Bainbridge to Jones, January 8, 1814, NA, Captains' Letters, Microcopy M-125.

106. Jones to Binney, January 14, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

The 74 was progressing rapidly, and Bainbridge longed for an opportunity to show her to the secretary, as he was confident Jones would "admire the materials and workmanship." He trusted that she would be ready to launch on July 4, and he desired to christen her Independence, in honor of the occasion.[107]

On May 9, Secretary Jones wrote Bainbridge that in outfitting the 74, he was confined to having the ship "ready to bend sails, with armament and gunners Stores complete, but without provisions, Pursers or other stores pertaining to a cruise."[108]

Agent Binney was directed, on May 16, to deliver to Bainbridge 250 bolts of Holland duck, previously purchased, for two suits of heavy sails for the 74.[109]

Commandant Bainbridge apparently did not agree with this decision. The department was surprised to learn from Agent Binney that the commodore had requisitioned another 250 bolts, which the agent was under orders to ship to Philadelphia, and five bales of twine. According to his computations, Secretary Jones noted, 250 bolts would make two suits of sails for a 74, because 100 bolts of Russian hemp would provide a suit for a 44. Bainbridge would retain 250 to 275 bolts and deliver the remainder to Agent Binney to be forwarded as directed.[110]

Bainbridge, in mid-April, again advised the department that he expected to launch the 74 in July. He would be "highly gratified" to see

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107. Bainbridge to Jones, March 12, 1814, NA, Captains' Letters, Microcopy M-125.

108. Jones to Bainbridge, May 9, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

109. Jones to Binney, May 16, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

110. Jones to Bainbridge, May 30, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Secretary Jones here for "the launching of the first ship of the line of the Navy."[111]

5. The 74 Is Named and Launched

Rapid progress by the shipwrights, during the next six weeks, enabled Bainbridge to move up the launching date to June 20. If, however, she were not launched on the 20th, he would have to wait until July 16 for the next full flood tide. The department having failed to answer his March letter, Bainbridge inquired, please "inform me what name is intended to be given to her?"

He also asked authority to spend $400 for entertainment of the labor force which had built the ship. If granted, he believed, it would have a good "effect on the future employment of these men, who certainly have worked cheap, and done their work most faithfully."[112]

When Secretary Jones broached the subject of names for the 74s to President Madison, he had stated that one should be designated Independence. In view of Bainbridge's request, the secretary decided that the one building at Charlestown "bear that name."[113]

There was a change in plans and the day of the launching was shifted to June 18. By 11 A.M. a crowd had gathered near the shiphouse. Other popular vantage points were the Charles River bridge and Copp's Hill. The onlookers were disappointed, however. Because of the accidental removal of tallow from a section of the ways, the majestic ship slid down the ways about 70 feet and stopped. An attempt to launch her on Sunday, the 19th, by mechanical power failed. This was accompanied by an accident in which William Champney, a master joiner, was killed, when struck by a piece from a broken block.

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111. Bainbridge to Jones, April 17, 1814, NA, Captains' Letters, Microcopy M-125.

112. Bainbridge to Jones, June 2, 1814, NA, Captains' Letters, Microcopy M-125.

113. Jones to Bainbridge, June 13, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

At 3 P.M., on the 22d, she finally slid down the ways and floated on the waters of the Charles. As she did, she was welcomed by a "federal salute" from Constitution and the cheers of thousands of onlookers. The salute was returned from the half-moon battery.

Afterwards the mechanics and laborers were entertained by Commandant Bainbridge in the rigging loft. There was plenty of food and drink for all, which cost the United States $580.[114]

The secretary was understandably pleased to learn that Independence is "safely borne upon her element." He regretted that "serious obstacles" prevented the transportation north of her armament.[115]

6. The Government Encounters Setbacks in Transporting Naval Armament to Boston Harbor

The problem of securing armament for ships being outfitted and built in the Boston area had long plagued Commandant Bainbridge. In mid-July 1813 he had notified Washington that the armament for the brig Syren must come from the "southward," as he had no cannons or carronades at the yard. Worse, they could not be "procured in this part of our country." Additional 24- and 32-pounders would be required for the two sloops (Frolic and Wasp) building in the area.[116]

Secretary Jones was surprised and dismayed to learn that there was "no Boring mill and Foundry" north of the Delaware, with facilities for casting naval ordnance. This was a serious objection to an "extensive wartime" construction program in the northern states. Even if they had the manufacturing capability, the iron would still have to be brought from

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114. Columbian Centinel, June 18, 22, and 25; Bainbridge to Jones, July 1, 1814, NA, Captains' Letters, Microcopy M-125.

115. Jones to Bainbridge, June 30, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

116. Bainbridge to Jones, July 3, 1813, NA, Captains' Letters, Microcopy M-125.

New Jersey. It was as easy to ship cannon as iron. The department would therefore send the 24-pounder carronades for Syren from Baltimore or the Washington Navy Yard.

The department would transmit to Bainbridge drawings and details of the carronade carriages of various sizes. A dozen carronades already mounted might be shipped.

The new sloops were to be armed with twenty 32-pounder carronades and two long 18-pounders.[117]

On August 14, Secretary Jones notified Bainbridge that the 24-pounder carronades intended for Syren were at the Washington Navy Yard. But, he cautioned, British warships in Chesapeake Bay prevented sending them by water.[118]

Whereupon, Bainbridge inquired, "cannot the 24 pdr. carronades be sent by land?"[119]

The British squadron having withdrawn from the upper bay, Secretary Jones determined on September 1, to have the forty 32-pounder carronades for Wasp and Frolic, and the sixteen 24-pounder carronades from Syren shipped from Washington by way of Frenchtown to New York City, from where they would be sent to New Haven or Providence, as the risk dictated. Bainbridge would arrange for the carriages. Iron beds would accompany the carronades.[120]

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117. Jones to Bainbridge, August 1, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

118. Jones to Bainbridge, August 14, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

119. Bainbridge to Jones, August 20, 1813, NA, Captains' Letters, Microcopy M-125.

120. Jones to Bainbridge, September 1, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Before receipt of this news, the two 24-pounder carronades at the Charlestown yard were sent aboard Rattlesnake. Now there were no guns at the yard, except the ones in the half-moon battery mounted for its defense, and six damaged 42-pounder carronades and one 32-pounder.[121]

This weaponry had not reached Boston by mid-January 1814. When Bainbridge called this to the department's attention, Secretary Jones admitted there had been "much real difficulty in the way of transporting" the carronades, because of the condition of the roads, and the "monopoly of the teams for transporting merchandize, across the portages." Worse, the business had been shamefully mismanaged, particularly across Delaware and New Jersey.

He would endeavor to send the armament for the 74 by sea in the swiftest Baltimore vessels. These craft were in the habit of running the British blockade. The heavy 32-pounders for the lower deck battery were to weigh between 62 and 64 hundredweight. Henry Foxall was now casting in his Georgetown foundry 16 guns or 54 hundredweight for the 74's main deck battery.[122]

The armament for the 74 had not arrived by the first of June. With the ship scheduled to be launched in three weeks, Bainbridge desired to know when to expect her guns, as he was anxious "to give John Bull an opportunity of trying the strength of an American seventy four."[123]

On July 15 the department in an effort to alleviate this situation, notified its agents in Baltimore, Philadelphia, and New York to ascertain the lowest terms for which a contract could be made for transportation of sixty-three 32 pounders and twenty-five 32-pounder carronades from the

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121. Bainbridge to Jones, September 3, 1813, NA, Captains' Letters, Microcopy M-125.

122. Jones to Bainbridge, January 24, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

123. Bainbridge to Jones, June 2, 1814, Captains' Letters, Microcopy M-125.

Washington area to Boston and New York. They would be taken overland, except from New Castle to Trenton and from Brunswick to New York City.[124]

Nevertheless, fears were voiced that it would be a number of months before the cannon reached Charlestown. This disappointed Bainbridge, because he had hoped they could be sent overland, especially as the terms quoted by Burroughs seemed reasonable. If he had the guns and a crew, Independence would be able to put to sea in early December.[125]

7. The Department Orders Her Outfitting Suspended

When launched Independence had about 35 tons of ballast aboard. She could, her stability was so great, Bainbridge reported, have been safely launched with 100 tons on her upper deck. On entering the water, she drew 19 feet aft and 14 feet 6 inches forward. By mid-July there had been sent aboard the mizzenmast and about 55 tons of guns and ballast. She now drew 18 feet 10 inches aft and 15 feet 3 inches forward.[126]

On July 22, Bainbridge transmitted to the department plans of her magazine platforms and of her orlop-, lower gun-, upper gun-, and spardecks.[127]

Efforts by Bainbridge to recruit seamen in and around Boston for service aboard his big ship-of-the-line were frustrated by lack of funds.[128] Unless there was a prospect of getting her to sea this winter,

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124. Jones to Harrison, July 15, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

125. Bainbridge to Jones, August 15, 1814, NA, Captains' Letters, Microcopy M-125.

126. Bainbridge to Jones, July 17, 1814, NA, Captains' Letters, Microcopy M-125.

127. Bainbridge to Jones, July 22, 1814, NA, Captains' Letters, Microcopy M-125.

128. Bainbridge to Jones, September 6, 1814, NA, Captains' Letters, Microcopy M-125.

Bainbridge informed the department in mid-September, it would be best not to proceed any farther with rigging her. At present, her lower masts were rigged. He wished "to God my ship was ready to enable me to leave this port and take care of her on the ocean."[129]

Replying, Secretary Jones cautioned that it was doubtful whether the cannon for Independence could be sent north this autumn. If it were determined to send her to sea during winter, Bainbridge would receive timely notice, and a crew would be ordered to Charlestown. He would therefore proceed no further with her rigging and equipment.[130]

G. Repair and Outfitting: 1813-14

1. The Repair of "Constitution"

Constitution, on returning from her third wartime cruise during which she defeated Java, dropped anchored in the Charles River, abreast the navy yard, in the third week of February 1813. Commodore Bainbridge ordered her stripped. Lack of storehouses at the yard necessitated the hire of warehouse space for storage of rigging and sails. A greater source of regret was the "want of a wharf at the yard to bring her alongside for repair." He would be compelled to lay her to at a private wharf.

He was unable to report to the department, as yet, the extent of repairs required. But from what he had seen, she would need new beams, waterways, decks, ceilings, and knees. She wanted "new coppering as the present copper" had been with her for ten years, and her decks and beams were of that age. He suspected that the wales, timbers, and bottom planking were sound. She also required several spars, considerable rigging, and one "more suit of sails." The suit made at Washington was of inferior quality.[131]

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129. Bainbridge to Jones, September 19, 1814, NA, Captains' Letters, Microcopy M-125.

130. Jones to Bainbridge, September 30, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

131. Bainbridge to Jones, February 21, 1813, NA, Captains' Letters, Microcopy M-125.

Secretary Jones was understandably disappointed to learn of the extent of repairs required by Constitution, both because of the time factor and the expenditure involved.[132]

On March 14, Bainbridge informed the department that repair of Constitution had progressed. Carpenters were ripping up her gundecks and getting out new waterways. He had found it necessary to "put in nearly 2/3 of the Beams new, as they were exceedingly decayed." Indeed, the rot had progressed to the point where he was surprised that "the deck stood with them."

An examination of the berthdeck beams had shown them to be in good condition, and Bainbridge doubted whether any of them would have to be removed.

The spirketting and ceiling above and below were defective, and it was mandatory to remove all the beams out of all the decks. The ship, he believed, could be greatly improved by "spreading and raising" her gundecks, but he hestitated to do so, "because of a desire to only remove and replace defective timbers." He would, however, do everything possible to make "her a sound and good ship."

At this season of the year, he complained, the weather was much against the carpenters working with alacrity. He would do his best to expedite Constitution's repair. Another problem was the difficulty of securing southern pine for her decks. In his opinion, no other pine ought to be put into a warship's decks. He had learned that there were 600 tons of Georgia pine at New Bedford, which might be purchased at a fair price.[133]

The secretary, for some unexplained reason, failed to answer Bainbridge's letter.

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132. Jones to Bainbridge, March 8, 1813, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

133. Bainbridge to Jones, March 14, 1813, NA, Captains' Letters, Microcopy M-125.

Bainbridge informed the department that, as of May 3, the beams for Constitution's gundeck had not been received. Consequently, repairs had been delayed. Castigating the system, he wrote, "how desirable" it would be to have "the principal materials for repairing our ships always on hand at the respective Navy Yards." Had this been the situation, Constitution would have been "completely ready for sea" this month.[134]

The repair of the frigate, except for "trifling jobs," was completed by the carpenters and joiners by June 23, the day her new commander, Captain Charles Stewart, reached Charlestown from Philadelphia. She would be heaved out and recoppered, as soon as arrangement could be made for a wharf.[135]

2. The Building of the Sloops "Frolic" and "Wasp"

Contracts had been entered into by Agent Binney for construction of two 18-gun sloops in Massachusetts. William Cross and Orlando B. Merrill of Newburyport, on the Merrimack River, would build one and Josiah Barker of Charlestown the other. Commandant Bainbridge, on being notified that they were to be named Wasp and Frolic, determined that the Cross and Merrill vessel would be called Wasp and the Barker craft Frolic.[136]

On September 11, 1813, Frolic was launched from a nearby yard in Charlestown and towed to the yard to be outfitted.[137] It took the better part of six months to ready her for sea and to recruit a crew. On February 18, 1814, Frolic (Master Commandant Stephen Bainbridge commanding) put to sea. She passed to the east of Bermuda, and

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134. Bainbridge to Jones, May 3, 1813, NA, Captains' Letters, Microcopy M-125.

135. Bainbridge to Jones, June 23, 1814, NA, Captains' Letters, Microcopy M-125.

136. Bainbridge to Jones, September 3, 1813, NA, Captains' Letters, Microcopy M-125.

137. Bainbridge to Jones, September 11, 1813, NA, Captains' Letters, Microcopy M-125.

entered the Gulf of Mexico through the Windward Passage. After cruising off the mouth of the Mississippi, Mobile, and Pensacola Bays, Captain Bainbridge conned a course back toward the Atlantic. On April 20 Frolic was intercepted in the Florida Straits by His Majesty's frigate Orpheus and armed schooner Shelburn and, following a brisk engagement, was captured.[138]

H. The July 29, 1814, Windstorm

A violent wind storm on July 29 demolished the shiphouse from which Independence had been launched four weeks before. Commandant Bainbridge would salvage the ironwork and some of the framing and boards. These would be stored for construction of a new shiphouse, when deemed appropriate.

It, however, had more than paid for itself, and he would regret to see another ship built without one.[139]

On the last day of July, Bainbridge asked the department for authority to employ the shattered planking for making the "front of a wharf in front of the new stores and Blacksmith Shop, which being fitted up with mud would add an extensive and very useful ground to the Navy Yard, and contribute much against the accident of fire to these useful buildings." To accomplish this, he needed a $2,000 allotment.[140]

Bainbridge was authorized "to convert the fractured materials . . . into the front" for a wharf, provided the expense did not exceed the figure cited.[141]

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138. Bainbridge to Jones, February 16 and June 3, 1814, NA, Commanders' Letters, Microcopy M-147. Before her encounter with Orpheus, Frolic had captured two British merchantmen and had sunk a Cartagenian privateer.

139. Bainbridge to Jones, July 29, 1814, NA, Captains' Letters, Microcopy M-125.

140. Bainbridge to Jones, July 31, 1814, NA, Captains' Letters, Microcopy M-125.

141. Jones to Bainbridge, August 15, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

I. Defending the Navy Yard

1. The April 3, 1814 Alarm

Constitution, having been repaired and refitted at the navy yard, put to sea under Captain Stewart for her fourth wartime cruise on December 30, 1813. Although Boston Harbor was blockaded by a British squadron of seven ships, Constitution gave them the slip. During the next three months, she captured the schooner Picton of 14 guns and three merchantmen. On April 3 she was forced to seek refuge at Marblehead, when pursued by two of Her Majesty's frigates. Catching the British napping, Captain Stewart, slipped into Salem Harbor at the first flood tide. Several days later, Constitution returned to Boston Harbor, where she was blockaded for the next eight and one-half months.

When news reached Boston that Constitution had taken refuge at Marblehead, the New England Guards, a Boston militia company, volunteered to march to the point of danger. The company rendezvoused at their armory at 7 P.M., on April 13, and started for Marblehead. Reaching Charlestown, they halted on the Salem pike in front of the commandant's quarters. Commodore Bainbridge told the New England Guards that he would march from the yard at 1 A.M. with the sailors and Marines and artillery. He requested the Guards to proceed. They again fell in and marched on, but were soon overtaken by a courier. He ordered them to return to the yard and take charge of the heavy ordnance. On reaching the commandant's quarters, Bainbridge directed the Guards to march to the gun house on the Common, where, much to their embarrassment, they learned they had left the armory without ammunition. On their arrival, the horses not being harnessed, the Guards were dismissed for refreshments. By 11 P.M., when they were again mustered, word had been received that Constitution was safe in Salem Harbor. The Guards then returned to their armory and were dismissed.[142]

142. Preble, "History of the Boston Navy Yard," NA, RG 45, pp. 96-7.

2. Protecting the Launching of "Independence"

On April 19 the Boston selectmen, taking cognizance of the alarm caused by reports of British warships cruising the coast, held a public meeting. A memorial was presented by a captain of one of the militia companies, calling attention to the defenseless condition of the harbor. Whereupon, the selectmen notified Massachusetts Adjutant General John Brooks that they would cocperate in placing the city "in a respectable situation which may discourage any attempt from the enemy and give a proper degree of confidence to their fellow citizens."[143]

General Brooks at this time announced that if the British attacked by day, two guns would be fired in quick succession and a red flag hoisted in the navy yard; and if by night, three guns would be discharged, two lanterns hoisted at the navy yard, and the church bells tolled for 30 minutes.

Rumors and reports concerning the movements of His Majesty's Ships in Massachusetts Bay kept the Bostonians and their neighbors in an uproar. In June the General Court authorized the treasurer to borrow up to one million dollars to be expended under direction of Governor Caleb Strong for defense of the state.

As the navy yard was much exposed, Commandant Bainbridge feared that a British landing force might slip ashore and burn the 74 before it was launched. When enemy ships appeared off the harbor in June, Bainbridge contacted Adjutant General Brooks. He warned that the hostile force off-shore had been reinforced. Knowing their "character of enterprise," he believed an attack likely, "unless some measures of defence are speedily adopted to prevent it." With the foe at their threshold and the interests of both the national and state governments in jeopardy, Bainbridge trusted "it will not be a question which of them shall repel the assault." If the British entered the harbor with the object of destroying the navy yard, "the resistance which most assuredly will be made must endanger Boston and Charlestown."[144]

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143. Selectmen to Brooks, April 19, 1814, found in ibid., pp. 97-8.

144. Bainbridge to Brooks, June 12, 1814, found in Dearborn, William Bainbridge, pp. 190-91.

The next day, the 13th, Bainbridge recommended to General Brooks that: (a) all the militia in the area be alerted to hold themselves prepared to act when the alarm sounded; (b) two pieces of artillery be posted on the yard side of the Chelsea Bridge to give the alarm and to repel the enemy, if he advanced from that direction; and (c) vedettes be stationed beyond the Chelsea Meeting House, to watch for the approach of the British.

The assistance of 500 to 600 militia, Bainbridge believed, would be vital in protecting the public stores and warships.[145]

Adjutant General Brooks accordingly ordered the New England Guards (Captain George Sullivan commanding) to take position at the navy yard.[146]

The Guards, on the afternoon of June 13, were mustered and, with their two 6-pounders and baggage wagon, marched to Charlestown. At 8 P.M. the 61 officers and men of the Guards camped on the rise above the magazine. Two 18-pounders and the Guards' two 6-pounders were emplaced to command the Chelsea Bridge. Sentries were posted and the Guards retired for the night.

Next morning Captain Sullivan turned his men to throwing up breastworks. The day closed with a "sham battle." A similar schedule was followed on subsequent days. On Sunday, the 19th, the breastworks were completed and dubbed, "The Guards' Fort." Then, under the cover of darkness on the night of the 20th, a small boat party of sailors and Marines from H. M. S. Nymphe slipped into the harbor and burned a sloop within a mile of the navy yard. This underscored the Americans' unpreparedness. The Guards remained on duty at the yard until June 22, the day after Independence was launched.[147]

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145. Bainbridge to Brooks, June 13, 1814, found in ibid, pp. 191-92.

146. General Orders, Master Adjutant General, June 13, 1814, found in Preble, "History of the Boston Navy Yard," NA, RG 45, pp. 99-100.

147. Preble, "History of the Boston Navy Yard," NA, RG 45, pp. 100-01; Henry E. Napier, New England Blockaded in 1814. . . . (Salem, 1939), pp. XIII, 28, 70-1.

On the 23d when Commandant Bainbridge notified the department that Independence had been launched, he reported that the appearance of British warships in the bay had created great alarm. With few troops posted in the forts, there was fear that the foe might take advantage of the situation to destroy the ships and public property. He hoped that a detachment of Marines will be rushed from New York to some other point farther south for duty aboard Independence.[148]

Replying, Secretary of the Navy Jones had bad news for Bainbridge. Although he would be pleased to order the Marine detachment reinforced, this was impossible until more men had been recruited. At the moment, all stations was so understrength that they could "scarcely afford the necessary centinels."[149]

Thrown on his own resources, Commandant Bainbridge saw that two more small earthen batteries were thrown up near "The Guards' Fort." A palisade was placed across the wharf, and several heavy cannon positioned to command the entrance to the yard from Water Street. Cannon were also mounted to rake the Mystic estuary. Sentinels were posted at key points.[150]

3. Bainbridge's Defense Plans Are Challenged

During the first week of July, a Marine Committee representing Governor Strong and the Town Council called on Bainbridge. Their spokesman suggested that he remove Constitution and Independence from the navy yard and anchor them below Forts Warren and Independence. He declined, telling the committee that he had positioned his force according to his best judgment, and would not act on a suggestion he believed unsound. If the ships were removed as proposed,

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148. Bainbridge to Jones, June 23, 1814, NA, Captains' Letters, Microcopy M-125.

149. Jones to Bainbridge, June 30, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

150. Preble, "History of the Boston Navy Yard," NA, RG 45, p. 101.

they and the forts would be unable to cooperate for their common defense. While exposed to a hostile bombardment, the ships would mask the fire of the forts.

The committee argued that if the United States ships remained where they were, they would draw the fire of the foe onto Boston and Charlestown, involving "them in the ruin of the National property." Bainbridge, angered, retorted that his government had entrusted him with an important command, and "no temporizing expedients would induce him to alter the system of defence which he had planned." The committee then asked, What if the people of Boston refused to participate in the defense, because of his refusal to move the ships?

Bainbridge answered, if the Bostonians refused to "defend their houses and property, they would have themselves alone to blame." The public property, he continued, did not belong to the Madison administration but to the Nation, and it was a source of regret that a small proportion of the "citizens should, in manifesting a hostility to the one, given evidence of a want of proper zeal in the duty to the other."

He, as a naval officer, "would do all that was incumbent upon him" to defend his command.[151]

It was proposed by some of the local authorities to obstruct the entrance to the harbor by sinking block ships. As this would restrict the movement of the warships and close the port, it was opposed by Commodore Bainbridge.[152]

Secretary of the Navy Jones stood behind Bainbridge, although the question involved "considerations of some delicacy in respect to the constitutional powers of the general government and those retained by the

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151. Bainbridge to Jones, July 6, 1814, NA, Captains' Letters, Microcopy M-125.

152. Bainbridge to Jones, July 7, 1814, NA, Captains' Letters, Microcopy M-125.

states." He found it difficult to "imagine a case so absurd as the right of a state, much less a corporate body, to block up a harbour of the United States in which their Naval Arsenals are established, and their fleets prepared to seek the enemy."[153]

The capture of Washington and burning of many public buildings by a British flying column, on August 24, and the occupation of the District of Maine as far south as the Penobscot, stoked the fears of a raid. Two meetings were called in many New England seaboard communities to rally support for the common defense. Commandant Bainbridge urged the Bostonians to fortify Noddles Island; to erect temporary breastworks, each armed with four or six 18-pounders, on North End, Long, and May's wharves; to emplace a few cannon on Dorchester Heights and Flats and three 18-pounders on Long Island Head; to post vedettes in Chelsea Woods and Heights and on Nantucket Heights; and to throw up redoubts on the Neck, West End of Chelsea, and at Malden Bridge. These defenses, along with arrangements to destroy the bridges on the approach of the foe, would, in his opinion, provide ample security against a British column similar to the one which had captured the Nation's capital.[154]

Bainbridge borrowed six 32-pounders from the state which he sent aboard Independence, with five 24-pounders from Constitution and the gunboats' cannon. He also sought to enlist about 150 seamen for two-months' service aboard the big ship-of-the-line.

In event of attack, he, with assistance of Constitution, would be able to make a good defense "against any attempts the enemy may make on our public vessels here," or on the navy yard.[155]

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153. Jones to Bainbridge, July 16, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

154. Bainbridge to Jones, September 3, 1814, Captains' Letters, Microcopy M-125.

155. Bainbridge to Jones, September 6, 1814, NA, Captains' Letters, Microcopy M-125.

The plan to close the entrance to Boston Harbor again surfaced. When asked about it, by the department, Bainbridge cautioned that the temper of the populous was such that an attempt to prevent the sinking of the hulks would "have no other tendency than irritation, and that kind of collision, which at present for the common defence, it is best to avoid."[156]

Meanwhile, Secretary Jones had approved the measures Bainbridge had taken for defense of the warships and navy yard.[157]

On September 27, Commandant Bainbridge informed Major General Henry Dearborn, the Army officer charged with defense of the Northeastern Military District, that nothing could induce him to move his ships in their present condition. They had been moored where his "talents and cool reflection" dictated.

As for the hulks, he was of the opinion that they would constitute a considerable obstacle "to enterprise," while their present number is "not sufficient to block up the channel." Even if enough were sunk, the British still might break through the barrier, and his ships "fall a sacrifice without annoying the enemy beyond a few minutes firing." If they were laid alongside the foe, the harbor batteries would have to cease fire, "or the horrid spectacle ensue of American forts raking their own vessels."

Bainbridge assured General Dearborn that he felt "every disposition to aid in the defence not only of the public, but the private property in the harbour and town of Boston, and will cordially co-operate in all measures wherein a sacrifice of my own opinion & reputation is not required; but when that is the condition, I would sacrifice life ten thousands times sooner than yield."

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156. Bainbridge to Jones, September 13, 1814, NA, Captains' Letters, Microcopy M-125.

157. Jones to Bainbridge, September 13, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Constitution was presently short 50 sailors, he pointed out, while aboard Independence there were 215 sailors, including 34 blacks, 15 boys, and 20 men in sick bay.[158]

Bainbridge deemed the navy yard and 74 at Charlestown to be as valuable to the United States as those at Portsmouth, and more vulnerable to attack from the sea. At Portsmouth, Commandant Hull had between 400 and 500 sailors, while at Charlestown there were about 170.[159]

The militia was called out, redoubts and breastworks thrown up, and hulks moored in the channel ready to be scuttled on the approach of the foe. No attack, however, was forthcoming, and the British warships soon disappeared from Massachusetts Bay.

4. Bainbridge Proposes to Take the Offensive

Relieved from apprehension for security of the navy yard and the 74, Commandant Bainbridge urged the carpenters to complete Independence, as soon as practicable. On October 22 he wrote Secretary Jones that he was "anxious to get to sea" this winter, to establish the fact that we are able successfully to fight Great Britain "in other classes of vessels besides those of frigates and sloops-of-war." To do so, however, he would have to have the ship's armament and more sailors. The latter, with the lakes about to freeze over, could be sent to Boston from Chauncey's and Macdonough's squadrons. It would, if these needs were satisfied, involve only slight additional expenses in getting Independence to sea.

Bainbridge suggested that Independence, accompanied by a frigate and a tender, be ordered to cruise the China Seas. British trade in that area was "immensely valuable," while he might encounter a "small

158. Bainbridge to Dearborn, September 27, 1814, NA, Captains' Letters, Microcopy M-125.

159. Bainbridge to Jones, October 1, 1814, NA, Captains' Letters, Microcopy M-125.

Squadron of the Enemy such as would not exceed in strength that under my own command."[160]

The Navy Department, although it sympathized with Bainbridge's plan, was unable to make arrangements for land transportation from Washington of the big 74's guns during the autumn. Because of British control of the ocean off the American coast, it was considered too dangerous to send them by sea.

J. Bainbridge's Last Months as Commandant

1. He Urges that "Independence" be Sent to Sea

On January 6, 1815, Bainbridge, not knowing that peace had been agreed upon at Ghent, 13 days before, again broached the subject. Writing Benjamin W. Crowninshield, who had replaced Jones as Secretary of the Navy, Bainbridge reiterated, if the guns were sent from Washington and a crew from the lakes, Independence could be quickly readied for sea.

"Do you not think," he inquired, that Independence, Congress, and "one of our sloops of war could make an admirable cruise in the East Indies." If permitted, he would "flatter" himself "on taking a British Admiral's flag and doing an immensity of damage to British commerce in those seas."[161]

Secretary Crowninshield was compelled to reject Bainbridge's proposal, because the critical situation on Lake Ontario forbade "weakening the force on that station." Instead, it called for reinforcements. This, however, would not preclude his opening a recruiting rendezvous in Albany, if he believed it would be successful.[162]

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160. Bainbridge to Jones, October 22, 1814, NA, Captains' Letters, Microcopy M-125.

161. Bainbridge to Crowninshield, January 6, 1815, NA, Captains' Letters, Microcopy M-125. Jones had resigned as Secretary of the Navy on December 2, 1814. Chief Clerk Benjamin Homans served as acting secretary from then until January 16, when Crowninshield took office.

162. Crowninshield to Bainbridge, January 19, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

A British squadron, in the autumn of 1814, had seized the initiative on Lake Ontario. Until late November, when the lake froze over, His Majesty's ships assisted the King's soldiers on the Niagara frontier. To regain control of the lake, the Americans in January 1815 began building two ships-of-the-line, one at Sacketts Harbor and the other farther up the bay.

On February 16, Secretary Crowninshield ordered Bainbridge to prepare Independence for sea, with all possible dispatch. Her armament would be sent as soon as the British blockade was raised and the sea lanes were open.

The secretary was certain that the Treaty of Ghent would be promptly ratified by the Senate. Hostilities were to cease 12 days after the exchange of ratification. British Charge' de Affairs Anthony S. Baker would communicate this news to the Boston Navy and Army commanders.[163]

Bainbridge at the same time was writing the department. He wished to know whether Independence was likely to be sent to sea in 1815.

Presuming that the government would order a force to the Mediterranean to protect the Nation's shipping against depredations by the "Algerine pirates," he urged that Independence be sent with the squadron. Showing a ship-of-the-line to the Barbary powers would "convince them that our naval power has increased since our war with Tripoli."[164]

2. Outfitting "Independence" for War Against Algiers

On receipt of the secretary's February 16 letter, Bainbridge notified the department that Independence would require 250

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163. Crowninshield to Bainbridge, February 16, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

164. Bainbridge to Crowninshield, February 20, 1815, NA, Captains' Letters, Microcopy M-125.

tons of kentledge for ballast, of which there was only about 70 tons at the navy yard. He doubted whether another 20 tons could be collected in Boston and Salem. As the equipment of the ship for sea could not continue until the prerequisite ballast was on hand, he urged the department to order a shipment rushed from a southern port. He also wished spars and topmasts of southern pine.[165]

Kentledge, the secretary assured Bainbridge, would be shipped from New York or Washington, while Commandant Cassin at Norfolk would send the requested spars and topmasts.[166]

Bainbridge cancelled the call for kentledge, when Agent Binney purchased the requisite tonnage locally.[167]

On March 2, Congress declared war on Algiers. Eleven days later, Secretary Crowninshield ordered Commodore Bainbridge to ready Independence for sea. She was to "proceed to the Mediterranean with all possible dispatch and everything necessary for her armament & equipment will be furnished in due time."[168]

The medium weight 32-pounders rushed to Lake Ontario the previous autumn could not be transferred to Boston at this season, the department informed Bainbridge. Moreover, the expense involved would double the value of the guns. The 32-pounder carronades for Independence were now awaiting shipment at Baltimore and Washington, along with the fifty-one hundredweight guns for her second deck battery.[169]

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165. Bainbridge to Crowninshield, February 25, 1815, NA, Captains' Letters, Microcopy M-125.

166. Crowninshield to Bainbridge, March 2, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

167. Bainbridge to Crowninshield, March 20, 1815, NA, Captains' Letters, Microcopy M-125.

168. Crowninshield to Bainbridge, March 13, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

169. Crowninshield to Bainbridge, March 18, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Agent Binney was notified that the powder for Independence had been purchased in Baltimore at 43 cents per pound and would be shipped to Boston at an early date.[170]

In February the officers and men from the Sacketts Harbor station were transferred to Boston, and on their arrival would report to Bainbridge. He was to detail as many as necessary to Independence.[171]

Satisfied that the Great Lakes contingent would not provide a full complement for the ship-of-the-line, Bainbridge sent Lieutenant W.A. Spencer to open a rendezvous in New York City. During the first 48 hours he failed to recruit any sailors. Spencer complained that he could not compete with the recruiting officers from Washington and United States, who had been authorized by their captains to offer a 20-dollar bounty and three months' pay in advance.[172]

Relaying this information to the department, Commodore Bainbridge asked authority to give bounties to men enlisting for service aboard Independence. This had become critical as he now feared that he would not obtain a full crew from the lakes.[173]

Secretary Crowninshield was sympathetic, and Bainbridge was granted authority to have his recruiters give the same bounty as that paid to those being enlisted for any United States' vessel.[174]

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170. Crowninshield to Binney, April 5, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

171. Crowninshield to Bainbridge, February 25, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

172. Spencer to Bainbridge, April 5, 1815, NA, Captains' Letters, Microcopy M-125.

173. Bainbridge to Crowninshield, April 8, 1815, NA, Captains' Letters, Microcopy M-125.

174. Crowninshield to Bainbridge, April 15, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

On April 18, outfitting the Independence had proceeded to the point where she cast off from the navy yard wharf. She was hauled into the harbor and anchored off the Boston waterfront. Informing the department of this, Bainbridge noted that if he were not "disappointed in receiving" his men and guns, he would soon have his ship ready for sea.

Lynx had finally arrived from Chesapeake Bay with 12 long 32-pounders and carronades.[175]

3. The Board of Navy Commissioners Is Established

Congress, in the meantime, had enacted legislation establishing a Board of Navy Commissioners. The board was to consist of three senior naval officers, none of whom should rank lower than captain, who were to be attached to the office of the Secretary of the Navy. Under the secretary's direction, the board was to "discharge all the ministerial duties" of the department. The commissioners were authorized: to name a secretary to keep records of their proceedings; to prepare such regulations and rules, as will be necessary for securing a "uniformity in the several classes of vessels and their equipment, and for repairing and refitting them;" and at the secretary's request to report to him on estimates of expenditures and such other matters as he might deem necessary.

On June 15, 1815, the board issued a circular order that all correspondence with the Navy Department relating to matters within its province be addressed directly to it.

The initial appointees to the board were Captains John Rodgers, Isaac Hull, and David Porter. Hereinafter, the board, rather than the secretary, would oversee operations at the navy yards.

4. Bainbridge's Squadron Sails for the Mediterranean

On May 6, the commissioners notified Bainbridge that the brig Enterprise had been ordered from New York to Boston. On arrival

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175. Bainbridge to Crowninshield, April 17, 1815, NA, Captains' Letters, Microcopy M-125.

she was to be converted into a bomb ketch for service in the Mediterranean. She would bring with her from New York one 13-inch mortar and 200 shells. Should Enterprise not be ready to sail with his squadron, she would follow.[176]

Five weeks later, in mid-June, the board provided Bainbridge with additional guidance for readying his squadron. Lynx would be outfitted and join his command as a dispatch vessel.

The crew of Prometheus was to be sent aboard Lynx, if she were short handed, and their place taken by sailors from Constitution, who had three or more months remaining on their enlistments. Enough men were to be retained on Constitution to "dismantel her."[177]

Alert would load these supplies at the navy yard for the squadron:

750 barrels of pork
100 barrels of molasses
25 barrels of butter
250 barrels of peas
100 boxes of spermaceti candles
2 bower anchors of 74s
3 bower anchors for frigates
3 bower anchors for sloops
5 anchors for brigs and schooners
300 assorted blocks
300 oars from 14 to 24 feet
50 bolts Russian canvas
50 bolts light canvas

It was desirable that Alert accompany Independence.[178]

In addition to Bainbridge's vessels, a second squadron commanded by Commodore Decatur was being fitted out in New York Harbor.

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176. Rodgers to Bainbridge, May 6, 1815, NA, RG 45, Letters Sent, BNC.

177. Rodgers to Bainbridge, June 15 and 16, 1815, NA, RG 45, Letters Sent, BNC.

178. Rodgers to Bainbridge, June 15, 1815, NA, RG 45, Letters Sent, BNC.

Decatur's squadron (the frigates Guerrière, Constellation, and Macedonian; the sloops Epervier and Ontario; the brigs Firefly, Flambeau, and Spark; and the schooners Spitfire and Torch) sailed on May 20 for the Mediterranean and reached Gibraltar in 24 days. This was six weeks ahead of Bainbridge, and resulted from the deliberate diversion of supplies earmarked for Bainbridge to Decatur's squadron. This was sanctioned by Secretary of the Navy Crowninshield. Once Bainbridge learned that he had been doublecrossed, his fury was unbounded.[179]

As senior officer, Bainbridge would command both squadrons in a campaign aimed at bringing the Algerines to terms.

By July 2, preparations were completed and Commodore Bainbridge turned over command of the yard to Lieutenant Richard Winter. With Independence flying Bainbridge's broad pennant, the squadron sailed for the Mediterranean. In addition to the powerful 74, the first United States ship-of-the-line to put to sea, the squadron included the sloop Erie, the brig Chippewa, and the schooner Lynx. United States and Enterprise were to follow as soon as they were ready. Alert would accompany United States.[180]

5. "Gunboats Nos. 81" and "83" Are Placed in Ordinary

The war with Great Britain ended, Secretary Crowninshield ordered the New Bedford gunboats laid up, and their armament and crews transferred to the Charlestown Navy Yard.[181]

Three weeks later, on March 9, Bainbridge was directed to "dismantle" all the gunboats under his command, except the two "best," which would be retained for occasional service with crews sufficient to

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179. Bainbridge to Crowninshield, June 25, 1815, NA, Captains' Letters, Microcopy M-125; Long to Bearss, June 16, 1977.

180. Bainbridge to Crowninshield, July 2, 1815, NA, Captains' Letters, Microcopy M-125.

181. Crowninshield to Bainbridge, February 16, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

navigate them. The armament, equipment, and stores from those dismantled would be delivered to the naval storekeeper. The gunboats were to be carefully laid up in ordinary at the navy yard in the most "convenient and suitable place for their preservation."[182]

By March 30, Gunboats Nos. 81 and 83 were laid up at the navy yard. All articles belonging to them had been handled as directed.[183]

K. The Marines Have Their Problems

1. Nine Months and Four Commanders

The Marine barracks received a new commanding officer in December 1811, when Lieutenant Brooks was ordered to Norfolk to take charge of the Marine detachment aboard Congress. He was Captain Caldwell, who had commanded the barracks when they were housed in a frame building.

Soon after returning to Charlestown, Caldwell called for an allotment to fund purchase of lumber for building bunks and materials to complete the squadrooms. Marine Corps Commandant Wharton approved the former, as the bunks were urgently needed. He could not, however, sanction the request for money to finance the latter project.[184]

Captain Caldwell died in early March 1812. Learning of his death, Colonel Wharton named Lieutenant Charles L. Hanna, who commanded John Adams' Marine detachment, as his replacement. The rolls for February and other necessary reports were to be collected by Hanna and forwarded.[185]

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182. Crowninshield to Bainbridge, March 9, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

183. Bainbridge to Crowninshield, March 30, 1815, NA, Captains' Letters, Microcopy M-125.

184. Wharton to Caldwell, February 17, 1812, NA, RG 127, Letters Sent.

185. Wharton to Hanna, March 20, 1812, NA, RG 127, Letters Sent.

Caldwell's widow was allowed to occupy her late husband's quarters until she could find lodging off post.

In early April, Lieutenant Hanna was introduced to Commodore Bainbridge, the yard's new commandant. While in charge of the barracks, Hanna continued to command John Adams' Marines. Learning that John Adams had been repaired and was about to sail, Colonel Wharton notified Hanna that if she departed before the newly assigned barracks commander, Captain Archibald Henderson, reported, he was to accompany his detachment. He would leave his senior sergeant - James McKim - in charge of the barracks.[186]

On July 1, Lieutenant Hanna turned over to Sergeant McKim command of the barracks in accordance with orders from Captain Charles Ludlow, U.S.N., and reported for duty aboard John Adams, with the members of the guard detachment.[187]

Captain Henderson was at sea commanding Constitution's Marines, so orders were issued for Lieutenant James Broom to proceed to Charlestown and take charge of the barracks.[188] On relieving Sergeant McKim, Lieutenant Broom found a number of items needing attention. His letter(s) calling these to Colonel Wharton's attention has been lost.

On August 8, Commandant Wharton authorized Lieutenant Broom to call upon Agent Binney for items deemed necessary for the "public good, & allowed by Law or Custom." This would enable him to remedy the injury to which the buildings were exposed by rain, and "at the same time have the men made comfortable by Sacks."

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186. Smith to Hanna, June 26, 1812, NA, RG 127, Letters Sent.

187. Hanna to Wharton, July 1, 1812, NA, RG 127, Letters Received.

188. Smith to McKim, July 21, 1812, NA, RG 127, Letters Sent.

The bunks, although temporary, must remain, while the bed sacks could be secured from the contractor.[189]

In August Lieutenant Broom receipted for 25 stands-of-arms. They were of smaller caliber than the other muskets on hand.[190]

2. Captain Henderson As Barracks Commander

Commandant Wharton, learning that Constitution had returned to Boston from her cruise in which she defeated and destroyed Guerriere, notified Captain Henderson that he was to take command of the barracks. Broom would be his executive officer. To keep him from becoming involved in difficulties with the yard's aggressive commandant, Colonel Wharton cautioned Henderson that the Marine guard and its officers had been "put under the orders of Commodore Bainbridge."[191]

Lieutenant Broom was detailed to recruit personnel to fill vacant billets in Constitution's and Chesapeake's Marine detachments. Commandant Wharton suggested that recruits might be found at Salem. Others would be sent by Captain John Hall from New York.[192]

To accomplish this mission, Lieutenant Broom opened a recruiting rendezvous in Boston. Henderson soon lost Broom, when orders were received to send him, two sergeants, two corporals, two musics, and 40 privates aboard Chesapeake.[193]

Besides providing recruits, Captain Henderson was to supply clothing, etc., for the detachments assigned to the Boston squadron.

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189. Wharton to Broom, August 8 and 19, 1812, NA, RG 127, Letters Sent.

190. Broom to Wharton, August 6, 1812, NA, RG 127, Letters Received.

191. Wharton to Henderson, September 7, 1812, NA, RG 127, Letters Sent.

192. Wharton to Broom, September 10, 1812, NA, RG 127, Letters Sent.

193. Wharton to Henderson, September 24, 1812, NA, RG 127, Letters Sent.

The small arms, accoutrements, etc., were to be placed "in order before sailing." In short, he was to give "no cause of censure in their outfits for active & long Service."[194]

Henderson was disappointed to learn that it would be impossible to supply the subject detachments with clothing from the local contractor or New York, as they "could only comply with requisitions." To date he had received from New York 22 caps without plumes and plates, 40 uniform coats, 100 pair linen pantaloons, 75 shirts, 45 stocks, 100 pairs of shoes, and 50 blankets.

There was also a critical shortage of arms and accoutrements, there being scarcely enough muskets for the guard. Among the accoutrements needed were bayonet belts, plates, and scabbards.[195]

In mid-November Captain Henderson was called to Washington. During his absence, Lieutenant Robert Mosby commanded the barracks. On January 9, 1813, Henderson was ordered to return to Charlestown and resume command of the Marine guard. His presence there was necessary to insure that the detachments aboard the frigates, recently arrived in Boston Harbor, were "clothed immediately."[196]

Henderson, on reaching the navy yard, found a deficiency of clothing. On checking the headquarters files, Commandant Wharton was unable to find any recent returns from the barracks. It was impossible, he chided, to forward supplies to stations if he were unacquainted with their needs.[197]

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194. Wharton to Henderson, September 29, 1812, NA, RG 127, Letters Sent.

195. Henderson to Wharton, September 29, 1812, NA, RG 127, Letters Sent.

196. Wharton to Henderson, January 10, 1813, NA, RG 127, Letters Sent.

197. Wharton to Henderson, February 11, 1813, NA, RG 127, Letters Sent.

When Constitution was laid up for repairs, upon her return from her third wartime cruise, her Marine detachment was ordered to the barracks. To supply the men at the barracks and the detachments aboard ship, Captain Henderson was to ascertain from Naval Agent Binney the cost of manufacturing in Boston and delivering to the barracks these items: 200 uniform caps, bands, and plumes, no eagles; 200 leather stocks, no clasps; 200 uniform coats; 800 pair of shoes; 200 pair of gaiters; 200 blankets; 30 watch coats; 400 pair half hose; 200 fatigue jackets; 200 pair fatigue trousers; 200 fatigue caps; 10 pair shoulder knots; and 200 knapsacks.[198]

Henderson's reply is one of the many letters received by the Commandant for this period which is missing from the files. After receiving it, Colonel Wharton directed Agent Binney to contract for delivery of 150 uniform coats, 150 pair black gaiters, 30 watch coats, 150 fatigue jackets, 150 fatigue trousers, 150 uniform caps with bands and plumes, 150 leather stocks, 150 knapsacks, 10 pair shoulder knots, 300 pair half hose or woolen socks, 600 pair of shoes, 600 shirts, 150 blankets, 300 linen overalls, 150 leather fatigue caps, and 150 brushes and prickers, to be delivered to the Charlestown barracks, on or before September 1. If favorable terms could be secured, additional purchases would be forthcoming.[199]

Accoutrements would be purchased to alleviate the shortage. Colonel Wharton, however, needed to know the terms for 75 to 100 sets similar to those issued by the Corps. It would not be so easy to remedy the small arms deficiency, unless those taken by Java were available and of the same patterns as the Marines'.[200]

Upon receipt of Henderson's reply, which has been lost, Commandant Wharton authorized purchase of 100 sets of accoutrements at $2.50 each.[201]

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198. Wharton to Henderson, March 7, 1813, NA, RG 127, Letters Sent.

199. Wharton to Binney, March 25, 1813, NA, RG 127, Letters Sent.

200. Wharton to Anderson, April 29, 1813, NA, RG 127, Letters Sent.

201. Wharton to Henderson, June 16, 1813, NA, RG 127, Letters Sent.

3. Recruiting Difficulties Vex Lieutenant Anderson

On August 11, 1813, Lieutenant William Anderson was ordered to close the Baltimore recruiting rendezvous and relieve Captain Henderson as commanding officer of the Charlestown barracks. Henderson would then assume command of Constitution's Marine detachment.[202]

Lieutenant Anderson, upon reaching the barracks on September 9, was confronted by recruiting problems. It was difficult to compete with the Army, especially since Congress had increased the pay of that service's privates to eight dollars per month, which was three dollars more per month than that allowed Marine volunteers. To attract attention to his recruiters, Anderson called upon headquarters to authorize hire of a drummer and a music. Although admitting there was merit in the request, Commandant Wharton lacked authority to do so. In the near future, he hoped to detail several musics to the barracks. Agent Binney had been directed to supply the guard with 50 uniform coats and 100 blankets.[203]

Agent Binney could supply only 30 blankets, which was all that could be secured in Boston of the proper quality. As Constitution expected to sail on the "first fair wind," Anderson ordered, through the agent, pantaloons for her detachment.[204]

To provide a guard for the Portsmouth Navy Yard, Lieutenant Anderson was to detail a sergeant, corporal, and 12 privates. The sergeant, as he must be relied upon, was to be detached from the barracks.[205] A recruiting party was to be organized to secure men for

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202. Wharton to Henderson, August 12, 1813, NA, RG 127, Letters Sent.

203. Wharton to Anderson, September 24, 1813, NA, RG 127, Letters Sent.

204. Anderson to Wharton, October 15, 1813, NA, RG 127, Letters Received.

205. Wharton to Anderson, October 7, 1813, NA, RG 127, Letters Sent.

the detachments to be placed aboard Wasp and Frolic, then outfitting for sea. Each detachment was to include one sergeant, two corporals, and 16 privates.[206]

By mid-October the Marines detailed to Portsmouth had packed their gear and departed. Considerable difficulty was experienced in securing personnel for duty aboard Wasp and Frolic. Although the first of December was at hand, only a corporal and eight privates had been sent aboard the former, while a similar number would soon be detailed to the latter. Unless Lieutenant Hanna at Portsmouth could enlist some people, Anderson feared he would be unable to fill up these detachments by the designated date.[207]

By late December the yard's detachment had shrunk to where it was insufficient to guard the public property. Frolic and Wasp each had only eight Marines, while Anderson had been unable to enlist any recruits locally.

Commodore Bainbridge accordingly asked that reinforcements for Anderson's detachment be ordered to Charlestown from New York or Philadelphia. At neither of those yards, he explained, was the public property so exposed.[208]

Secretary Jones regretted that there were not enough Marines to provide adequate detachments for Frolic and Wasp. As a long-term solution, he hoped to secure from Congress legislation raising the ceiling on the Corps' strength, and to attract recruits by authorizing an increase in pay and bounties. To flesh out the detachments, petty officers and seamen would be shipped as substitutes.[209]

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206. Wharton to Anderson, October 24, 1813, NA, RG 127, Letters Sent.

207. Anderson to Wharton, October 15 and December 2, 1813, NA, RG 127, Letters Received.

208. Bainbridge to Jones, December 24, 1813, NA, Captains' Letters, Microcopy M-125.

209. Jones to Bainbridge, February 7, 1814, NA, Captains' Letters, Microcopy M-125.

4. Bainbridge Fails to Get the Detachment Placed Under His Command

Commodore Bainbridge, like many naval officers, was unable to understand that the Marine detachments at navy yards were not subject to the Navy's rules and regulations. Before resuming command of the yard in March 1813, Bainbridge wrote the department in an effort to insure that his authority as commandant would be respected by the Marine detachment. This would prevent misconceptions on this point frequently taken advantage of by Marine officers assigned to navy yards to avoid subjecting their people to orders from naval officers.[210]

The law establishing the Marine Corps had provided that its personnel would take the:

> same oath, and shall be governed by the same rules and articles of war, as are prescribed for the military establishment of the United States, and by the rules for the regulation of the navy . . . according to the nature of the service in which they shall be employed.[211]

When stationed at shore installations, Marine officers, to escape the more severe discipline of naval officers, held that they were subject to the Army's rules and regulations.

This inherent problem surfaced within nine months. On the afternoon of December 14, Private Jonathan Frothingham, while stationed at the main gate, deserted his post. When he returned to the barracks, he was drunk. Commodore Bainbridge had the Marine arrested and held for punishment.

Writing the secretary for authority to convene a court martial, Bainbridge pointed out that the Marines on "the Station very frequently get intoxicated, and in consequence not only neglect their duty, but

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210. Bainbridge to Jones, March 14, 1813, Captains' Letters, Microcopy M-125.

211. Public Statutes at Large, Vol. 1, pp. 594-95.

expose the public property to be deprecated." The regulations which governed Marines stationed at navy yards by which they were not subject to corporal punishment, increased "their insubordination."

Bainbridge argued that Marines, while on duty at the navy yards, must be subjected to naval discipline.[212]

Commandant Wharton, on learning that Private Frothingham was in the brig, wrote Lieutenant Anderson that the subject had been referred to the secretary. He accordingly did not believe it proper for him to interfere. There had been a long-standing difference of opinion about the status of the navy yard detachments, and he trusted that it would be resolved.[213]

Before Bainbridge received an answer to his request to court martial Private Frothingham, there was another dereliction of duty by a Marine.

On the night of January 13, 1814, Private William Horell left his post at the southeast side of the wharf, where the 74 was being built, and went inside the shiphouse. There, he laid down and dropped off to sleep.

Once again, Bainbridge sat down and wrote the department, asking authority to court martial Horell. What especially troubled Bainbridge was that a British agent could take advantage of such a situation to burn the 74. In justice to himself, Bainbridge protested, the Marine detachment must be subject to his orders, precisely as it would be if assigned to a ship under subject to his command. If this could not be, the detachment should be transferred to a station where "public property cannot be so jeopardized by their neglect."

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212. Bainbridge to Jones, December 15, 1813, NA, Captains' Letters, Microcopy M-125.

213. Wharton to Anderson, December 26, 1813, NA, RG 127, Letters Sent.

Protesting that he had no malice against the Marine Corps, Bainbridge contended that the manner in which the detachments were posted and governed at navy yards was injurious to the service and "productive of insubordination in discipline." Repeated derelictions of duty in the months he had been in command of the yard had satisfied him of the need for a change.[214]

The secretary, on reviewing the subject, informed Bainbridge that, despite the arguments advanced, it was clearly illegal to place the Marine detachment under command of the navy yard commandants. The Marine Corps, he explained, and the regulations which governed it pre-dated the navy yards. Although Marines assigned to duty aboard warships were subject to naval command, when posted ashore they received their orders from the Corps' Commandant. Zeroing in on Bainbridge's argument favoring corporal punishment, Jones chided, "the best examples of discipline in the universe are to be found where corporal punishment is unknown." Corporal punishment brutalized but could not reform, and "its adoption in the service of a mild and humane people would display a strange dereliction of principal, when the most enlightened and able officers even in the British service, where the practise has had sanction of ages in its support, protest in the most solemn manner against its continuance."[215]

As the secretary had decided the Marine detachment was "distinct" from his command, Bainbridge presumed he would not be held "responsible to correct their inattention to vigilantly guarding the public property in this yard, particularly the seventy-four."[216]

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214. Bainbridge to Jones, January 19, 1814, NA, Captains' Letters Microcopy M-125.

215. Jones to Bainbridge, January 12, 1814, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

216. Bainbridge to Jones, January 19, 1814, NA, Captains' Letters, Microcopy M-125.

The secretary did not answer this letter which bordered on insubordination, and the subject was dropped. The problem, however, continued to plague the commandants until 1834, when legislation was enacted, providing that the Marine Corps was part of the Navy unless expressly detached for service with the Army.

In mid-May Colonel Wharton, replying to a letter from Lieutenant Anderson, which is missing from the files, noted that he was an advocate of solitary confinement for disciplinary problems. When the Washington barracks were rebuilt cells had been included. There were currently no funds to extend this program to the Charlestown barracks.[217]

5. The Barracks As a Quartermaster Depot

In early April 1814, Agent Binney, in accordance with instructions, contracted for: 100 uniform caps, with bands; 100 uniform coats; 100 stocks; 100 pair of gaiters; 300 shirts; 300 pair of shoes; 300 pair of linen coveralls; 150 leather fatigue caps; 150 3-point blankets; and 150 knapsacks, with the apron to be dark blue, and a 1-inch brown border.[218]

Agent Binney, in June, delivered to Lieutenant Anderson all the items ordered eight weeks before, except the 300 blankets. These would be ready, the manufacturer promised, in August.[219]

Anderson was promoted to captain in September. Soon thereafter, he notified headquarters that there was required for immediate use on the Boston station: 200 pair of shoes, 50 uniform coats, 50 caps, 50 plumes, 50 bands, 50 pair of gaiters, 300 pair of socks, 50 stocks, 200 fatigue jackets, 200 fatigue trousers, 100 plates, 100 belts, 400 shirts, 20 watch coats, and 200 blankets. On hand ready for issue at the barracks were:

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217. Wharton to Anderson, May 19, 1814, NA, RG 127, Letters Sent.

218. Wharton to Binney, April 10, 1814, NA, RG 127, Letters Sent.

219. Binney to Wharton, June 4, 1814, NA, RG 127, Letters Sent.

23 uniform caps, 27 plumes, 21 bands, 7 uniform coats, 2 music coats, 61 fatigue caps, 16 linen pantaloons, 28 stocks, 142 pair of shoes, 67 knapsacks, and several pair of gaiters.[220]

During the late summer, while British warships hovered off the coast and there were daily alarms, Captain Anderson and his Marines were assigned a key post in the Boston defenses.[221]

In the spring of 1815, Colonel Wharton was alerted by the Secretary of the Navy that Independence was being outfitted for sea. Captain Anderson was therefore directed to oversee the recruiting and organization of Independence's Marine detachment. As the Sacketts Harbor Marines had been ordered to Boston, quarters would be readied for them. Clothing would be stockpiled for issue to the Marines assigned to Bainbridge's squadron. Requisitions would be prepared and forwarded to headquarters, listing needed quartermaster and ordnance stores.[222]

On receipt of requisitions from Anderson, Colonel Wharton ordered these items through Agent Binney: 120 uniform caps, bands and tassels, with plumes, the plates to be sent from Philadelphia, where the die was kept; 120 uniform coats; 400 pair of linen coveralls; 400 linen shirts; 120 stocks; 500 pair of shoes; 120 blankets; 120 knapsacks; 250 pair of half hose; 120 pair of black gaiters; 120 fatigue caps; 20 shoulder knots; and 20 watch coats.[223]

These items were received and issued before Commodore Bainbridge's squadron sailed for the Mediterranean.

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220. Anderson to Wharton, October 1, 1814, NA, RG 127, Letters Received.

221. Wharton to Anderson, September 23, 1814, NA, RG 127, Letters Sent.

222. Wharton to Anderson, April 4, 1815, NA, RG 127, Letters Sent.

223. Wharton to Binney, April 29, 1815, NA, RG 127, Letters Sent.

6. Captain Wainwright Assumes Command

Meanwhile, Captain Anderson had heard rumors that he would be transferred to Sackets Harbor, and be replaced by either Captain Archibald Henderson or Captain Richard D. Wainwright, both of whom ranked him. Writing Commandant Wharton, Anderson asked several "indulgences." He pointed out that his transfer to Charlestown from Norfolk had cost him several thousand dollars in moving expenses, and he feared that the Lake Ontario climate would be bad for him, as he had an "indifferent" constitution.[224]

On July 5, Commandant Wharton laid the rumors to rest, but not in the manner Anderson had hoped. Within the near future, Anderson would be relieved as commanding officer of the Charlestown barracks. When this occurred, he would either be ordered to Sacketts Harbor or to duty at headquarters.[225]

On August 17, Captain Wainwright arrived at Charlestown and assumed command of the barracks.

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224. Anderson to Wharton, June 27, 1815, NA, RG 127, Letters Received.

225. Wharton to Anderson, July 5, 1815, NA, RG 127, Letters Sent.

III. THE ISAAC HULL YEARS: 1815-23

A. Conflicts and Jealousies Plague the Yard's Management

1. Captain Hull Takes Command

On July 1, 1815, Secretary of the Navy Crowninshield selected Captain Isaac Hull tc replace Commodore Bainbridge as commandant of the Charlestown Navy Yard. Hull at this time was holding two positions. Besides serving as commandant of the Portsmouth Navy Yard, he had been a member of the Board of Navy Commissioners since April.

Hull was in Washington in July, and it was the third week of July before he returned to New England and formally assumed command of the Charlestown facility. He continued to wear his second hat until November 30, when he resigned from the board.[1]

Not being wealthy, Hull had long before learned that he "must look for something besides the Navy for a support." He engaged in various outside enterprises in an effort to improve his financial situation. He invested in real estate and imported lace from Caen, France, dealing through an agent, J. S. Colburn of Boston. With his father-in-law, Elisah Hart, he speculated in Ohio lands.

He was therefore anxious to receive his share of the prize money for capture and destruction of Guerrière. The Secretary of the Navy had recommended that Congress allow $100,000, of which Hull's share would have been $15,000. Congress, although it awarded Hull a gold metal, voted only $50,000 for Guerrière. This reduced his share by one-half. This was disappointing, but to make it more embarrassing the money was not immediately forthcoming.

Hull soon had an opportunity to bring the subject to the personal attention of Secretary Crowninshield, who was spending several weeks at

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1. Grant, Captain of Old Ironsides, pp. 293-95.

his home in nearby Salem. Calling on the Secretary, Hull discussed with him the possibility of getting the Secretary of the Treasury to release the prize money to which he was entitled. Crowninshield promised to take this up with the proper authorities.

On November 5, Hull again broached the subject, as his "pecuniary concerns" were such that he could not "well bear a loss . . . out of my pay of 15 to 20 per cent."

As soon as the prize money became available, he would like to have his share, because he was in "want of funds to pay for furnishing the house and for my ordinary expenses."[2]

2. Commodore Bainbridge Returns and Seeks to Resume His Role as Commandant

The appearance of a powerful naval force in the Mediterranean resulted in the Algerian Dey seeing the error of his ways. An agreement was soon concluded normalizing relations between the United States and the Algerines. There was now no need to maintain a formidable squadron in the Meditteranean, and on October 6, Commodore Bainbridge sailed from Gibraltar for the United States aboard Independence. He was accompanied by the frigates Macedonian and Congress; the brigs Chippewa, Firefly, Flambeau, and Spark; and the schooners Boxer, Saranac, Enterprise, Torch, Lynx, and Spitfire. The squadron reached Newport, Rhode Island on November 15.

Bainbridge's early return from the wars sparked a feud that was to haunt Hull throughout his years as commandant. Upon landing at Newport, Bainbridge wrote the department, requesting that he be reassigned as commandant of the Charlestown yard.

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2. Hull to Crowninshield, November 5, 1815, NA, Captains' Letters, Microcopy M-125.

Captain Hull, learning of this, protested. He informed the secretary that he was unable to ascertain on what grounds Bainbridge could claim the yard, because, when he had taken command of the Mediterranean squadron, he had forfeited all pretenses. His return had not been expected in less than one to two years, and Bainbridge "could not have supposed that the place would be kept for him that length of time."

Indeed, if he were to be removed, Hull would consider it an attack on his reputation, for "most surely my friends would suppose that I had done something to displease the government, that I was not able to perform the duty I had undertaken to do."

He had also been put in some expense in providing for his family for the winter, and a move at this time would be a great inconvenience.[3]

Hull also wrote President Madison. He argued that he would be more useful to the Navy and his country on this station. In addition, his "private concerns" required his presence in the Boston area.[4]

The secretary accordingly notified Commodore Bainbridge that the commandant vacancy at the Charlestown Navy Yard occasioned by his taking command of the Mediterranean squadron had been filled by a competent officer. The appointment had not been conditional, and Captain Hull had been named to this position "without any stipulations to relinquish" it to Bainbridge or to any other officer.[5]

Rebuffed in his efforts to employ seniority to secure command of the yard, Bainbridge sailed in Independence for Boston, where he arrived on

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3. Hull to Crowninshield, November 20, 1815, NA, Captains' Letters, Microcopy M-125.

4. Hull to Madison, December 1, 1815, NA, Captains' Letters, Microcopy M-125.

5. Crowninshield to Bainbridge, December 4, 1815, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

December 3. This was done in accordance with orders from the department for Independence, Macedonian, Congress, Chippewa, and Lynx to proceed to Boston, and the rest of the squadron to sail for New York. He and his crew had been absent five months. Independence was retained in commission as a guard ship, and would continue to fly Bainbridge's broad pennant. As such, she carried her full complement of officers and was manned by two-thirds of her seamen and boys.

3. The Yard as Home to the Navy's First Service School

On December 10, three days after reaching Boston Harbor, Commodore Bainbridge called on Chaplain Cheever Felch to

> open a naval school within the Navy Yard at Charlestown in such apartments as Captain Hull may assign to you, for the purpose of instructing the officers of the squadron in those branches of mathematics which appertain to their profession.

The school was to be in session daily, excepting Sunday, from 9 A.M. to 1 P.M. Chaplain Felch was to submit daily reports to Bainbridge, listing those in attendance. Fortnightly, there would be a general report made of the "respective branches of study in which each officer is engaged, accompanied with candid remarks on their conduct, attention and progress."[6]

Thus, at the Charlestown Navy Yard was organized and established the first service school for naval officers.

4. Hull Initiates the Yard Journal

To define their respective responsibilities and alleviate the opportunities for challenges, the board, on December 15, mailed to Captain Hull an extract from the regulations governing his duties and

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6. Bainbridge to Felch, December 10, 1815, NA, Captains' Letters, Microcopy M-125.

authority as commandant of the navy yard as opposed to those of Commodore Bainbridge as senior officer afloat.[7]

Commandant Hull inaugurated a number of new procedures. Among the most worthwhile was the yard journal, which was commenced on January 1, 1816, and continued through 1846. The man detailed to this duty was Sailing Master Charles F. Waldo. He had sailed with Hull and had lost his leg aboard Constitution in her fight with Guerrière. For his first entry Waldo listed the officers and men assigned to the yard:

Isaac Hull, commandant
Richard M. Winters, lieutenant
Samuel R. Trerett, surgeon
John A. Kearney, surgeon
Lewis Dublois, purser
Charles F. Waldo, sailing master
Benjamin Fosdick, comdt's. clerk
Thomas J. H. Cushing, asst. surgeon
Stephen G. Clarke, master mate
Robert Knox, sailing master
1 armorer's mate
1 sailing master's mate
1 carpenter's mate
4 men assigned to gunners
3 boys
Joseph Cross, midshipman
Thomas B. Tilden, midshipman
Edmund Russell, midshipman
Abradham Walton, boatswain
Matthew Rogers, gunner
William - - - -, quartermaster
Francis Wyman, pursers steward
B. Evans, carpenter
2 attendants at commandant's
John Johnson, gunner
2 cooks
1 mate for gunboats
1 Dick Dunn, gunner's yeoman
9 men to work yard[8]

On January 4, 1816, Secretary of the Navy Crowninshield notified Captain Hull that Colonel Gibbs, the long time naval storekeeper, was a Revolutionary War soldier. He therefore asked Hull to accord Gibbs his attention and indulgence, "so far as may be consistent with public duty," and to accommodate him at the yard with a room for his office. As there were no quarters at the yard in which he could reside, Gibbs, as of New Year's Day, was to be allowed $250 annually for house rent.[9]

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7. Rodgers to Hull, December 15, 1815, NA, RG 45, Letters Sent, BNC.

8. Charlestown Navy Yard Journal, January 1, 1816, NA, RG 181.

9. Crowninshield to Hull and Gibbs, January 4, 1816, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Two weeks later, the department authorized Hull to appoint Benjamin Fosdick as clerk of the yard, at a salary of $600 per annum, provided that he could handle the clerk duties, while assisting Storekeeper Gibbs. If this were too much for Fosdick, Hull was to assign Waldo as assistant storekeeper and retain Fosdick as a clerk.[10] Fosdick, however, met the challenge.

Colonel Gibbs was dead within 22 months, dying on November 6, 1818. Commandant Hull recommended Fosdick as his replacement. Fosdick had worked at the yard for a number of years and for the last three had been in charge of the storekeeper's department because of Gibb's poor health. He was thus familiar with the duties, besides being "honest" and having a large family to support.[11] Hull would rue this recommendation. The department bypassing Fosdick named Dr. George Bates to the position.

5. Bainbridge's Second Campaign to Secure Command of the Yard Fails

On January 14, 1817, Commandant Hull, the secretary having approved a ten-day leave, notified the department that he was about to start for Connecticut to visit friends. During his absence, Lieutenant Samuel B. Macomber would be in charge of the yard.[12]

Soon after returning from Connecticut, Hull and Bainbridge engaged in a bitter dispute, which was precipitated by Commodore Bainbridge. On February 5, Bainbridge informed Captain Hull that, within several days, he would be traveling to Washington to press his claim again to

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10. Crowninshield to Hull, January 18, 1816, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

11. Hull to Rodgers, November 7, 1818, NA, RG 45, Letters Received, BNC.

12. Hull to Crowninshield, January 14, 1817, NA, Captains' Letters, Microcopy M-125.

command of the Charlestown Navy Yard. His grounds for going so were: (a) being ordered from command of the yard in 1815 and a "special service," without being consulted; (b) "having made an uncommon exertion and assumed a responsibility in locating and bringing the Navy Yard to its present useful condition;" (c) having made two cruises since Captain Hull had made his last; (d) it having been 4-1/2 years since Hull had been to sea; (e) having been in command afloat for the past 30 months; and (f) his seniority in rank and more extensive service.[13]

Writing the secretary, Bainbridge explained that in March 1812 he had been ordered to assume command of the Charlestown Navy Yard. On his arrival, he found it

> in a state of perfect chaos. The public property in a state of ruin and decay; the establishment, then of twelve years standing, afforded no advantage or facility for naval purposes; a boat could not approach at certain periods of the tide within five hundred feet of the shore--a few temporary wooden buildings were all it contained except the commandant's house and the Marine barracks, unenclosed, it was even exposed to the inroads of the cattle from [the] highway.

Through his exertions, he boasted, the yard had been raised from "ruin and desolation" to become the "most extensive and useful in the United States." This had been accomplished at a cost of not less than $80,000, much of which had been expended on improvements made on his "own responsibility partly by exceeding the maximum of the Secretary and by a most faithful and energetic application of labour of the seamen" employed under his command.

"The Citizens within its vicinity," he continued, "can bear testimony to my great exertions in advancing it to its present conditions."

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13. Bainbridge to Hull, February 5, 1817, NA, Captains' Letters, Microcopy M-125.

On resuming command of the yard, following his wartime cruise in Constitution, Bainbridge had taken charge of construction of Independence, which he had taken to sea.[14]

Simultaneously, Hull was writing the secretary. If Bainbridge's claims had any validity, and if he had been "sleeping" since March 1798, he might expect to be removed. But, he pointed out, he had been continuously on duty since the summer of 1815, except for the few days he had been absent in January to enable him to visit his aged father. Hull trusted that he would be permitted "to remain where the President . . . and yourself have been pleased so recently to place me, unless in his and your opinion the Establishment has not been conducted as it ought to have been."

Hull had been told that Bainbridge planned to press his claims after the inauguration of James Monroe as fifth President on March 4. This was because Bainbridge expected that Crowninshield's successor, not being familiar with the situation, would believe that Bainbridge had been forced to sea contrary to his wishes. Hull could not conceive of the administration sending "an officer of Commodore Bainbridge's rank to sea in the command of the largest squadron we ever had at sea and on a service of the highest importance, unless he had expressed a wish to go."

Unless Hull had "committed some crime other than that of being quietly settled for the first time since I entered the service, I should be allowed to remain until there is some other cause for my removal than that of giving the yard to the Commodore."[15]

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14. Bainbridge to Crowninshield, February 8, 1817, NA, Captains' Letters, Microcopy M-125.

15. Hull to Crowninshield, February 8, 1817, NA, Captains' Letters, Microcopy M-125.

On seeing a copy of Bainbridge's February 8 letter, Hull exploded. He was unwilling to acknowledge Bainbridge's contention that only he could have made the yard what it was when his successor took command. Miserable indeed must be the capacity of an officer that could not "superintend the putting up of a few brick walls." When Hull had taken command:

> The store were all in common except a few partitions in the cellar next to the Yard and even in these a high tide wet everything put in them, so that they were useless for the storage of articles liable to injury by being wet. The cellars on the side next to the water was so built that they never could have been intended for use. In so imperfect a manner were these buildings (the only store houses in the yard) originally constructed.

In the 17 months since August 1815, Hull had seen that the cellars were made "water tight," and "put in such a state that one year's storage of articles now in them will pay the whole expense of boxing them."

Hull could not call Bainbridge's blacksmithy an improvement, because it was positioned on a site from which it should be removed. As located, it endangered the principal storehouse.

The shiphouse erected by Commodore Bainbridge at an immense expense, Hull reminded the secretary, "stood until the Ship was taken from it and no longer."

What credit Bainbridge was to be given for having, contrary to the limitations fixed by the department, spent money for improvements, Hull would leave to the discretion of the secretary and the commissioners. It was needless for him to point out the dangerous consequences that could follow from such a precedent.

Hull reminded the secretary that when he had yielded command of Constitution to Bainbridge, the commodore's family had continued to reside in the commandant's quarters.

Taking aim on Bainbridge's complaint that during the last four and one-half years he (Bainbridge) had held commands afloat for 30 months, Hull noted that he had never "asked for any situation, but have at all times been ready to go on any service in which an officer of my rank might be employed." Neither had he, since entering the service in 1798, had a day's leave of absence until the previous month.

He reminded the department that Bainbridge had had long leaves of absences to make a voyage to India and one or two to northern Europe. This had enabled Bainbridge to "accumulate a handsome fortune, whilst I was employed in the services of my Country."

Hull also questioned Bainbridge's claim to seniority. If the department reviewed its files, it would find that he had been commissioned a lieutenant in March 1798, which predated Bainbridge's.[16]

Undaunted, on February 10, Commodore Bainbridge reiterated his "claim to the command of the navy yard," which he expected to have been ordered to resume on his return from the Mediterranean. He trusted that "seniority of Rank, with equal merit, will have its weight" with the department.[17]

Secretary Crowninshield held the Bainbridge correspondence until after Monroe's inauguration. He then discussed it with the President. Although Monroe was cognizant of Bainbridge's distinguished service, he did not feel justified in supporting his claim to command of the Charlestown Navy Yard.[18]

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16. Hull to Crowninshield, February 7, 1817, NA, Captains' Letters, Microcopy M-125.

17. Bainbridge to Crowninshield, February 10, 1817, NA, Captains' Letters, Microcopy M-125.

18. Crowninshield to Bainbridge, March 21, 1817, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

The secretary then reassured Captain Hull that the principle having been established upon which he held command of the navy yard, no reassignments would be made to his "prejudice or without your consent, unless a change of the political relations of the United States should necessarily call you to other duty."[19]

In March 1818, Commandant Hull, having commanded the yard since August 1815, notified the department that, notwithstanding the pleasure given by being honored with command of such an important facility and being with his family, he had no desire to shirk service afloat. He was prepared at any moment, either in peace or war, to take any command that the President or secretary considered commensurate with his rank.

It was his belief that the "services of an officer belongs to his country, and that all private feelings should give way to the public good."[20]

The department acknowledged Hull's communication without comment.

In October 1818, Commodore Bainbridge was ordered to New York City to serve as president of a board convened to examine midshipmen for promotion. This was the first time that midshipmen had been subjected to an examination, and the results were so beneficial that hereinafter no promotions to lieutenant were made without an examination into the moral and professional qualifications of the officers. By this means "the worthy and intelligent" were encouraged, and the indolent, ignorant and profligate driven from the service.[21]

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19. Crowninshield to Hull, April 3, 1817, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

20. Hull to Crowninshield, March 26, 1818, NA, Captains' Letters, Microcopy M-125.

21. Preble, "History of the Boston Navy Yard," p. 124; Dearborn, Life of William Bainbridge, p. 214.

Then, in November 1819, Bainbridge was given a new assignment. He was detached as commander of the Boston station and ordered to the new ship-of-the-line Columbus, then being outfitted at the Washington Navy Yard. He was to assume command of the Mediterranean squadron, with Columbus as his flagship.[22] Undoubtedly, Hull, although he left no record of his thoughts on the subject, was delighted to see Bainbridge reassigned overseas.

6. Hull's 1820 Sickness

Commandant Hull was taken sick in late June 1820, and spent the first ten days of July in bed. By the 10th he had recovered his strength sufficiently to write the department requesting five or six weeks leave in the country.

The condition of the yard was such that it could be readily entrusted to the good management of Master Commandant William B. Shubrick.[23]

On July 18 the commissioners approved Hull's request,[24] and he was soon en route to the family home in Connecticut. On his return to duty in mid-September, Hull found orders from the secretary assigning him to the board to be convened at the New York Navy Yard in October to examine candidates for promotion from midshipmen to lieutenant.

Commandant Hull, when he acknowledged his appointment to the board, cautioned that this might not be the proper time for him to absent himself from his station for four weeks or more. His reasons were three-fold: (a) the schooner being built at the yard would be outfitting for sea about then; (b) the repair of Constitution would consume much of

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22. Preble, "History of the Boston Navy Yard," pp. 124-25.

23. Hull to Thompson, July 10, 1820, NA, Captains' Letters, Microcopy M-125. Smith Thompson had taken office as Secretary of the Navy on January 1, 1819.

24. Rodgers to Hull, July 18, 1820, NA, RG 45, Letters Sent, BNC.

his time; and (c) the state of the 74 was such as to call for frequent meetings with Master Builder Barker.[25]

The department agreed that Hull's presence at the yard could not be dispensed with at this time. Commodore Chauncey would replace him as a member of the Midshipman Examining Board.[26]

7. Hull Apprehends a Master Embezzler

Rumors of irregularities at the yard had been circulating for months. The assistant storekeeper Benjamin Hichborn, whose real name was Benjamin H. Fosdick, had been hired as commandant's clerk in 1814 by Commodore Bainbridge. He had been promoted to his present position by Captain Hull in 1816, and during 1820 he began to entertain lavishly. He had a handsome home, his personal coach, and his dinners were the talk of Boston.

About this time, too, Commandant Hull was fretting over a letter from the board, chiding him about the difference in cost of labor between the 74 then building at Philadelphia and the one on the ways at Charlestown. Hull's ship was still on the stocks, and "not two thirds ready for launching; whereas the other was launched, and the difference in the bill was about 2,000 dollars only, less for this one than the one at Philadelphia."

An investigation ensued. First, Agent Binney and then Hull learned that Fosdick had been in the habit of having the workmen sign blank payrolls and that most of them were paid on the basis of having worked 12 days every two weeks, but had only worked nine days in that time. Fosdick had pocketed the difference.

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25. Hull to Thompson, September 13, 1820, NA, Captains' Letters, Microcopy M-125.

26. B. H. to Hull, September 18, 1820, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Fosdick, learning that his fraud had been discovered, fled in January 1821 to New York City. Hull followed. After loitering ten days in the city, Hull located and had the culprit apprehended. Fosdick was compelled to turn over to a third party, to be held in trust, more than $48,000.[27]

Secretary of the Navy Smith Thompson approved Hull's "jealous" manner of handling the Fosdick affair. In collaboration with Agent Binney and U. S. District Attorney for Massachusetts George Blake, Hull was to investigate all of Fosdick's transactions since he was first entrusted with paying the yard's mechanics and laborers by Commodore Bainbridge.[28]

The board chaired by Commandant Hull found that Fosdick had been, between June 1814 and March 1815, occasionally entrusted with paying the rolls. This was while Robert Ludlow was purser. From March 7 to June 26, 1816, he had handled all the payrolls. He had resumed this duty on July 23, 1816, which he continued to discharge until January 7, 1821, the day he decamped. During this latter period he had paid out $151,531.02, of which there was found to be a difference "between the amount charged by Mr. Hichborn and the amount due the men by the Muster Book in the sum of $52,502.63." The board asked that this sum be refunded. Fosdick, however, claimed he was entitled to deduct as allowances for certain discounts on Treasury notes sold by him under par to pay the men and for payment to some mechanics who had been occasionally employed in areas, where they had been unable to answer all the roll calls. These sums, totaled $2,280.

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27. Hull to Thompson, February 10 and 23, 1821, NA, Captains' Letters, Microcopy M-125.

28. Thompson to Hull, March 1, 1821, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

The board was agreeable to accepting Fosdick's offer to settle his accounts for $51,221.75, plus $5,502.95 interest.[29]

Blake, meanwhile, had been approached by a Fosdick agent who offered to pay $55,000 in cash if prosecution of his client was waived. Blake, in a letter to Hull, urged that this settlement be accepted, adding:

> Moreover, I consider it but an act of justice which is due to me as the attorney of the United States, in this case, to express to you the strong conviction which I feel, that, but for the promptitude, the zeal & unremitted exertions which were made by yourself at the outset, in the pursuit of this delinquent, & in bringing him to a proper sense of his misdemeanors, the Government must inevitably have been subjected to the ultimate loss of the greater part, if not the whole of the very important sum which is now to be realized.[30]

The settlement was accepted and the money received by Hull, who in turn transferred the funds to Agent Binney. The $56,720.70 was then applied to the objects for which it was intended, the payment of mechanics and laborers employed on projects to which it was applicable, the wages for building the 74, and improvements to the yard.[31]

But the matter did not end here. Just enough of the affair became known to provide Hull's enemies with ammunition to blacken his character. Stories now circulated that Hull and Binney were in league with Fosdick and had condoned his illegal machinations. The fact that Fosdick had escaped prosecution for his embezzlement was evidence that he was being protected.

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29. Hull to Rodgers, August 3, 1821, NA, RG 45, Letters Received, BNC.

30. Blake to Hull, July 3, 1821, found in Hull Papers, Library of Congress.

31. Rodgers to Hull, June 23, 1821, NA, RG 45, Letters Sent, BNC.

8. Hull Battles for His Reputation

Captain John Shaw was the principal instigator of this campaign, abetted by Lieutenant Joel Abbot. Writing Secretary of the Navy Thompson, in mid-January 1822, Shaw called attention to the stories telling of Fosdick's "malpractices, and public plunder which has been committed for several years past."[32]

Another story making the rounds, Shaw wrote the department, concerned the cruise Captain Hull had made to Europe in 1811-12 with Constitution. After landing U. S. Minister Joel Barlow in Great Britain, Hull had taken his ship to France with dispatches. There, he had taken aboard several passengers, whom he charged 20 to 25 guineas each for passage back to Portsmouth. Additional runs were made, the passengers paying Hull with either money or valuables. One man, who "was without means" to pay such a price for his passage, "candidly stated his situation, and that his future prospects depended on his success, but found his supplications entirely unavailing until seconded by the offer of his watch which the Captain accepted, and granted the passage as a mark of favor."

Shaw had discussed this subject on a number of occasions with Captains William M. Crane, Arthur Sinclair, William Bainbridge, and others, who, corroborated these stories. Many of the Navy's senior captains had been alienated by Hull's ill-advised attack on the rank of commodore, and they stood ready to capitalize on his embarrassment.

Such "conduct so derogatory to the character of an officer and gentlemen," Shaw deemed his duty to call to the department's attention. If Hull were innocent he could call for testimony by the officers who had sailed with him in 1811-12.[33]

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32. Shaw to Thompson, January 14, 1822, NA, Captains' Letters, Microcopy M-125. Captain Shaw commanded Independence.

33. Shaw to Thompson, January 22, 1821, NA, Captains' Letters, Microcopy M-125.

Captain Hull was in Washington at this time, having traveled there to discuss with the commissioners "the improvement that have been made under their orders during the last Summer, to point out to them how far I have progressed, and what remains to be done." He also had stopped at the navy yard there to inspect the preparations underway for "hauling up ships of war."[34]

On returning from Washington and learning of Shaw's letters, Commandant Hull, on February 14, ordered Shaw's arrest, and requested the Secretary of the Navy to convene a general court martial for his trial.[35]

Secretary Thompson did as requested. The court convened on Independence, on March 20, with Captain Thomas Tingey as president. Shaw was accused for conduct unbecoming an officer and a gentleman. His letters to Secretary Thompson were introduced, and it was charged that his conduct consisted in imputing unworthy motives in Hull's interferring with flag officers and ascribing the crime of fraud in linking the names of Hull and Binney with that of Fosdick.

Hull countered with testimony that, while in Europe with Constitution, he had only received money to "indemnify him for stores laid in for the consumption of each passenger." The court listened to confirming depositions and testimony from persons then in the country who had been "passengers" on that occasion. Some swore they had paid ten guineas, other that they had paid nothing. One told of "champagne, Bordeaux and other wines," Hull had laid in for the passage.

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34. Hull to Thompson, December 6, 1821, NA, Captains' Letters, Microcopy M-125.

35. Hull to Thompson, February 14, 1822, NA, Captains' Letters, Microcopy M-125.

The court continued until April 12, when Captain Shaw was found guilty of "unofficer-like conduct," but not "ungentlemanly-like conduct." He was sentenced to be suspended from the service for six months.[36]

On April 13 the trial of Lieutenant Abbot began. He had been placed under arrest by Commodore Porter on February 5. Porter had been detailed to Boston by Secretary Thompson, after Abbot had written a letter to the department accusing Commandant Hull of malfeasance. Porter had requested that Abbot give him a list of witnesses to back up his charges. Abbot asked for a delay. When Abbot failed to produce a list, Porter had him arrested.

Abbot appeared before the court, charged with "scandalous conduct, tending to the destruction of good morals, in violation of the third article of the act of Congress, entitled, "an act for the better government of the Navy of the U. States,'" passed April 23, 1800. There were 29 specifications under this charge, the first of which was that, "moved by a spirit of envy or other base motive, he hath, upon the Boston station, and within a year now last past, scandalously attempted to take from his superior officer, Capt. Isaac Hull, his good name." The specifications, which were drawn in detail, imputed to Abbot, "numerous, scandalous and false insinuations against the official character of his superior officer, Capt. Isaac Hull, calculated to stamp his name with opprobrium and infamy."

It was specified that Abbot, "scandulously insinuated, that Capt. Hull was concerned in a game of peculation;" that Hull attacked "every

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36. Trial of Captain John Shaw by General Court Martial (Washington, 1822). The court, in addition to Captain Tingey, included Captains Charles Morris, Thomas Macdonough, Lewis Warrington, and Robert Spence. William C. Aylwin was judge advocate. Among the witnesses were captains William Bainbridge, Arthur Sinclair, and James Biddle; Master Commandants Alexander S. Wadsworth and George C. Read; and Purser Isaac Garretson.

honest man in the yard;" considered "every honest man" as a barrier to his designs; that he was in league with Fosdick in fraudulent transactions against the Navy; that he knew of the theft of copper from the yard and took no steps to recover it; and that he plotted and contrived with Agent Binney to cheat and defraud the public.

Before his court martial, Abbot had talked much and written many letters. He apparently believed he had considerable support. But at the trial he was terribly alone. He found no witnesses to corroborate his charges against Hull. Instead, he discovered the witnesses he called upon, giving testimony in favor of Hull and against him. Those who had prompted Abbot were now silent.

Lieutenant John "Mad Jack" Percival was an important witness for the prosecution. He testified that on February 4, the night before Abbot's arrest, he had spoken with the defendant, and had asked him to drop this business against Hull, who was "a man of high standing in the community." Abbot answered that he held no "personal feeling towards Capt. Hull" and acted from a sense of duty.

The following morning, however, Percival continued, Abbot had reappeared and outlined a proposition. He told Percival that he would withdraw his charges against Hull "upon his effecting an exchange with Com. Bainbridge, which he doubtless can do, and thereby leave the station." But, he continued, Hull would have to make his application for the exchange before noon on the 6th. If not, it would be beyond Abbot's power to do or say anything about it.

After reducing the proposition to writing, Percival remarked that "there was a want of chivalric feeling about it." It should be sufficient, he continued, "if Capt. Hull was willing to compromise any way, without humbling himself, to make an arrangement with his supposed enemy."

Abbot then allowed Percival to erase Bainbridge's name. Upon Percival mentioning 12 months as a fair length of time to allow Hull to

transfer, they compromised and agreed that six months would be sufficient.

Abbot had also charged that Hull refused to give him leave, when his wife was dying and had withheld his "chamber money." The court, however, determined, on questioning other witnesses, that Abbot had overstayed a leave and upon returning to the yard immediately made application for another furlough, because of his wife's sickness. Within three days his leave was granted, but the "sickness of his wife terminated in her death; and because he did not instantly have his request granted, he charitably imputes the melancholy event to Capt. Hull."

On May 7 the court, after listening to hours of testimony, agreed that 22 of the specifications had been proved, and found Abbot guilty of "scandalous conduct, tending to the destruction of good morals." Abbot was ordered suspended from the service for two years.[37]

9. A Court Vindicates Hull

Two days later, on the 9th, Captain Hull requested Secretary Thompson to convene a court of inquiry to examine into his conduct as commandant. This was triggered by remarks made by Lieutenant Abbot at his trial, raising questions regarding Hull's administration.

He also wished to be furnished with a transcript of the sentence pronounced by the court against Captain Shaw, as the latter's friends were employing the summary to injure Hull's reputation.[38]

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37. Trial of Lieutenant Joel Abbot by the General Court Martial, etc: on Allegations Made Against Him by Capt. David Porter, Commissioner (Boston, 1822), pp. 8, 17, 162, 149, 164.

38. Hull to Thompson, May 9 and 10, 1822, NA, Captains' Letters, Microcopy M-125.

Secretary Thompson deemed it unnecessary to order a court of inquiry into Hull's conduct. It, he pointed out, had "undergone an examination in the late trial of Lieut. Abbot in the particulars respecting which complaints had been made by him; and the result of that trial shows that those complaints were groundless."[39]

Although Secretary Thompson approved his sentence, Abbot, as Hull feared, appealed to the "OPINION OF HIS FELLOW CITIZENS" by publishing the transcript of his court martial in book form, with an appendix which dealt with the case of Agent Binney and the testimony taken by Commodore Porter. Thus by this maneuver Hull was again charged with practically the same malfeasance from which he had been cleared in the Abbot court martial.

To clear his name in "the opinion of his fellow citizens," Binney, who as a civilian was not entitled to have his case investigated by a Navy court, published a book in which he sought to document his transactions as naval agent at Boston from 1812 through 1822. Hull, as an officer, reiterated his application for a court of inquiry. Despite the position taken by the department, "slanderous pens and tongues" were still employed in assailing his reputation.

"Conscious of my innocence as well as of the fidelity with which I have discharged my duty it ought not to be required of me to remain a silent spectator," he wrote, as he was "not insensible to the good opinion of his fellow citizens."[40]

On July 31 the department named Captains Rodgers, Chauncey, and Morris to a court of inquiry to assemble at the Charlestown Navy Yard on

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39. Thompson to Hull, May 21, 1822, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

40. Hull to Thompson, July 13, 1822, NA, Captains' Letters, Microcopy M-125.

August 13. They were to "examine minutely into the official conduct of Captain Isaac Hull since his appointment as commandant," and to report to the secretary "all the facts and circumstances which will be disclosed by the inquiry," together with their "opinion in relation to the same."[41]

The court convened aboard Independence and listened to a succession of witnesses. Each witness was asked five "standing interrogations," beginning with:

> Do you, or for any and what reasons believe that any of the public property in the Navy-Yard at Charlestown, has at any time during Captain Hulls' command, there being converted to his or any other person's private use? If yea, please so state the same as fully as it specifically interrogated thereto.

Other questions were whether the witness knew Captain Hull had used for his private benefit any persons employed on public work at the yard; whether he had neglected his duties as commandant; whether he had neglected to take proper measures for the detection of Fosdick's embezzlement; and whether he did "in any instance unjustly or in any manner oppress any officers or others under his command, or unjustly or oppressively withhold from any officers the allowances made to them by the Government of the United States."

The proceedings of the court fill 244 printed pages of testimony with a 64-page appendix. After sitting until October 15, the court gave its opinion. It found that with certain exceptions:

> on the conduct of Captain Hull, since his command of this Yard, for strict personal attention to the preservation of the public property committed to his charge, the judicious application of the means placed at his disposal for the public service, and for the faithful performance of all his official duties, has been correct and meritorious.

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41. Thompson to Rodgers, July 31, 1822, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Any articles belonging to the yard used by Hull had been "replaced by similar, or other articles of equal or greater value."[42]

10. Hull Secures a Command Afloat

Ten days after the court adjourned, Commandant Hull wrote Secretary of the Navy Thompson. He reported that his close confinement to the yard during the past seven months, necessitated by the various courts, had caused his health to fail. Consequently, he desired a 10- to 15-day leave of absence to "make a short journey into the country." While he was away, Master Commandant Shubrick would be in charge.[43]

Secretary Thompson approved the request. On his return from Connecticut, Hull was distressed to learn of a toast proposed by Lieutenant Henry Ward at a large private gathering in a Charlestown home. Ward's words were, "To Charlestown Hoggs--May they root out all peculation and fraud from the land."

Hull deemed this an allusion to affairs at the yard, and done with the object "to keep up the excitement of the Charlestown people against the officers of this establishment."

It seemed to him that Ward had embraced the clique composed of Lieutenant Joel Abbot, Sailing Master Charles F. Waldo, Chaplain Cheever Felch, Lawyer Waldo, and others, who had triggered his recent troubles. As Ward was unable to control his mouth, Hull asked that Ward be transferred to a station where it would not be "in his power to do mischief."[44]

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42. Grant, Captain of Old Ironsides, pp. 314-18.

43. Hull to Thompson, October 26, 1822, NA, Captains' Letters, Microcopy M-125.

44. Hull to Thompson, November 28, 1822, NA, Captains' Letters, Microcopy M-125.

Nothing, however, came of Hull's request, and Lieutenant Ward remained on the Boston station.

On March 4, 1823, Commandant Hull reminded Secretary Thompson of a conversation that they had had during his last visit to Washington, "on the subject of a command afloat." Hull was anxious to leave the navy yard, as his health was not good, and he believed a change beneficial.

As it was probable that Commodore Stewart would soon be relieved of his command in the Pacific, he would prefer being ordered there to replacing Commodore Jones in the Mediterranean, where he had seen much previous service. Not pretending to have any claims, he would "cheerfully accept either of these commands or any other that you may please to name."[45]

Secretary Thompson replied by "private letter," so we can only speculate on its contents. He, however, must have expressed surprise at Hull's request for duty afloat.[46]

Acknowledging the secretary's letter, Hull apologized for not having discussed the subject at greater length when he was in Washington. But, he added, his feelings were "so alive to the wicked and outrageous transactions of the last summer, and the persecution myself and family had experienced, together with the loss of a considerable share of the property I possessed that my only wish was to leave this place as soon as a proper opportunity offered."

He had, he continued, endured "all that a man could suffer and you will readily imagine what the feelings of my family were during" the

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45. Hull to Thompson, March 4, 1823, NA, Captains' Letters, Microcopy M-125.

46. A search of the Hull and Thompson papers at the Library of Congress, and the Hull papers at the Boston Athenaeum for Thompson's letter was fruitless.

summer of 1822 in "seeing me thus persecuted and robbed of reputation and a large part of the little property I have for their support."[47]

In early April Secretary Thompson and Commodore Chauncy wrote Hull. Once again, the secretary's letter was a private communication, and no copy was entered by the clerk in the department's letter book.[48]

Hull was delighted to learn that Commodore Chauncy had waived his seniority to command in the Pacific in his favor. Writing the department, Hull announced he was making his arrangements accordingly, and wished to receive early notice relieving him of responsibility for the Charlestown Navy Yard. It would require six to eight weeks to make arrangements and settle his father in Connecticut.[49]

The secretary in June alerted Hull by "private letter" that he was to have command of the frigate United States and the Pacific squadron.[50]

As it would require some time for him to settle his private business, preparatory to assuming command of United States, Hull asked the department for authority to leave the station by August 18. Master Commandant Schubrick was more than competent to command the yard, pending the arrival of Hull's replacement.[51]

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47. Hull to Thompson, March 27, 1823, NA, Captains' Letters, Microcopy M-125.

48. The subject letters are not in the Hull or Thompson papers.

49. Hull to Thompson, April 16, 1823, NA, Captains' Letters, Microcopy M-125.

50. The subject letter is not on file in the Hull or Thompson papers.

51. Hull to Thompson, June 18, 1823, NA, Captains' Letters, Microcopy M-125.

On June 23, Secretary Thompson accordingly notified Hull that an order, dated August 1, would be forwarded appointing him captain of the frigate United States.[52]

These orders were received on August 11. Upon placing his personal affairs in order, he would start for Norfolk, where his ship was awaiting him.[53]

At 1 P.M., on August 23, more than eight years after his assumption of command, Captain Hull delivered the yard over to Commodore Bainbridge, who had been his predecessor. Thirteen guns were fired as Bainbridge entered the main gate and a similar salute when Hull left.[54]

B. Operations at the Yard During the Hull Years

1. Hull's First Year as Commandant

a. Placing Bainbridge's Ships in Ordinary

The return to United States waters of most of the ships of Commodore Bainbridge's Mediterranean squadron at the end of the Algerine War placed a heavy work load on the Charlestown yard. On December 29, 1815, the Board of Navy Commissioners directed Bainbridge to turn over to Commandant Hull the frigate Congress. She would be repaired in early spring, after a board of survey had submitted its report. Her crew was to be sent aboard Constitution.[55]

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52. Thompson to Hull, June 23, 1823, NA, Letters Sent, Secretary of the Navy, Microcopy M-44.

53. Hull to Thompson, August 11, 1823, NA, Captains' Letters, Microcopy M-125; Thompson to Hull, August 1, 1823, Hull Papers, Library of Congress.

54. Charlestown Navy Yard Journal, August 23, 1823, NA, RG 181.

55. Rodgers to Hull, December 29, 1815, NA, RG 45, Letters Sent, BNC.

Four days later, on January 2, orders were issued placing Macedonian in ordinary. She was to be kept in such condition and her stores so arranged, as to admit for her being prepared for sea on short notice.[56]

Then, on January 31, the board ordered the frigates Guerrière and Congress, the brig Prometheus, and the sloop Chippewa into ordinary. There were to be retained aboard each frigate one master, one boatswain, one gunner, one carpenter, four able seamen, and six ordinary seamen and boys. Prometheus and Chippewa would each be allowed one master, one boatswain's mate, one gunner's mate, two able seamen, and four ordinary seamen and boys to care for them.[57]

Stores from the ships in ordinary were landed and put in order, keeping them separated. The tops were taken down and put under cover, and the vessels thoroughly cleaned. Guns and carriages were landed and stored. During the hot months, awnings were to be raised and the decks and sides wet down each morning. If mats could be purchased on reasonable terms, the sides of the ship exposed to the sun were to be covered. Water casks, if there were no convenient shelter ashore, could be placed on the gun and berthdecks.[58]

Meanwhile, Gunboat No. 85 had been hauled around in front of the half-moon battery, a crew organized, and turned to repairing her.[59]

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56. Rodgers to Hull, January 2, 1816, NA, RG 45, Letters Sent, BNC.

57. Rodgers to Hull, January 31, 1816, NA, RG 45, Letters Sent, BNC. Guerriere had sailed from New York Harbor on January 3, 1816, and, after a stormy voyage, during which she was nearly wrecked off Cape Cod, entered Boston Harbor on the 16th. Prometheus had reached Boston from Portland, Maine, on January 15.

58. Rodgers to Hull, February 21, 1816, NA, RG 45, Letters Sent, BNC.

59. Charlestown Navy Yard Journal, January 29, 1816, NA, RG 181.

b. "Macedonian" Is Outfitted for a Voyage to New Grenada

Macedonian did not remain in ordinary long. On February 27, Secretary of the Navy Crowninshield notified Commandant Hull that she was required for immediate service. He was to aid Captain Louis Warrington in repairing and equipping her for sea.[60]

As a crew had to be recruited, it would be four to five weeks before Macedonian would be manned. Until that was done, navy yard personnel made little headway in outfitting her. At present, Hull did not have more than 60 workmen, of whom not more than a score were seamen.

She had her ballast and water casks stored, and they commenced watering her on March 9. Every man attached to the yard and in ordinary had been turned to.[61]

Progress, however, was slow. In was April 27 before the frigate was outfitted and a crew recruited. The next day Macedonian put to sea, bound for New Grenada.[62]

The mighty ship-of-the-line Washington, which had reached Boston from Portsmouth, New Hampshire, in mid-December 1815, remained anchored off the yard until March 8, when she cleared the harbor and dropped down to President Road. Because of adverse winds and other difficulties, she did not clear the area for Chesapeake Bay until May 8.

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60. Crowninshield to Hull, February 27, 1816, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

61. Hull to Crowninshield, March 9, 1816, NA, Captains' Letters, Microcopy M-125.

62. Charlestown Navy Yard Journal, March 28, 1816, NA, RG 181. Aboard was diplomat Christopher Hughes, who was to negotiate the release of 18 American prisoners held by the Royalists.

c. Hull Calls for an Executive Officer

On April 6 the board notified Commandant Hull that the vessels in ordinary, if necessary, were to be caulked, after which they would be lightly varnished.[63]

Overseeing the large number of vessels in ordinary severely taxed Hull's energy and time. Accordingly, he complained to the department that at present there were no officers attached to the yard or to the ships in ordinary. Moreover, the midshipmen acting as masters on these ships were young and inexperienced. He would like to select from the unemployed lieutenants on station an officer for assignment to the yard or the ships in ordinary.

If there were any objections to this request, because of the number of officers on the Boston station, he could transfer one or two gunners and several midshipmen.[64]

Hull's letter galvanized the department into action. He was authorized to attach one of the unemployed lieutenants on station to the yard. Lieutenant Samuel B. Macomber was selected.[65]

d. Secretary Crowninshield Spends a Day at the Yard

Secretary of the Navy Crowninshield was in the area in the third week of July. On the 17th he went aboard Independence to be received by a 15-gun salute. The yards were manned and he was cheered on his departure. Next evening there was "a grand gala given him on board by Commodore Bainbridge."[66]

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63. Rodgers to Hull, April 6, 1816, NA, RG 45, Letters Sent, BNC.

64. Hull to Crowninshield, April 14, 1816, NA, Captains' Letters, Microcopy M-125.

65. Crowninshield to Hull, April 26, 1816, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

66. Charlestown Navy Yard Journal, July 17-18, 1816, NA, RG 181.

e. "Prometheus" Is Outfitted for a Mission to the Baltic

On July 22, the board directed Commandant Hull to have Prometheus caulked, her sails repaired, and placed in condition to be ready to put to sea in ten days on receipt of orders.[67] Eight days later, the commissioners called on Hull to prepare the brig for sea immediately.[68]

Although considerable hard work was involved, Prometheus sailed on August 13 for the Baltic. Aboard was Edward Coles en route to Russia on a special diplomatic mission for President Madison. She returned from Kronstadt on November 25, "having performed her voyage there and back in the space of three months and twelve days."[69]

f. "Macedonian" Returns and "Congress" Sails

In late July, Commandant Hull was notified by the board that on the arrival of Macedonian from Chesapeake Bay, her captain would report to him. The frigate would then be surveyed and "dismantled."[70]

Macedonian appeared on August 13 and was hauled to the yard. Her crew was discharged, her stores broken out and sent ashore, and a board of survey held. The board found that the frigate required new planking inside and out, and new orlop, gun, and spar decks. Her gundeck needed to be strengthened with additional knees, while her frame, so far as it had been practicable to examine, was sound.

Her decks had been laid with two-inch plank, and, because of heavy use, they had been worn down. This made the upper works very weak.

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67. Rodgers to Hull, July 22, 1816, NA, RG 45, Letters Sent, BNC.

68. Rodgers to Hull, July 30, 1816, NA, RG 45, Letters Sent, BNC.

69. Charlestown Navy Yard Journal, August 12-November 25, 1816, NA, RG 181.

70. Rodgers to Hull, July 24, 1816, NA, Letters Sent, BNC.

If she were to be repaired this fall, Commandant Hull would like to be notified promptly to enable his people to take advantage of the mild weather.[71]

Commandant Hull also forwarded a report to the department (which is missing) outlining plans for repair of the frigate. Replying, the commissioners approved his proposal to substitute wooden for iron knees. Hackmatac knees, he was cautioned, were not strong enough below the gundeck. Oak would have to be used there. Her gundeck should be 3-1/2-inch plank and her spardeck 3 inch. Although Macedonian was to be repaired before winter, Hull would not turn his force to on her until Congress had been readied for sea.[72]

On August 14, Commandant Hull had reported that he and Master Builder Barker had examined Congress' bottom and found it in bad condition. Barker was of the opinion that it would take six to eight weeks to repair, particularly if the plank below the waterline was defective.[73]

Workmen in planking Congress had progressed as far as the starboard bends, and the wood was still decayed. If this kept up, Hull feared they would have "to plank up to the ports if not to the plank sheer."[74] By mid-November, Master Builder Barker and his carpenters had the frigate ready for sea, while a crew had been shipped and stores

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71. Hull to Crowninshield, August 23, 1816, NA, Captains' Letters, Microcopy M-125.

72. Rodgers to Hull, September 2, 1816, NA, RG 45, Letters Sent, BNC. Hull in August, had purchased 200 hackmatack knees, with arms not longer than 4 feet, and the body 7 feet in length. Rodgers to Hull, July 23, 1816, NA, RG 45, Letters Sent, BNC.

73. Hull to Crowninshield, August 14, 1816, NA, Captains' Letters, Microcopy M-125.

74. Ibid.

embarked. On the 16th Congress sailed for the Gulf of Mexico. Nine days later, Chippewa cast off and made sail for the same area.[75]

In November workmen outfitted the hulk Epaminondas as a receiving ship. A camboose was set up on her deck for cooking, and several stoves below to make her warm and comfortable.[76]

On November 27, with winter approaching, the board ordered Captain Hull to discontinue work on Macedonian by December 10, provided repairs were sufficiently advanced "to secure the frame from injury by exposure to the weather."[77]

2. 1817 Proves to Be Another Busy Year

a. The Harbor Freezes Over

By early January 1817 all the laborers, excepting a few retained at reduced wages to work on Macedonian and several joiners "getting out stuff ready to put on in the spring," had been laid off. This was fortunate, because the winter was unusually severe. Although there was neither snow on the ground nor ice in the Charles on January 1, by the 30th the river was frozen over. On the 31st workmen removed Macedonian's capstan and sent it ashore across the ice, which afforded a "solid road to the wharf, the harbor having more ice in it than for twenty years previous."

On February 2 the harbor was full of ice to a distance below where Independence was moored, and to keep back a crowd of skaters, sentries were posted around her. At sunrise on the 14th the mercury stood at zero, at noon at 6 degrees below zero, and by sunset it had dropped to

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75. Charlestown Navy Yard Journal, August 31-November 27, 1816, NA, RG 181.

76. Ibid., November 22, 1816.

77. Rodgers to Hull, November 27, 1816, NA, RG 45, Letters Sent, BNC.

13 degrees below zero. By the 16th the harbor was frozen over so solidly that a number of sled loads of wood were taken down to Castle Island. On February 15 the captain of Recovery, lying in Nantasket Roads, walked up to Boston over the ice.[78]

b. Hull Struggles to Reinforce His Command

Captain Hull and his small staff kept busy during the winter, catching up on their paper work. This could be difficult. After assuming command, Hull had had the timber dock emptied and an inventory made. Since then an accurate talley had been kept of all timber received. Figures for expenditures could not be depended upon, however, because it was impossible to "keep the run of timber as it is used in repairing or building," without a man to maintain a ledger. Even then this would be difficult, because, with a large number of men at work, it would be impossible for one "man to survey for them all."

There was a large quantity of saltpeter stockpiled, which was rapidly deteriorating. It was found to injure the weapons, and other items stored with it. Hull accordingly had it removed into the storehouse next to the blacksmith shop.

Also on hand was a large quantity of slop clothing which should be disposed of. Some of it was in good condition and perhaps could be shipped to the Mediterranean squadron.

There was much cordage belonging to the yard, while several of the ships had "a considerable quantity in the store rooms appropriated for them in the brick stores."[79]

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78. Charlestown Navy Yard Journal, January 1-February 18, 1817, NA, RG 181.

79. Hull to Rodgers, February 10, 1817, NA, RG 45, Letters Received, BNC.

Because of the limited number of men available, work dragged. By March 30 the yard force had cleaned out Constitution and Macedonian and overhauled their rigging. The hold of Guerrière had yet to be broken out; Macedonian masted and heaved out; Constitution and Guerrière moved from the wharf and moored in the "steam" with heavy anchors to allow Macedonian to "haul in," preparatory to being "hove out the yard, which is quite filled" with recently received timber and plank.

The stores from the different vessels had to be attended to and kept in order, and many men would be required to land the timber and other items continually being received. Hull therefore called for authority to "ship for the yard" a number of men for six months, or that the commissioners order 100 men to report for duty at the yard from ships in commission on the Boston station. An air of urgency was added to this request by news that Java had been ordered to the yard.[80]

To document his situation, Hull forwarded to the commissioners a roster of the officers, petty officers, seamen, and boys assigned to the yard and the ships in ordinary. Because of the large number of officers attached to the station, which increased correspondingly the enlisted men on detail as servants, there were only 15 seamen who could be called upon to do duty at the yard and on the ships in ordinary. The men named as being at work in the smiths' and joiners' shops had been recruited for the yard, but as they were mechanics, they, for the good of the service, were employed at their trades. Those assigned to the gunner's department were unfit for duty in any other, as one had lost a leg and the other an arm aboard Constitution.

As the officers attached to the yard and ships in ordinary were supernumeraries, it would reduce the expense of the establishment, if they were permitted "to be with their friends in the country." He would then be able to employ the men detailed as their servants in the yard and

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80. Hull to Rodgers, March 30, 1817, NA, RG 45, Letters Received, BNC.

their chamber money would be saved. When there was a surplus of officers, besides being in the way, they harassed those with duties to perform.[81]

The board referred the manpower problem to the secretary. After studying the subject, Secretary Crowninshield dodged the issue, and notified Commandant Hull that Commodore Bainbridge had been instructed to detail, on request, from the vessels under his command from 50 to 100 seamen daily for work at the yard.[82]

The civilian payroll was pared at this time. In conformity with the secretary's order, Hull laid off all noncitizens, except the sawyers who were Irish. As the Irish were the best men he could hire for sawing, Hull asked for and was granted a waiver.[83]

c. Repairing "Java," "Macedonian," "Lynx," and "Prometheus"

Meanwhile, the frigate Java, as anticipated, had arrived from Newport on April 5 and had dropped anchor in Boston Harbor. If she were sent to the yard, Hull wished to know whether her sails were to be received into the loft or first repaired. The weather had finally turned mild, so it would be advantageous to first repair the canvas.[84]

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81. Hull to Rodgers, March 30, 1817, NA, RG 45, Letters Received, BNC.

82. Crowninshield to Hull, April 12, 1817, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

83. Hull to Rodgers, April 20, 1817, NA, RG 45, Letters Received, BNC.

84. Ibid.; Charlestown Navy Yard Journal, April 5, 1817, NA, RG 181.

There were no plans to send Java back to sea in the immediate future, so Hull was to "repair such of the sails . . . as may be deserving of it, but make no new ones until further orders."[85]

When Java was turned over to the yard, the commissioners reminded Hull, he was first to convene a board of survey. She would then be repaired in accordance with the board's recommendations.[86]

Java was delivered to the yard by Commodore Bainbridge in early May. As she was to be placed in ordinary, Hull turned a small force to getting her stores ashore and stripping her.

On the 9th the few men attached to Java were ordered away. This was embarrassing, because some of her stores were still aboard, as well as her guns and ballast. Not having more than a score of hands, Hull called on Commodore Bainbridge for 50 to 100 men to strip Java, police the yard, heave out Macedonian, and receive timber.[87]

The board was satisfied that the men attached to the yard and to the vessels in ordinary, along with those detailed by Commodore Bainbridge, would suffice to accomplish the present program.[88]

Hull countered by mailing the commissioners a list of the men under his command. They numbered 23, and had to do all the "labour in the yard and to take care of the ships in ordinary." There were now on Independence so few men that Commodore Bainbridge could not detail more

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85. Rodgers to Hull, May 12, 1817, NA, RG 45, Letters Sent, BNC.

86. Rodgers to Hull, April 28, 1817, NA, RG 45, Letters Sent, BNC.

87. Hull to Rodgers, May 5 and 9, 1817, NA, RG 45, Letters Received, BNC.

88. Rodgers to Hull, May 14, 1817, NA, RG 45, Letters Sent, BNC.

than a score, and these sometimes did not report until 10 or 11 A.M. Consequently, they were of little use, especially when they came only three days a week.

To enable the board to weigh his needs and to judge the number required, Hull reviewed the work requiring immediate attention: masting and heaving out Macedonian; cleaning Java's hold, and removing her water casks, ballast, and armament; 3,000 barrels of provisions to be taken out of cellars, coppered, and put back into storage; clearing the ways of spars for a 74 and storing them under a shed, yet to be raised; docking timber recently received; placing small boats under a recently finished shed; and caring for ships in ordinary.[89]

This caused the board to reconsider. On June 6, Hull was authorized to employ 25 additional workmen, pending arrival of Franklin. When she put in at Boston, these men would be laid off, because Commodore Bainbridge would then have a labor pool of sailors to draw upon for detail to the yard.[90]

In mid-June the board provided Commandant Hull with new instructions regarding repair of two of the frigates--Macedonian was to be heaved out and coppered, "as soon as it can be done conveniently;" but before continuing with repair of Java, he was to cause another survey to be held on her, reporting the results to Washington.[91]

The repair of Macedonian was completed in mid-September. Meanwhile, Secretary Crowninshield, having reviewed the report made by the second board of survey, determined to have repair of Java postponed

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89. Hull to Rodgers, May 20, 1817, NA, RG 45, Letters Received, BNC.

90. Rodgers to Hull, June 6, 1817, NA, RG 45, Letters Sent, BNC.

91. Rodgers to Hull, June 17 and 23, 1817, NA, RG 45, Letters Sent, BNC.

until the spring of 1818. Commandant Hull accordingly laid off all the carpenters, except several employed on small jobs about the yard.[92]

Minor repairs had been made to Prometheus and Lynx in late April. On May 2, Captain Hull had reported that workmen were aboard caulking the decks and doing the "small carpenters' work." They would be finished by nightfall, and the two vessels turned over to Commodore Bainbridge. The end of October found the few men employed fitting out Prometheus and Lynx, and getting out plank and timber. As soon as this was completed, Hull would have an inventory of the stores taken.[93]

To facilitate repair and outfitting of ships, the board had shipped a dowelling machine to Charlestown. It was employed for securing knees and beams and cogging masts and spars. Hull was authorized to have as many of these machines fabricated for the yard as necessary.

d. The Board Approves Hull's Proposal for Protecting Ships in Ordinary

Besides repairing and outfitting vessels, the yard continued to be responsible for the ships in ordinary. Commandant Hull observed during the summer that these vessels suffered greatly from the heat and occasional rains. Their decks had been caulked and a "thick coat of stuff put on them, but they were wet every morning" in dry weather and the awnings have been kept spread, yet they received much injury." The awnings were getting old and would soon have to be replaced.

Instead of renewing them, Hull believed it would be a savings to cover these vessels not "wanted soon for service with a board roof of

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92. Rodgers to Hull, August 5, 1817, and Hull to Rodgers, September 16, 1817, NA, RG 45, Letters Sent and Received, BNC.

93. Hull to Rodgers, May 2 and October 17, 1817, NA, RG 45, Letters Received, BNC.

94. Rodgers to Hull, September 4, 1817, NA, RG 45, Letters Sent, BNC.

light wood." This could be done for about $250 per ship, and would last until they were called for service. Under this covering could be stowed the water casks. In addition, the shed in winter would ward off snow and ice, which now had to be removed by his limited work force.[95]

The commissioners appreciated Hull's innovative suggestion, and he was authorized to cover the ships in ordinary "in the manner best calculated to preserve them from the weather at the least expense."[96]

e. President Monroe As a Guest of the Yard

On July 2, President Monroe reached Boston from Providence. On the 5th the President, accompanied by Commodore Oliver H. Perry, Chief of Engineers Joseph G. Swift, their aides, and a number of citizens, crossed the Charles River bridge and arrived at the yard at 8 A.M. They were received by a 21-gun salute and the Marine guard commanded by Captain Robert D. Wainwright. After inspecting the yard and the ships in ordinary, the presidential party sat down to breakfast with Commandant Hull in his handsome three-story quarters. From there, the President went on board Independence, and returning to the yard, participated in a procession through the town. On the 8th, President Monroe left Boston for New Hampshire.[97]

f. Two Boards Reconnoiter the Harbor

A Board of Commissioners (Commodores Oliver H. Perry and William Bainbridge, Captain Samuel Evans, and Chief Engineer Joseph G. Swift) charged with selection of a National Depot arrived at the yard early on July 28. They were accompanied by the Board of Engineers for Fortifications. Boarding Lynx and Enterprise, they went out into the outer harbor to reconnoiter the channel islands as possible

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95. Hull to Rodgers, August 6, 1817, NA, RG 45, Letters Received, BNC.

96. Porter to Hull, August 19, 1817, NA, RG 45, Letters Sent, BNC.

97. Charlestown Navy Yard Journal, July 2-8, 1817, NA, RG 181.

sites for Third System fortifications and to make soundings. They returned at 6 P.M. well satisfied at having ascertained that it was feasible to bring a ship drawing 30 feet into President Roads at ebb tide.[98]

Upon completing the survey, the Perry-Bainbridge-Evans-Swift board reported that Boston Harbor was capacious and capable of entry by any warship, as the bar could be crossed by a vessel drawing 25-1/2 feet of water at ebb tide. They were of the opinion that the harbor possessed many advantages, resulting from its "natural means of defence, its ample space for anchorage in the lower harbor and Nantasket Roads, and its proximity to materials for naval construction."

But the commissioners, taking cognizance of these adverse factors--the uncertainty of entrance into it unless there was a fair wind, its occasional obstruction by ice, the difficulty of getting to sea when there were winds from the east, its liability to blockade by a superior naval force, and the dangers inherent in navigating Massachusetts Bay in the winter--did not deem it advisable to establish a great "National Depot and Rendevzous at Boston." They, however, recommended that additional defenses for the navy yard and harbor be erected on Georges and Long Islands, and that the works on Castle, Governors, and Noddles Islands be strengthened.[99]

Secretary of the State John Quincy Adams was at the yard and aboard Independence on August 30. On his arrival at the yard, a 13-gun salute was fired from the battery.

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98. Ibid., July 28, 1817. The Board of Engineers had been organized in November 1816 to establish a Third System of fortifications for defense of the Nation's more important seacoast harbors and cities. The group had responsibility for designating the sites to be fortified, establishing priorities, determining design characteristics, and reviewing plans of the superintending engineer.

99. American State Papers, Naval Affairs, Vol. I, p. 491.

On October 5, at 11:45 A.M., the area was rocked by an earthquake. Two days later, the flagstaff was blown down during a squall. A new staff was erected on the 14th.[100]

3. 1818 Brings a Varied Schedule

a. The Yard Prepares for a Hectic Year

In Late January 1818, Commandant Hull, reflecting about the yard's impending repair program, wrote the board. When the frigates were outfitted, he noted, several spars for the lower yards would be required. These were neither stockpiled, nor did the mastmaker, who had heretofore subcontracted this work, have any on hand.

Would it not, Hull inquired, be wise to have a quantity of spars on hand for shaping lower yards? There was much local hard pine for this purpose.[101]

The board, while agreeable to procurement of all oak plank, thick stuff, knees, etc., deficient to complete the 74, was unable to sanction purchase at this time of timber for repairs.[102]

On March 4, the commissioners wrote Captain Hull that as soon as the weather moderated, he was to begin repair of Java. If, while work was under way, any more defects were observed, they were to be reported promptly to the board.

He was to caulk the upper deck of Macedonian and the starboard beam of Guerriere, if necessary.

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100. Charlestown Navy Yard Journal, August 30-October 14, 1817, NA, RG 181.

101. Hull to Rodgers, January 21, 1818, NA, RG 45, Letters Received, BNC.

102. Rodgers to Hull, January 30, 1818, NA, RG 45, Letters Sent, BNC.

Should he require more canvas to complete the ships' suits of sails, a requisition was to be forwarded, listing the precise quantity. The canvas would be sent from New York City. The board had not ascertained where to obtain the rigging that might be required for the Charlestown yard.[103]

By mid-March workmen had early finished a suit of sails for Constitution, and Hull mailed to the board an inventory of the bolts needed to make a suit of sails for Java. He also desired to know whether bolt rope for the sails was to be purchased in the Boston area, or if it would be sent from another station. Unless the rope was promptly secured, the sailmakers would have to be laid off.[104]

A late spring, with savage March storms, delayed beginning repair of Java until mid-April. When the hands turned to, the sawyers' task was made easier by a "new patent" steam sawmill.[105]

b. "Guerrière" Is Outfitted for a Russian Voyage

The yard's workload was nearly doubled in late April. On the 23d the commissioners directed Commandant Hull to prepare Guerrière, with all possible speed, for foreign service. She was to be supplied with all provisions she could conveniently stow, and the usual quantity of water. Her mission was to transport to St. Petersburg, the U. S. Minister of Russia George W. Campbell and his family. Two temporary staterooms were necessary for their accommodation.[106]

Acknowledging these orders on April 29, Hull reported that Guerrière required cordage, cables, and provisions. To help outfit her,

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103. Rodgers to Hull, March 4, 1818, NA, RG 45, Letters Sent, BNC.

104. Hull to Rodgers, March 12, 1818, NA, RG 45, Letters Received, BNC.

105. Hull to Rodgers, April 7, 1818, NA, RG 45, Letters Received, BNC.

106. Rodgers to Hull, April 23, 1818, NA, RG 45, Letters Sent, BNC.

Commodore Bainbridge daily detailed 40 good men to assist the small number of seamen from the ships in ordinary.[107]

The board had contracted through Agent Binney with Isaac Davis of Boston for cordage and Alexander Donaldson of Salem for blocks for the frigates. They would be delivered at such times and in such quantities as Hull specified, being paid for on delivery and inspection.[108]

The cordage contracted for was to be similar to Davis' patent and must be "1/15 smaller than if made in the common way:"

The standing rigging to run	32)	
Bolt rope rigging to run	40)	to the hook[109]
Running rigging to run	26)	
Cables to run	20)	

If, however, the patent cordage could not be delivered promptly, Hull was to receive for Guerrière common cordage of the best Russia hemp.[110]

In and around Boston, it was customary to allow four percent bondage on cordage, provided the manufacturer used good spun yard of "small line" that would be fit for common use when taken off. This was done because it was formerly the practice of ropemarkers to put "on large tow bandages filled with tar to make them weigh heavy." The merchants had accordingly agreed to allow the premium.

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107. Hull to Rodgers, April 29, 1818, NA, RG 45, Letters Received, BNC.

108. Rodgers to Hull, April 27, 1818, NA, RG 45, Letters Sent, BNC.

109. Rodgers to Hull, May 12, 1818, NA, RG 45, Letters Sent, BNC.

110. Rodgers to Hull, May 18, 1818, NA, RG 45, Letters Sent, BNC.

As this was not mentioned in the Davis contract, Hull wished to know whether he was to be allowed this percentage.[111]

The board decided that, as the Davis contract made no reference to wrapping, the Navy would be governed by local custom.[112]

Davis' contract provided that he was to be paid 14 cents per pound for all cables and spun yarns, and 15 cents per pound for all breechings, bolt rope, and standing and running rigging necessary to outfit Constitution, Macedonian, and Java.

It seemed to the board that Davis was entitled to be paid for net pounds.[113]

Hull, on checking with Agent Binney, learned that it had been understood by Davis that the cordage was to command a price of from $14 to $15 per hundred pounds. Davis would therefore be paid $14 per hundred for cordage made of fine yarn, with an additional four percent for bandages.[114]

The beef for Guerrière was being shipped from New York, while the bread and pork would be purchased in Boston.[115]

Guerrière would require new colors. As the recent law altering the flag did not specify how the stars were to be positioned in the field, Hull

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111. Hull to Rodgers, June 23, 1818, NA, RG 45, Letters Received, BNC.

112. Rodgers to Hull, June 29, 1818, NA, RG 45, Letters Sent, BNC.

113. Rodgers to Hull, July 30, 1818, NA, RG 45, Letters Sent, BNC.

114. Hull to Rodgers, August 17, 1818, NA, RG 45, Letters Received, BNC.

115. Rodgers to Hull, May 18, 1818, NA, RG 45, Letters Sent, BNC.

wished the commissioner's view on the subject. Enclosed with his letter was a drawing of how Hull believed they may be positioned.[116]

The board replied that the national flag, agreeable to Act of Congress of April 4, 1818, would after July 4 consist of "13 horizontal stripes, alternate red and white, the union to be 20 stars, white in a blue field, one star to be added on the admission into the Union of every new State."

The dimensions of the flag were to be "in width and length as 14 to 24 feet. The Union to be in breadth 7/13th of the breadth of the flag, and 1/3rd of the length of the flag in length. The manner of arranging the stars" would be:


[117]

On September 10, after Guerrière had sailed for the Gulf of Finland, the board advised the commandants that President Monroe had determined that the stars in the flag were to be arranged in four parallel rows of five stars each, with the 20 stars also positioned in five vertical rows. At the first hoisting of the new flag at their installation, a salute of 20 guns was to be fired.[118]

Guerrière's long guns, in the last week of May, were loaded aboard scows and taken to William Island. There they were proof fired. Five of the 24 pounders burst, while the trunnions of a sixth were fractured by a large fragment from one of the pieces which burst. To replace these

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116. Hull to Rodgers, May 6, 1818, NA, RG 45, Letters Received, BNC. Hull's drawing is missing from the file.

117. Rodgers to Hull, May 15, 1818, NA, RG 45, Letters Sent, BNC.

118. Rodgers to Hull, September 10, 1818, NA, RG 45, Letters Sent, BNC.

guns, six previously received and stored for Constitution were transferred to Guerrière. When they were proved, three burst.[119]

By mid-July the frigate had been outfitted and manned. On the 17th Minister Campbell and his family visited the yard and were received with a 20-gun salute. One week later, on the 25th, Guerrière sailed for Russia with the minister and his family.[120]

c. "Macedonian" Is Readied for the Pacific

Eight weeks before, on June 1, Commandant Hull had been ordered to outfit the frigate Macedonian for a 12- to 18-month Pacific voyage.[121]

Provisions were to be purchased in Boston and "put up with great care for a long cruize." She was to take aboard stores to last for six months.[122]

By July 29, Macedonian was nearly ready to leave the yard. Her water casks were filled; all her provisions, except bread, aboard; and the hold checked off. Her topgallant yards had been positioned on the 28th, and men were now reaving her running rigging.

She was "admired" by all who went aboard. And this was only right, Commandant Hull reflected, because "she is the handsomest ship we have, and her accommodations are not less comfortable and convenient."[123]

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119. Hull to Rodgers, June 1 and 17, 1818, NA, RG 45, Letters Received, BNC.

120. Charlestown Navy Yard Journal, May 22-July 15, 1818, NA, RG 181.

121. Rodgers to Hull, May 27, 1818 and Hull to Rodgers, June 1, 1818, NA, RG 45, Letters Sent and Received, BNC.

122. Rodgers to Hull, June 29, 1818, NA, RG 45, Letters Sent, BNC.

123. Hull to Rodgers, July 29, 1818, NA, RG 45, Letters Received, BNC.

Another seven weeks elapsed before Captain John Downes finished shipping a crew. On September 20, Macedonian, having been hauled out into the harbor, sailed for Cape Horn.[124]

d. Standardizing the Pay and Other Labor Reforms

During the summer, while Hull and his people was striving to ready the two frigates for sea, the board took action to enable its commandants to employ the best artisans and to standardize the pay. All ship carpenters, exclusive of foremen and apprentices, would be divided into two classes. One-third were to be designated first class and allowed two dollars per diem, and the remainder, to be called second class, paid $1.75 per day.

Similar scales were established for the blacksmiths, sawyers, and joiners.[125]

On July 22 the commissioners established a new rule for naval yard employees. Hereinafter, they were to be paid twice a month, rather than monthly.[126]

This caused Hull to shake his head. Until the spring of 1817, he had been in the habit of paying the labor force every two weeks, because they were "so poor that they could not do without their pay longer."[127]

Next, the board, as an economy measure, authorized the commandants to hire carpenters and other mechanics, if possible, for less than the established ceilings.[128]

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124. Charlestown Navy Yard Journal, September 20, 1818, NA, RG 181.

125. Rodgers to Hull, July 13, 1818, NA, RG 45, Letters Sent, BNC.

126. Rodgers to Hull, July 22, 1818, NA, RG 45, Letters Sent, BNC.

127. Hull to Rodgers, March 26, 1817, NA, RG 45, Letters Received, BNC.

128. Rodgers to Hull, August 11, 1818, NA, RG 45, Letters Sent, BNC.

Hull had anticipated the board. He was able to report that he employed his mechanics at from 15 to 20 percent less than the pay allowed by the department. As he had good men, who were satisfied with their pay, he would retain them at that rate.[129]

The previous year the board had issued two circulars governing employment of apprentices in the navy yards. The first provided that master craftsmen, in the various trades, were to be allowed apprentices as follows: carpenters, 3; blacksmiths, 2; coopers, 1; sailmakers, 2; mastmakers, 2; boatbuilders, 2; and blockmakers, 1.

No apprentice was to be taken into the yard unless bound for seven years and of 14 years or older. For the first two years of their apprenticeship, they were to be allowed one-fourth the pay of a mechanic of that trade; for the third and fourth years one-half; for the fifth and sixth years two-thirds; and for the seventh three-fourths.[130]

Information received from several of the yards soon satisfied the commissioners that the compensation allowed apprentices was too low. Consequently, their pay during the first year of apprenticeship was to be one-third that allowed mechanics in the trade; for the second and third years one-half; and for the fourth and fifth years three-fourths.

Henceforth, five years would be sufficient for an apprenticeship, provided the apprentices were intelligent and 16 years of age at the time they were bound.[131]

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129. Hull to Rodgers, August 6, 1818, NA, RG 45, Letters Received, BNC.

130. Rodgers to Hull, May 1, 1817, NA, RG 45, Letters Sent, BNC.

131. Rodgers to Hull, July 8, 1817, NA, RG 45, Letters Sent, BNC.

e. Coping with Ordnance and Supply Problems

In October plans were made to prove Java's guns. As they came from the same Havre de Grace foundry as those from Constitution tested in June, Captain Hull presumed that they were of the same quality of metal. If so, at least one in four work burst in proving.

It would save considerable money, Hull wrote the commissioners, if cannon intended for his station were proved before being shipped. The cost of proving the pieces at Charlestown was about ten dollars each.[132]

The board failed to respond to Hull's suggestion. Soon thereafter orders were issued for the commandants to have the cannons and carronades for which they were responsible lacquered instead of painted. Before doing so, the pieces would be scraped and cleaned.[133]

The Charlestown yard was called on in September to accept delivery of 257,000 pounds of copper rods purchased by the department from Joseph Revere. Captain Hull then shipped, in accordance with orders, 40,068 3/4-inch rods to Norfolk.[134]

f. The Commissioners Authorize Building a Hoy

In April the board had inquired as to the condition of the yard's two gunboats. If they did not require extensive repairs, Hull was to outfit them for hydrographic service. Each vessel was to be manned by a 15-man crew.[135]

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132. Hull to Rodgers, October 12, 1818, NA, RG 45, Letters Received, BNC.

133. Rodgers to Hull, November 13, 1818, NA, RG 45, Letters Sent, BNC. The lacquer formula called for a mixture of 20 pounds of black lead, 10 pounds red lead, 1-1/2 pounds lampblack, and 18 gallons of linseed oil.

134. Rodgers to Hull, September 11, 1818, NA, RG 45, Letters Sent, BNC.

135. Rodgers to Hull, April 10, 1818, NA, RG 45, Letters Sent, BNC.

Hull, replying, informed the department that there was only one gunboat on the Boston station, and for the past two years she had been employed as an anchor hoy. She was badly decayed, and unless repaired was unfit for duty as a survey vessel.[136]

By late September the gunboat had deteriorated to where she was not worth repairing. As the yard was in need of a lighter and anchor hoy, Commandant Hull requested authority to build one. This could be done at little expense, as there was oak planking and pine slabs on hand. The craft should be large enough to venture to sea for a run up to Portsmouth or down to New York.[137]

The board approved building the hoy, and on October 23 transmitted plans.[138]

Consequently, the Commissioners charged with surveying the harbor had to make other arrangements. On October 5 they borrowed a yard boat and went down the harbor.

g. The Yard Hosts a Number of V.I.P.'s

There were a number of important visitors to the yard during the year. On July 14, Governor John Brooks of Massachusetts, accompanied Commandant Hull and others, on an excursion down the harbor. On the governor's return to the yard, he was received with a 15-gun salute.

Vice President Daniel D. Tompkins, accompanied by Commandant Hull, Commodore Perry, and Colonel Gibbs, toured the yard on October 26 and boarded a schooner to examine the harbor.

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136. Hull to Rodgers, April 16, 1818, NA, RG 45, Letters Received, BNC.

137. Hull to Rodgers, September 29, 1818, NA, RG 45, Letters Received, BNC.

138. Rodgers to Hull, October 22, 1818, NA, RG 45, Letters Sent, BNC.

Speaker of the House of Representatives Henry Clay of Kentucky was received at the yard on November 4 by an 11-gun salute.[139]

4. 1819-20 Brings a Slower Pace

a. Outfitting "Hornet" for a Spanish Cruise

On December 2, 1818, the brig Hornet arrived at the yard from Köbenhaven after a stormy passage. As she would be required for immediate service, she was to be surveyed, and such repairs made as required.[140]

Bitterly cold weather in December slowed the workmen. The temperature moderated in mid-month, and Hornet was heaved out. On the 21st there was an accident, and a workman killed when crushed by her foretop.

Repairs were completed by mid-February 1819 and her water casks aboard. Notifying the commissioners, Captain Hull reported that she could long since have been ready for sea, but not knowing her mission, her stores had not been collected.[141]

Meanwhile, the commissioners were writing that she was to take the newly appointed minister to Spain, John Forsyth, across the Atlantic. As he did not plan to take his family, it was presumed that only two secretaries, in addition to his servants, would accompany him.[142]

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139. Charlestown Navy Yard Journal, July 14-November 4, 1818, NA, RG 181.

140. Rodgers to Hull, December 10, 1818, NA, RG 45, Letters Sent, BNC.

141. Hull to Rodgers, December 10 and 14, 1818, and March 5, 1819, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, December 2-21, 1818, NA, RG 181.

142. Rodgers to Hull, February 27, 1819, NA, RG 45, Letters Sent, BNC.

The stores and Forsyth and his party were aboard by March 27, and weighing anchor Hornet sailed for Cadiz.[143]

b. "Java" Becomes a Receiving Ship

On February 20, Secretary of the Navy Thompson called for information on the condition of Java, and the "shortest period of time that will be necessary" to outfit and equip her for sea.[144]

Commandant Hull promptly responded. As of November 1, 1818, her condition was:

> Hull-- Lately partly repaired and now in a situation to make a cruise of 2 or 3 years, after which she will require a thorough repair.
>
> Rigging-- Standing rigging in good order having been lately fitted. Running rigging very bad and will require all new cables, all new will be wanted.
>
> Spars-- Fore & main yards rotten, bowsprit repairing, one of her lower masts sprung, several small spars required.
>
> Stores--Many required, and those on hand generally in bad order.
>
> Boats--Two deficient, having been taken for the Macedonian.
>
> Water Casks--Some condemned, the residue now repairing.[145]

On February 27, having discussed the subject with Master Builder Barker, Hull reported that it would take three months to fit Java for sea. This was based on the presumption that she would be fitted out in the usual manner by men recruited for her and sent aboard in small numbers

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143. Charlestown Navy Yard Journal, March 27, 1819, NA, RG 18.

144. Thompson to Hull, February 20, 1819, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

145. Hull to Thompson, February 25, 1819, NA, Captains' Letters, Microcopy M-125.

from different stations. If a draft of 100 to 200 men was sent immediately, she could be readied for sea in 60 days.[146]

An inspection of the vessel had disclosed that the area of the orlop, under the breadrooms, contrary to expectations, was "entirely decayed." Indeed, it was so serious that she would require a new deck from the cockpit aft to the magazine. Hull feared that they would be unable to stop short of taking up part of the magazine ceiling.

In addition, the foremast was rotten and would be condemned, while the main- and mizzenmasts would have to be taken down and repaired. Hull now doubted whether Java could be made "sea-ready" in less than 90 days.[147]

The board, on reviewing the correspondence, was surprised to learn that Hull had commenced repair of Java. Until he heard further from the board, he would suspend all work on the frigate.[148]

c. The February Storm and Repair of Damage to the Timber Dock

On February 18, 1819, the workmen were given time off to go into Boston to witness the execution of several men convicted of piracy.[149]

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146. Hull to Thompson, February 27, 1819, NA, Captains' Letters, Microcopy M-125.

147. Hull to Thompson, March 3, 1819, NA, Captains' Letters, Microcopy M-125.

148. Rodgers to Hull, March 8, 1819, NA, RG 45, Letters Sent, BNC.

149. Charlestown Navy Yard Journal, Feburary 18, 1819, NA, RG 181.

A late February gale, with high tides, did considerable damage to the timber dock and washed out a section of the road leading from the yard to the magazine.[150]

Hull estimated the cost of placing "the wharf around the dock" in tolerable repair at several thousand dollars, because it was much decayed and settled. It had been built with timber laid across and sunk with stone. Many of the cross timbers had rotted and the stone had washed out. All the cap logs and timbers above the high-water mark were decayed, as were the covering planks.[151]

The board was unable to give Hull the sum asked. On April 1, Commissioner Rodgers sanctioned the expenditure of up to $1,000 on repair of the dock.[152]

d. Keeping the Gunboats Afloat

In June new regulations were promulgated by the board aimed at preservation of the vessels in ordinary. Hereinafter, when placed in ordinary, a vessel's trestletrees, tops, and caps were to be removed and carefully stowed. Her mastheads were to be coated, the coats to be of sufficient length to throw rain clear of the hounds.

The mast wedges were to be removed to admit a free circulation of air; the masts to be secured, each with a single pair of shrouds on each side, and a temporary stay.[153]

By mid-October the gunboat used as an anchor hoy was unfit for any use and should be sold. The gunboat employed for surveying the

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150. Hull to Rodgers, March 2, 1819, NA, RG 45, Letters Received, BNC.

151. Hull to Rodgers, March 25, 1819, NA, RG 45, Letters Received, BNC.

152. Rodgers to Hull, April 1, 1819, NA, RG 45, Letters Sent, BNC.

153. Rodgers to Hull, June 26, 1819, NA, RG 45, Letters Sent, BNC.

harbor, having been painted, might, if sold, bring more than she was worth. As her hull was rotten, it was questionable whether she would survive another summer on this duty.[154]

The board, on reviewing the subject, directed Hull to turn the former gunboat over to Agent Binney for sale. Before doing so, he was to strip her of useful military stores. The gunboat employed on the survey would be retained.[155]

On the last day of 1819 a blizzard pounded the area, doing considerable damage to the Charlestown and Boston wharves. At the navy yard, Gunboat No. 95 was driven against the wharf and stove in, and a scow's mooring lines parted and the vessel cast adrift.[156] The board waited 14 weeks before authorizing repair of the gunboat, at an expense not to exceed $150.[157]

e. The "Quakeress" Disaster

Meanwhile, there had been a tragedy. The schooner Quakeress had sailed on February 28, 1820, from the yard, with cables, cordage, and other stores for Columbus, which was being outfitted in the Chesapeake. Also aboard the schooner were 39 sailors recruited for Columbus, three officers, and six Marines.

On the morning of March 6, 125 miles off the coast of Virginia, the schooner encountered a wild squall and capsized. William Miller, a mate, and four sailors succeeded in hauling themselves into the main crosstrees,

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154. Hull to Rodgers, October 17, 1819, NA, RG 45, Letters Received, BNC.

155. Decatur to Hull, November 15, 1819, NA, RG 45, Letters Sent, BNC.

156. Charlestown Navy Yard Journal, December 31, 1819, NA, RG 181.

157. Hull to Rodgers, April 12, 1820, and Rodgers to Hull, April 17, 1820, NA, RG 45, Letters Sent and Received, BNC.

which were "for the most part out of water," Miller and his companions clung to their precarious perch through the night. On the 7th, three of the men, succumbing to cold and fatigue, lost their grip and disappeared. Next day, the 8th, Miller and his surviving comrade--Samuel S. Pierce--sighted a vessel bearing down upon them. They hurriedly raised a distress signal, which was seen aboard the ship Janus. A small boat was lowered and Miller and Pierce rescued. Fifty-six hours had passed since their vessel had capsized, and they were the only survivors. In addition to the naval personnel, the captain of Quakeress and four of her crew had drowned.[158]

f. The Building and Cruises of "Alligator"

Commandant Hull had read with interest of the decision by the government to suppress piracy in the West Indies by sending an adequate squadron to that area. This led to a decision to build five small schooners suitable for this service. Writing the board, he announced that his yard could build one of these vessels as cheap or cheaper than elsewhere.[159]

The board welcoming the proposal, informed Hull, on May 25, that one of these schooners would be built at Charlestown. Drafts of the vessels, which would displace about 175 tons, were being prepared.[160]

On June 1, as an economy measure, the daily pay of the mechanics and laborers was reduced to: carpenters from $1.62½ to $1.25; joiners from $1.37½ to $1.12½; blacksmiths from $1.37½ to $1.12½; blacksmiths from $1.62½ to $1.12½; coopers from $1.37½ to $1.12½; laborers from 90¢ to 75½¢; boatbuilders from $1.62½ to $1.25; painters from $1.25 to $1.12½;

158. Hull to Rodgers, March 18, 1820, NA, RG 45, Letters Received, BNC. The naval officers lost were Lieutenants John Pettigrew and S. P. Macomber, and Midshipman William Borden.

159. Hull to Rodgers, May 20, 1820, NA, RG 45, Letters Received, BNC.

160. Rodgers to Hull, May 25, 1820, NA, RG 45, Letters Sent, BNC.

gun carriage makers from $1.37½ to $1.12½; sparmakers from $1.62½ to $1.25; caulkers from $1.62½ to $1.25; armorers from $1.37½ to $1.12½; and sawyers from $1.50 to $1.12½.[161]

Nevertheless, the schooner's keel was laid on June 26, and by August 22 her frame was completed. On October 23, the board, having learned that she had been planked, named her Alligator.

She was launched at 10:30 A.M., on November 2, and hauled over to the wharf. At low tide "as many hands were put upon her as could be useful and took off the plank from her bottom, and finished coppering her in the wake of her bilgeways."[162]

Commandant Hull pronounced Alligator a "most beautiful vessel." He had no hesitation in declaring that the "materials used in building her are as good as can be found in our country, and the workmanship equal to any vessel ever launched in the northern states."[163]

On January 22, 1821, orders were received to outfit Alligator. The harbor at this time was closed with ice to below Fort Warren.[164] The schooner's crew arrived at the navy yard from New York on February 27. Notifying the department of this, Captain Hull wrote, she will be ready to put to sea as soon as her officers report and the stockpiled stores are sent aboard.[165]

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161. Rodgers to Hull, May 26, 1820, NA, RG 45, Letters Sent, BNC.

162. Rodgers to Hull, October 23, 1820, NA, RG 45, Letters Sent, BNC.

163. Hull to Rodgers, November 4, 1820, NA, RG 45, Letters Received, BNC.

164. Charlestown Navy Yard Journal, January 1-22, NA, RG 181.

165. Hull to Thompson, February 28, 1821, NA, Captains' Letters, Microcopy M-125.

Lieutenant Robert F. Stockton reached Boston on March 14 to find his ship in good order. Commandant Hull had taken a sail in her 48 hours earlier to ascertain how she would bear her canvas. There was a strong wind from the west and a heavy sea beyond the lighthouse. This brief cruise satisfied him that she would be "a very fast sailor and an excellent Sea Boat and every way comfortable for her Officers & Crew." She had sailed in company with "one of our best sailing pilot boats," and had forereached as easily and rapidly.[166]

On April 3, Alligator sailed for the African coast, with a "fine wind as the westerly wind has set in after the change of the Moon and the clearing of a snow storm." Hull forecast that she would enjoy a good run down the coast. She had on board provisions for 75 men for four months.[167]

On July 4, a prize crew reached Boston Harbor aboard the French slave La June Eugenia. The schooner had been captured by Alligator off the coast of Africa on May 17. There were on the Frenchman, as prisoners, 13 men and one boy. The second mate had died on June 21, so the vessel was ordered into quarantine.[168]

Alligator arrived six days later. On August 2 she was hauled alongside the wharf, and on October 4 she again sailed for the West African station. Eight weeks later, on November 26, a second prize captured by Alligator reached Boston. She was the Portugese slaver Mariana Flora, Lieutenant Joel Abbot prize master. On the 30th, Commandant Hull having assured the department that any prizes sent into

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166. Hull to Thompson, March 15, 1821, NA, Captains' Letters, Microcopy M-125.

167. Hull to Rodgers, April 3, 1821, NA, RG 45, Letters Received, BNC.

168. Hull to Thompson, July 6, 1821, NA, Captains' Letters, Microcopy M-125.

port by U. S. warships could, without inconvenience, be accommodated at the yard, she was hauled in and secured to the wharf.[169]

Alligator, having being ordered to the Caribbean, was wrecked on Craysfort Reef, 30 miles off Cape Florida, on the night of November 9, 1822. Efforts to salvage the schooner failed, and she was fired and blown up by her crew. All hands were saved.

On learning of the disaster, Commandant Hull informed the commissioners that if it were determined to replace her, it could be done at his yard, because there was currently stockpiled all the timber and material necessary for a sloop or schooner.[170]

There not being an appropriation for building a replacement, the board was unable to follow up on Hull's suggestion.

g. God Comes to the Yard

On Sunday, June 11, 1820, at 10 A.M., all the officers and men assigned to the yard and station were mustered in the sail loft for divine services conducted by Chaplain Felch. This was the first time such services were held in the yard.[171]

Seven months later, the American Bible Society of New York City forwarded to the commandant 250 Bibles to be distributed among the petty officers and seamen under his command, as well as those on vessels in ordinary. The purser was to charge the men with the value thereof. On

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169. Hull to Thompson, November 23, 1821, NA, Captains' Letters, Microcopy M-125; Charlestown Navy Yard Journal, November 26-30, 1821, NA, RG 181.

170. Hull to Rodgers, December 10, 1822, NA, RG 45, Letters Received, BNC.

171. Charlestown Navy Yard Journal, June 11, 1820, NA, RG 181.

their discharge, if the Bibles were returned in good condition, they would be credited for same.[172]

h. Quartering the Officers and Men in Ordinary and the Station Receiving Ship

For the first several years after Hull took command, the officers and sailors attached to ships in ordinary lived aboard. It had been discovered that, during the long New England winters, this was not only uncomfortable but unhealthy. Moreover, the risk of losing a ship by fire was increased, as fires for heat were kept burning day and night.

Hull accordingly ordered the officers and seamen ashore. The men were quartered in a small frame barracks on the wharf and the officers paid per diem. In 1820 the auditor questioned these officers' chambers allowance.[173]

Secretary of the Navy Thompson also provided Hull with guidelines regarding chamber money. It would be allowed to all officers "actually on duty for whom there are no accommodations at the Navy Yard, or on board Ship." Officers placed on the rolls merely so they may have pay and rations were to receive no extra allowance. Officers attached to ships in ordinary were not to receive chamber money, and were to form messes aboard Independence. In addition, as many midshipmen as can be conveniently accommodated, were to be transferred to that ship for subsistence and lodging.[174]

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172. Thompson to Hull, January 3, 1821, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

173. Hull to Thompson, October 9, 1820, NA, Captains' Letters, Microcopy M-125.

174. Thompson to Hull, November 10, 1820, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Meanwhile, measures were being taken to outfit a receiving ship for the Boston station. The only vessel in his charge which might be converted into a receiving ship, Hull notified the board, was Java, but this would be expensive. Her situation was such that the men, at best, would be very uncomfortable and their health would suffer.

He recommended that instead they be sent aboard Independence, as she was moored near the yard and "in a situation to make the men and officers comfortable and where they can be at their work at a moment's call." There was also a Marine detachment aboard the big 74 to serve as a guard. If sent to Java there would be no guard detail.[175]

The board, this subject being beyond its competence, referred the question to Secretary of the Navy Thompson. On November 23, the secretary approved use of Independence as a temporary receiving ship.[176] She performed this function until the spring of 1821, when orders were given by the board to convert Java into the Boston station's receiving ship.[177]

5. 1821 Brings Increased Activity

a. The Board and the Seasonal Adjustments of Wage Rates

Captain Hull, like the other commandants, in December 1820, audited the employees, their tasks, and wages. The results satisfied him that "no part of the establishment can be reduced without injury to the public service."

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175. Hull to Rodgers, November 7, 1820, NA, RG 45, Letters Received, BNC.

176. Thompson to Hull, November 28, 1820, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

177. Rodgers to Hull, March 12, 1821, NA, RG 45, Letters Sent, BNC.

To justify his position, Hull forwarded to the board a report on the average pay in the yard, along with letters from the principal Boston area merchants and shipbuilders, documenting that the United States was paying less than prevailing local wage rates. Moreover, his people worked longer hours.

With winter at hand, the weather had turned cold, and it might be possible to reduce slightly the pay of some of the mechanics, without losing them. But, he warned, as soon as spring came and there was a demand for men with their skills, they would seek other employment. He was satisfied that with the scale now in effect, the mechanics could not "more than support their families." In October they had lost so much time, because of the weather, that "most of them were in debt at the end of the month after paying their board, and those that were not in debt barely had sufficient to pay their landlords."

In view of the quantity of materials received and the work accomplished, Hull believed that his roll of laborers was not large, while "the number of men allowed the yard and ships in ordinary has frequently been from four to ten short of the complement."

During the past fortnight 30 carpenters had been discharged, and the moment Constitution was coppered he would lay off a number of boatwrights, caulkers, and laborers.[178]

The board, on reviewing Hull's report, found the wages higher than those paid for similar work in other seaports. It was hoped that they could be reduced, as they found no extenuating reasons why Boston labor was entitled to higher wages than elsewhere.[179]

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178. Hull to Rodgers, December 4, 1820, NA, RG 45, Letters Received, BNC.

179. Rodgers to Hull, December 13, 1820, NA, RG 45, Letters Sent, BNC.

Then on January 3, 1821, the commissioners transmitted to the commandants a scale of wages to take effect at the yards from the first day of the year. The various trades were to be paid a daily wage of:

carpenters	$1.25 to $1.50	caulkers	$1.25 to $1.50
joiners	$1.12 to 1.25	armorers	1.12 to 1.50
blocksmiths	1.00 to 1.22	sawyers	1.00 to 1.25
blacksmiths	1.00 to 1.37	riggers	1.00 to 1.12
coopers	1.00 to 1.25	gunners	x 1.00
laborers	.75 to 1.00	plumbers	1.12 to 1.25
boatbuilders	1.18 to 1.37	sailmakers	.86 to 1.25
painters	1.00 to 1.25	quartermen	x 2.00
gun carriage makers	1.12 to 1.37	teamsters	x x
sparmakers	1.18 to 1.27	masons	x x
master joiners	3.00	master painters	$2.80 [180]
master blacksmiths	2.50	master sparmakers	3.00
master sailmakers	2.75		

Hull, in accordance with the circular, reduced the mechanics' wages. He had previously cut the carpenters' pay below the scale. As the newly established scale made the highest pay for joiners $1.25 and for smiths $1.37½ per day, he hoped it did not extend to foremen. If, however, it did, he would lose his best men.[181]

The commissioners assured Hull that the recent circular did not apply to the pay of foremen and quartermen.[182]

With more hours of daylight bringing longer working hours, Captain Hull, on April 10, inquired whether the pay of his mechanics would be raised this summer. If not, they might all leave, as they could make more money from private contractors. Since wages had been pared, all his sailmakers, except one, had left; some of the joiners; all the painters; and two of the foremen. Fortunately, Constitution's sails had

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180. Rodgers to Hull, January 3, 1821, NA, RG 45, Letters Sent, BNC.

181. Hull to Rodgers, January 12, 1821, NA, RG 45, Letters Received, BNC.

182. Rodgers to Hull, January 16, 1821, NA, RG 45, Letters Sent, BNC.

been nearly finished, so they had been able to ready them with the few sailmakers from the ships.[183]

Succumbing to this threat, the board authorized Hull and the other commandants to raise the pay of the mechanics and laborers to the previous year's level.[184]

b. The Organization of a Volunteer Fire Company

On April 10, the commandants were informed by the department that an "efficient fire company" was to be formed of the officers and others attached to the yards. Engines were never to be dispatched outside the facility, "so long as there may be a probability of their being wanted in the yard." Whenever fire broke out in the yard or its vicinity, sentinels were to be posted at all points in the yard, where a conflagration might be "communicated, or the public property in any degree endangered." If the engines were dispatched outside the yard, they were to be accompanied by the fire company. It was expected that all mechanics and laborers, living within one-half mile of the yard, would join the company.[185]

Captain Hull followed up on this circular, and the yard soon had a well organized and drilled volunteer fire company.

c. "Macedonian" Returns and Is Placed in Ordinary

On April 18 a spring blizzard, accompanied by a northeast gale, punished the area. There were seven-foot drifts and a vessel was wrecked on Scituate Beach.[186]

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183. Hull to Rodgers, April 10, 1821, NA, RG 45, Letters Received, BNC.

184. Rodgers to Hull, March 16, 1822, NA, RG 45, Letters Sent, BNC.

185. Rodgers to Hull, April 10, 1821, NA, RG 45, Letters Sent, BNC.

186. Charlestown Navy Yard Journal, April 16-20, 1821, NA, RG 181.

The commissioners made their annual visit to the yard in late May. On June 20, the frigate Macedonian arrived in 93 days from Valparaiso. Within 48 hours, Commandant Hull reported that she was lying at the wharf, stripped. They would now commence "taking her Rigging and Stores into the Storehouses." He had been compelled to hire labor, as her crew had left to a man, their time of service having long since expired. Her crew, in Hull's opinion, "had consisted of the most worthless set of men I ever saw collected on any ship."

If she were to be placed in ordinary, Hull wished to know whether she was to be covered.[187]

The board replied immediately. Macedonian was to be demasted and laid up in ordinary. As soon as she had been stripped and her stores sent ashore, a general survey would be held on her hull, masts, spars, etc.

She was to be covered by shed of white pine boards, and an opening made in her magazine and all other bulkheads to permit circulation of air throughout the hull by aid of windsails.

All mast wedges were to be removed and the masts raised far enough out of the hull to permit circulation of air at the heels. The masts were to be coated, the coats extending down to throw precipitation clear of the trestles or if there were facilities the masts were to be removed and housed ashore.

A good coat of whitewash was to be applied to the interior.[188]

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187. Hull to Rodgers, June 22, 1821, NA, RG 95, Letters Received, BNC.

188. Rodgers to Hull, June 25 and 26, 1821, NA, RG 45, Letters Sent, BNC.

d. Salting the Ships

Captain Hull now broached the desirability of salting ships. The 74 was the only vessel for which he was responsible that had been salted. Nine hundred bushels had been used, but she had been kept so dry that the only observable effect was a dampness which was evident during periods of high humidity. The salt seemingly penetrated deep into the timber and would be of great benefit in preserving the vessel.

Java was not worth salting, while it was impossible to estimate the amount of salt required for Macedonian.

What effect the dampness caused by salting would have on a crew, Hull could not judge. But as Columbus and Washington had been salted and their crews were healthy, there might be no ill effects.

Most New England shipbuilders and owners were in the habit of salting their ships, and Hull was satisfied by what he had observed that it was a beneficial practice.[189]

The board, on discussing the subject, noted that salting Macedonian from the plank shear down would be desirable, but it would be too costly. Hull would therefore salt her by removing a streak of plank below the gundeck ports, as high as possible, and salt her from there downward to the lower end of the first futtocks amidships, and fore and aft down to deadwood.[190]

e. Bainbridge Arrives with "Columbus" and "Spark"

Then, on July 22, Columbus, wearing Commodore Bainbridge's broad pennant, and the brig Spark arrived at the yard in 46

189. Hull to Rodgers, August 30, 1821, NA, RG 45, Letters Received, BNC.

190. Rodgers to Hull, September 24, 1821, NA, RG 45, Letters Sent, BNC.

days from Gibraltar. The 74 would be placed in ordinary and the brig repaired. From Commodore Bainbridge, Captain Hull learned that Spark would require considerable work. If this were correct, he would like to begin as soon as possible, so she could be outfitted before winter.

On being sent ashore, Spark's water casks and rigging were observed to be in very bad condition, as were her sails and other stores.[191]

Having been alerted to the impending arrival of Macedonian and Columbus, Hull had asked authority to dispose of a quantity of powder that was below proof and 30 barrels of dust, occupying considerable space in the magazine. The area thus cleared would be employed for storage of powder landed from these warships.[192]

The board was agreeable. When Macedonian arrived, her powder was landed and sent to the magazine. The situation was not complicated by the decision to locate the new smithery and shiphouse No. 2 in the lower yard, near the magazine. Fearful of a possible fire and explosion at the magazine, Hull broached the subject of transferring the powder from the yard to the Army's Watertown Arsenal. This situation would become more critical on arrival of Columbus, he advised the commissioners.[193]

The officer in charge of the Watertown Arsenal was agreeable to receiving for storage from the Navy 500 to 1,000 barrels of powder. This would take care of all powder that was above proof.[194]

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191. Hull to Rodgers, July 24 and August 3, 1821, NA, RG 45, Letters Received, BNC. Aboard the big 74 was the statue of George Washington by Canova, for the state of North Carolina.

192. Hull to Rodgers, June 12, 1821, NA, RG 45, Letters Received, BNC.

193. Hull to Rodgers, July 13, 1821, NA, RG 45, Letters Received, BNC.

194. Hull to Rodgers, July 25, 1821, NA, RG 45, Letters Received, BNC.

f. "Spark" Is Repaired and Sent to Sea

It was mid-August before the board authorized Commandant Hull to begin repair of Spark. To expedite the project, Secretary of the Navy Thompson approved the enlistment of "some seamen."[195]

Hull drove his people hard. There was more to accomplish than anticipated. Some of her port timbers were "nearly broken off and the timbers abreast of her Rigging so slight that in setting up the shrouds the top timbers appeared too weak to trust." Hull therefore gave her "some new port timbers and put in several top timbers about her rigging and ceiled her up inside which makes her much stronger and adds very much to her appearance as a Brig of War."

She would leave the wharf, on September 28, with all her provisions aboard, and Hull foresaw nothing to prevent her sailing on Tuesday, October 3, at the latest. This would enable her to arrive off the Chesapeake capes as scheduled.

To get her ready for sea, the Navy borrowed from the Army at Fort Independence four light, long 12-pounders. Her armament was now eight 18-pounder carronades, four iron and two brass 12-pounders.[196]

Spark departed from the yard, on the afternoon of the 10th, with a strong wind out of the north. If it held, she would be off the capes before the 15th.[197]

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195. Rodgers to Hull, September 12, 1821, NA, RG 45, Letters Sent, BNC.

196. Hull to Rodgers, October 1, 1821, NA, RG 45, Letters Received, BNC.

197. Hull to Thompson, October 11, 1821, NA, Captains' Letters, Microcopy M-125.

When he advised the board of this, Hull called attention to the regulations, directing that "no alterations in the arrangement of the accommodations, fittings, the rigging, etc., shall be made," without authorization from the department. But to ready her for sea, she had been "literally cut to pieces to make what our young men call improvements." He was confident that he was within bounds when he reported that her repairs had not cost $500 more than they would have had these improvements not been made. Her cable bitts, topsail sheet bitts, capstan spindle, bowsprit bed, and indeed "everything except her masts and pumps that went below her Gun Deck were sawed off flush with the beams under her Deck for neatness."[198]

The board, on acknowledging the report, called Hull's attention to the regulation forbidding "any alterations to be made without the consent of the . . . Commissioners."[199]

g. "Columbus" Is Placed in Ordinary

In mid-November orders were received from the board to place Columbus in ordinary. On doing so, her rudder was to be unshipped and repaired. Her masts were to be raised, and a piece of pig iron placed under the step of each. She would be covered with hurdles.[200]

Columbus was turned over to Commandant Hull by Captain Shaw on the 22d. While workmen and sailors swarmed over her, an inventory was taken of her stores. Those in good order would be left aboard until spring, by which time the former Army laboratory would be rehabilitated

198. Hull to Rodgers, October 11, 1821, NA, RG 45, Letters Received, BNC.

199. Rodgers to Hull, October 16, 1821, NA, RG 45, Letters Sent, BNC.

200. Rodgers to Hull, November 14 and 15, 1821, NA, RG 45, Letters Sent, BNC.

as a storehouse. Until then, there were insufficient storage facilities ashore.[201]

When the rudder was unshipped, it was found to be badly sprung, and the main part would have to be replaced. The fore- and mainmasts had been lifted, which caused Hull to regret that the yard did not have a proper masthouse for their storage. Exposed as they would be to the elements, they would not last many years. In addition, he needed proper sheds for stowage of spars and small boats.[202]

The board, however, vetoed the masthouse and boatshed proposals, as there was a more pressing need for other yard improvements.[203]

Columbus, after the masts and stores were removed and the hurdles positioned, was moored about 60 feet off the wharf. Heavy mooring anchors and chain cables were employed, rather than the ship's anchors and common cables.[204]

h. Charting Plymouth Harbor and Georges Bank

In late June 1821 Edmund Blunt was completing preparations for a survey of certain shoals and banks. Advising the department of this, Captain Hull wished to be apprised whether to assist Blunt with a gunboat. Two vessels would be necessary, and if a gunboat were employed the United States would be spared the expense of hiring a craft.[205]

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201. Hull to Rodgers, November 19 and 22, 1821, NA, RG 45, Letters Received, BNC.

202. Hull to Rodgers, November 30, 1821, NA, RG 45, Letters Received, BNC.

203. Rodgers to Hull, December 14, 1821, NA, RG 45, Letters Sent, BNC.

204. Hull to Rodgers, November 19, 1821, NA, RG 45, Letters Received, BNC.

205. Hull to Thompson, June 25, 1821, NA, Captains' Letters, Microcopy M-125.

Hull was authorized to employ the gunboat, ten men from ordinary, and such supernumerary officers as necessary, to assist in Blunt's survey of Georges Bank. One of two of the yard's small boats could accompany the gunboat.[206]

By July 10 the gunboat had been outfitted, and Chaplain Felch ordered to make a survey of Plymouth Harbor. He would be gone about eight days.

By then Blunt would have his vessel equipped, and he would begin the survey of hazardous Georges Bank. The board, however, could not spare another vessel, so if Blunt wished to use the gunboat he would have to await her return.[207]

The gunboat sailed from the yard, on the 10th, for Plymouth and returned on the 15th. She was accordingly available to participate in the Blunt expedition, which sailed on August 8. The gunboat was back on the 24th, after spending 16 days surveying Georges Bank. The shoals had been sounded, the latitude and longitude recorded, and the waters charted.[208]

i. Hull Loses A Warrant Officer

Peter Black had reported for duty, on August 3, as acting gunner. During the next two months he had, on several occasions, showed up for duty drunk. Early in October he was pulled off a tidal flat, where he had passed out. But for the assistance of the passerby he would have drowned.

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206. Rodgers to Hull, July 2, 1821, NA, RG 45, Letters Sent, BNC.

207. Hull to Rodgers, July 8 and 10, 1821 and Rodgers to Hull, July 19, 1821, NA, RG 45, Letters Received and Sent, BNC.

208. Hull to Rodgers, August 24, 1821, NA, RG 45, Letters Received, BNC. A chart and report of the survey prepared by Mr. Felch was forwarded to the Secretary of the Navy on November 5.

Writing the board, Hull charged that Black was "unfit to hold the situation as gunner," and he hoped he would be reassigned.[209]

Black was accordingly transferred.[210]

j. Paring the Work Force for the Winter Season

There was a heavy snow on the night of November 29. With the end of the month at hand, Hull determined to release as many of his mechanics as possible, and to reduce the wages of those retained. Before paying off all the force engaged in this work, it would be necessary to clear out Macedonian's hold and land her guns and finish laying up Columbus.[211]

On December 10, Hull, in accordance with the board's orders, reduced the wages of first rate carpenters to $1.40 per day, and the other mechanics proportionately.[212]

Confronted by the threat of reduced appropriations, the board now established ceilings for the number of employees in the various trades. By January 1, 1822, Hull would pare his payroll to these numbers: carpenters, including foremen, 36; caulkers 4; sawyers and helpers 10; blockmaker and helper 2; joiners 24; blacksmiths and strikers 12; painters 4; laborers 35; rigger 1; sailmakers 6; armorer 1; and coopers 4.[213]

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209. Hull to Rodgers, October 5, 1821, NA, RG 45, Letters Received, BNC.

210. Rodgers to Hull, October 18, 1821, NA, RG 45, Letters Sent, BNC.

211. Hull to Rodgers, November 30, 1821, NA, RG 45, Letters Received, BNC.

212. Rodgers to Hull, December 3, 1821, NA, RG 45, Letters Sent, BNC.

213. Rodgers to Hull, December 10, 1821, NA, RG 45, Letters Sent, BNC.

As of mid-December, Hull reported, there were employed at the yard:

Occupation	No.	Daily Wage	Remarks
Carpenters	3	$1.72	
Carpenter	1	1.56	
Carpenters	10	1.31	Short 18 carpenters
Carpenter	1	1.16	
Carpenter	1	1.06	
Carpenters	2	.86	
Blacksmith	1	$2.00	
Blacksmith	1	1.44	
Blacksmiths	2	1.14	Short 3 blacksmiths
Blacksmiths	2	1.08	
Blacksmiths	2	1.06	
Blacksmith	1	.94	
Armorers	1	$1.14	1 armorer too many
Armorers	1	.96	
Joiner	1	$1.68	
Joiner	1	1.40	Short 12 joiners
Joiners	8	1.18	
Joiner	1	1.06	
Joiner	1	.94	
Sailmaker	1	$1.18	Short 4 sailmakers
Sailmaker	1	1.06	
Painter	1	$1.56	Short 1 painter
Painters	2	1.31	
Sawyers	10	$1.31	
Laborer	1	$1.56	3 laborers short
Laborers	5	1.06	
Laborers	27	.96	

Allowed but not employed--4 caulkers, 2 blockmakers, and 4 coopers.[214]

214. Hull to Rodgers, December 19, 1821, NA, RG 45, Letters Received, BNC.

6. Hull's Final 20 Months as Commandant

a. "Macedonian" Is Outfitted and Sails on an Ill-Omened Cruise

On January 26, 1822, the board notified Commandant Hull that Macedonian would be prepared for active service with all "practicable dispatch." But, as she would be operating in a mild climate for no more than 12 months, it was not desired "to incur any expense" in outfitting beyond that absolutely necessary.[215]

Captain Hull would also open a rendezvous at Boston and ship 80 able seamen, 70 ordinary seamen, and 16 boys, all Americans, for service in Macedonian. They were to be enlisted for two years and be examined by a surgeon. The other one-half of the crew would be recruited in New York City. Petty officers would be selected from the Boston contingent.[216]

Captain Hull was absent from the yard, when these orders were received by his executive officer Master Commandant William B. Shubrick. Replying, Shubrick informed the department that when the frigate was placed in ordinary her hull, excepting the berthdeck and wales, was sound. The berthdeck beams and waterways were rotten and the planking worn. By giving her a new berthdeck and kneeing, she would again be a "strong and good ship."

Master Builder Barker had voiced the opinion that she could make a 12-month cruise without the expense of a new deck.[217]

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215. Rodgers to Hull, January 26, 1822, NA, RG 45, Letters Sent, BNC.

216. Thompson to Hull, January 28, 1822, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

217. Shubrick to Rodgers, January 31, 1822, NA, RG 45, Letters Received, BNC.

The board, while authorizing Hull to employ Columbus' laboratory stores in outfitting the frigate, directed him to replace only rotten timbers and beams. Records would be kept of what was taken so it could be replaced.[218]

The task of preparing the frigate for sea progressed rapidly. On March 4, Commandant Hull notified Washington that she would be ready to turn over to her captain within several days. Her rigging was complete, and all her water and provisions aboard. Stores for the various divisions were ready to be loaded, as soon as the officers were prepared to receive them.

The men recruited in Boston were on ship, except for about a score, and these, it was believed, could be secured within a few days of the ship leaving the yard.[219]

She was delivered to Lieutenant Walter Newcomb on the 10th. As the wind was unfavorable, she was anchored near the yard.[220]

On April 2, Macedonian (Captain James Biddle) sailed for the West Indies, on a piracy supression mission, with a strong westerly wind. Pilot Knox returned at nightfall and reported she was in good order, and "appeared to be very stiff and sailed uncommonly fast."[221]

The cruise was a disaster. When, after calls at La Habana and Port-au-Prince, she docked at Norfolk in August, 70 of her crew were

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218. Rodgers to Hull, February 6, 1822, NA, RG 45, Letters Sent, BNC.

219. Hull to Thompson, March 4, 1822, NA, Captains' Letters, Microcopy M-125.

220. Hull to Rodgers, March 5 and 11, 1822, NA, RG 45, Letters Received, BNC.

221. Hull to Rodgers, April 2, 1822, NA, RG 45, Letters Received, BNC.

dead and more than 50 on sick call. Reports had reached the board attributing the plague to the ballast not having been taken out of the ship and the holds cleaned before the stores were stowed. Although the commissioners were certain that Hull had followed procedures, they wished a statement from him documenting his actions.[222]

Captain Hull assured the board that Macedonian had been "completely overhauled and cleaned out after returning from the Pacific." Aware of the danger from yellow fever in the Caribbean, during the summer, every stick of wood taken aboard for fuel had been stripped of its bark, to avoid, as much as possible, "the decay of vegetable matter, etc."

A court in inquiry, on investigating, agreed that the officers at Charlestown had shown "great zeal and attention to the fitting out" of the frigate, and "that the prevalence of sickness and mortality, on board" could not be "ascribed to any ommission of duty on their part." The court was of the opinion that the principal causes of the plague were the sudden change from a northern climate to the subtropics, and the long stay at La Habana.[223]

b. "Independence" Is Placed in Ordinary

On March 7, 1822, the board ordered Independence into ordinary. Like Columbus, she would be covered with hurdles to shield her from the elements.[224]

Captain Hull was compelled to defer positioning the hurdles, because the court martial, which had been ordered to hear charges against Captain Shaw, was about to convene aboard the big 74. Meanwhile, her decks would be protected from the sun by awnings.

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222. Porter to Hull, August 9, 1822, NA, RG 45, Letters Sent, BNC.

223. Niles' Weekly Register, August 17, 1822; November 30, 1822.

224. Rodgers to Hull, March 7, 1822, NA, RG 45, Letters Sent, BNC.

For the court's convenience, she was brought alongside the wharf, on March 19.[225] There she remained until autumn, her captain's cabin being used also for Lieutenant Abbot's court martial and Hull's court of inquiry. When this tedious business was finally finished, the hurdles were positioned and she was moored next to Columbus.

c. The Board Continues Its Deflationary Wage Policy

On March 16 the commissioners alerted the commandants that, on April 1, the wage rates at their yards were to be raised to that of the previous summer. They would not "employ more than four-fifths of any class that can be advantageously employed." Laborers were to be hired and laid off as needed.[226]

At Charlestown, Captain Hull replied, it might be impossible, because of the building boom, to hire carpenters and joiners at the 1821 pay scale. The yard, he reminded the commissioners, had at that time maintained the same wages at during the winter of 1820-21.

Enclosed was a report listing the pay the various trades expected to receive during the coming months, which was ten to twenty percent less than that paid outside the yard.[227]

The commissioners, deeming the advantage of working under a cover as equal to the difference in wages, refused to sanction a pay raise.[228]

Hull, after discussions with Master Builder Barker and other master craftsmen, concluded that it would be impossible to cut wages below those

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225. Hull to Rodgers, March 19, 1822, NA, RG 45, Letters Received, BNC.

226. Rodgers to Hull, March 16, 1822, NA, RG 45, Letters Sent, BNC.

227. Hull to Rodgers, April 10, 1822, NA, RG 45, Letters Received, BNC.

228. Rodgers to Hull, April 16, 1822, NA, RG 45, Letters Sent, BNC.

listed on the enclosure. As the shiphouse for 74 No. 2 was not completed, the mechanics were liable to the same loss of time as they would be at private yards because of inclement weather.

Although he had raised the mechanics' pay, Hull feared they would be unable to retain them through the season, because of escalating wages in private shipyards. All his sawyers had left, along with several carpenters and joiners.

If this exodus continued, could he raise the pay ten to twenty percent?[229]

The board's position was made clear, when they failed to respond.

Upon approach of winter with its inclement weather and less hours of daylight, the commissioners called for a reduction in the number of mechanics and laborers at each yard to "such . . . as can be advantageously employed." Those retained were to be cut in "their pay so much per centum" as judged proper. The new wage scale would be instituted on January 1, 1823.[230]

Hull had anticipated the board. On November 1 he had reduced the mechanics' pay and slashed the force to the smallest number possible.[231]

By the beginning of the new year, there were "but few men employed in the yard and but little doing."[232]

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229. Hull to Rodgers, April 30 and May 11, 1822, NA, RG 45, Letters Received, BNC.

230. Rodgers to Hull, December 4, 1822, NA, RG 45, Letters Sent, BNC.

231. Hull to Rodgers, December 12, 1822, NA, RG 45, Letters Received, BNC.

232. Hull to Thompson, January 8, 1823, NA, Captains' Letters, Microcopy M-125.

d. The Yard in Hull's Final Months

Eighteen hundred and twenty-three opened with a storm that left about a foot of snow on the ground. On March 31, there was a snow that piled up drifts to heights of 10 to 12 feet. A section of fencing dividing the former hospital grounds from the yard was toppled, while the surf beat down the piles forming the new timber dock in the lower end of the yard.[233]

During the winter the sailmaker and his two apprentices had repaired all the sails, windsails, awnings, etc., belonging to the ships in ordinary. As they would soon be out of work, Commandant Hull turned them to making several hundred hammocks and seabags.[234]

With spring in the air and the hands able to work outside, Hull reminded the board that Columbus and Independence required caulking.[235] The board was agreeable. The decks would be caulked lightly, and given a good coat of turpentine and rosin, mixed with a little train oil.[236]

The labor force received good news in mid-April. On May 1 their pay, for a day's work, would be raised as follows: quartermen $2; carpenters $1.25 to $1.50; blacksmiths $1.12½ to $1.37½; armorers 90¢ to $1.25; joiners $1.12½ to $1.33; sawyers $1.12½ to $1.30; sailmakers 86¢ to $1.25; painters $1 to $1.25; and laborers 75¢ to $1.12½. Under no

233. Charlestown Navy Yard Journal, January 1-March 31, 1823, NA, RG 181.

234. Hull to Rodgers, March 18, 1823, NA, RG 45, Letters Received, BNC.

235. Hull to Rodgers, March 19, 1823, NA, RG 45, Letters Received, BNC.

236. Rodgers to Hull, March 24, 1823, NA, RG 45, Letters Sent, BNC.

circumstances would they receive more than the maximum, the board cautioned.[237]

On July 12 there was a slight earthquake, but no damage occurred at the yard. Then, on August 5, Governor John Brooks of Massachusetts, accompanied by a distinguished party, visited the yard. He was received by a 15-gun salute, after which he and his group were entertained by Commandant Hull and his wife at their quarters.[238]

C. Captain Hull Builds Two 74s

1. Preparations Are Made and Materials Assembled

a. The Navy Determines to Build a 74 and a 44 at Charlestown

On April 28, 1816, President Madison signed into law "an act for the gradual increase of the navy." It authorized the building of nine ships of not less than 44 guns each. Included within these figures were one 74- and three 44-gun ships authorized by the act of January 2, 1813. By these two laws 12 ships of not less than 74 guns and 15 ships of not less than 44 guns were to be built.

The Board of Navy Commissioners accordingly, in May 1816, directed Commandant Hull to purchase a sufficient quantity of timber for construction of a 74 and a frigate, the frames excepted, along with that necessary for repair of the vessels in ordinary.[239]

By the end of January 1817, there had been received at the yard a large quantity of the "best long timber for plank stocks and large timber suitable for beams for 74s." There was, Captain Hull notified the board,

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237. Rodgers to Hull, April 8, 1813, NA, RG 45, Letters Sent, BNC.

238. Charlestown Navy Yard Journal, July 12-August 5, 1823, NA, RG 181.

239. Rodgers to Hull, May 28, 1816, NA, RG 45, Letters Sent, BNC.

on hand nearly enough beams, plank stock, and large knees for a ship-of-the-line, and there was little doubt but he would receive double this quantity by midsummer. Much of what was being received came from large trees blown down near Portsmouth, in a wild wind storm 18 months before.

If the commissioners determined to build a 74 at Charlestown, keel pieces would be needed, as there was stockpiled no timber of that length and dimensions. Contracts might be made on North River for keel pieces, as "the keel of Constitution came from that quarter."[240]

Commandant Hull's letter had immediate repercussions. On February 10, the board notified him that it had been determined to build a 74-gun ship-of-the-line and a 44-gun frigate at Charlestown. Materials assembled for these vessels were to be segregated in a safe area. They were to be arranged for "building, and on no occasion whatever appropriated for any other use."[241]

Hull was to have such timber previously purchased and suitable for this purpose preserved for building these ships. He would notify the board of the quantity on hand and the additional amount needed. He would list the number of white oak and hackmatack knees necessary, keeping in view that the latter were only to be employed for kneeing the spardeck beams, and the quantity of "white oak plank or stock for the plank & thick stuff and the number of pine beams necessary."

It was the board's intention not to purchase any more timber until they were apprised of the quantity on hand, as well as the quantity needed.

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240. Hull to Rodgers, January 31, 1817, NA, RG 45, Letters Received, BNC. The Middlesex Canal afforded an easy means of tapping the forest resources of the Merrimack Valley and southeastern New Hampshire. Bainbridge to Crowninshield, October 18, 1817, found in American State Papers, Naval Affairs, Vol. 1, pp. 487-88.

241. Rodgers to Hull, February 10, 1817, NA, RG 45, Letters Sent, BNC.

Chief Naval Constructor William Doughty planned to be in Boston in the near future to provide Hull with the dimensions of the plank and thick stuff.[242]

Eight weeks later, at the end of a bitter winter, the Navy Commissioners called on Commandant Hull for additional information. They wished to know on what terms keel and keelson pieces for a 74 could be procured, delivered at the yard. They were to be of these dimensions:

Keel-- white oak, entire length 238 feet, sided 20 inches, moulded 26 inches, containing 860 cubic feet. It was to consist of not less than 5 pieces, but 3 or 4 would be preferred. If unable to procure a keel in less than 5 pieces, four of them must be 50 feet long, the other 38 feet.

Keelson-- white oak, 10 pieces of which 8 must be 50 feet long each, and 2 each 35 feet, the whole sided moulded 18 inches, and containing 1060 cubic feet.

Not more than 25 persons were to be employed in receiving the timber and preparing the slip. These hands could be added to the payroll immediately.

When the entire frame was on hand, instructions would be forthcoming as to the number of mechanics and laborers to be hired during the construction phase.

Hull was to see that the building slip was prepared without delay. Surplus timber, unfit for other naval purposes, could be used for repair of the ways on which Independence had been built three years before.[243]

Replying, Captain Hull announced that his people would begin clearing "the slip and giving it such repairs as may be necessary." On

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242. Ibid.

243. Rodgers to Hull, April 15, 1817, NA, RG 45, Letters Sent, BNC.

removal of the spare masts and spars stored on the slip, it would be necessary to erect a "rough shed," as "we have no room for them under cover in the sheds now in the yard." The covering now over them could be employed to build part of the shed, while there was sufficient old pine timber available to erect the remainder.

Master Builder Barker had cautioned Hull that it would be impossible to secure timber of proper dimensions for the keel and keelson in the Boston area. If it were the commissioners' plan to "put pine beams in the ships," they would have to be purchased, because there was no pine lumber in the dock of sufficient size.[244]

In an effort to locate timber for a 74's keel, Hull wrote to an agent in Maine, whom he was told had large timbers. His hopes proved abortive, when the agent replied that it would be difficult, if not impossible, to secure white oak of the dimensions required.[245]

On June 11, the board called on Hull for a report on the quantity of white oak and yellow pine on hand for building a 74 and a frigate, and what was still needed.[246]

A survey revealed that the timber on hand would fall short of that necessary to build the two ships. Master Builder Barker estimated that what was available would about suffice for a 74. The docked southern pine was short and fit for no other purpose than "filling in between the ports, and for cabins and ledges." If the decks and beams were to be hard pine, timber would have to be purchased.

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244. Hull to Rodgers, April 20, 1817, NA, RG 45, Letters Received, BNC.

245. Wadsworth to Hull, May 19, 1817, and Hull to Rodgers, May 26, 1817, NA, RG 45, Letters Received and Sent, BNC.

246. Rodgers to Hull, June 11, 1817, NA, RG 45, Letters Sent, BNC.

Excellent white pine could be obtained in Boston for plank stock for decking at $6 per ton, provided the commissioners deemed it proper for the orlop- and berthdecks. Hull believed it would outlast southern pine.[247]

b. Readying the Ways and Erecting the Shiphouse

Hull, on checking the site, found that the ways on which Independence had been built were laid with a descent of nearly one inch to a foot, which he considered greater than necessary. He believed that a little more than 3/4-inch to a foot would be sufficient, because by "being steeper than that the ship would move before the forward blocks could be taken away."

He desired to know whether the keel of the 74 should be laid as the ways now were, or "if they should be laid at the usual descent." If they would be laid at 3/4 of an inch or a little more, he could get the bow of the ship about 3 feet lower, which would result in a considerable savings in labor. Moreover, if it were decided to raise a house over the slip, "the difference of three feet in the height would add much to its strength and safety."[248]

The board referred the subject to Chief Naval Constructor Doughty. In his opinion, the keel "ought to be laid upon blocks whose acclivity would be about 14/16 of an inch, and the lauching ways at about 13/16." By thus giving the ways a plane of less inclination than the keel, "her fore foot will be gradually lifted as she approaches the after end of her cradle."[249]

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247. Hull to Rodgers, June 26, 1817, NA, RG 45, Letters Received, BNC.

248. Hull to Rodgers, July 12, 1817, NA, RG 45, Letters Received, BNC.

249. Doughty to Porter, July 25, 1817, NA, RG 45, Letters Received, from Naval Constructors.

If they were to erect a shiphouse, Hull would like to be apprised, so he could be on the lookout for timbers. As they would be long and heavy, he would have to, in all probability, send into the country for them.

Should it be the commissioners' design to allow the ship to remain on the stocks, after being built, a shiphouse was mandatory. His experience in building Washington had satisfied him of the great benefit to be derived from shiphouses.[250]

The board, before committing itself, desired to know "the terms upon which a suitable" shiphouse for the 74 could be erected by contract, using materials similar to those employed in Independence's house.[251]

Replying, Hull noted that plans for the shiphouse were on the boards. It would cost, he estimated, from seven to ten thousand dollars, if it were clapboarded or shingled on the sides. The small quantity of lumber salvaged from Independence's house had been used to erect a rough shed to house boats and spars.[252]

On October 4, Hull mailed a plan of the proposed shiphouse to the commissioners. To get the structure as low as possible, he had arched the six forward beams, which would make a difference of six feet in its height.[253]

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250. Hull to Rodgers, September 10, 1817, NA, RG 45, Letters Received, BNC.

251. Rodgers to Hull, September 20, 1817, NA, RG 45, Letters Sent, BNC.

252. Hull to Rodgers, September 29, 1817, NA, RG 45, Letters Received, BNC.

253. Hull to Rodgers, October 4, 1817, NA, RG 45, Letters Received, BNC.

Within two weeks, Agent Binney had secured proposals for erecting the shiphouse. Hull, on receiving them, concluded it could be built for less by open market purchase and hire of mechanics.[254]

The board, because of the financial situation, determined to postpone construction of the shiphouse until next year. In August 1818, with the keel about to be laid, Hull wrote the department. On re-examining the ways on which Independence had been built, Hull saw that the two upper tier of logs, constituting the cob work, were badly decayed. On replacing them, the ways had been spread to the wale shores. This would make it easier to work under the ship's bottom, "and to carry on the timber and plank than it was when the cob work only extended as far out as the bilge shores."

Chips and dirt had been removed from the ways and were being replaced with salt mud, which would preserve the timber and make a solid foundation.

If the commissioners intended for a house to be raised over the ways, it would eliminate the necessity of filling in with clay, and the bays between the logs could be utilized for other purposes.[255]

On September 7, the commissioners gave Hull the green light to proceed with construction of a substantial frame shiphouse "as early as a due regard for economy and durability will permit." Materials in the yard unsuited for other uses could be employed. It was to be built by day labor.[256]

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254. Hull to Rodgers, October 20, 1817, NA, RG 45, Letters Received, BNC. Lem Colburn would build the structure for $10,600, not to include the cost of iron bolts, straps, or hauling materials, or raising or laying foundations for sills.

255. Hull to Rodgers, August 31, 1818, NA, RG 45, Letters Received, BNC.

256. Rodgers to Hull, September 7, 1818, NA, RG 45, Letters Sent, BNC.

By mid-October work on the shiphouse was well underway, and by early April 1819 it was ready for raising. Raised by the end of the month, the shiphouse was 225 feet long, 87 feet in width at the bottom, 56 feet at the top, king post to roof 20 feet, uprights to side 57 feet, uprights to ends 56 feet, and rafters to roof 40 feet. In raising the structure's frames "not an accident occured to break a man's skin." Subsequently, Timothy Coburn, a joiner, while at work on the shiphouse fell to his death.[257]

By mid-June the shiphouse was nearly covered, and workmen were painting the structure. The doors, window frames, and casings required two coats.[258] Soon thereafter, the structure was completed.

c. Assessing the Timber Needs

Meanwhile, the board, in September 1817, had called on Commandant Hull to provide it with a breakdown of the timber on hand between that suitable for building a 74 and a frigate. Hull responded that three-quarters of the timber on hand (2,200 tons) would answer for a 74 and one-fourth or 700 tons for a frigate.

There was now cut in the area four to five hundred tons of good timber which could be purchased this winter, if the commissioners gave the word. But, as it was in the hands of people who cut it on their farms, Hull presumed the "best mode of purchasing it would be to let them bring it in at their leisure and give them the value of it when delivered."[259]

Oak timber, Hull explained, had not for years been sawed into plank in the Boston area for less than $1.50 to $1.80 per hundred feet. The

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257. Hull to Rodgers, April 8 and 29, 1819, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, April 1-30, 1819, NA, RG 181.

258. Hull to Rodgers, June 16, 1819, NA, RG 45, Letters Received, BNC.

259. Hull to Rodgers, September 26, 1817, NA, RG 45, Letters Received, BNC

economy was such, however, that they could now get it done at $2 and perhaps less. As the dock was "pretty full of timber," and as there was not enough plank sawed, he suggested that three or four pair of sawyers be employed to cut thick stuff and such other as may be needed. The men in ordinary could "stick it up out of the dock for seasoning, or put in into cribs in dock."[260]

Upon receipt of this data, the board transmitted to Hull specifications for the oak and pine planks, beams, knees, etc., needed in building a 74.

As it appeared that Hull might have sufficient oak for the beams, the commissioners had no objection to their being appropriated to that purpose. If, however, on comparing the oak logs on hand with the enumerated dimensions, he found that they were not of suitable lengths, they were to be sawed into plank of the desired size. He would guard against stockpiling an excessive quantity of each dimension.

Hull was to calculate, as accurately as possible, what timbers were missing from the list, and forward this information to Washington.[261]

After reviewing the inventory, Captain Hull revised his account of the quantity of timber on hand. The figure previously reported had been overstated by 300 to 400 tons. There was stockpiled 1,874 tons of white oak, 474 tons of hard pine, and 190 tons of plank.

Master Builder Barker was superintending a survey of the docked timber and plank on hand, and marking the length and thickness with

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260. Hull to Rodgers, September 27, 1817, NA, RG 45, Letters Received, BNC.

261. Rodgers to Hull, October 2, 1817, NA, RG 45, Letters Sent, BNC.

irons and paint. When this was done, they would have an exact inventory.[262]

Barker completed this project in early November and the results were transmitted to the commissioners, along with a list of additional timber required for building a 74. If certain beams were to be 19-3/4 inches, Hull cautioned, there was no oak in New England that would answer for making them in one piece. If, however, a reduction in their dimensions were allowed, and they were permitted to scarf them, the yard could furnish nearly all that were required. If they were to be southern pine, the timber for all, as well as the plank deck stock, would have to be purchased. Hull believed that local pine would be as durable for the orlop- and upper-deck.

The quantity of timber on hand suitable for plank stock would make all that was required. Sawyers were sawing it into thicknesses of which there was a deficiency. As they did, they made room in the dock to receive timber for the frigate and repair of the ships in ordinary.[263]

The board held to its decision to employ southern pine for the Charlestown 74's deck beams. Oak, which had been intended for the beams, could be used for other purposes in her construction, or if not needed could be reserved for the frigate.

Hull would forward an inventory of the southern pine wanted, deducting from the list that was on hand.

The orlop-deck was to be laid with white pine, one-half inch thicker than the southern pine called for in the specifications.

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262. Hull to Rodgers, October 22, 1817, NA, RG 45, Letters Received, BNC.

263. Hull to Rodgers, November 8, 1817, NA, RG 45, Letters Received, BNC.

He was to procure all deficient oak plank, thick stuff, knees, etc., needed to build the 74. No other local timber was to be purchased.[264]

On November 26, Hull accordingly mailed a list of the required southern pine, with its dimensions. As the commissioners would see, there was enough on hand for carlins, ledges, short plank to go between the hatches, masts, and filling in between the ports.

He also desired to know whether the waterways were to be oak or hard pine, and if the gundecks were to be laid with oak next to the waterways and under the guns, and if they were to be let down onto the beams as customary.

So far, his men had sawed all the plank required for a 74.[265]

The board, satisfied that the "general directions" for building a 74 being prepared by Chief Naval Constructor Doughty would answer these questions, deferred replying to Hull's communication.[266]

d. The Search for Keel Pieces

Early in November, Hull and Barker traveled to upper New Hampshire in search of keel pieces for the 74. After several days in the woods, they found three pieces that would answer, if they were sound. Since his return, Hull had heard of ten or twelve "sticks" of the necessary size, "but as men who generally get timber are apt to think it larger than it turns out when hewed, he doubted whether" they were as large as required. He was certain of forming a keel to square 20 inches, and possibly 21 inches.[267]

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264. Rodgers to Hull, November 17, 1817, NA, RG 45, Letters Sent, BNC.

265. Hull to Rodgers, November 26, 1817, NA, RG 45, Letters Received, BNC.

266. Board to Hull, November 20, 1817-March 31, 1818, NA, RG 45, Letters Sent, BNC.

267. Hull to Rodgers, November 17, 1817, NA, RG 45, Letters Received, BNC.

Before leaving for three weeks in New York in early December, Hull sent Barker into western Massachusetts in search of keel pieces, as they had been told they could be found there without difficulty. Barker was unsuccessful. What he saw, however, satisfied him that pieces for a keelson could be located in the Berkshires and there would be no trouble in getting a good keel for a frigate.[268]

Barker, in early February 1818, was told by a Mr. Davis, who lived in northern Massachusetts, that he had some "sticks" for keel pieces. Barker was satisfied that they were the best that could be found in New England. But as their dimensions were not quite up to those called for, the final decision was up to the commissioners.[269]

If they were rejected for the 74, they could be used for keel pieces for a frigate or a 74's skeleton.[270]

Before the board could decide on purchase of the Davis keel pieces, it must know the price.[271]

Davis had made no commitments as to price, but Barker was of the opinion that they would not cost less than 75 cents per foot.[272]

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268. Hull to Rodgers, January 4, 1818, NA, RG 45, Letters Received, BNC.

269. Hull to Rodgers, February 6, 1818, NA, RG 45, Letters Received, BNC. These "sticks" were two inches larger than those used in the keels of Independence and Washington.

270. Ibid.

271. Rodgers to Hull, February 13, 1818, NA, RG 45, Letters Sent, BNC.

272. Hull to Commissioners, February 18, 1818, NA, RG 45, Letters Received, BNC.

If the keel pieces, the board replied, corresponded with these specifications, they could be purchased at the indicated price:

Number of Pieces		Length	Sided	Moulded
Keel	4	50 feet	18 inches	24 inches[273]
Keelson	8	6 of 50 feet 2 of 45 feet	18 inches	18 inches

Meanwhile, Captain Hull was writing the commissioners that he had learned of another source for keel pieces. These, he was confident, were "the largest and best than can be found in this part of the country." They would answer for frigate keels, or "will make keelson and deadwood" for the 74.[274]

On March 6, the board authorized Hull to pay a little more than 75 cents per foot, if the sticks were of the dimensions represented.[275]

Hull met with a man in early April to discuss keel and keelson pieces. The latter, he found, would not be a problem, but the "best" he could do with the former was 20 by 24 inches or perhaps 20 by 25 inch, whereas the specifications called for 20 by 26 inches. These pieces, if the commissioners were agreeable, could be delivered within a month.[276]

If these pieces were equal to the dimensions cited, the board directed that they be purchased.[277]

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273. Rodgers to Hull, February 27, 1818, NA, RG 45, Letters Sent, BNC.

274. Hull to Rodgers, February 25, 1818, NA, RG 45, Letters Received, BNC.

275. Rodgers to Hull, March 6, 1818, NA, RG 45, Letters Sent, BNC.

276. Hull to Rodgers, April 8, 1818, NA, RG 45, Letters Received, BNC.

277. Rodgers to Hull, April 17, 1818, NA, RG 45, Letters Sent, BNC.

The timber for the keel pieces was finally received in June, and on examination it was found that a "keel cannot be made of them in five pieces, as there" were not that number of the desired size. If allowed, they could make a keel of six pieces, equal to the last instructions--sided 20 inches and moulded 18 inches clear of the rabbet or 23 inches including the rabbet.

If the commissioners were agreeable to a keel made of six pieces, and should the framing not be received before autumn, Hull wish to know whether it should be laid or if they were to be docked. According to the latest information, the frame would not be delivered until the spring of 1819.[278]

The commissioners were satisfied that five pieces would answer for the keel. Hull would cause the timber to be worked into a keel, and have it laid at once.[279]

e. Stockpiling Live Oak and Yellow Pine

The framing timbers and other materials for the 74 and frigate were being shipped from southern ports. In May 1818 the sloop Miller Bristol tied up with 115 pieces of moulded and 66 pieces of ranging timber.[280] The ranging timber was to be "worked up for filling in and other purposes."[281]

Commandant Cassin at Norfolk had been directed to ship to the Charlestown yard, for construction of the 74, yellow pine beams to include:

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278. Hull to Rodgers, June 30, 1818, NA, RG 45, Letters Received, BNC.

279. Rodgers to Hull, July 14, 1818, NA, RG 45, Letters Sent, BNC.

280. Hull to Rodgers, May 11, 1818, NA, RG 45, Letters Received, BNC.

281. Rodgers to Hull, May 18, 1818, NA, RG 45, Letters Sent, BNC.

	No.	Inches Sided	Inches Moulded	Length and Feet
	3	11	7	42
To spring	2	11	7	40
11-inches	3	11	7	37
in 42 feet.	2	11	7	35
	17	15-1/2	11-1/2	48
	3	15-1/2	11-1/2	47
	6	15-1/2	11-1/2	45
	3	15-1/2	11-1/2	43
	2	15-1/2	11-1/2	38
	4	15-1/2	11-1/2	41
	4	18-1/2	15	51
	6	18-1/2	15	49
	3	18-1/2	15	57
	3	18-1/2	15	45
	3	18-1/2	15	43
	2	18-1/2	15	39
	2	18-1/2	15	36
To spring	2	18-1/2	15	34
7-inches in	14	19-1/2	16	52
51 feet.	6	19-1/2	16	50
	3	19-1/2	16	48
	3	19-1/2	16	46
	3	19-1/2	16	44
	2	19-1/2	16	35
	11	16-1/2	14	51
	5	16-1/2	14	49
	4	16-1/2	14	48
	3	16-1/2	14	47
	3	16-1/2	14	44
	3	16-1/2	14	41
	3	16-1/2	14	37
	2	16-1/2	14	29
Long Combings	2	12	20	50
Promiscuous	100	14 to 22-inch square.	45	50

Yellow Pine Plank

4-1/2 inches thick.	10 wide	45 feet long	67,500
5-inches thick.	10 wide	45 feet long	67,500
			135,000 [282]

282. Rodgers to Cassin, May 12, 1818, NA, RG 45, Letters Sent, BNC.

Alert reached the yard from Norfolk, on June 1, with a cargo of timber. As it would probably be on hand for some time, Hull wished to know whether it should be preserved in dock or piled and a shed built over it.

The pine timber currently in dock had been there several years, and the upper part, which was above high tide, had checked and was beginning to decay.[283]

As it was contemplated to "work up the timber plank, etc.," bought up from Norfolk on Alert, as soon as practicable, the commissioners directed that it be carefully stacked.

The timber in the dock would be used for the 74.[284]

On unloading the pine plank, Hull was angered to see that much of it did not correspond with the contract, which required it to be free of "rotten knotts, heart, shakes, and sap."

The board, although disappointed to hear of this, resolved to continue to ship all the pine plank required for the 74 from Norfolk.[285]

There was an improvement, in mid-June, when the schooner Mary & Lydia tied-up at the wharf with a load of moulded timber for a 74 and 44. Unlike several other cargoes recently landed, it was properly marked and of good quality.[286]

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283. Hull to Rodgers, June 1, 1818, NA, RG 45, Letters Received, BNC.

284. Rodgers to Hull, June 8, 1818, NA, RG 45, Letters Sent, BNC.

285. Rodgers to Hull, June 15, 1818, NA, RG 45, Letters Sent, BNC.

286. Hull to Rodgers, June 12, 1818, NA, RG 45, Letters Received, BNC.

The board, meanwhile, had cautioned Commandant Cassin that hereinafter only plank of the best quality would be shipped from Norfolk to the other yards.[287]

The commissioners planned to keep Alert plying between Norfolk and Boston until Hull had received all the pine plank needed for the 74.[288]

Alert made a second run north from Norfolk in early September. Hull was again disappointed to see that the plank, which was being unloaded, as "but very little better than those that came in the first freight."

If she made a third voyage up from Norfolk this season, Hull trusted that she would bring timber useful in building the 74. Heretofore, the only items which would answer for this purpose were a few pieces for plank stock.[289]

A Mr. Lindsay of Charlestown, South Carolina, had the contract for delivery of the white oak framing timbers. The first shipment had been received in mid-June. On checking the inventory with the plans, the board concluded that the futtocks were intended for the 44, not the 74, and there had been a mistake in marking. On receipt of the moulds, Hull would be able to determine the class of vessel for which the Lindsay white oak was intended.[290]

According to the latest inventory of timber on hand, Hull complained, there was a "want of all the white oak required for a frigate,"

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287. Rodgers to Hull, June 19, 1818, NA, RG 45, Letters Sent, BNC.

288. Rodgers to Hull, June 24, 1818, NA, RG 45, Letters Sent, BNC.

289. Hull to Rodgers, September 16, 1818, NA, RG 45, Letters Received, BNC.

290. Rodgers to Hull, June 24, 1818, NA, RG 45, Letters Sent, BNC.

while they were short of knees, etc., for a 74. Hull accordingly suggested that it would be a good idea to "lay in a good stock of timber and knees this winter." To further complicate the situation, there were many more merchantmen under construction in the Boston area than there had been for years. Timber would be in heavy demand.[291]

The commissioners lost no time in authorizing Hull to receive as many knees of the proper dimensions as required for two 74s and one 44. Root knees were greatly preferred to limb knees, and they could command a price up to 50 cents per inch. If insufficient root knees were forthcoming, he could purchase limb knees for a maximum of 40 cents per inch.[292]

The board was understandably concerned by the discrepancies in Lindsay's invoices and the amount of live oak landed. Hereinafter, the commandants would:

(a) When the pieces shipped corresponded with the invoice, they were to be received.

(b) When the invoice listed pieces not shipped, the deficient pieces were to be made a matter of record.

(c) Where pieces not listed were shipped, they were to be accepted and inventoried, but not paid for by the agent.[293]

Meanwhile, to assist Hull and Barker, the commissioners ordered Chief Naval Constructor Doughty to have a set of moulds for a 44-gun

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291. Hull to Rodgers, November 27, 1818, NA, RG 45, Letters Received, BNC.

292. Rodgers to Hull, December 1, 1818, NA, RG 45, Letters Sent, BNC.

293. Rodgers to Hull, December 8, 1818, NA, RG 45, Letters Sent, BNC.

frigate prepared at the Washington Navy Yard and sent to the Charlestown yard to govern receipt of the framing being delivered by Lindsay.[294]

On April 8, 1819, Hull notified Washington that there was now sufficient live oak on hand to commence work within several days on the 74. The entire stern frame was on hand and a number of the "body frames are complete." About five more cargoes were needed, a large proportion of which should be floor timbers.[295]

2. The Yard Nearly Completes a 74

a. The Department Declines to Name Barker a Naval Constructor

Although Independence had been built at the yard, there was no navy constructor assigned to Hull's staff. Now that it had been determined to build a 74 and a frigate at Charlestown, the commissioners determined to fill this key position. On July 31, 1817, they called on Commandant Hull to recommend his best qualified man for appointment as naval constructor.[296]

Hull nominated Josiah Barker. As builder of Independence and Frolic and supervisor for repair of Chesapeake, Constitution, Congress, and Macedonian, he had impressive credentials. He was presently the yard's master builder.[297]

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294. Rodgers to Hull, December 23, 1818, NA, RG 45, Letters Sent, BNC.

295. Hull to Rodgers, April 8, 1819, NA, RG 45, Letters Received, BNC.

296. Rodgers to Hull, July 31, 1817, NA, RG 45, Letters Sent, BNC.

297. Hull to Rodgers, August 11, 1817, NA, RG 45, Letters Received, BNC.

After reviewing the subject, the board decided against promoting Barker. He would continue as the yard's master builder.[298]

b. Laying the Keel

The commissioners, meanwhile, had called on William Doughty, naval constructor at the Washington Navy Yard, to prepare lines for the 74s and frigates. The Doughty design for Delaware, a 74, laid down at Norfolk in 1817, called for the vessel to have curved upper handrails popular at the beginning of the War of 1812, but the straight rails introduced into Her Majesty's Navy much earlier as a matter of wartime economy, were ordered for all the new ships in 1820. Great care was taken to insure that all the new vessels were built to their lines, without the slightest departure. The Doughty design was for ships 196 feet 3 inches between perpendiculars, and 53 feet moulded beam.[299]

On June 5, 1818, the board mailed to Hull "a copy of the general directions approved . . . for building a 74 gun ship and a 44 gun" frigate.[300]

Then, on July 20, to enable Master Builder Barker to complete preparations for laying the keel, Commandant Hull called on the commissioners to forward plans of the 74.[301]

A draft of Doughty's 74 was sent to Hull by the board on August 15.[302]

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298. Rodgers to Hull, September 20, 1817, NA, RG 45, Letters Sent, BNC.

299. Chappell, History of the American Sailing Navy, pp. 313-15.

300. Rodgers to Hull, June 5, 1818, NA, RG 45, Letters Sent, BNC.

301. Hull to Rodgers, July 20, 1818, NA, RG 45, Letters Received, BNC.

302. Rodgers to Hull, August 15, 1818, NA, RG 45, Letters Sent, BNC.

Earlier the commissioners had authorized Commandant Hull to employ up to 29 laborers for receiving and stowing timber for the 74. When there was sufficient timber stockpiled to commence construction, he could employ 43 carpenters, including quartermen and boys; 13 blacksmiths; 6 sawyers; 6 joiners; and 17 carpenter laborers; "or as many of these respective numbers as can be employed to advantage."

If at any time, while the ship was building, he found more mechanics could be used, he was to apprise the board. It was the intention to complete the vessel in a short time as "practicable with due regard to economy."[303]

After reviewing the building instructions and plans, Master Builder Barker had his hands, in October, bolt the keel pieces together. Other men were turned to getting the false keel out. With plenty of timber on hand for making a keelson, nothing was wanting but the live oak to enable Captain Hull to put on as many hands in the spring as can be advantageously employed.[304] By late November the keel was "finished, painted, etc.," and laid ready for the framing.[305]

c. The First Construction Season

On April 21, 1819, yard mechanics, supervised by Master Builder Barker, began work on the 74s' frames. Barker was still desirous of being placed in the same category as the men occupying his position at the other yards, namely naval constructor, and of having an assistant. Commandant Hull, seeing the merit in the request, argued that the commissioners could not give him less.[306]

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303. Rodgers to Hull, June 17, 1818, NA, RG 45, Letters Sent, BNC.

304. Hull to Rodgers, October 15, 1818, NA, RG 45, Letters Received, BNC.

305. Charlestown Navy Yard Journal, October 8-November 28, 1818, NA, RG 181.

306. Hull to Rodgers, April 24, 1819, NA, RG 45, Letters Received, BNC.

The board agreed with one of Hull's recommendations: Barker would be allowed a salary of $2,000 per year. But no assistant would be permitted, nor would he be given the desired title. The master joiner would be paid $939 per annum.[307]

On May 22, the commissioners forwarded to the commandants a corrected copy of the bill of particulars for the masts, spars, tops, etc., of the Doughty 74 being built at Norfolk. As uniformity was essential, they were not "to permit the smallest deviation from" these dimensions. The masts and spars of Columbus were the same, except that her lower masts were 2 feet shorter, because she had 1-foot less beam and 3 feet less length of keel than the present class of 74.[308]

By mid-July the shipwrights had positioned 23 frames, but they could proceed no farther until more timber was received. The carpenters were marking time siding timber and getting the knees for the orlop out of dock. If this situation continued, Commandant Hull would have to lay off some of the hands.

Relaying this information to the board, Hull asked it to transmit the deck plans, as they would soon be assemblying timber for the orlop.

He also desired to know what type of wood was to be employed for filling in over the ports. He believed that either red cedar or locust would suffice.[309]

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307. Rodgers to Hull, June 7, 1819, NA, RG 45, Letters Sent, BNC.

308. Rodgers to Hull, May 22, 1819, NA, RG 45, Letters Sent, BNC. Six 74s would be constructed in accordance with the lines prepared by Doughty: North Carolina at Philadelphia, Delaware and New York at Norfolk, Alabama at Portsmouth, and two at Charlestown. Another 74, Ohio, was being built at New York to a design prepared by Henry Eckford.

309. Hull to Rodgers, July 12, 1819, NA, RG 45, Letters Received, BNC.

The board, opting for the latter, called on Hull for the terms upon which Rhode Island locust could be secured for filling.[310]

On learning that the price was $20 per ton, the board directed Hull to purchase all that was needed.[311]

Hull, on buying Rhode Island locust, was disappointed to find it worm eaten and unsound. If the commissioners were determined to use locust for filling, it should be brought in from the South.[312]

In an effort to alleviate this situation, the board agreed to purchase from Lindsay for one dollar per cubic foot live oak for chocks and fillings. Lindsay had replied that it would be impossible for him to furnish the timber at that price. The board had not responded.

It now seemed that Lindsay had shipped to Boston a cargo of live oak suitable for fillings and chocks under the impression that he would be allowed his price. Hull could, however, receive the cargo of random timber at one dollar a cubic foot.[313]

A vessel reached the yard at the end of May from Savannah with 109 pieces of moulded live oak forwarded by Lindsay for a 74.[314]

On June 11, Hull notified the commissioners that he was deficient about 150 pieces of live oak for the 74 and 144 for the frigate. More

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310. Rodgers to Hull, July 19, 1819, NA, RG 45, Letters Sent, BNC.

311. Rodgers to Hull, August 17, 1819, NA, RG 45, Letters Sent, BNC.

312. Hull to Rodgers, September 17, 1819, NA, RG 45, Letters Received, BNC.

313. Rodgers to Hull, April 26, 1819, NA, RG 45, Letters Sent, BNC.

314. Hull to Rodgers, June 1, 1819, NA, RG 45, Letters Received, BNC.

embarrassing, most of those wanting for the former were those that should be received first: namely, the lower pieces of the stem, while many of the "sharp floors aft were not on hand."

They were momentarily expecting another shipment from Lindsay, which hopefully would include these pieces. At present, they had about 20 frames "out ready for raising principally of the fore body," while "the stem was nearly framed and ready for raising."[315]

Two vessels arrived from the South during the second half of July, but most of the timber aboard was for the 44. On landing it, Hull was further disappointed to see that many of "the sharp floors aft would have to be condemned as from 8 to 10 inches slack at the head."[316]

Consequently, by late July there was not enough timber of certain dimensions and kinds to keep the shipwrights busy, and Hull was compelled to discharge all his carpenters, except 15. The lower pieces of the stem, however, had been received, and he was in hopes "to make out the whole frame forward, and as far aft as 18."[317]

In accordance with a directive from the board, a hole, 18 inches in depth, was drilled with a 2-inch auger in each end of the beams. These holes were filled with course salt and plugged. This was done to preserve them against decay.[318]

With the hours of daylight getting shorter, the board announced that on October 1 the wages of first and second rate carpenters, blacksmiths,

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315. Hull to Rodgers, June 11, 1819, NA, RG 45, Letters Received, BNC.

316. Hull to Rodgers, August 5, 1819, NA, RG 45, Letters Received, BNC.

317. Ibid.

318. Rodgers to Hull, May 26, 1819, NA, RG 45, Letters Sent, BNC.

joiners, caulkers, laborers, and sailmakers would be reduced 10 percent.[319]

Hull was satisfied that the best men would be agreeable to working during the winter for $1.25 per day. As there was a shiphouse, they could accomplish "a fair day's work by allowing them but little time at their meals and grog."

New England workmen, he forecast, would more readily accept a slash in their pay during the winter, if they were "allowed" what they now make "during the month of October, as this is the time they are laying in their little stores for winter."[320]

The board was agreeable, and Hull waited until late October before slashing the wages of his workmen 20 to 25 percent.[321]

The plank and wale stuff could be housed before bad weather closed in, as it would be in good condition for working. The knees were out of dock and nearly all of them sided, and all could be stored in the shiphouse. They would, unless they were soon received, be in need of orlop beams.[322]

On September 24, the commissioners advised Hull that it was proposed to keep the carpenters employed during the winter, and they trusted the orlop beams would be delivered this autumn.[323]

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319. Rodgers to Hull, September 17, 1819, NA, RG 45, Letters Sent, BNC.

320. Hull to Rodgers, September 20, 1819, NA, RG 45, Letters Received, BNC.

321. Hull to Decatur, October 26, 1819, NA, RG 45, Letters Received, BNC.

322. Hull to Rodgers, September 20, 1819, NA, RG 45, Letters Received, BNC.

323. Decatur to Hull, September 24, 1819, NA, RG 45, Letters Sent, BNC.

By late October, the orlop work had progressed to the point where plans of the orlop deck and magazine would be needed in the near future.[324]

To satisfy this need, the board mailed a profile of the inboard works and plans of the decks, depicting "the disposition as to the magazines, store rooms, etc.," of Columbus. Hull in building his 74 was to be governed by these.[325]

On November 1, the board directed the commandants to "expedite the building" of the 74s on the ways at their yards during the coming winter. To accomplish this goal, they were authorized to "employ such additional workmen" as may be hired "with advantage to the service." They would not pay higher wages to these men than those allowed to the various trades.[326]

Responding, Hull promised to do as directed. As of November 6, he reported, all the frames were up, and the planking had started. But unless the beams were received soon, he cautioned, his 100 carpenters would have little to keep them busy. They might, however, "make out the orlop beams" from the few that had "come on and from some large promiscuous timber we have on hand." If the commissioners would expedite the shipment of the lower deck beams, they could make rapid progress during the winter. Timber for masts and spars would be wanted by early spring.[327]

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324. Hull to Decatur, October 25, 1819, NA, RG 45, Letters Received, BNC.

325. Decatur to Hull, November 23, 1819, NA, RG 45, Letters Sent, BNC.

326. Porter to Hull, November 1, 1819, NA, RG 45, Letters Sent, BNC.

327. Hull to Decatur, November 6, 1819, NA, RG 45, Letters Received, BNC.

Commandant Hull, in mid-November, traveled to Connecticut to see his ailing father. On his return to the yard on the 22d, he found that during his absence three streaks of the wales had been positioned, along with eight or ten streaks of plank on the outside.

As soon as the orlop beams were positioned, they would commence on the magazine's joiners' work, so as to finish that before the deck was laid. This would preclude use of candles below deck for the joiners' to work by.[328]

If the number of men currently employed were continued, Hull reported, the ship would be ready to be launched in September 1820. Should the force be further reinforced, she could be sent down the ways by May. These estimates were predicated on the timely receipt of materials.[329]

On December 5, Hull asked to be informed whether everything "preparatory to rigging and fitting . . . should be ready by the time the hull" was prepared to receive them. If so, the timber for shaping the masts should be shipped as soon as possible; the gun carriages built; and the timber for tops, caps, trestletrees, etc., got out and stuck up for seasoning. If the cordage were to be called for in the spring, Mr. Davis' walk was ready to begin spinning yarn.[330]

Commissioner Rodgers replied for the board. The "mast stuff" had been ordered, while the tops, caps, and trestletrees should be "got out and stuck in a situation for seasoning." If the gun carriage timbers were

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328. Hull to Decatur, November 22, 1819, NA, RG 45, Letters Received, BNC.

329. Hull to Rodgers, December 5, 1819, NA, RG 45, Letters Received, BNC.

330. Ibid.

seasoned, they could be commenced in accordance with the patterns. No carriages, however, were to be fabricated for the lower gundeck, as it had not been decided whether it would be armed with 32- or 42-pounders.[331]

If the commissioners were agreeable, Hull desired to employ clear oak plank for filling in between the ports on the outside.[332]

Hull was accordingly directed to utilize oak plank for filling in between the ports on the ship's exterior, except between the ports of the forward and after bulwark on the quarterdeck and forecastle. These were to be yellow pine or white oak.[333]

Satisfied that Lindsay was unlikely to deliver all the necessary frames before winter, Hull had Master Builder Barker "make out his frames and such other timbers as were wanted, from the promiscuous timber and by borrowing from the other 74 and the 44." Sixty-eight pieces were taken from the promiscuous timber, 36 borrowed from the 74 and 44, and 32 made from timbers which were duplicates. Lindsay had been provided with a list of the borrowed timber, with directions to replace it promptly.[334]

Several men had been turned to getting out timbers for the capstan to insure that they would be well seasoned and filled before the vessel was launched.[335]

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331. Rodgers to Hull, December 10, 1819, NA, RG 45, Letters Sent, BNC.

332. Hull to Rodgers, December 8, 1819, NA, RG 45, Letters Received, BNC.

333. Rodgers to Hull, December 13, 1819, NA, RG 45, Letters Sent, BNC.

334. Hull to Rodgers, December 12, 1819, NA, RG 45, Letters Received, BNC.

335. Hull to Rodgers, December 13, 1819, NA, RG 45, Letters Received, BNC.

d. The 74 Takes Form

During the first month of 1820, the board provided Hull with instructions on how a number of details were to be handled. The kentledge was to be smooth on all sides. As to the mode of casting, the board had no preference beyond this requirement and that it be strong enough to be dropped 10 feet upon a block of iron without breaking. A list of blocks forwarded provided the dimensions of the upper deadeyes, as well as the lower. The capstan palls were to be positioned on the lower gundeck.[336]

The commandants were called on to advise the commissioners on the number of patented sloat augers and the sizes thereof needed at their yards during the next 12 months. Hull replied that he required 700 sloat augers, ranging from 6/8ths to 14/8ths.[337]

By mid-February the ceiling of the 74 was raised to the orlop clamps and the orlop deck nearly framed and kneed. The weather had turned bitter cold, and Hull discharged most of the carpenters, retaining a score in getting in the waterways for the orlop desk and finishing the framing and kneeing and getting in the breast hooks. After this was accomplished, he would have them position the deck stantions, steps to the masts, and similar inboard work.

The commissioners having determined to eliminate the riders in the hold, Hull suggested omitting them fore and aft, and retaining them amidships.

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336. Rodgers to Hull, January 3, 11, and 25, 1820, NA, RG 45, Letters Sent, BNC.

337. Hull to Rodgers, February 1, 1820, NA, RG 45, Letters Received, BNC.

There was no live oak in the yard of sufficient size to make partner beams. If none were received in the spring, he inquired, could he substitute white oak?[338]

As for the partner beams, the board responded, they could be of white oak, provided he was unable to secure live oak this season.

The diagonal riders mentioned could be dispensed with. It would be improper, however, to place any weight in the ship in the shape of riders, either forward or abaft the diagonal riders, as depicted on the profile plan of the inboard works. All hold riders were to be eliminated, and the orlop clamps and thick strakes on the floor heads to be doubled to make them equal in thickness to two 6-inch planks.[339]

The commissioners' reply satisfied Hull that his suggestion had been misunderstood. What he had proposed was to dispense with the diagonal riders that ran from beam 20 to 32, as they would take up space in the spiritroom. The rider forward of these, which could be dispensed with, extended from beam 7 to floor 6 and through the after part of the magazine.[340]

Replying, the board reminded Hull that the appendix prepared for building the 74s rejected all diagonal riders, upon the presumption that the "entire system laid down . . . can be carried into effect."[341]

With the big 74 rapidly taking shape, the dock was fast being emptied of timber. By March 31, it had been cleared of that suitable for

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338. Hull to Rodgers, February 15, 1820, NA, RG 45, Letters Received, BNC.

339. Rodgers to Hull, February 22 and 28, 1820, NA, RG 45, Letters Sent, BNC.

340. Hull to Rodgers, March 4, 1820, NA, RG 45, Letters Received, BNC.

341. Rodgers to Hull, March 10, 1820, NA, RG 45, Letters Sent, BNC.

upper gundeck clamps, spardeck clamps, and other thick stuff. There was a quantity of oak timber, plank stocks, knees, etc., at the mouth of the Middlesex Canal that had been in dock more than two years. Hull, however, did not know the owners' price.[342]

The board moved promptly and decisively to alleviate this shortage. Hull was authorized to purchase all the necessary white oak for "plank, promiscuous purposes, and keel and keelson pieces, and all the knees required to complete the ship" now on the ways, along with the second 74 and the 44.

The average price to be paid for oak for plank and promiscuous purposes was not to exceed 30 cents per cubic foot, while the average price for keel and keelson pieces was not to exceed 75 cents per foot. The price of knees would be dependent on their size; the smallest pieces not to exceed 40 cents per sided tooth, and the largest not to exceed 75 cents.

Before being received the timber was to be inspected. If found to be of good quality and adapted to the purposes desired, it would be measured. The inspector's certificate and the storekeeper's receipt would be attached to the account of purchase, along with Hull's signature.

No oak would be received that had been cut during the spring and summer. When delivered, it was to be docked, and kept there until needed. To guide Hull in making his purchases, the board enclosed specifications for the needed plank, knees, etc., for a 74 and 44.

All yellow pine plank, beams, ledges, long combings, and promiscuous logs would be delivered by Messrs. W. and Charles Porter under their contract with the board. They would also supply all mast pieces and spars for these vessels.

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342. Hull to Rodgers, March 31, 1820, NA, RG 45, Letters Received, BNC.

If it became necessary to place the timber under temporary sheds, it would be done. These sheds would be built in the cheapest manner.[343]

Earlier, Hull, on learning of the Porter contract, had written the board. If the Porters made their scheduled deliveries during the summer of 1820, he would be at a loss as to how to dispose of it to prevent its being injured by the weather, unless permitted to raise sheds for covering it, especially the mast timber. If exposed, by the time it was needed, most, if not all, would be unfit. He now had his answer.[344]

In mid-April work again slowed to await delivery of beams for the lower gundeck.[345] This was agreeable with the board, because it accorded with its decision to give high priority to repair of Constitution.[346]

Hull, with work progressing on the magazine, desired data on the type of casks to be positioned in the filling room. "Whether in the usual way with a small drawer under them to receive the loose powder," or in some other manner? Likewise needed were directions as to making the cistern around the magazine light and what part of the filling room and passages were to be coppered. The work had been put up with copper nails and double plank, so he presumed it would be unnecessary to copper the entire magazine and filling room.

He would also like information and plans for finishing the joiners' work on the different decks.[347]

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343. Rodgers to Hull, April 15, 1820, NA, RG 45, Letters Sent, BNC.

344. Hull to Rodgers, March 9, 1820, NA, RG 45, Letters Received, BNC.

345. Hull to Rodgers, April 12, 1820, NA, RG 45, Letters Received, BNC.

346. Rodgers to Hull, April 17, 1820, NA, RG 45, Letters Sent, BNC.

347. Hull to Rodgers, May 20, 1820, NA, RG 45, Letters Received, BNC.

e. Harris Shapes the Masts and Spars

A Mr. Harris, who had made the masts for Independence, had submitted proposals for shaping masts for 74s and frigates. This was welcomed by Hull, because there was no timber on hand suitable for masts. If Harris' prices were too high, measures should be taken to stockpile it.

Harris was a good craftsman with facilities for shaping heavy masts, which the yard lacked.[348]

When a year passed and the board failed to comment on his suggestion, Hull again broached the subject. As it was probable the masts would be made during the summer, and as there was neither a building for this purpose nor a mastmaker on the payroll, Hull again urged that they contract with Harris to shape the masts and spars at his nearby yard.[349]

This time the commissioners directed Hull to supply the timber and have Harris shape the masts and spars. On working up the topmasts, Harris found that the spars sent from Norfolk for maintopmasts would only make foretopmasts, because of the sap.

He had shaped one of the sticks received for a maintopmast and discovered that it would not work clear of the sap without taking off 5 inches, which would make it too small for even a foretopmast.

The Norfolk spar and mast timber was in the same condition. As the spars, topmasts, and half yards were of nearly the same length and diameter, Harris suggested their use as topmasts or yards. In the future, timbers for lower masts should be given a good coat of varnish or

348. Hull to Rodgers, March 3, 1819, NA, RG 45, Letters Received, BNC.

349. Hull to Rodgers, March 9, 1820, NA, RG 45, Letters Received, BNC.

turpentine before being shipped, otherwise they were likely to "sun crack."[350]

f. Providing the Vessels with Water Casks

In July 1820, the board provided Hull with data regarding the water containers for the 74s and 44s. They were to be outfitted with:

74-Gun Ship-of-the-Line		44-Gun Frigate	
Number of Casks	Capacity	Number of Casks	Capacity
110 casks	300 gallons	10 casks	250 gallons
20 casks	250 gallons	10 casks	200 gallons
20 casks	200 gallons	120 casks	100 gallons
80 casks	150 gallons	10 casks	100 gallons
50 casks	100 gallons	10 casks	75 gallons
30 casks	75 gallons	40 casks	50 gallons
30 casks	50 gallons	30 casks	40 gallons
30 casks	40 gallons	30 casks	20 gallons
30 barrel-breakers	20 gallons	30 casks	15 gallons
30 breakers	15 gallons	70 casks	8 gallons
100 mess kegs	8 gallons		

On the "ground tier" of the 74 there would be water tanks.[351]

g. Attending to Details

On October 20, 1820, the board advised Hull that the ship would not have a poop deck.[352]

In mid-December, Commandant Hull requested information as to the number of hands to be retained for work on the 74 this winter. He also desired to know whether plans called for launching her in the summer of 1821, and if she were launched when she was to be outfitted for sea. This data was needed to enable him to make plans and prepare schedules.

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350. Hull to Rodgers, June 14, 1820, NA, RG 45, Letters Received, BNC.

351. Rodgers to Hull, July 11, 1820, NA, RG 45, Letters Sent, BNC.

352. Rodgers to Hull, October 20, 1820, NA, RG 45, Letters Sent, BNC.

Since commencing work on the schooner, Alligator and the repair of Constitution, only a few hands had been employed on the 74. With these vessels nearly out of the carpenter's hands, he wished to discharge all that would not be needed on the ship-of-the-line.

Submitting a status report, Hull listed the upper gundeck beams as in but not kneed. The orlop and lower gundeck laid, except three or four streaks on each side for the purpose of admitting light and air into the hold. Many of the spardeck beams were out, and they had all the plank undocked and were seasoning that needed to fill in between the ports of the gun and spardecks. The bitts were out and seasoning, while the capstan was "in a state of forwardness and seasoning." There was a large quantity of ironwork on hand.[353]

The board accordingly advised that it was not proposed to hasten the launching of the 74, or to have her ready at any particular date. Hull would employ "such number of men upon her, as will be likely to ensure a perfect ship."[354]

Hull, however, desired something more specific. So in mid-February, he again requested information regarding the board's plans for the ship. If she were to be launched during the summer, they must "drive off her fastenings, and commence caulking early in the spring." But, if she were to remain on the ways, such treenails as had not been driven would be left out, along with the garboard strake, while the decks would be left open.[355]

Once more, the board avoided the question, as Congress was in an economy mood. Until such time as it was determined whether the 74 was

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353. Hull to Rodgers, December 12, 1820, NA, RG 45, Letters Received, BNC.

354. Rodgers to Hull, December 19, 1820, NA, RG 45, Letters Sent, BNC.

355. Hull to Rodgers, February 12, 1821, NA, RG 45, Letters Received, BNC.

to be launched this season, the commissioners did not want the salting to extend to the keelson.[356]

Replying, Hull reported that the 74 had been salted from the stops at the floor heads up to the ends of her lower gundeck beams. This had been done as work progressed, in view of instructions previously received. The beams were being filled with salt at the ends.

His reasons for doing so were to prevent chips and dirt from getting between the plank and ceiling, as they were planked and sealed up. With the vessel under cover, the salt was applied hard and dry.[357]

It was customary to salt ships only above the waterline, the board chided. As the 74 had been salted, it would be necessary to ascertain previous to launching, whether she was well caulked by closing her lower gundeck and hatches, and testing her tightness by smoke, and a careful examination of her seams.

She would not be coppered, Hull was informed, until it was determined to launch her.[358]

On March 20, Hull corrected his statement about the salting. What he had intended to write was that she had been salted from the air streak under the orlop up to the ends of the gundeck beams. Consequently, being salted would not interfere with her being watered as had been the custom. After she had been watered, she could be salted from the air streak under the orlop down to the stops at the floor heads.

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356. Rodgers to Hull, February 28, 1821, NA, RG 45, Letters Sent, BNC.

357. Hull to Rodgers, March 6, 1821, NA, RG 45, Letters Received, BNC.

358. Rodgers to Hull, March 12, 1821, NA, RG 45, Letters Sent, BNC.

Hull wished to know what condition the ship was to be left in, should it be determined to leave her on the stocks. As she was covered, he presumed it would be best to "allow as much air to pass through her as can be admitted." This would be done by withholding the caulking and leaving off her garboard streak and three or four planks off each deck.[359]

She would not be caulked, the board answered. The garboard streaks would be left off, along with "the two streaks of a side on each deck." None of the storerooms or bulkheads were to be positioned. This would insure the circulation of air. The "stuff . . . for the store rooms and bulkheads" would be got out and placed under cover for seasoning.[360]

The breaking of Columbus' tiller, near the rudder head, compelled the commissioners to issue a change order to the commandants. They were to strengthen them, without departing from the form.[361]

Information now reached the yard that the Philadelphia 74 had a roundhouse. Having been instructed to finish his ship without one, Hull wished the commissioners to clarify this point.[362]

Since the board planned an early visit to the Charlestown yard, this problem, along with others, would be resolved at that time.[363]

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359. Hull to Rodgers, March 20, 1821, NA, RG 45, Letters Received, BNC.

360. Rodgers to Hull, April 21, 1821, NA, RG 45, Letters Sent, BNC.

361. Rodgers to Hull, March 19 and 21, 1821, NA, RG 45, Letters Sent, BNC.

362. Hull to Rodgers, April 10, 1821, NA, RG 45, Letters Received, BNC.

363. Rodgers to Hull, April 21, 1821, NA, RG 45, Letters Sent, BNC.

The board spent several days at the yard in May, and unfortunately the decisions reached were not made a matter of record. By mid-July, Captain Hull was able to report that the ship would soon be in "a state of forwardness," where it would be possible to transfer most of the labor force. Consequently, he wished to know whether the board wanted him to commence work on 74 No. 2.[364]

The board did not. Those mechanics and laborers not directed to repair of Spark or construction of the ways of 74 No. 2 continued to work on 74 No. 1. By November 30, she was in a "very forward state." Her decks were laid, except the streaks purposely left out for airing. Her bulwarks were finished, ports trimmed, ironwork drove, channels out and ready for bolting on, rail on and ready for joinering, and gun carriages nearly ready.[365]

On reviewing this report, the commissioners notified Hull that she would not be caulked at this time. To afford ventilation the rail would not be fastened.[366]

Little, if any, work was done on the 74 in 1822.

On July 6, the commissioners called on Hull for data as to the number of treenails and the size required during the next 24 months.[367]

There were on hand, Captain Hull reported, sufficient treenails, about 45,000 to take care of all needs for at least two years. These,

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364. Hull to Rodgers, July 15, 1821, NA, RG 45, Letters Received, BNC.

365. Hull to Rodgers, November 30, 1821, NA, RG 45, Letters Received, BNC.

366. Rodgers to Hull, December 12, 1821, NA, RG 45, Letters Sent, BNC.

367. Rodgers to Hull, July 16, 1822, NA, RG 45, Letters Sent, BNC.

with another 51,000, were more than enough to finish 74 No. 1 and to build 74 No. 2 and the frigate.[368]

On December 29, Commandant Hull, responding to a request from the board, reported that it would be very difficult to ascertain the exact quantity of oak and hard pine used in the vessel, as she had been in "a great state of forwardness" before a surveyor had been assigned to the yard. Even now, it would be difficult, because in sawing a log, part was used for a 74, part as plank, and the remainder for stores. Many sticks, when sawed, were pronounced defective. It would thus be impossible to arrive at a precise quantity of timber used in a ship.[369]

Secretary of the Navy Thompson, in submitting his annual report to Congress for 1822, noted that the Charlestown 74 is nearly finished, and being under a shiphouse is "perfectly protected."[370]

3. Making and Storing the Gun Carriages

On October 8, 1818, Captain Hull suggested to the board that they contract for the 74's gun carriages this winter, because they would be able to get them made on better terms. Moreover, the timber would benefit by being "planed out, oiled and put under cover for one year" before the carriages were assembled.[371]

The board partially approved Hull's proposal. He was to get out all "the stuff" for the gun carriages, have it planed, and then stored under a dry shelter for seasoning. The carriages would be made at the yard.

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368. Hull to Rodgers, July 12, 1822, NA, RG 45, Letters Received, BNC.

369. Hull to Rodgers, December 29, 1822, NA, RG 45, Letters Received, BNC.

370. Thompson to President, November 30, 1822, found in American State Papers, Naval Affairs, Vol. I, p. 805.

371. Hull to Rodgers, October 8, 1818, NA, RG 45, Letters Received, BNC.

Within the next several weeks the drawings and dimensions would be posted.[372]

Drawings of a 32-pounder cannon and a 42-pounder carronade mounted on their respective carriages were forwarded on November 9. To insure uniformity, Hull would soon receive from the Washington Navy Yard, a 42-pounder carronade carriage and a 32-pounder long gun carriage to serve as patterns.[373]

Upon receipt of the carriages, Captain Hull, on investigating, discovered that the best gun carriage maker in the area had established a price of $23 per carriage, or a fee of $2.50 per day for superintending their construction. Others would do it for less, but Hull was satisfied that these carriages "would be at least as much better as the difference in the price."[374]

The board directed Hull to have the carriages built at the yard under the carriage maker's superintendence.[375]

On March 9, 1820, Commandant Hull reported that he had a few men fabricating gun carriages. As they were finished, they would require a place to store them to keep them from being checked by the sun. Rather than construct a shed for this purpose, he suggested the rent of a building in which to place them. In addition, if it were determined to heave out Constitution, there would be no room for stowage of her carriages and deck stores (water casks, cable hawsers, etc.).

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372. Rodgers to Hull, October 16, 1818, NA, RG 45, Letters Sent, BNC.

373. Rodgers to Hull, November 9, 1818, NA, RG 45, Letters Sent, BNC.

374. Hull to Rodgers, August 30, 1819, NA, RG 45, Letters Received, BNC.

375. Rodgers to Hull, September 11, 1819, NA, RG 45, Letters Sent, BNC.

He believed they could rent a three-story brick building, 50 by 20 feet, for between $400 and $500 annually. Such a structure was within 30 feet of the yard's brick store and much nearer the gate than most of the Navy's buildings.

He was proceeding on the assumption that the 74 would carry 32-pounders on both decks.[376]

The commissioners reminded Hull that the ship was to mount 32-pounders on her main gundeck, but the type of armament for the lower gundeck was still under study. Timber suitable for either 32- or 42-pounder carriages could be gotten out and seasoned. The board ignored the suggestion about renting a storehouse.[377]

After reflecting several months on the proposal, the board, on May 29, granted authority to rent the warehouse, provided its cost did not exceed $400 annually.[378]

By early July they had finished the carriages for one deck, while the timber for the carronade carriages was nearly all out of dock and ready for assembly. As soon as this was done, work would be commenced on the carriages for the other gundecks. Hull had a set of carriages landed from the upper deck of Independence. As she was unlikely to take them aboard again, they could answer for the new 74.[379]

By this time the board had determined to mount 42-pounders on the lower gundeck. These carriages, Hull was informed, would be made in accordance with the draft of the gun being transmitted.[380]

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376. Hull to Rodgers, March 9 and 14, 1820, NA, RG 45, Letters Received, BNC.

377. Rodgers to Hull, March 20, 1820, NA, RG 45, Letters Sent, BNC.

378. Rodgers to Hull, May 29, 1820, NA, RG 45, Letters Sent, BNC.

379. Hull to Rodgers, July 5, 1820, NA, RG 45, Letters Received, BNC.

380. Rodgers to Hull, July 10, 1820, NA, RG 45, Letters Sent, BNC.

The trucks of the 42-pounder carriages were not to be bushed, experiments having demonstrated that the recoil of the gun was not too great for the breechings. Instead of bushing the loop of the trunnion of the side piece with iron, it would be bushed with leather.[381]

In mounting the 74's guns, the board reminded Hull, they were to be positioned so that the center of the bore, when sighted on a "true horizontal level," would be half the diameter of the shot below the center of the port.[382]

This troubled Commandant Hull, because the upper gundeck carriages had been completed, and if the guns were to be mounted as directed, they would have to be altered. The lower deck carriages would be made as directed. The beds and slides for the carronades were nearly finished.[383]

4. The Fabrication of Metal Fixtures Is Centralized

In mid-December 1819, the board notified Commandant Hull that iron castings were to be purchased from Ames' foundry. Composition castings would be furnished by the Washington Navy Yard. The only other castings required for the 74 would be the bushes for the long gun and the carronade trucks.[384]

Plans of the boom irons were mailed by the board to Hull on December 27.[385]

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381. Rodgers to Hull, August 2, 1820, NA, RG 45, Letters Sent, BNC.

382. Rodgers to Hull, September 29, 1820, NA, RG 45, Letters Sent, BNC.

383. Hull to Rodgers, October 16, 1820, NA, RG 45, Letters Received, BNC.

384. Rodgers to Hull, December 15, 1819, NA, RG 45, Letters Sent, BNC.

385. Rodgers to Hull, December 27, 1819, NA, RG 45, Letters Sent, BNC.

On March 3, 1820, Hull questioned whether the rudder braces and other castings for the rudder and the chains were to be fabricated at the Washington Navy Yard or at Charlestown. This could be done locally, he observed, without risk of warping the moulds.[386]

The chains for slinging the yards, etc., the board answered, were to be made at the Washington yard. One set would be shipped to Boston. There were in the Washington yard excellent facilities for making all castings, and it was presumed that the moulds could also be prepared there.

Hull was to forward the bracket moulds, noting where the rudder braces were to be fitted. He would also mark on them where the holes should be to avoid the seams at the bottom of the ship. The siding of the rudder at each pintle would be indicated.

With this data, the Washington people would make the moulds for casting the rudder braces and pintles.[387]

On April 28, moulds for the rudder brace castings, etc., were shipped by Hull to the commandant of the Washington Navy Yard.[388]

The first shipment of castings left the Washington yard for Charleston aboard the schooner Susan in mid-June.[389]

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386. Hull to Rodgers, March 3, 1820, NA, RG 45, Letters Received, BNC. The same situation governed the chains for slinging yards, the shankpainter chains, etc.

387. Rodgers to Hull, March 8 and 13, 1820, NA, RG 45, Letters Sent, BNC.

388. Hull to Rodgers, April 28, 1820, NA, RG 45, Letters Received, BNC.

389. Rodgers to Hull, June 16, 1820, NA, RG 45, Letters Sent, BNC.

In 1823 the board, satisfied with the economics effected in the manufacture of metal fixtures, determined to centralize the production of blocks. Hereinafter, the commandants were to requisition them from the Washington Navy Yard.[390]

5. The Development and Installation of the Baker Pump

Yard Carpenter Baker made an improvement on pumps which would be of great use to the Navy and the general public. To encourage initiative on the part of the men, Commandant Hull gave Baker a leave of absence to visit Washington to take out a patent on his pump and to familiarize the commissioners with it.

Hull had experimented with two Baker pumps aboard Guerrière alongside four Perkins' pumps. Twelve men were put on the Perkins' pumps and six on the Baker. In three minutes, the pumps delivered the same amount of water, which was a marked advantage in favor of the Baker pumps.[391]

Hull subsequently found that Baker's boxes were much cheaper than metal boxes of similar standards. All experiments had proved that Baker's pump would "throw more water with the same power than any pumps now in use."[392]

The commissioners accordingly determined to use the Baker semi-circular valve pump on the 74.[393]

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390. Rodgers to Hull, May 7, 1823, NA, RG 45, Letters Sent, BNC.

391. Hull to Rodgers, January 5, 1817, NA, RG 45, Letters Received, BNC.

392. Hull to Rodgers, December 11, 1818, NA, RG 45, Letters Received, BNC.

393. Rodgers to Hull, November 27, 1818, NA, RG 45, Letters Sent, BNC.

6. Stockpiling Copper for the 74s and Frigates

The commissioners were desirous of stocking at the yard the necessary copper for two 74s and one frigate. These vessels would require:

One ship-of-the-line

	7 inches	8 inches	9 inches	10 inches	11 inches
Deck nails	3,045 lbs.	3,750 lbs.	2,375 lbs.	6,210 lbs.	4,320 lbs.

Bolts to follow augers of the size stated	3/4-inch	7/8-inch	1-inch	1-1/8-inch	1-1/4-inch	1-3/8-inch
	40,068 lbs.	2,700 lbs.	5,437 lbs.	2,000 lbs.	13,600 lbs.	15,000 lbs.

1,692 sheets of 34-ounce sheathing copper
2,068 sheets of 32-ounce sheathing copper
752 sheets of 14-ounce sheathing copper
3,760 pounds of sheeting nails, 115 to a pound
100 pounds suited to 14-ounce copper

One 44-gun frigate:

7 inches	8 inches	9 inches	10 inches)
2,580 lbs.	3,200 lbs.	2,170 lbs.	2,800 lbs.) Deck nails

5/8-inch	3/4-inch	1-inch	1-1/8-inch	1-1/4-inch)
14,219 lbs.	8,859 lbs.	5,250 lbs.	5,081 lbs.	7,000 lbs.) Bolts to follow augers of stated size

1,750 sheets of 32-ounce copper sheathing
1,107 sheets of 28-ounce copper sheathing
572 sheets of 14-ounce copper sheathing
2,857 pounds of sheathing nails, 115 to the pound, suited to 14-ounce copper.[394]

To meet this program, the board ordered shipped from Baltimore to Charlestown:

1,017 pounds 6-inch, 7-inch, and 8-inch spikes
7,992 pounds 9-inch, 10-inch, and 11-inch spikes
7,929 pounds 1-3/8-inch bolts[395]

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394. Decatur to Hull, October 12, 1819, NA, RG 45, Letters Sent, BNC.

395. Rodgers to Ridgley, November 27, 1819, NA, RG 45, Letters Sent, BNC.

There would be shipped from the Philadephia Yard 1,931 pounds of 5/8-inch bolts, and the New York Yard 1,692 sheets of 34-ounce copper.

From the surplus on hand at the Charlestown facility, Hull would ship to the:

New York Navy Yard-- 2,700 pounds 7/8-inch bolts; 8,766-1/2 pounds 1-1/8-inch bolts; and 1,153 sheets of 28-ounce sheet copper.

Portsmouth Navy Yard-- 4,970 pounds 9-inch spikes; 20,512 pounds 3/4-inch bolts; 1,000 sheets of 28-ounce copper sheeting.

Norfolk Navy Yard-- 2,553 pounds 7-inch spikes; 25,512 pounds 3/4-inch bolts; 3,937-1/2 pounds of 1-7/8-inch bolts; 1,953 sheets 32-ounce copper; 3,172 pounds sheathing nails; and 125 pounds sheathing nails for 14-ounce copper sheeting.[396]

7. Laying the Keel and Raising the Frames of 74 No. 2

On May 13, 1822, a large work force was turned to, under Master Builder Barker's supervision, building 74 No. 2. By mid-October her keel was laid and two of her frames raised. As it was uncertain when she would be launched, the filling in between timbers would be deferred until her frame had been raised and was nearly ready for planking.[397]

The board, in the spring of 1823, issued a change order. Henceforth, all decks were to have the spikes countersunk and the nailheads plugged. The plugs were to be similar in grain and quality to the deck planking.[398]

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396. Rodgers to Hull, November 27, 1819, NA, RG 45, Letters Sent, BNC.

397. Rodgers to Hull, November 11, 1822, NA, RG 45, Letters Sent, BNC.

398. Rodgers to Hull, May 8, 1823, NA, RG 45, Letters Sent, BNC.

There were two dreadful accidents in shiphouse No. 2 during the summer. On July 2, Thomas Tolman, a carpenter, fell to his death from 74 No. 2. Five weeks later, on August 10, a Mr. Danforth and his wife were visiting the vessel. He cautioned her not to fall into the hold into which they were peering. He then stepped back and fell between the planks left open for ventilation and was killed.[399]

D. "Constitution" Spends Six Years at the Yard

1. She Arrives and Is Placed in Ordinary

On June 28, 1815, four days before Commodore Bainbridge sailed for the Mediterranean, a survey was held on Constitution. She had returned to Boston Harbor, on May 15, from a cruise in the Atlantic during which she had defeated and captured the frigate Cyane and sloop Levant. The survey listed her as "deficient" in these spars: one foreyard apparently sprung or weak; one maintopsail yard badly "wounded"; one foretopmast sprung; and one foretopgallant yard.

Her bends topside in and out, decks, knees, etc., were sound, excepting her spar, gun, and berth decks, all of which required a thorough caulking. Her standing rigging, although much knotted from "being considerably shot away in her actions with the Enemy," was passable. Her running rigging was worn and unfit for use. Her lower masts were in good condition, "except a bad wound in the head of the Foremast which can be repaired" without lifting the mast. One suit of sails was "one-fourth worn, in good order and condition; one . . . suit two thirds worn; and several others condemned as per list accompanying this report."[400]

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399. Charlestown Navy Yard Journal, July 2-August 10, 1823, NA, RG 181.

400. Stewart to Rodgers, June 29, 1815, NA, RG 45, Letters Received, BNC. A copy of this report is on file at the Boston National Historical Park.

Commodore Rodgers of the board accordingly directed the yard's commandant to "have the Hull, Spars, armament and standing rigging" of Constitution put in order for service.[401]

Guns to replace those of Constitution sent aboard Independence were to be cast. The board had written Colonel Samuel Hughes of the Cecil Foundry to ascertain if he could cast 32 long 24-pounders "made after the old model."[402]

Acknowledging the commissioners' letter, Colonel Hughes agreed to cast the desired number of 24 pounders of the "same pattern" as those made for Guerrière. These would be nearly the same "size" as those previously cast for Constitution, the only difference being that each gun would weigh about one hundredweight less.

They would be ready for shipment by October 1, and would cost $133.33-1/3 each.[403]

In mid-November the board informed Commandant Hull that Constitution's armament was to be "precisely similar to that recently taken from her." He was to procure the timber required for the gun carriages.[404]

2. Hull Takes Her Dimensions

Captain Hull, in December, had his men take the frigate's dimensions. The board would find these "strictly correct," but her

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401. Rodgers to Acting Commandant, July 6, 1815, NA, RG 45, Letters Sent, BNC.

402. Rodgers to Hull, July 25, 1815, NA, RG 45, Letters Sent, BNC.

403. Hughes to Rodgers, July 31, 1815, NA, RG 45, Miscellaneous Letters Received, BNC.

404. Rodgers to Hull, November 16, 1815, NA, RG 45, Letters Sent, BNC.

draught might vary "according to the wishes or opinion of her commander." She had heretofore generally drawn about 23 feet.[405]

3. She Gets a New Suit of Sails

In July 1816, the board ordered Hull to have a "new gang of standing rigging" prepared and fitted for Constitution. Her gun carriages would also be replaced. The guns had been ordered from the navy agent in Baltimore.[406]

On March 12, 1817, Captain Hull advised the board that the frigate's rigging had been put in order and stored in the loft. It might be taken for heaving out ships, and Hull would give her a new set whenever she was next outfitted. Her lower rigging was old, and if it remained in storage a year or two, it would be unfit for a cruise.[407]

The board accordingly authorized Hull to convert her shrouds into heaving rigging.[408]

On November 18, 1817, Commandant Hull forwarded to the board a list of sails required for Constitution and Java, along with the quantity of canvas necessary to make them. Lower yards and other heavy spars would be needed for Constitution, as well as water casks.[409]

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405. Hull to Rodgers, December 23, 1815, NA, RG 45, Letters Received, BNC.

406. Rodgers to Hull, July 24, 1816, NA, RG 45, Letters Sent, BNC.

407. Hull to Rodgers, March 12, 1817, NA, RG 45, Letters Received, BNC.

408. Rodgers to Hull, April 14, 1817, NA, RG 45, Letters Sent, BNC.

409. Hull to Rodgers, November 18, 1817, NA, RG 45, Letters Received, BNC.

Hull next transmitted data pertaining to the cordage, chandlery, etc., required to outfit the four ships in ordinary. Constitution had few stores of any kind. Captain Shaw, who had been in charge of the yard between Bainbridge's departure and Hull's arrival, had transferred many of the stores to United States; Independence had taken her main deck guns with everything appertaining to them; and Washington, Congress, and Macedonian had been provided with stores from her, so that few remained.[410]

Yard employees in late January 1818 began making a suit of sails for Constitution. They found that the canvas sent from New York worked handsomely. But more care could be taken to have it "all of a width and blue thread to be in all the bolts at the same distance from the Edge." Some bolts were 1½ inches wider than others, and in some the blue thread was an inch to 1½ inches farther from the edge.

Before the bolts had left the factory, they had been numbered, but when inventoried at Charlestown some of the numbers did not coincide.[411]

By mid-March the suit was nearly completed. Hull now learned that there was no cordage fit for her standing rigging. The only piece was of "9½ inches cable laid 50 fathoms, which came out of Guerrière, and a quantity of 8 inch shroud laid old rope that came from the Lakes." The lower rigging of the frigate had been 10½ inch.[412]

On February 20, there was an accident involving Constitution. Pack ice in the Charles River forced her against the wharf, carrying away one of her larboard quarter gallery.[413]

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410. Hull to Rodgers, December 1, 1817, NA, RG 45, Letters Received, BNC.

411. Hull to Rodgers, January 24, 1818, NA, RG 45, Letters Received, BNC.

412. Hull to Rodgers, March 12, 1818, NA, RG 45, Letters Received, BNC.

413. Charlestown Navy Yard Journal, February 20, 1818, NA, RG 181.

4. Her Condition on November 1, 1818

Commandant Hull, in February 1819, submitted to the department a report on the status of her repair. As of November 1, 1818:

Hull-- Will Require a thorough repair before she can be sent to sea.

Rigging-- All required to be new, a part having been taken for heaving down the Macedonian and found bad. The remainder old having remained a long time in the store could not be trusted.

Masts & Spars-- Masts apparently good, except the foremast which can be repaired. As her masts and bowsprit however have been a long time in her and exposed to the weather it is believed some of them would be found unfit for service. Yards and other spars mostly unfit for service--some sprung and others old and dry rotted.

Cables-- All require to be new.

Water Casks-- A full set required.

Stores-- Nearly all required, having landed but few, a part of which have been taken for other ships, and part on hand in bad condition.[414]

5. The Cordage Deteriorates

In mid-May the board called on Hull for estimates for the "smallest quantity and kind of cordage necessary" to outfit Constitution and Java.[415]

He had in storage, Hull reported, the standing rigging of Constitution and Macedonian, and a quantity of old running rigging and breechings that were only suitable as junk. The standing rigging could not be trusted to heave out a ship. In heaving out Macedonian several

414. Hull to Thompson, February 25, 1819, NA, Captains' Letters, Microcopy M-125.

415. Rodgers to Hull, May 14, 1819, NA, RG 45, Letters Sent, BNC.

shrouds had parted. Would it not be better, Commandant Hull inquired, to have a set of heaving chains made for the yard?[416]

6. Captain Hull Calls for Caulking

In April 1819, more than three years having passed since Constitution had been caulked, Commandant Hull had her examined. It was found that she required caulking from the copper up to the plank sheer. The sills of her ports were also "very open."[417]

The board therefore ordered Hull to have her, so far as necessary for her continued preservation, caulked.[418]

7. She Nearly Loses Her Camboose

Advised that Constellation needed a camboose, the commissioners called on Captain Hull to scout the Boston area for one calculated to feed 360 to 400 men. If he found one for sale at a reasonable price, it was to be purchased and shipped to Norfolk. Should none be available, he was to remove and ship the camboose from either Constitution or Java, whichever was the smaller.[419]

After checking into the situation, Hull decided to remove and send to Norfolk Constitution's camboose.[420] But by then the board had countermanded its instructions for removal of a camboose from one of the Charlestown frigates.[421]

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416. Hull to Rodgers, June 2, 1819, NA, RG 45, Letters Received, BNC.

417. Hull to Rodgers, May 6, 1819, NA, RG 45, Letters Received, BNC.

418. Rodgers to Hull, June 21, 1819, NA, RG 45, Letters Sent, BNC.

419. Ibid.

420. Hull to Rodgers, June 29, 1819, NA, RG 45, Letters Received, BNC.

421. Rodgers to Hull, June 24, 1819, NA, RG 45, Letters Sent, BNC.

8. The 1820-21 Repair of the Frigate

a. Securing the Necessary Draughts and Moulds

In September 1819 the Board of Navy Commissioners, preparatory to ordering Constitution repaired, determined to secure for their files draughts and deck plans for all warships belonging to the United States. Hull was to procure these items for Constitution, as she was built in 1797 by George Claghorne. He would also specify the kind of timber used in construction, and indicate whether it was seasoned or unseasoned.[422]

Hull was unable to "find a correct draught of the Constitution." The one from which she had been built had been taken from the builder by Captain Nicholson, and had disappeared. Believing that Naval Constructor Humphreys had the original lines, Hull wrote him.

Humphreys replied that "copies of the draughts could be furnished and that the Plan of the United States would answer for the Constitution and President."[423]

Since assuming command of the yard, Hull had had the moulds of Constitution and Independence stored in a safe place. A "correct draught" of Constitution might be made from these moulds, but he doubted whether she was built precisely by them. Master Builder Barker recalled that some alterations had been made.

If the plan to be provided by Humphreys would not suffice, Hull would have as is deck plans prepared. But, he cautioned, many alterations have been made since she was launched. He believed that the gun deck had been raised 7 to 9 inches above its original height.[424]

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422. Rodgers to Hull, September 10, 1819, NA, RG 45, Letters Sent, BNC.

423. Humphreys to Hull, September 20, 1819, NA, RG 45, Letters Received, BNC.

424. Hull to Rodgers, September 24, 1819, NA, RG 45, Letters Received, BNC.

Hull now learned that the moulds stored at the yard were made to correspond with the "alterations made in the original draught." Accordingly, a draught made from them would depict the ship as she now is.[425]

Captain Hull now had plans of the upper and gun deck of Constitution prepared, which he was transmitting. Draughts of the berth and orlop decks would be forthcoming in the near future.

Constitution's frame was live oak and cedar; the plank of white oak; the knees part live oak and part white oak, not well seasoned; and the beams of white oak not docked. She had received "a thorough repair . . . about eight years after she was built--every beam in her was new, and all the ceilings under the orlops were found rotten, and her plank outside from the water's edge to the Gunwale were taken off and new put on."[426]

Naval Constructor Humphreys had cautioned that Constitution, having been in ordinary more than three years, would probably require considerable repairs, particularly to her upper works, to prepare her for sea. He doubted, however, whether she would be "found defective about the gun deck."[427]

On completing an examination of the frigate, Hull advised the board that she will "require a thorough repair, but when that is done she will be a good ship." Her timbers appeared sound and she was generally in better condition than Java.[428]

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425. Ibid.

426. Hull to Decatur, October 23, 1819, NA, RG 45, Letters Received, BNC.

427. Humphreys to Hull, September 20, 1819, NA, RG 45, Letters Received, BNC.

428. Hull to Rodgers, October 4, 1819, NA, RG 45, Letters Received, BNC.

b. The Purchase and Stockpiling of Timbers

The decision to push construction of the 74 resulted in rapid use of timber stored in the dock. On January 17, 1820, Commandant Hull cautioned that if it were the intention to repair Constitution during the summer, he would need timber. As this was the cutting season, he trusted the board would issue instructions for stockpiling. Timber was selling for less than it had in years, so here was an opportunity for the department to save money.[429]

When the commissioners failed to respond, Hull advised them that timber of the size required for the repair of ships--for waterways, plank stocks, etc.--could be had for $10 to $15 per ton. Although the season for cutting timber was past, Hull believed that six to eight hundred tons could be purchased during the summer from local farmers.[430]

Replying, the board inquired, can yellow pine for repair of Constitution and Java be procured in Boston, and if so on what terms? If not, Hull was to send a bill of particulars, so it might be secured in Norfolk.[431]

Promiscuous timber and beams were to be taken for repair of Constitution, and a tally kept so the board could have it replaced or charged to repairs.[432]

c. The Board Orders the Repair to Proceed

Commandant Hull was anxious to begin the project. Writing to the board, in mid-March, he reminded them that the equinox

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429. Hull to Rodgers, January 17, 1820, NA, RG 45, Letters Received, BNC.

430. Hull to Rodgers, February 25, 1820, NA, RG 45, Letters Received, BNC.

431. Rodgers to Hull, March 15, 1820, NA, RG 45, Letters Sent, BNC.

432. Rodgers to Hull, April 6, 1820, NA, RG 45, Letters Sent, BNC.

was at hand, and it would be advantageous for the government to take advantage of long, warm spring and summer days.[433]

On April 17, 1820, the commissioners, having discussed the subject with Secretary of the Navy Thompson, finally authorized Hull to proceed with repair of Constitution.[434]

d. The Board Provides Guidance

Before turning a force to, however, Hull needed to have the answer to several questions. Will she, he inquired, be repaired with pine or oak above the wales on the outside; and will pine or oak plank be used in filling in between the ports on the gun and spar decks.

He also desired to know whether the storerooms, etc., were to "be put up as they formerly were or as I may arrange them or will a plan be sent" from Washington.

When repaired in 1813 by Commodore Bainbridge, Constitution's gundeck had been raised amidships 5 or 6 inches and not raised forward or aft. As the spar deck remained as when first built, the gundeck "was four or five inches lower amidships than forward and aft which gave her gun deck a very bad appearance." Should he not "lay the gun deck about where it originally was, and if it requires to have less spring, lower it a little forward and aft, instead of raising it amidship?"

He did not consider this alteration made by Bainbridge an improvement.[435]

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433. Hull to Rodgers, March 20, 1820, NA, RG 45, Letters Received, BNC.

434. Rodgers to Hull, April 17, 1820, NA, RG 45, Letters Sent, BNC.

435. Hull to Rodgers, April 25, 1820, NA, RG 45, Letters Received, BNC.

The board responded promptly. Oak on the outside above the wales was preferred. The fillings between the ports on the spar and gun decks could be well seasoned yellow pine.

As uniformity in internal arrangements of ships of the same class was desired, the commissioners deemed it "best to make alterations in vessels while undergoing repairs, provided it can be done without additional expense." They were therefore sending "deck plans and internal arrangement intended to be adopted in the new frigate . . . to be built." So far as practicable, they would be conformed with.

The height between the spar and gun decks out to be the same throughout the craft. Constitution's lines would permit giving her "six feet one-inch in height from Beam to deck in every part between those decks." No more sheer than necessary "to throw the water amidships from forward and aft" was desirable, while the "sheer of all the decks, birth, gun, and spar, ought to be precisely the same to afford the necessary strength and prevent hogging."[436]

On opening the ship, Hull was encouraged to see that she appeared to be sound below the berth deck and hopes were voiced of saving it. The gun and spar decks would have to be renewed, although many of the knees and "some few of the beams may answer again." Nearly all the port timbers would have to be replaced, as would many of her top timbers, because of the injury they had received in previous repair projects.

He wished to be apprised whether the spars, sails, boats, etc., that were required would be in readiness by the time the repairs were finished. If so, he would see that they were attended to.

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436. Rodgers to Hull, May 2, 1820, NA, RG 45, Letters Sent, BNC.

In addition, the rigging would have to be replaced.[437]

e. Required Dimensions for New Masts, Yards, and Booms

The board directed Hull to have the masts, yards, and spars repaired as needed. If new ones were required, they were to be shaped, conforming, as far as possible, to these dimensions for a first class frigate:

Mast Size	Length	Diameter	Masthead
Mainmast	105' 2"	34.6"	48'
Fore	94' 8"	31.2"	16' 5"
Mizzenmast	84' 2"	33.1"	14' 7"
Maintopmast	63' 2"	19.9"	10' 7"
Fore	56' 2"	18"	9' 6"
Mizzen	50' 6"	14"	8' 5"
Maintopgallantmast	31' 7"	12"	
Fore	28' 5"	10.8"	
Mizzen	25' 3"	8.4"	
Main Royal Pole	34' 4"	9"	
Fore	21' 10"	8.1"	
Mizzen	19' 5"	6.3"	
Main Sliding Gunter	44'	8"	
Fore	36' 5"	5.5"	
Mizzen	32' 4"	4.2"	

437. Hull to Rodgers, May 3, 1820, NA, RG 45, Letters Received, BNC.

Yard Size	Length	Diameter	Masthead
Main	94' 11"	19.9"	4' 9"
Fore	84' 5"	18"	4' 3"
Main of Cross Jack	71' 3"	14"	7' 2"
Maintopsail	71' 3"	16"	5' 11"
Fore	63' 4"	14.1"	5' 3"
Mizzen	60' 11"	11.3"	4' 3"
Maintopgallant	45' 4"	10.1"	2'
Fore	40' 5"	9"	2'
Mizzen	32' 4"	7.2"	1' 8"
Main Royal	30' 3"	6.7"	1' 6"
Fore	27'	6"	1' 5"
Mizzen	21' 7"	4.8"	1' 2"
Main Sky Sail	20' 2"	4.5"	1'
Fore	18'	4"	11"
Mizzen	14' 5"	3.2"	8"
Spritsail	63' 4"	12.5"	8' 4"
Bowsprit	66' 9"		

Boom Size	Length	Diameter
Jib	50' 1"	12.8"
Flying Jib	50' 1"	9.2"
Jib of Jib	37' 7"	5.5"
Spanker	63' 4"	12.6"
Gaff	42' 3"	9.4"
Foretopmast Studding Sail	44' 6"	9"
Mainmast Studding Sail	50'	8.5"

Boom Size	Length	Diameter
Lower Swinging Sail	56'	9.4"
Foretopgallant Studding Sail	33' 4"	5.6"
Main	37' 6"	6.3"
Mizzen	26' 10"	4.5"
Main Royal Studding Sail	23' 11"	4"
Fore	21' 4"	3.6"
Mizzen	17' 1"	2.9"
Ringtail	31' 8"	6.3"[438]

f. The Race to Complete Repairs Before Winter

Constitution's boats were to be repaired and placed under cover. Her sails and rigging would be attended to when necessary.[439]

Heretofore, Constitution had been fastened with iron spikes. These were being carefully drawn and perhaps two-thirds could be reused. Hull wished to know whether this was to be done, or if they were to be replaced by copper spikes.[440]

Hull was to ascertain from Paul Revere the cost of copper to sheath Constitution.[441]

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438. Rodgers to Hull, May 9 and 10, 1820, NA, RG 45, Letters Sent, BNC.

439. Rodgers to Hull, May 9, 1820, NA, RG 45, Letters Sent, BNC.

440. Hull to Rodgers, May 8, 1820, NA, RG 45, Letters Received, BNC.

441. Rodgers to Hull, May 13, 1820, NA, RG 45, Letters Sent, BNC.

Paul Revere, as requested, submitted figures for furnishing sheathing copper and copper nails.[442]

In view of the need to take the foremast and bowsprit out of Constitution, Hull wished authority to erect a permanent shears for masting ships.[443] Permission was given, and plans forwarded of the Washington Navy Yard shears used in masting Columbus. Upon their receipt, a shears was erected on the wharf.[444]

By July 3, workmen were swarming over the frigate. The plank and wales were on within one streak of the lower sills of the ports, and from the upper sill of the ports to the plank sheer, several of the gundeck beams "were in and kneeing off."

She would be, Hull boasted, "a much handsomer Ship than she ever was," and would be nearly as strong. Her topsides would be nearly all new timber. It was fortunate that they happened to have Mr. Rice's promiscuous timber at the yard. It had worked to "great advantage," and they would not have been able to have "repaired her this summer without taking moulded timber or waiting" for shipments from the south.[445]

Two 32-pounder shot removed from the vessel were shipped to the commissioners. Enclosing these projectiles were parts of the original

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442. Hull to Rodgers, May 24, 1820, NA, RG 45, Letters Received, BNC.

443. Hull to Rodgers, June 14, 1820, NA, RG 45, Letters Received, BNC.

444. Rodgers to Hull, June 19, 1820, NA, RG 45, Letters Sent, BNC.

445. Hull to Rodgers, July 3, 1820, NA, RG 45, Letters Received, BNC.

fabric.[446] Acknowledging receipt of the projectiles, the commissioners honored them with an appropriate place in their office.[447]

Hull was absent from the yard from early August until September. By then the carpenters had positioned the upper deck beams, and within several days they would begin laying the deck. Consequently, Hull desired to know whether she was to be fitted for sea this autumn. If she were, there was no time to lose in rigging her, making her sails, and preparing her for heaving out. Indeed, if they began immediately they could not have her rigged before winter, added to which there would be short days and bad weather for coppering.

She would require an entire suit of sails, while the suit on hand was not roped.

With only ten seamen on duty in the yard, more would have to be hired unless the commissioners ordered a rendevzous opened.[448]

Hull also needed to know what kind of pumps were required. Her old ones, excepting the chains, were unfit.[449]

The board ignored all of Hull's questions, except the one pertaining to the pumps. She would, they directed, be equipped with Baker's pumps.[450]

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446. Hull to Rodgers, July 15, 1820, NA, RG 45, Letters Received, BNC.

447. Rodgers to Hull, July 20, 1820, NA, RG 45, Letters Sent, BNC.

448. Hull to Rodgers, September 22, 1820, NA, RG 45, Letters Received, BNC.

449. Ibid.

450. Rodgers to Hull, September 27, 1820, NA, RG 45, Letters Sent, BNC.

Foul weather in early October slowed progress. By the 11th the upper deck had been partly laid and caulked, and they were now daubbing "to put on the bulwarks on the quarter deck and putting on the plank sheer and making the channels."

The season was now so advanced that Hull hoped it would not be necessary to fit her out this winter. If required, it would be a "very heavy and unpleasant job to heave her out and would take some time to do it as we have no rigging fitted for heaving down ships, and in cold frosty weather a Ship cannot be fitted with that neatness that they can in summer."[451]

This time Hull received an answer from the board, but it was not the one he wanted. Constitution was to be coppered and "in all respects equipped for service with all practicable dispatch." He would focus his attention on this task, "placing on her as many men, as can be advantageously employed."[452]

Whereupon, on November 5, Hull began preparations for heaving her out, although he anticipated "such severe weather before we can be ready, that we shall have a disagreeable time in doing it."

An estimate for the copper sheathing had been prepared and forwarded.[453]

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451. Hull to Rodgers, October 11, 1820, NA, RG 45, Letters Received, BNC.

452. Rodgers to Hull, October 31, 1820, NA, RG 45, Letters Sent, BNC.

453. Hull to Rodgers, November 5, 1820, NA, RG 45, Letters Received, BNC.

The board, after reviewing its files, directed Hull to see if "good copper of suitable weight" could be purchased for less than that bought from Revere for the "Gradual Increase of the Navy." If so, it was to be secured for Constitution. Otherwise, it would be taken from that stored for "Gradual Increase."[454]

Constitution was heaved down and out on Saturday, November 25, and five streaks of copper put on. As the lower piece of her cutwater and the forward piece of her shoe were missing, they would be obliged to heave her keel out a second time on this "side to put them on which will be a very troublesome job." Hull hoped it could be accomplished on the 27th.

He was making every effort to "get her coppered before the weather sets in more severe." Only a few sailors were at work, and most of the hands were hired by the day.[455]

On December 7, Hull notified the board that they would finish coppering tomorrow. He would then look after the additional work. She required a new foremast, while it was uncertain whether a new mainmast would be needed. He would have her mainmast lifted and examine the step. If it were sound, he would retain the mainmast. Her tops were ready to position over the mastheads.[456]

Acknowledging his reports, the commissioners ordered that the copper sheathing removed from Constitution, as well as any other on hand, be shipped to the Washington Navy Yard.[457]

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454. Rodgers to Hull, November 10, 1820, NA, RG 45, Letters Sent, BNC.

455. Hull to Rodgers, November 27, 1820, NA, RG 45, Letters Received, BNC.

456. Hull to Rodgers, December 11, 1820, NA, RG 45, Letters Received, BNC.

457. Rodgers to Hull, December 4, 1820, NA, RG 45, Letters Sent, BNC.

As Constitution had to be rigged, Commandant Hull advised the board that Java's standing rigging had been recently overhauled, while one of her heavy blocks had been strapped. Considerable time could be saved, he argued, by transfer of Java's standing rigging and large blocks to Constitution.[458]

The board was agreeable. Hull was given carte blanche to transfer any stores belonging to Java and suitable for outfitting to Constitution.[459]

By December 21, the new foremast had been positioned, the lower rigging was over the mastheads, and the latter were being sent. All the ballast (150 tons) would be aboard by nightfall on the 22d, when Hull would prune the rolls of "a great part of the laborers that have been employed in heaving her out and fitting her."

The few men that had been enlisted by Master Commandant James Renshaw would be employed in filling water casks and rigging the yards.[460]

Six weeks before, with only ten seamen in the yard and Constitution and Alligator to be rigged and winter closing in, Hull had directed Master Commandant Renshaw to ship 40 good seamen for the yard.[461]

Forty thousand gallons of water had been sent aboard and stored by Christmas. Constitution was now in a state of forwardness, Captain Hull

458. Hull to Rodgers, November 6, 1820, NA, RG 45, Letters Received, BNC.

459. Rodgers to Hull, November 10, 1820, NA, RG 45, Letters Sent, BNC.

460. Hull to Rodgers, December 21, 1820, NA, RG 45, Letters Received, BNC.

461. Hull to Rodgers, November 6, 1820, NA, RG 45, Letters Received, BNC.

boasted, where she could be readied for sea before her crew would be recruited.[462]

g. A Breakdown of the Repairs

A summary of the repairs provided this breakdown: Sail all new; strings and bulwarks, new; plank between the ports inside and out, new; channels, new; strakes of plank below ports, then new; most of top timbers and stanchions, new; some of upper futtocks, new; counter timbers, all new; beams of gun and spardeck, new; gundeck knees, one-half new; knees for spardeck, all new; deck plank of spardeck, all new; deck plank for berthdeck, part new; waterways on gun and spardeck, new; galleries, head, cutwater, and carved work on stern, all new; spirketting of berth and gundeck, new; ceiling on hold, repaired; plank on stern, new; bottom planking, some plank new; gun carriages were made some years previous, but had not been used; carronade beds and slides, repaired; capstans, repaired; caulking new throughout; and copper, new.

Joiners' work--magazine, new; storerooms on fore and after orlop repaired; wardroom and steerage, about two-thirds new; cabin and other joiners' work, new.

Masts and spars--new bowsprit; three new topmasts; three new top-gallantmasts; and three lower and three upper topsail yards, new. Boats, all repairs.[463]

h. Replacing the Timber

When he made his annual report for 1820, Commandant Hull informed the board that the promiscuous and moulded timber taken

462. Hull to Rodgers, December 24, 1820, NA, RG 45, Letters Received, BNC.

463. Downes to Rodgers, August 11, 1821, NA, RG 45, Letters Received, BNC.

from the Lindsay contract for repair of Constitution and building Alligator would not have to be replaced insofar as 74 No. 1 was concerned, her frame having been completed. Chock and filling timber for 74 No. 2 would not be wanting, as there was a considerable quantity on hand, stored with the moulded timber.

As there were several ships that, from time to time, would require live oak for repairs, and all timber of this type on hand was earmarked for 74 No. 2 and the 44-gun frigate, Hull suggested laying in a stock of moulded and promiscuous stock suitable for repairs.

They had been very fortunate, he added, in having on hand timber for repair of Constitution.[464]

When asked by the board for specifics, Hull identified the timber expended in repair of Constitution:

Live Oak

Moulded for 74 No. 1	1,226-6/12 cubic feet	) Lindsay's contract
Fillings for 74 No. 1	1,503-3/12 cubic feet	)
Promiscuous for 74 No. 1	789-1/2 cubic feet	) Swift's contract
Chocks for 74 No. 2	243-3/12 cubic feet	)
	3,762-1/2 cubic feet	

Pine Beams

Pine boards expended:

For gundeck	37 pieces	2,653 cubic feet
For spardeck	32 pieces	1,503 cubic feet
		4,156 cubic feet [465]

464. Hull to Rodgers, January 3, 1821, NA, RG 45, Letters Received, BNC.

465. Hull to Rodgers, January 22, 1821, NA, RG 45, Letters Received, BNC.

The board, on studying Hull's reports, concluded that he had expended from "the Gradual Increase stock," in repair of Constitution, live oak and pine beams valued at $6,741.65. It broke down:

1,226-1/12 cubic feet moulded live oak at $1.50 . .	$1,939.75
1,503-3/12 cubic feet fillings live oak at $1.25 . .	1,879.06
246-3/12 cubic feet chocks live oak at $1.25 . .	304.06
789-1/12 cubic feet promiscuous live oak at $1.00 .	789.08
4,066 cubic feet pine beams at 45¢	1,829.80
	$6,741.75

These materials, as well as those taken for construction of Alligator, must be replaced out of the appropriations made for these objects.[466]

9. Outfitting the Frigate for Mediterranean Service

a. Looking After the Gunner's Department

Arming Constitution could be a problem. Her guns, carriages, rammers, sponges, etc., had been aboard Independence since 1815. Hull accordingly desired to know whether these were to be returned, or if she were to be furnished with a new armament.[467]

They would, the board directed, be returned.[468]

In August the board, to centralize control, had announced that all "laboratory stores" for warships would be requisitioned from the Washington Navy Yard.[469]

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466. Rodgers to Hull, January 30, 1821, NA, RG 45, Letters Sent, BNC.

467. Hull to Rodgers, July 21, 1820, NA, RG 45, Letters Received, BNC.

468. Rodgers to Hull, July 25, 1820, NA, RG 45, Letters Sent, BNC.

469. Rodgers to Hull, August 11, 1820, NA, RG 45, Letters Sent, BNC.

Hull therefore called for these ordnance stores:

Copper adze	1	Copper bowl for pulvering composition	1
Copper hammers	3	Traversing handspikes with rollers	2
Copper vices	1	Musket scrapers	4
Quill tubes	10,000	Pistol scrapers	4
Mallets and spikes	50	Copper flasks	2
Secret worms	10	Armorer's forge	1
Worms with staffs	4	Composition moulds for musket balls	1
Gun searchers	1 24-pdr. 1 32-pdr.	Composition moulds for pistol balls	1
Tube knives	4	Leather hose for magazine	1
Portfire moulds	1		

[470]

Then, in mid-February 1821, Commandant Hull called for 50 quarter casks of priming powder and a 18-pounder carronade for the frigate's launch.[471] Replying, the board announced that the powder would be shipped from New York. As there were no surplus carronades of that weight at the Washington yard, a gun of another caliber could be substituted.[472]

On April 3, Hull requisitioned for Constitution:

> 100 pair of pistols; 60 cutlasses; 100 false fires; 80 portfires, 50 rocket signals; and 85 blue lights.[473]

These, along with a blacksmith forge and tools, were shipped from the Washington Navy Yard in mid-April.[474]

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470. Hull to Rodgers, November 14, 1820, NA, RG 45, Letters Received, BNC.

471. Hull to Rodgers, February 16 and 17, 1821, NA, RG 45, Letters Received, BNC.

472. Rodgers to Hull, February 23, 1821, NA, RG 45, Letters Sent, BNC.

473. Hull to Rodgers, April 3, 1821, NA, RG 45, Letters Received, BNC.

474. Rodgers to Hull, April 11, 1821, NA, RG 45, Letters Sent, BNC.

b. Providing the Vessel with Furnishings Hammocks, Cables, etc.

On November 14, 1820, Commandant Hull asked for information as to what furniture would be allowed Constitution. Would she, he inquired, be permitted "a sideboard, table, chairs, window curtains, and table linen?"[475]

The board responded that she would be allowed these furnishings:

Cabin-- 1 sideboard; 1 secretary; 2 sofas, not to cost more than $30 each; 1 set of curtains; 1 clerk's desk; 1 set of tables; and 18 chairs and cooking utensils.

Ward--or Gunroom--1 dining table; 1 small table for each stateroom; 2 dozen chairs; 1 walnut sideboard; 1 green cloth cover for dining table; and cooking utensils.

Midshipmen's Apartment-- 1 mess chest; 3 camp stools; 1 frying pan; 1 iron teakettle; 1 tin coffee pot; 1 coffee mill; and 2 tin pitchers for each six-man mess.

Boatswains', Gunners', Carpenters', and Sailmakers'-- Same as midshipmen.

Petty Officers, seamen, and Marines-- 1 mess chest, 2 kids and 2 cans for each six-man mess.[476]

Canvas for the frigate's hammocks was shipped from the New York Navy Yard, while half duck for the sea bags was purchased locally. For tarpaulins, the cheapest and coarsest canvas answered; while for studding sail covers and boat covers, "half worn canvas was employed."[477]

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475. Hull to Rodgers, November 14, 1820, NA, RG 45, Letters Received, BNC.

476. Rodgers to Hull, November 24, 1820, NA, RG 45, Letters Sent, BNC.

477. Rodgers to Hull, November 21, 1820, NA, RG 45, Letters Sent, BNC.

On December 24, Hull asked for data on the size of the cables and whether they should be of iron.[478] The board called for 21-inch cables. She was to have one iron cable, which was being shipped from the Washington yard.[479]

c. Provisioning the Frigate

On February 12, 1821, Commandant Hull transmitted to the board a requisition for provisions for the ship. This was done, he confessed, in ignorance of "precisely what she would stow, or what time she is to be provisioned for." The commissioners could make such changes as deemed necessary.

No candles had been listed, because he was at a loss as to what would be allowed. He had not entered the "whole quantity of suet and cheese," believing that there might be substitutions.

As Constitution was prepared to receive her provisions, Hull urged that priority be given to their assembly and shipment.

The board advised that Constitution was to proceed to the Mediterranean. Preparatory to putting to sea, she was to take aboard a full supply of provisions and slop clothing. If her captain (Jacob Jones) were in Boston, Hull was to consult with him as to "substitutes for suet and cheese."[480]

On March 2, Hull received from Agent Binney a sample of the pilot bread shipped by the Georgetown contractors McKinney & Barney. He

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478. Hull to Rodgers, December 24, 1820, NA, RG 45, Letters Received, BNC.

479. Rodgers to Hull, January 15, 1821, NA, RG 45, Letters Sent, BNC.

480. Hull to Rodgers, February 12 and Rodgers to Hull, February 22, 1821, NA, RG 45, Letters Received and Sent, BNC.

found it unsatisfactory, and urged that steps be taken to improve its quality. When Hull surveyed the other stores forwarded by these contractors, he was disappointed to find the whiskey much below proof; the tobacco bad enough to condemn; and other articles substandard.[481]

Hull, in mid-March, shipped to the commissioners a sample of the McKinney & Barney pilot bread, which he believed had to be "inferior to the sample by which the contract was made." The bread was stored in Boston and would not be received.[482]

d. Hull Calls on Duval & Co. for Slops

Meanwhile, a requisition had been made on the naval contractor in New York City, Messrs. Duval & Co., for slop clothing to include: 50 pea jackets; 860 blue cloth jackets; 860 blue cloth trousers; 860 white flannel shirts; 860 white flannel drawers; 860 pair yarn stockings; 860 black silk handkerchiefs; 860 duck pocks; 860 duck trousers; 430 duck banyans; 860 pair shoes; 430 red vests, cloth; 200 hats; 100 mattresses; and 200 blankets.

With seamen and boys being rapidly shipped by the rendezvous opened by Captain Jones, hammocks were needed quickly. To take care of this deficiency, Commandant Hull had directed the yard purser to furnish them.[483]

Messrs. Duval soon notified Hull that the slop clothing was ready to compare with the samples, but they had not received the samples. Would

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480. Hull to Rodgers, February 12 and Rodgers to Hull, February 22, 1821, NA, RG 45, Letters Received and Sent, BNC.

481. Hull to Rodgers, March 2 and 5, 1821, NA, RG 45, Letters Received, BNC.

482. Hull to Rodgers, March 13, 1821, NA, RG 45, Letters Received, BNC.

483. Breese to Bates, February 9 and Hull to Rodgers, February 12, 1821, NA, RG 45, Letters Received, BNC.

it not, Hull wrote the commissioners, be better to have the clothing inspected and compared in New York, rather than having it first shipped to Boston?[484]

Duval & Co. failed to ship the slop clothing and bedding by the date specified, and Agent Binney was obliged to purchase many articles locally, including bedding, blankets, and woolen stockings.[485]

e. Requisitioning Aids to Navigation and Stationery

Constitution, as she would be operating in the Mediterranean, received these mathematical instruments, charts, etc.: 1 set of charts of the Mediterranean; 1 Blunt's Coast Pilot; 1 Malham's Gazetter; 2 Nautical Almanacs for 1821 and 1822; 1 Catlett's Logarithms; 2 Bowditch's Navigators; 1 pair globes, 13 inch; 1 Hutton's Mathematical Dictionary; 2 general charts of the Atlantic; 1 chart coast of Spain; 1 chart Azores and Madeira Islands; 1 chart of Portugal; 1 set of charts coast of the United States; 1 chart of Newfoundland; 1 chart of Nova Scotia; 1 chart of Florida, 1 azmuth compass; 6 brass binnacle compasses; 6 wood binnacle compasses; 1 tell tale compass; 2 boat compasses; 1 chronometer; 2 thermometers (1 air and 1 water); 2 cases mathematical instruments; 1 sextant; 1 quadrant; 4 spy glasses, 1st, 2d, and 3 qualities, including 1 night; 4 400-page Journals; 4 logs; 2 letter books; 2 order books; 20 quires letter paper; 20 foolscap letter paper; 4 inkstands; 1 paper red ink powder; 6 black ink powders; 400 quills; 3 pen knives; 4 ounces Indian rubber; 2 pounds sealing wax; and 1/4-pound wafers.[486]

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484. Hull to Rodgers, March 13, 1821, NA, RG 45, Letters Received, BNC.

485. Hull to Rodgers, April 14, 1821, NA, RG 45, Letters Received, BNC.

486. Rodgers to Hull, April 11, 1821, NA, RG 45, Letters Sent, BNC.

f. The Vessel Gets a Propelling Machine

In mid-February 1821, the Secretary of the Navy ordered Sailing Master Briscoe L. Doxey to proceed to Boston to superintend "the erection of the machine invented by him for propelling becalmed ships." This machine would be assembled at the yard and tested aboard Constitution.[487]

Doxey reached Charlestown in early March, and Master Builder Barker turned out a crew to assist with construction of the "propello marina."[488]

When experiments were made with Doxey's propelling machine, they found the paddles too short and of insufficient depth to "take proper hold of the water." Doxey took steps to correct this situation.[489]

Doxey's machine, which was designed to propel becalmed ships, drove Constitution ahead at three knots per hour. When put into operation, "the paddles revolved five times in a minute on a circle of 23-1/2 feet diameter and the effect was such as to move the ship against a strong wind and tide."[490]

10. "Constitution" Puts to Sea

Commandant Hull had Java's running rigging examined to select from it such as could be used on Constitution. Much to his disappointment, there was scarcely a rope fit to go aboard, except for lashings or for "purposes where old rope will answer."[491]

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487. Rodgers to Hull, February 16, 1821, NA, RG 45, Letters Sent, BNC.

488. Charlestown Navy Yard Journal, March 1-31, 1821, NA, RG 181.

489. Hull to Rodgers, April 30, 1821, NA, RG 45, Letters Received, BNC.

490. Doxey to Rodgers, June 1, 1821 and Percival to Rodgers, May 15, 1821, NA, RG 45, Letters Received from Officers, BNC.

491. Hull to Rodgers, March 23, 1821, NA, RG 45, Letters Received, BNC.

A survey of her sails had listed many of them as unfit for service, partly because of their being much worn and also on account of their having laid too long in the loft. Consequently, Hull had ordered a new suit fashioned, along with three extra topsails and forecourses as spares. But he and Captain Jones, on examining the sails, had concluded that with the new suit and selected old sails, Constitution would have sufficient canvas, without taking the three topsails and forecourses.[492]

The board approved their action. The topsails and forecourses referred to were to be shipped to Norfolk for use aboard United States, the next frigate scheduled for outfitting. Any sails required by Constitution could be taken from those belonging to Java, as it was doubtful whether she would again be readied for sea.[493]

On March 30, 1821, Commandant Hull notified Secretary of the Navy Thompson that Constitution was now in "a state of forwardness to require her officers to take charge of the stores belonging to the different departments, particularly the warrant officers--carpenter, gunner, and boatswain." The surgeon was also needed, not only to attend the crew, but to collect and pick up medicines. Midshipmen were required to take charge of the seamen and boys on shore duty.

The frigate was rigged, her water and salt provisions aboard, and if her officers were only on hand she would be able to put to sea by mid-April, provided a full crew was aboard.[494]

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492. Hull to Rodgers, April 14, 1821, NA, RG 45, Letters Received, BNC.

493. Rodgers to Hull, April 15, 1821, NA, RG 45, Letters Sent, BNC.

494. Hull to Thompson, March 20, 1821, NA, Captains' Letters, Microcopy M-125.

On Tuesday, April 10, Constitution was hauled away from the navy yard wharf and anchored in the stream abreast Hancock's Wharf. Here she would remain until all her billets were filled, and the small stores collected and sent aboard.

Notifying the board of this, Hull reported her in "good order and in every respect as well fitted as she ever was and much improved in her accomodations and appearance."[495]

More than four weeks passed before these last minute details were handled. Then at 7 A.M., on May 13, Constitution hoisted her anchors, made sail, and put to sea.[496]

E. The Yard Expands and a Number of Improvements Are Added

1. Fire Destroys the Frame Storehouse

In the summer of 1815, a fire destroyed the frame three-story storehouse. A large quantity of beef and pork was stored in the cellar. The fire raged with such fury that no provisions could be removed. When he inspected the damage, Commandant Hull saw that most of the barrels were destroyed, and the contents "much burnt and filled with dirt and ashes." The Board of Survey, on looking at the debris, concluded that no part could be salvaged and allowed the "poor people of Charlestown" to come and carry off what they wished.

Hull agreed that if measures had been taken promptly to wash the smoke blackened meat with brine a number of barrels might have been saved. Upon his arrival at Charlestown, Hull had taken charge and a number of barrels were salvaged and sold at public auction.[497]

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495. Hull to Rodgers, April 13, 1821, NA, RG 45, Letters Received, BNC.

496. Charlestown Navy Yard Journal, April 10-May 13, 1821, NA, RG 181.

497. Hull to Crowninshield, October 9, 1815, NA, Captains' Letters, Microcopy M-125.

2. The Yard Gets a Spar and Boat Shed

In October 1815, the board authorized Commandant Hull to erect a spar shed, employing lumber salvaged from the wreckage of the Independence shiphouse.[498]

Many months passed before this project was implemented. On May 7, 1817, carpenters were turned to erecting the spar and boat shed, near the half-moon battery. Materials for the shed were salvaged from the launching ways shed, which was being dismantled, as well as the shiphouse. This project was completed within seven days.[499]

3. Fencing, Landscaping, Maintenance, etc.

a. The 1816 Program

In January 1816, several men were turned to building fences. Workmen in April established a gun park by stowing carronades "around the fence forming the NW line of the yard, in front of the Commandant's house."

Beginning on April 22 and continuing for the next several weeks, laborers set out in the yard before the commandant's quarters a number of young poplars. They then leveled, improved, and ornamented portions of the yard. Poplars were planted alongside the avenue. The pasture fence in the northeast part of the yard was repaired, and in mid-July two men were turned to in the pasture, haying.

On April 3, four men, who were digging a well in the upper end of the yard, struck an excellent spring. The next day they began opening a "trench down the yard for laying an aqueduct, the logs for which were brought from Boston." On the 10th a new pump was installed at the well.[500]

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498. Rodgers to Hull, October 10, 1815, NA, RG 45, Letters Sent, BNC.

499. Charlestown Navy Yard Journal, April 1-May 15, 1817, NA, RG 181.

500. Ibid., January 1-December 31, 1816, NA, RG 181.

b. Hull's Grand Proposal

On December 12, 1816, Commandant Hull forwarded a plan of the navy yard, to the department showing improvements which were absolutely necessary for the "safe keeping and preservation of the public property."

Although the yard was fenced, he observed, it was insufficient to keep out intruders, who could enter and "take away whatever may be left exposed," and it was next to impossible to "keep everything belonging" to such an establishment under lock and key even if there were sufficient storehouses. Without a wall, property stored out-of-doors was exposed to theft.

Hull, on the enclosed plan, had marked out two alternatives for a wall. The first was to take in the commandant's house, Marine barracks, and all public property up to the turnpike; and the second would include only the "yard with all the Store Houses and other property that is in any manner exposed to depredation." He believed that if the wall were constructed as proposed in the latter alternative, the yard would be "sufficiently spacious for all the moveable property that may be within it."

The depicted officers' quarters, Hull admitted, may be more than now necessary. But, while building the wall, much would be saved by concurrently erecting the houses, as the wall would constitute the rear elevation of the quarters. Such as were not now needed for officers would "make good store houses for many articles we have now no room for, and might be cleared for officers' quarters whenever wanted for that purpose." The project would result in a saving to the government, he argued, because it was paying more for quarters allowances for officers living off post "than the interest of the money it would cost to build the whole range."

At present, the boatswain, gunner, and other officers of the yard had no fit place to live.

Along the wall, he proposed to have sheds with large doors erected, the wall constituting the rear elevation. This would half the cost of construction. In these sheds would be stored surplus lumber, boats, and sails.

A blacksmith shop was required to replace the one housed in "a very bad building, much too small for the purpose." Moreover, it stood only 15 feet from the large brick store, and being two stories, its chimneys were tall. In dry weather, sparks were a hazard. The old smithy, upon construction of a new one, would be converted into a much needed block-maker's shop.

Hull proposed to locate the new blacksmith shop on the "outer line of the yard, where the wall would, as with the other protected buildings, be a part of the yard's wall."[501] Unfortunately, the enclosures (the plans of the yard) on which Captain Hull delinated his alternatives are missing from Microcopy M-125. Agent Binney estimated the cost of the brick wall at between $16,425 and $18,796. His estimate did not include the cost of gates. He estimated the price of building ten two-story brick officers' quarters, including digging the cellars and slating the roofs, at $19,585.50. The cost of nine storehouses, 50 by 25 feet each, three stories high, cellar under the whole, with window frames, shutters, and sashes, doors and stairs, was estimated at $30,753. The cost of the blacksmith shop, 100 by 40 by 19 feet, would be $4,348.[502]

c. The Board Defers Action

Neither the secretary nor the board acknowledged Hull's plea. Consequently, on February 9, 1817, he wrote the board, calling their attention to the exposed condition of the lumber and small boats. Water casks, now left in holds, could be better preserved if placed in storehouses, where the hoops could be examined periodically.

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501. Hull to Crowninshield, December 12, 1816, NA, Captains' Letters, Microcopy M-125.

502. Binney to Hull, December 10, 1816, NA, Captains' Letters, Microcopy M-125.

If the commissioners would approve construction of the sheds as proposed, they could be erected now, and the wall the ensuing summer.[503]

The board was not encouraging. Hull was cautioned that no expenditures were to be made for "buildings," except for those which could not be dispensed with, until the site of the "great northern depot" has been determined. He would make the best arrangements possible without incurring any additional construction costs.[504]

d. The 1817 Relocation of the Fences

To cope with this situation and still remain within the perimeters enjoined by the board, Hull, in April, had a force of laborers begin relocating the fences, "throwing them back so as to enlarge the area of the yard, and form it into nearly an oblong square."[505]

e. Miscellaneous Improvements Made in 1818

In 1818 an old dwelling was razed and the materials salvaged and a ditch dug and a dike thrown up in the field near the causeway.[506]

f. Hull Seeks to Get the Board to Secure an Appropriation for Enclosing the Yard with a Wall

On November 6, 1819, Captain Hull again broached the subject of a wall to enclose the most valuable part of the yard, without putting the government to a great expense. A brick wall from the navy store around the outer fence past the commandant's quarters and to the east end of the Marine barracks yard would be all that was

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503. Hull to Rodgers, February 9, 1817, NA, RG 45, Letters Received, BNC.

504. Rodgers to Hull, February 21, 1817, NA, RG 45, Letters Sent, BNC.

505. Charlestown Navy Yard Journal, April 1-May 15, 1817, NA, RG 181.

506. Ibid., January 1-December 31, 1818.

now needed, unless the commissioners deemed it best to extend the wall along the Salem Turnpike, as far as the wood cross fence from the old mast house. A wooden cross fence would extend from the wall to the low-water mark.

If the commissioners did not choose to fund such an extensive improvement, a high board fence could be positioned from the terminus of the brick wall, at the east end of the barracks, to the saw and spar sheds, and then to the timber dock. This would enclose all the valuable property, except the dock.

The yard fences were wood and had been standing for eight years or more, and would soon have to be renewed, Hull explained.[507]

When the board failed to acknowledge his proposals, Hull reminded it that the fence in front of the commandant's quarters was so badly decayed that it would have to be rebuilt in the summer of 1820. To make a handsome wooden fence would be expensive. He would prefer to use about 30 tons of rough pig iron ballast removed from Constitution to fabricate a permanent fence.[508]

Once again, the commissioners failed to respond to a Hull suggestion, and no walls or new fences were built in 1819. Several Irish laborers, however, were hired to repair existing fences.[509]

Once again, on November 19, 1820, Commandant Hull reminded the commissioners that the public property continued to be much "exposed for the want of a wall." In addition, it made it next to impossible to prevent the desertion of seamen from ships moored at the yard.

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507. Hull to Decatur, November 6, 1819, NA, RG 45, Letters Received, BNC.

508. Hull to Rodgers, December 10, 1819, NA, RG 45, Letters Sent, BNC.

509. Charlestown Navy Yard Journal, January 1-December 31, 1819, NA, RG 181.

If an appropriation could not be secured for construction of the entire wall in 1821, he trusted that sufficient money could be obtained from Congress to build the section referred to in his letter of 12 months before.[510]

g. Work Begins and Is Stopped on a Short Section of the Wall

In July 1821, at the time that Congress appropriated $35,000 for improvements to the facility, Hull called for the yard to be "walled in immediately." As the expense would be great, he urged that the commissioners authorize him to begin at the northwest corner of the yard on the Salem Turnpike line and continue east to take in the east wing of the Marine barracks. A wooden fence would then be extended from the barn to the dock by way of the joiners' shop.[511]

The commissioners were agreeable, and during the summer a trench for the foundation of a stone wall was dug along the boundary fronting the Salem Turnpike, between the commandant's quarters and Willey's stables. Orders were then received to suspend work on the wall.

Meanwhile, a picket fence was erected, along the turnpike, from the Marine barracks compound to the hospital reservation.[512]

A year and one-half later, on March 10, 1823, Captain Hull requested authority to finish the stone wall on which construction had been suspended. The foundation was down and stone for coping was on hand.[513]

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510. Hull to Rodgers, November 19, 1820, NA, RG 45, Letters Received, BNC.

511. Hull to Rodgers, July 8, 1821, NA, RG 45, Letters Received, BNC.

512. Charlestown Navy Yard Journal, January 1-December 31, 1821, NA, RG 181.

513. Hull to Rodgers, March 11, 1823, NA, RG 45, Letters Received, BNC.

The commissioners directed that nothing be done on this project until after their forthcoming visit to the yard.[514]

h. The Board Approves Construction of a Picket Fence

On June 12, Hull submitted an estimate for building a picket fence to parallel the Salem Turnpike from the Marine barracks to the corner of the hospital fence, a distance of 1,500 feet. The fence would require 2,400 white cedar posts, 20 feet long by 7-1/2 inches across the butt. The posts would cost, delivered at the yard, 20 cents each, for a total of $480. A trench in which to set the posts could be dug for $100; the spikes to secure them $64; while the labor for putting up the fence would be $106.

This type of face could be expected to last 25 years. The boards constituting the present fence would be salvaged and used as scrap.[515]

The board approved construction of the picket fence, at a cost not to exceed $750.[516] Before beginning the project, Hull inquired, would it not be advisable to first finish the wall between Willey's stables and his quarters?[517]

There being no appropriation, the commissioners could not authorize construction of the wall. If the board fence were in "bad order," it could be repaired to keep out intruders.[518]

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514. Rodgers to Hull, March 19, 1823, NA, RG 45, Letters Sent, BNC.

515. Percival to Rodgers, June 12, 1823, NA, RG 45, Letters Received, BNC.

516. Rodgers to Hull, July 8, 1823, NA, RG 45, Letters Sent, BNC.

517. Hull to Rodgers, June 30, 1823, NA, RG 45, Letters Received, BNC.

518. Rodgers to Bainbridge, September 2, 1823, NA, RG 45, Letters Sent, BNC.

i. Opening a Road, Leveling a Knoll, and Digging Wells

In the summer of 1821 laborers opened a road between the two building ways, while a contractor leveled the two-acre knoll near the magazine. The gravel removed was used to fill the marsh, fronting the former War Department reservation, and for the new building ways.

Several fresh water wells were also dug.[519]

On May 20, 1822, there was a riot among the Irish leveling the yard. The sheriff was called in, and the contractor laid off the Irish.[520]

4. The Construction of a Guardhouse and Porter's Quarters

On May 22, 1817, the board authorized Commandant Hull to erect a cheap frame guardhouse. Under no circumstances was it to cost more than $1,000.[521]

By mid-June a gang of laborers was digging a cellar for a combination guardhouse and quarters at the main gate on Water (formerly Battery) Street.[522] Work was continued during the summer, and by September 8 the guardhouse and the two-story brick porter's quarters, adjoining it on the north, were nearly finished. Three weeks later, one of the old frame buildings was relocated, being positioned against the north elevation of the "brick dwelling." This frame structure was converted into quarters for the gunner.

During the first week of October, an "old barn" was relocated near the northeast gate.[523]

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519. Hull to Rodgers, July 21, 1821, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, January 1-October 31, 1821, NA, RG 181.

520. Charlestown Navy Yard Journal, May 20, 1822, NA, RG 181.

521. Rodgers to Hull, May 22, 1817, NA, RG 45, Letters Sent, BNC.

522. Charlestown Navy Yard Journal, May 22-June 14, 1817, NA, RG 181.

523. Ibid., June 14-October 8, 1817.

5. Improvements to and Maintenance of the Navy Store

On the last day of June 1817, Commandant Hull informed the board that the cellars in the store had been boxed in the previous autumn to prevent seepage during high tides, but they had not had time to pave them. This should be done before the provisions were received and stored. As the cellars would be employed principally for storage of provisions, he recommended the floors be laid with brick or stone.[524]

The board, recognizing the merit in Hull's proposal, directed that the cellars be paved. He could employ either brick or stone, giving preference to the cheaper material.[525]

Hull opted for brick. In November bricklayers were employed, and the cellars floored and a drain installed to carry "off the back water."[526]

In 1823 new gutters were hung.[527]

6. Hull Sells the United States a Small Tract to Rid the Yard of a Public Nuisance

Commandant Hull found the "shops and houses," on a lot adjacent to the main gate, a "perpetual nuisance." The former afforded "easy and convenient receptacles for public property stolen" from the yard, for which "liquor was given in payment," and the latter were "disorderly establishments, which were the haunts of the dissolute and wicked, and by whom the thoughtless and unwary were constantly tempted. Their certain effect was to destroy the spirit of discipline and subordination among the men."

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524. Hull to Rodgers, June 30, 1817, NA, RG 45, Letters Received, BNC.

525. Rodgers to Hull, July 5, 1817, NA, RG 45, Letters Sent, BNC.

526. Charlestown Navy Yard Journal, November 22, 1817, NA, RG 181.

527. Rodgers to Hull, June 24, 1823, NA, RG 45, Letters Sent, BNC.

Hull's efforts to have the shops and houses closed were unsuccessful. When the Harris estate offered the property for sale, Captain Hull urged the department to purchase it to enlarge the yard. Secretary Crowninshield suggested that Hull purchase the property, and sell what he did not want to the United States at a fair market price, as it would "straighten and improve the south-west" boundary of the yard, provided Hull retained the improvements.

This was in July 1816. In October, Hull again broached the subject, informing the secretary that he was about to make final payment on the Harris estate tract. As soon as title was transferred, he wished to sell that part of the lot on which there were no improvements to the United States.[528]

Secretary Crowninshield approved the proposal, and Agent Binney was directed to have the Hull tract surveyed and its fair market value ascertained. This he proceeded to do.[529]

The transaction was consummated on August 15, 1817, when Hull sold to the United States for $3,889.50 the subject tract containing 5,186 square feet. The lot conveyed began 22 feet 2 inches from the "South Gate to the navy yard; then northwesterly 134 feet; then easterly 82 feet; and then southerly 126 feet 6 inches to the beginning."[530]

7. Improvements to and Maintenance of the Commandant's Quarters and Stables

On March 12, 1818, Captain Hull reported the commandant's quarters "receiving great injury for the want of painting."

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528. Hull to Crowninshield, October 11, 1816, NA, Captains' Letters, Microcopy M-125.

529. Crowninshield to Binney, November 4, 1816, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

530. Warranty Deed from Isaac Hull, August 15, 1817, Middlesex County Deed Book 219, p. 390.

Many of the bricks, constituting the structure, had not been "well burnt, and being soft the east winds and damp weather causes them to decay."

The east one-half of the quarters had been painted five years before by Commodore Bainbridge. This paint had nearly all flaked off, and Hull wished authority to "paint the whole of the outside of the house and give it such other repairs as are absolutely necessary for preservation."[531]

The commissioners were agreeable to having the quarters painted, provided it was recommended by a Board of Survey.[532]

A Board of Survey, on inspecting the quarters, saw that water had penetrated the east walls, destroying the "ceiling & plastering on the inside, which in a short time will require to be new unless the water is prevented from penetrating the walls." The board recommended that "two good coats of paint or composition (such as usually used in Boston for the preservation of private houses in similar situations) be laid on the outside wall, and that such part of the woodwork on the outside as is decayed be repaired and painted." Some joiners' work was also necessary on the inside.

The appearance of the woodwork about the chimneys, particularly those on the north side of the quarters, caused the board to conclude that they were either cracked or badly built. Smoke came through the casings of both these chimneys into the lower rooms and chambers. Uncertain as to the best method of correcting this situation, the board recommended that the chimneys be examined by masons and joiners.[533]

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531. Hull to Rodgers, March 12, 1818, NA, RG 45, Letters Received, BNC.

532. Rodgers to Hull, March 20, 1818, NA, RG 45, Letters Sent, BNC.

533. Hull to Rodgers, April 22, 1818, NA, RG 45, Letters Received, BNC. Members of the survey board were John Downes and Alexander S. Wadsworth.

On April 28, the commissioners called for the contractor's price for undertaking this work.[534]

Hull replied that the painters' estimates were:

east one-half	460 yards	2 coats	$115
west one-half	460 yards	3 coats	138
			$253

As the navy would furnish enough paint from old kegs and pots for the first coat, this would reduce the price.

It had been impossible to ascertain the cost of the joiners' work, because there was no way of determining how much decayed materials would have to be replaced until the fabric was removed. Hull believed that $100 would cover this item, unless it was found necessary to "take off the ceilings of the chimnies, to fix where they are defective."[535]

The commissioners, after reviewing the figures, approved the project, which was promptly implemented.[536]

In May 1821 a Board of Survey examined the commandant's stables and woodshed and found them totally "rotten in the posts and sills," while the roof was beyond repair. This structure had been erected 16 years before of refuse timber, and would cost more to repair than to replace.[537]

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534. Rogers to Hull, April 29, 1818, NA, RG 45, Letters Sent, BNC.

535. Hull to Rodgers, May 6, 1818, NA, RG 45, Letters Received, BNC.

536. Rodgers to Hull, May 12, 1818, NA, RG 45, Letters Sent, BNC.

537. Board of Survey to Hull, May 31, 1821, NA, RG 45, Letters Sent, BNC.

Commandant Hull, on forwarding the board's report, requested authority to put up a structure "suitable for the purpose for which those buildings were attended."[538]

The board, on reviewing the subject, called on Hull for estimates of the comparable costs of repairing the stables--woodshed complex versus erecting new structures.[539]

On July 16, Hull mailed to the board plans of a "Barn, woodhouse, outhouses, etc." If constructed of wood, they would cost about $600. If, however, the commissioners approved building the stone wall, the north elevation of the barn would be incorporated into the wall.[540]

The board approved construction of a stable, provided the expense did not exceed $600.[541] As there were no funds for building the wall, a frame stable-woodshed was erected with its northeast elevation next to and paralleling the fence enclosing the Marine barracks.

In 1823 the quarters were painted and new gutters hung.[542]

On February 14, 1823, Captain Hull requested authority, as he had in the past, to employ a man to care for the public garden, the fences and trees, and the grounds.[543]

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538. Hull to Rodgers, June 12, 1821, NA, RG 45, Letters Received, BNC.

539. Rodgers to Hull, June 23, 1821, NA, RG 45, Letters Sent, BNC.

540. Hull to Rodgers, July 16, 1821, NA, RG 45, Letters Received, BNC.

541. Rodgers to Hull, July 23, 1821, NA, RG 45, Letters Sent, BNC.

542. Rodgers to Hull, June 24, 1823, NA, RG 45, Letters Sent, BNC.

543. Hull to Rodgers, February 4, 1823, NA, RG 45, Letters Received, BNC.

Replying, the board noted that he was allowed three servants at $8 per month each or two servants at $12 a month. They could be employed as he saw fit.

As long as the ground was enclosed as a public garden, the fence could be repaired at government expense, but in effecting these repairs, it was to be kept in mind that the garden could be appropriated at anytime for more valuable purposes.

No repairs or improvements, costing more than $50, were to be made unless authorized, the board cautioned.[544]

8. The Repair of the Shed Used as a Mould Loft

Not having a loft for laying down moulds, Captain Hull, on checking, found that the shed used for that purpose when Independence was built was so decayed that it would cost nearly as much to repair as

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544. Rodgers to Hull, February 11, 1823, NA, RG 45, Letters Sent, BNC. The officers' and warrant officers' pay and allowances in 1823 were:

	Pay per month	Rations per day	House rent per year	Cords of wood per year, to be paid in kind	Candles per year	Servants	Pay per mo.
	dollars	no.	dollars	no.	dollars	no.	dollars
1 Captain, Commandant	$100	16	X	28	$65	3	$8
1 Master Commandant	60	5	$300	20	40	2	8
1 Lieutenant	40	3	200	20	20	1	8
1 Purser	40	2	200	12	20	1	8
1 Surgeon	50	2	200	20	20	1	8
1 Surgeon's Mate	30	2	145	14	16	1	8
1 Sailing Master	40	2	200	12	20	1	8
1 Boatswain	20	2	90	9	10	1	6
1 Gunner	20	2	90	9	12	1	6
1 Carpenter	20	2	90	9	12	1	6

Freeman to Thompson, March 1, 1822, found in American State Papers, Naval Affairs, Vol. 1, p. 798.

to erect a new structure. Indeed, it had never been intended for more than a rough timber shed, the floor being laid with thin planed boards, only large enough to lay down part of a ship. He hoped the commissioners would give him authority to build a suitable loft.[545]

The moulds being shipped to the yard, the board advised, nullified a need for a mould loft. Hull was authorized to have the floor of the old loft repaired to facilitate laying out the 74's moulds.[546]

On April 7, 1823, Hull forwarded plans for a mast and boathouse and mould loft. To justify this proposal, he pointed out that there were on hand a large number of masts and mast timber, as well as boats from the ships in ordinary. All of these were exposed for want of proper sheds for storage. Moulds of ships built at the yard, as well as those for 74 No. 2, were being constantly injured.

It was believed the structure depicted would accommodate all the masts, spars, and boats, with sufficient space for a mould loft. The cost of construction was estimated at between six and seven thousand dollars, provided all the materials were purchased.

A favorable site for the structure would be east of the former arsenal wharf, on piles, with one end facing the channel, in the same manner as a shiphouse.[547]

As the annual appropriation for "Improvements" of navy yards was "very small," the commissioners were unable to sanction his request.[548]

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545. Hull to Rodgers, June 5, 1818, NA, RG 45, Letters Received, BNC.

546. Rodgers to Hull, June 17, 1818, NA, RG 45, Letters Sent, BNC.

547. Hull to Rodgers, April 7, 1822, NA, RG 45, Letters Received, BNC.

548. Rodgers to Hull, April 16, 1822, NA, RG 45, Letters Sent, BNC.

9. Building Sheds to House Timber for a 44 and Promiscuous Live Oak

On June 12, 1818, Commandant Hull asked for authority to erect a permanent shed to house the timber for the 44. We have now, he complained, "exposed to the weather every description of timber for the want of sheds--all the plank and wall pieces that have been sawed for the 74 are yet without a cover except one pile over which I have built a temporary shed." These sheds were expensive, and when completed, would not keep out water unless shingled and clapboarded.

Old Shed D on the plan of the yard occupied the best site, but it was now in such a decayed condition that he doubted it would last through another winter. Letter B on the plan identified the store destroyed by the 1815 fire. A temporary shed had been raised over its cellar, which was used for storage of grape and canister. The roof, however, leaked and the cellar was damp, which injured the canvas on the grape and rusted the canister. He would like to remove the grape and canister but had no place for it. Because of its great weight, the floor of the brick store would not bear it.

He trusted the commissioners would permit him to build a timber shed, the first floor to be used for storage and the second as a mould loft and joiners' shop, similar to the one at the Washington Navy Yard burned in August 1814 by the British. A choice site for this structure would be along the fence in front of the Marine barracks, "from the gate leading to the Barracks entrance."[549]

Authority to erect the shed was granted, and it was built in the angle between the commandant's garden and Henley Street.[550]

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549. Hull to Rodgers, June 12, 1818, NA, RG 45, Letters Received, BNC. The plan referred to is missing from the files.

550. Charlestown Navy Yard Journal, January 1-December 31, 1818, NA, RG 181.

In the autumn of 1821 two hurdle sheds were erected over a large quantity of "promiscuous" live oak timber. These sheds were near the Salem Turnpike, northeast of the Marine barracks.[551]

10. Building a Shed for "Gunboat No. 95"

In 1818 a shed was erected over Gunboat No. 95 to protect her from the elements.[552]

11. Captain Hull Seeks in Vain to Secure Funds for Construction of Offices

On April 7, 1818, Captain Hull called for construction of "buildings detached from the public storehouses suitable for offices for the different officers of the Yard." Located as they now were, the offices, as they were all under the same roof and attached to the storehouse, could cause fires.

Every precaution was taken to guard against fire, but where it was necessary to keep so many fires, there was always danger of an accident. If one of the offices caught fire, there was danger of it spreading to the storehouse.[553]

Congress, however, refused to appropriate money for this undertaking, and the offices remained where they were.

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551. Hull to Rodgers, November 30, 1821, NA, RG 45, Letters Received, BNC.

552. Charlestown Navy Yard Journal, January 1-December 31, 1818, NA, RG 181.

553. Hull to Rodgers, April 7, 1818, NA, RG 45, Letters Received, BNC. For combating fires, the yard had two engines, and "plenty" of buckets, hooks, and axes. Hull to Rodgers, January 21, 1818, NA, RG 45, Letters Received, BNC.

12. The Army Surrenders Its Reservation in the Lower Yard

a. Hull Presses for Action

The Army-Navy magazine caused Hull to have nightmares. It was not more than 500 yards from storehouses and ships in ordinary, and not more than 100 yards from the laboratory and Marine hospital. In early April 1818 the hospital had caught fire and was badly damaged. If the wind had been blowing from the east, instead of the west, the magazine would have been endangered. If it had caught fire, the explosion of the powder would have wrecked havoc not only on the navy yard, but Charlestown and the Boston waterfront as well.

Hull suggested construction of a new magazine "in a situation where it could be" approached by land and water, and "where in case of accident no other injury would be done to the public than the loss of the magazine and the powder it contained."[554]

No funds were available for this project, and until a decision was made on location of the naval depot, it would be held in abeyance.

Eleven months later, on March 18, 1819, Captain Hull mailed to the commissioners a plan of the section of the yard transferred in 1809 to the War Department. Now that the Army had erected an arsenal at Watertown, he inquired, should not this land with the structures thereon be returned to the Navy. If so, the brick storehouse formerly the laboratory, would be a valuable gunners' store. With its wharf and isolation, it would be a desirable place for landing and storing guns, projectiles, etc. The frame house would make ideal quarters for the gunner. The magazine, he again pointed out, was "too near the Establishment, and in event of an accident . . ., the towns of Charlestown and Boston would suffer and not a building . . . would be left standing in the Yard." Badly built, it should be discontinued as a

554. Hull to Rodgers, April 7, 1818, NA, RG 45, Letters Received, BNC.

magazine, as it was only fit for a storehouse. The floors were rotten and would have to be renewed.[555]

In late July, the board forwarded to Captain Hull a copy of a letter from Colonel Decius Wadsworth to Captain George Talcott, directing him to turn over the keys to the magazine to the Navy. Hull was to receive them, and have all powder belonging to the yard and ships in ordinary stored therein.[556]

Captain Talcott cautioned Hull that the magazine was in no condition to receive additional powder, although in the War Department's one-half there was space for 200 more barrels. The floor was miserably weak and should not be subjected to a greater stress. Indeed, he continued, the structure had already ruined more powder than it would have cost to erect a proper building. Other problems were the shingle roof, its proximity to salt water, and the poor quality of construction materials.

Within two months, Captain Talcott would remove all the powder for which he was responsible to the new Watertown Arsenal.[557]

By November 1, Captain Talcott had removed from Charlestown to Watertown most of the Army's property. Advising the board of this, Captain Hull trusted measures would be taken in Washington to return the acreage to the Navy. If this were done, sleds could be employed during the winter to transfer gun carriages, water casks, etc., into the old laboratory buildings, where they would be segregated from other yard stores.[558]

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555. Hull to Thompson, March 13, 1819, NA, Captains' Letters, Microcopy M-125; Hull to Rodgers, March 18, 1819, NA, RG 45, Letters Received, BNC.

556. Rodgers to Hull, July 29, 1819, NA, RG 45, Letters Sent, BNC.

557. Talcott to Hull, August 3, 1819, NA, RG 45, Letters Received, BNC.

558. Hull to Decatur, November 1, 1819, NA, RG 45, Letters Received, BNC.

No action, however, was taken on the Washington level to secure the return to the Navy of the tract. A visit to the yard by Secretary of War John C. Calhoun, on September 16, 1820, gave Commandant Hull an opportunity to point out to him the tract occupied by the Army. Calhoun remarked that now that the Army had an establishment at Watertown, he saw no reason why this ground should not be returned to the Navy.

Informing the board of this, Hull recommended that the department push this matter, "before it slips his memory."[559]

On December 4 the board advised Hull that negotiations were underway which would result in the early return of the acreage.[560] Hull trusted the transfer would be effected in time to permit use of sleds and oxen for moving the heavy gear.[561]

Such was not to happen. Major Abram Woolly, the Army officer involved, told Hull, in mid-February 1821, that he had not received any instructions from the War Department on transfer of the tract. When he did, he would give the matter his immediate attention.

Relaying this news to Washington, Hull complained, the storehouses and grounds, while of slight use to the War Department, would be of great service to the Navy.[562]

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559. Hull to Rodgers, October 25, 1820, NA, RG 45, Letters Received, BNC.

560. Rodgers to Hull, December 4, 1820, NA, RG 45, Letters Sent, BNC.

561. Hull to Rodgers, December 12, 1820, NA, RG 45, Letters Received, BNC.

562. Hull to Rodgers, February 20, 1821, NA, RG 45, Letters Received, BNC.

b. An Agreement Is Effected

While in Washington authorities discussed the problem, months slipped by. Finally, an agreement in principal was reached. The War Department would give up its reservation in return for storage facilities. Writing Hull of this, the board directed him to discuss with Major Woolly the implementation of this agreement. The board suggested turning over to the Army for storage, a room in the brick navy store, or the brick building currently occupied as a blacksmith shop. Should the Army opt for the latter, the Navy would be obliged to build another blacksmithy and rehabilitate the present one in a manner suitable to Major Woolly.[563]

At his meeting with Major Woolly on exchange of the property, it was agreed that the smith's shop, properly fitted up as a store, would be preferable to a warehouse outside the yard. If the government rented one, they feared the owner would boost the rent at his first opportunity.[564]

On learning this, the board directed Hull to have all stores belonging to the "Gradual Increase" stored in the lower yard, utilizing the facilities on the former Army reservation.[565] This placed Hull in a dilemma, because Major Woolly had not removed the War Department stores from the lower yard. This was disappointing, because he had readied the smith shop to receive the articles belonging to the Army, and he had a force on standby to begin filling the low ground between the hill and magazine.[566]

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563. Rodgers to Hull, June 21, 1821, NA, RG 45, Letters Sent, BNC.

564. Hull to Rodgers, July 2, 1821, NA, RG 45, Letters Received, BNC.

565. Rodgers to Hull, July 19, 1821, NA, RG 45, Letters Sent, BNC.

566. Hull to Rodgers, July 25, 1821, NA, RG 45, Letters Received, BNC.

c. The Transfer Is Consummated

The exchange was finally effected on Wednesday, August 9, 1821. The former blacksmith shop and a small frame structure between it and the waterfront were transferred to Major Woolly. On inspecting the structures on the former Army reservation, Hull saw that the large brick laboratory did not have a cellar. He was told that its walls were about 4 feet above ground and laid sufficiently deep to admit of a good cellar under the entire building. If this were correct, he would have a cellar dug immediately for storage of heavy items. Partitions were also needed, as the floor space on both floors was undivided.[567]

d. The Laboratory Becomes a Second Navy Store

The commissioners, on September 10, directed Hull to erect, "in the most suitable and convenient place," a shed for storage of Columbus' and Independences' water casks.[568]

Taking cognizance of the considerable cost of a shed, Hull determined to store the casks on the first floor of the lower yard storehouse and in its cellar, which was under construction. Any that remained would be stored behind the brick store and a high fence. A rude covering would be placed over these until sheds could be erected.[569]

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567. Hull to Rodgers, August 7, 11 and 23, 1821, and Rodgers to Hull, August 2, 1821, NA, RG 45, Letters Received and Sent, BNC.

568. Rodgers to Hull, September 10, 1821, NA, RG 45, Letters Sent, BNC.

569. Hull to Rodgers, September 18, 1821, NA, RG 45, Letters Received, BNC.

During the winter of 1821-22 and the ensuing spring, the stores from Columbus and Independence were stored on the upper floor of the former laboratory.[570]

About the same time, the fence around the magazine was replaced by a stone wall.[571]

e. The Navy Moves to Secure the Marine Hospital Tract

Meanwhile, Commandant Hull had focused his attention on the Marine hospital reservation, which lay between the Army's tract and the Mystic River. He found that it had belonged to the Navy before being transferred to the Treasury Department. Perhaps, he mused, the Navy might recover that tract by reimbursing the Treasury Department for the cost of the improvements. This would provide the service with a good hospital for its men, besides adding to the grounds.[572]

The board, after briefing Hull on the background of the Treasury tract, directed him to have it surveyed and appraised.[573] By May 29, 1821, the project was completed, and Hull mailed to the department a plan of the tract.[574]

In mid-August an agreement was reached by the Navy and Teasury Departments whereby the Marine hospital would be relinquished to the Navy. A committee would be named by the collector and the Navy to value the improvements.[575]

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570. Hull to Rodgers, April 3, 1822, NA, RG 45, Letters Received, BNC.

571. Charlestown Navy Yard Journal, January 1-December 31, 1822, NA, RG 181.

572. Hull to Rodgers, December 12, 1820, NA, RG 45, Letters Received, BNC.

573. Rodgers to Hull, March 12, 1821, NA, RG 45, Letters Sent, BNC.

574. Hull to Rodgers, May 29, 1821, NA, RG 45, Letters Received, BNC.

575. Rodgers to Hull, August 16, 1821, NA, RG 45, Letters Sent, BNC.

A four-man board examined and appraised the Marine hospital at $12,875.[576]

f. The Navy Plans to Convert the Marine Hospital into Quarters

The board, meanwhile, directed its attention toward finding a use for the hospital. Would not the hospital and structures heretofore occupied by the Army, the commissioners inquired, be sufficient to accommodate the master commandant and other commissioned and warrant officers attached to the yard? If so, it would result in a savings in the quarters' allowance.[577]

On September 13, Hull mailed a plan of the interior of the Marine hospital, and a second drawing depicting alterations necessary for converting it into officers' quarters. The structure consisted of a center block of three stories and two wings each of two stories. It could, without much expense, be made into three apartments by taking the center for one and the wings for the others. If, however, the commissioners determined that a cellar kitchen and two rooms on the lower floor and two chambers above were the maximum allowance, there would be space for five small tenaments.

Another alternative was to raise the wings to three stories, and make two apartments in each. They would then accommodate five officers, and thus save the United States $1,000 annually in housing allowances.

The small frame house used by the Army storekeeper would accommodate one naval officer. The other Army quarters were small and

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576. Binney to Hull, August 23, 1821, NA, RG 45, Letters Received, BNC. Members of the board were Amos Binney, Samuel H. Remick (a reputable housewright), and Jonathan Harrington (a well-known mason).

577. Rodgers to Hull, August 16, 1821, NA, RG 45, Letters Sent, BNC.

had been hastily erected. Commandant Hull did not believe they were worth the cost of rehabilitating as quarters. They were, in his opinion, only fit for workshops and a guardhouse for Marines posted in the lower yard.[578]

On reviewing the plans, the board directed that the centre block of the hospital be occupied by the master commandant, and one wing by the lieutenant, if he had a family. If he did not, some other bachelor officer was to share it with him. The other wing would be occupied by the sailing master under the same conditions.

These arrangements were justified by the need for these officers to be always on call. The surgeon, purser, storekeeper, and others could leave the yard without serious inconvenience to the service.[579]

Because of the lateness of the season and the possibility that the transfer of the hospital tract would not be affected in 1821, Hull would be unable to undertake these improvements. If, however, the hospital were turned over to the Navy during the winter, he recommended that Sailing Master Robert Knox, a very reliable man, be permitted to occupy the east wing, as it would require less work than the center and west wings.

The small frame house at the lower end of the yard, formerly occupied by the military storekeeper, had been rehabilitated as quarters for Surgeon's Mate William Birchmore.[580]

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578. Hull to Rodgers, September 13, 1821, NA, RG 45, Letters Received, BNC.

579. Rodgers to Hull, October 6, 1821, NA, RG 45, Letters Sent, BNC.

580. Hull to Rodgers, October 29, 1821, NA, RG 45, Letters Received, BNC.

g. Maintenance of the Quarters and Lower Yard Store

In 1823 masons took down and rebuilt the chimney of Surgeon Mate Birchmore's quarters. At the same time, new gutters were hung on the lower yard store.[581]

13. The Pile Wharf Gets a Shears

On April 9, 1818, Captain Hull reminded the board that it was difficult to get spars of sufficient lengths for shears to position masts. He therefore desired authority to erect a "permanent pair of shears . . ., as by having them much time and expense would be saved in masting ships independently of the injury the decks of ships receive in transporting shears on them, and the quantity of rope we are obliged to use for lashing, etc."[582]

No money was currently available for this undertaking, so it was deferred until 1820. In that year workmen raised a shears at the head of the wharf.[583] Three years later, the shears were repaired.[584]

14. The Construction of the Lower Yard Building Complex

a. The Board Approves Construction of a New Smithery

During the winter of 1818-19, Commandant Hull found that it would be impossible to do the ironwork for the 74 with only six small forges, one of which had to be employed for other projects. He called for authority to erect a "permanent building for a smith's shop calculated for as many fires" as the commissioners deemed necessary.[585]

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581. Rodgers to Hull, June 24, 1823, NA, RG 45, Letters Sent, BNC.

582. Hull to Rodgers, April 9, 1818, NA, RG 45, Letters Received, BNC.

583. Rodgers to Thompson, September 5, 1822, found in American State Papers, Naval Affairs, Vol. I, pp. 845, 852.

584. Rodgers to Hull, June 24, 1823, NA, RG 45, Letters Sent, BNC.

585. Hull to Rodgers, February 25, 1819, NA, RG 45, Letters Received, BNC.

On March 17, Hull, having discussed the situation with the blacksmiths, informed the board that the location of the smithery precluded construction of additional forges, except at great expense. Its repair, alone, to make it a comfortable place in which to work would cost as much as a temporary shop.

The building was two stories and floored over, so that the mechanics had no light from above, nor was there any escape for the smoke, except that which went up the chimneys. As the windows were of "common sort" and kept shut during cold weather, the shop was usually full of smoke.

It was at the edge of the wharf, and the foundations of three of the chimneys were constantly being eroded by the rise and fall of the tide. If another blacksmith shop were erected, the old one could be converted into a spacious storehouse. In addition, it was too near the navy store and as such it was a fire hazard.[586]

The board was agreeable to the construction of a smithery. Hull could erect a temporary building in a convenient part of the yard, of a suitable size, and with a sufficient number of fires to do the blacksmith work "for the 74 and repair of the frigates Constitution and Java. On doing so, the watchword would be economy. The one built at New York, with which he was familiar, would be Hull's guide.[587] This project, however, was not implemented for several years.

b. Hull Submits Estimates and a Site Plan for Building Ways for 74 No. 2

On February 19, 1821, the board called on Commandant Hull for data on the cost and time necessary to erect a

586. Hull to Rodgers, March 17, 1819, NA, RG 45, Letters Received, BNC.

587. Rodgers to Hull, March 12 and 15, 1819, NA, RG 45, Letters Received, BNC.

second building ways. This information was needed to enable the department to determine whether to have the 74 launched and employ her ways to build a second 74, or to build another set.[588]

The commissioners, Hull replied, should be able to get detailed information on construction of the ways from Agent Binney, who was currently in Washington, as he had executed the contract for the ways for 74 No. 1. With the board's plan of the yard, they could judge where the new ways should be laid down.[589]

Hull, however, reconsidered and forwarded figures for the ways. His estimate called for:

16 stringers, 225 feet long by 15 inches square, each 350 feet		5,600
60 cross pieces, 60 feet by 15 inches square, each piece 94 feet		5,640
	Total	11,240
The height would average 12 feet and would take 10 cradles cobbed, the half is 5		5
		56,980
Add 12-1/2 per cent for waste		7,121
	Total	40/64,101
		1,602 tons
1,602 tons square timber at $4 per ton		$ 6,408
White oak treenails		130
Labor to frame the same and complete the woodwork		1,400
	Total	$ 7,938
If filled with ballast, it would require 5,200 tons at 50 cents per ton		2,600
	Total	$10,538

588. Rodgers to Hull, February 19, 1821, NA, RG 45, Letters Sent, BNC.

589. Hull to Rodgers, February 25, 1821, NA, RG 45, Letters Received, BNC.

Although unfamiliar with the general plan governing improvements to the yard, Hull had selected a site for the new ways that to him appeared "most convenient, without having reference to Docks or any other improvement other than the ways." This site would interfere "a little with a former plan for a Dock, but as the flats are large, we have . . . plenty of room and good ground for a Dock to the eastward of the proposed slip." If, however, the commissioners opted for another site, the expense of building the ways would be about the same. But, if they were farther east, they would have to make a landfill.

If sited as proposed, the ways for the two 74s would be some distance apart, necessitating construction of a small wharf for vessels to load and unload. Should it be determined to erect a shiphouse over the new ways, the distance between them would preclude a fire destroying both structures.[590]

c. The Construction of the New Smithery

Congress appropriated $35,000 for improvements to the Charlestown Yard in 1821. The board, in assigning priorities, listed these projects: (1) the laying of foundations for another building ways, near the arsenal wharf; (2) the construction of a shiphouse over this ways; (3) the erection of a new smithery; and (4) improving the timber dock.

Hull was called on for suggestions as to how the remainder should be disbursed. On doing so, he was to bear in mind that all improvements would be made with a view to the "permanent establishment of the yard."[591]

Replying, Commandant Hull asked the board to forward a plan for a smithery and directions as to the preferred location. He believed a good

590. Hull to Rodgers, March 1, 1821, NA, RG 45, Letters Received, BNC.

591. Rodgers to Hull, June 27, 1821, NA, RG 45, Letters Sent, BNC.

site would be the elevated ground near the spar and boat shed. In its construction, they could employ the hard pine timber that had been on hand much too long to be used in ship building. There was also a quantity of pine in the dock, while bricks were cheap.

In effecting the improvements, Hull would do all in his power to keep within the sum appropriated. They would be undertaken by contract, so some time would be required to receive proposals and collect materials. Accordingly, he feared they would be limited to finishing the smithery, framing the shiphouse for 74 No. 2 and the ways' foundations.

The smithery would be commenced immediately, so they could transfer to the War Department the old blacksmith shop, in accordance with his agreement with Major Woolly.[592]

The board gave Hull carte blanche for selection of the smithery site. This structure, he was informed, would be one story, 18 feet in height, and of sufficient size to have six or seven fires on each side. Construction materials were to be brick and slate.[593]

Meanwhile, Hull mailed to the commissioners a plan of the yard, embracing two different schemes for the improvements. The shiphouse for 74 No. 2 had been placed where he deemed best. He had also marked out "two large roads" through the yard. These would be necessary in developing the eastern or lower part of the yard "to pass from the two extremes at the least possible distance, as there will be constant passing; not only by the mechanics but in carrying Stores and timber from one part of the yard to the other."[594]

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592. Hull to Rodgers, July 2 and 5, 1821, NA, RG 45, Letters Received, BNC.

593. Rodgers to Hull, July 9, 1821, NA, RG 45, Letters Sent, BNC.

594. Hull to Rodgers, July 8, 1821, NA, RG 45, Letters Received, BNC.

In mid-July workmen commenced construction of the smithery. When they dug for the foundations, they excavated a pit large enough to store 100 chaldrons of coal.[595]

Rapid progress was made. By September 27 the foundations had been laid and three of the four elevations raised to 13 feet. Hull deemed this high enough, unless the commissioners had some reason for making them 18 feet as directed.[596] The board approved the change.

By the last week of November, the structure was nearly finished, and the slaters were at work. It would be, Hull forecast, "a good and commodious building."

The smithery was completed and occupied on December 10, 1821.[597]

d. The Construction of the Building Ways and Raising of Shiphouse No. 2

The site having been staked for the ways for 74 No. 2, workmen, in mid-July 1821, began excavating. At 2 feet they found a strata of hard clay. This meant that they would not have to build as large a wall as anticipated.[598]

On July 31 the board authorized construction of a shiphouse for the ways. It would be built by day labor from materials purchased by Agent Binney.[599]

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595. Hull to Rodgers, July 21, 1821, NA, RG 45, Letters Received, BNC.

596. Hull to Rodgers, September 27, 1821, and Rodgers to Hull, October 2, 1821, NA, RG 45, Letters Received and Sent, BNC.

597. Hull to Rodgers, November 30, 1821, NA, RG 45, Letters Received, BNC.

598. Hull to Rodgers, July 21, 1821, NA, RG 45, Letters Received, BNC.

599. Rodgers to Hull, July 31, 1821, NA, RG 45, Letters Sent, BNC.

Workmen, by the end of November, had finished the frame of the shiphouse. It would be raised in the spring. Timber for the structure had been transported to the lower end of the yard and stacked, ready for the sawyers.

The front foundation wall of the ways was up, and the three cross walls for the keel and bilge shores positioned, and the foundation for the slip about half filled. Hull hoped to continue with the fill during the winter.[600]

Hull regretted that they had been unable to begin these improvements during the spring, because, if they had, they would have finished them before cold weather compelled a suspension of out-of-doors construction.[601]

In May 1822, a contractor turned his laborers to ballasting and filling in the foundations for the ways and shiphouse. On May 29, all hands, including the Marines, began raising the frame of the shiphouse, 80 feet high, 260 feet long, and 162 feet wide. By June 5 all the frames were in place. Commandant Hull was delighted to report the "frame has a better appearance when raised" than we had anticipated.[602]

e. Hull and the Board Have a Misunderstanding About Funding

The commissioners, in view of the limited sum available, were shocked to learn of the heavy expenditures for these improvements. Writing Captain Hull, they reminded him of their June 21, 1821,

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600. Hull to Rodgers, November 30, 1821, NA, RG 45, Letters Received, BNC.

601. Ibid.

602. Hull to Rodgers, May 14 and 29, 1822, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, May 1-June 15, 1822, NA, RG 181.

communication that no more than $35,000, including $15,000 recovered from Fosdick, could be allowed for improvements. But up till May 31, 1822, $37,700 had been obligated. To this was added $5,000, on June 6, in consequence of a draft by the purser on Agent Binney. The board would like to know the nature of improvements requiring such expenditures.[603]

Replying, Hull advised the board that contracts had been awarded and were underway for: (a) cutting down the hill at the lower end of the yard; (b) laying the wall for the wharf; and (c) ballasting and filling in the foundation for the ways for 74 No. 2.

when he had received the commissioners' letter of June 27, authorizing expenditure of $35,000, there had been no mention of the money credited the yard because of the Fosdick money refund. He had therefore concluded that the board had determined to allow the expenditure of that sum, in addition to the $35,000 for improvements. He regretted the error. But he was unable to see how the foundation for the ways, the wharf, shiphouse, smithery, as well as other authorized improvements could have been accomplished for less.

The only improvement currently underway was the shiphouse, the roof of which was being shingled.

As Captain David Porter, a recent visitor to the yard, was familiar with the construction undertaken, Hull trusted the commissioners would question him as to its necessity and permanency.[604]

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603. Rodgers to Hull, June 17, 1822, NA, RG 45, Letters Sent, BNC.

604. Hull to Rodgers, June 24, 1822, NA, RG 45, Letters Received, BNC.

The improvements being well in hand, the board, realizing "it would be injurious" to the public to suspend them, directed Captain Hull to see that they were completed.[605]

By the end of July the shiphouse had been shingled, and the project completed.

f. Building a Causeway to Facilitate Communications Between the Smithery and Shiphouse No. 2

In 1822 a causeway was "piled and built" connecting the smithery and shiphouse No. 2. Next, a platform 12 feet wide, raised on piles, was positioned around the smithery.[606]

Funds were exhausted before the causeway was finished. On June 27, 1823, Captain Hull called for $210 to complete the 460-foot causeway wharf. This allotment would cover purchase of 10,500 running feet of spruce. The treenails were on hand, while the labor would be done by yard carpenters and men in ordinary.[607]

The board approved this expenditure in the second week of July, and the causeway was finished before autumn.[608]

g. The Construction of a Saw Shed for 74 No. 2

In 1822, a saw shed was erected near the west corner of shiphouse No. 2.[609]

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605. Rodgers to Hull, June 28, 1822, NA, RG 45, Letters Sent, BNC.

606. Charlestown Navy Yard Journal, January 1-December 31, 1822, NA. RG 181.

607. Hull to Rodgers, June 27, 1823, NA, RG 45, Letters Received, BNC.

608. Rodgers to Hull, July 8, 1823, NA, RG 45, Letters Sent, BNC.

609. Charlestown Navy Yard Journal, January 1-December 31, 1822, NA, RG 181.

h. Rebuilding and Extending the Arsenal Wharf

In 1822 the Navy began rebuilding and extending the Army's arsenal wharf, northeast of shiphouse No. 2. Money was exhausted before the project was completed, and, on December 14, Captain Hull warned that if the "lower wharf" were not soon completed, the piles and timbers would rot.[610]

The board had to veto his request, because available funds would not permit any further expenditure for improvements at this time. Whenever the appropriation bill for 1823 was enacted, they would review the subject.[611]

Hull waited until Congress adjourned before again broaching the matter. When he did, he pointed out that the wharf was still unfinished, and if allowed to remain in this condition for another winter, it could be damaged seriously by ice. He wished authority to fill the unfinished part and raise the ground about the shiphouse to prevent water from draining off the high ground into it.[612]

Once again, the board refused to act. No improvements were to be undertaken until after their May inspection.[613] Upon seeing what was involved, the commissioners agreed to permit Hull to proceed.

i. Painting the Shiphouses

In 1823 shiphouses No. 1 and 2 were painted.[614]

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610. Hull to Rodgers, December 14, 1822, NA, RG 45, Letters Received, BNC.

611. Rodgers to Hull, December 19, 1822, NA, RG 45, Letters Sent, BNC.

612. Hull to Rodgers, March 11, 1823, NA, RG 45, Letters Received, BNC.

613. Rodgers to Hull, March 19, 1823, NA, RG 45, Letters Sent, BNC.

614. Rodgers to Hull, June 24, 1823, NA, RG 45, Letters Sent, BNC.

15. Shot Sheds and Caring for the Cannons and Ordnance Stores

During the summer of 1821 all the round shot was examined and piled to keep it off the ground. Sheds were raised over the stacks.[615]

By 1822 there was stored at the yard in the gun park, shot sheds, magazines, and Navy store, these items belonging to the gunner's department:

Cannons

72 32-pounders	7 12-pounders
19 24-pounders	7 9-pounders
8 18-pounders	1 6-pounder

Carronades

2 42-pounders	1 9-pounder
33 32-pounders	12 gunades, 24-pounders
6 24-pounders	

Round Shot

3,212 42-pounder	3,168 9-pounder
11,473 32-pounder	977 6-pounder
10,120 24-pounder	100 starboard and larboard shot
2,356 18-pounder	50 patent hallow

Double Shot

100 32-pounder	177 9-pounder
126 24-pounder	145 6-pounder
101 18-pounder	94 4-pounder
391 12-pounder	

Canister Shot

142 42-pounder	456 18-pounder
500 32-pounder	32 tons 10 cwt. loose
108 24-pounder	

615. Hull to Rodgers, October 12, 1821, NA, RG 45, Letters Received, BNC.

Grape Shot

19 stands 42-pounder	122 tons 10 cwt. 2 qt. loose
2 stands 12-pounder	69 13-inch shells
22 stands 9-pounder	399 8-inch shells
	393 5-inch shells

Grape Stools

470 42-pounder	3,227 18-pounder
1,785 32-pounder	90 12-pounder
7,175 24-pounder	50 9-pounder

Powder

806-1/2 barrels cannon powder	37-3/4 barrels primming

Materials

3,307 pounds sulphur	28,154 pounds crude nitre

Small Arms

1 rifle	78,381 flints, assorted
25 boarding axes	

Sundries

8 cartouch boxes	7,831 cylinders
42 passing boxes	54 gun carriages
1,668 pounds lead balls	1 hot shot furnace[616]
97 buckets for carronades	12 powder horns

16. The "Green Store" Becomes a Temporary Receiving Ship

In November 1816 the joiners began erecting a building on the wharf, near the blacksmith shop, for storage of cables and heavy rigging.[617]

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616. Thompson to McLane, March 4, 1822, found in American State Papers, Naval Affairs, Vol. I, pp. 790-91.

617. Charlestown Navy Yard Journal, January 1-December 31, 1816, NA, RG 181.

There being no receiving ship at the yard in 1818, men as they were recruited for service afloat, along with the seamen and boys attached to the yard and ships in ordinary, were quartered in one of the frigates. Independent of the risk of fires and the opportunity to desert, there was the possibility of damage to the frigate.

To alleviate this situation, Hull suggested two courses of action: (a) construction of a "flat vessel out of lumber" to serve as a receiving ship; or (b) the rehabilitation of one of the yard buildings as a barracks.[618]

The board opted for the latter alternative. During the winter the "green store" on the wharf, formerly employed for stowage of cables and rigging, was fitted up for winter quarters for sailors assigned to the yard.[619]

17. The Improvement of the 1801 Timber Dock and Construction of Two Others

In the spring of 1819, on completion of shiphouse No. 1, the labor force found itself cramped for wharf room on the west side of the house. There was only about 14 feet between the shiphouse and the wharf's cap sill. Consequently, it was impossible to turn a cart or use oxen on the wharf.

Commandant Hull, to solve this problem, asked for authority to build a wall on the yard boundary from "Q" to the end of the wharf. The space between the wall and wharf would be filled, providing ample room for landing stores and materials. The wall would cost about $1,200, while the filling would be done by day labor.[620]

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618. Hull to Rodgers, June 5, 1818, NA, RG 45, Letters Received, BNC.

619. Charlestown Navy Yard Journal, January 1-December 31, 1819, NA, RG 181.

620. Hull to Rodgers, April 29, 1819, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, April 1-30, 1819, NA, RG 181. The plan enclosed with Hull's letter is not on file.

The board was unable to fund the project, so the area adjoining the shiphouse, on the west, was turned into a small timber dock for yellow pine.

Hull now learned that the yard would soon be receiving from the south the white oak frames for 74 No. 2. Writing the board, he inquired, will the timber be immersed in salt water or landed and placed under a shed? There was a "fine hard beach" between the wharf and the 1801 dock, where the timber could be piled and flooded at high tide. At a small cost piles could be driven across from the wharf to the gates of the timber dock, which would provide a dock of sufficient size to hold the pine timber. Hull would then be able to separate the pine from the other timber in dock. Currently, all the timber was in one dock, and it was so small that it was necessary to crowd the timber which resulted in damage.[621]

When the board failed to answer, Hull had his people get out white oak for piles and collect timber from the marsh.[622] After this had been done, he again wrote the commissioners. He wished to know how the timber was to be stored to prevent its decay. If it were to be partially submerged, he could form a new dock by driving about 100 piles from the mid-point of the wharf or slip to the old dock gate. The piles could be driven for two dollars each.[623]

Once again, the board lacked the wherewithal to finance this necessary improvement. Then, on November 19, 1820, Captain Hull notified the board that the wharves and timber dock required repairs. In fact, the latter was in such condition that Hull questioned whether it would survive the winter. During the past year, he had spent only a

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621. Hull to Rodgers, June 8, 1819, NA, RG 45, Letters Received, BNC.

622. Charlestown Navy Yard Journal, January 1-December 31, 1819, NA, RG 181.

623. Hull to Rodgers, March 9, 1820, NA, RG 45, Letters Received, BNC.

small part of the $1,000 allotted by the commissioners for repair of these facilities.[624]

On July 8, 1821, Hull complained that a new dock was essential, as the present one was "full and so much out of repair as to be in danger of falling in."[625]

This time his plea was successful. Funds were allotted, and a new timber dock, between shiphouse No. 1 and the 1801 dock, piled. The old dock was repaired and improved.[626]

18. The Pitch Shed and Paint Store

On August 22, 1820, a flash fire destroyed the shed over the pitch kettles.[627]

There were no storage facilities at the yard for paints, and in the winter of 1821-22 they were housed in the warehouse outside the gate rented for the gun carriages and saltpetre. The transfer of these to the lower yard store enabled the government to give up its warehouse lease. To accommodate the paints, Hull asked authority to erect a "small one story building" over the cellar of the store which had burned in 1815. This cellar, which was "well stoned," contained shot. The covering was now leaking and the construction of the paint locker would serve a dual purpose of protecting the shot and housing the paint.[628]

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624. Hull to Rodgers, November 19, 1820, NA, RG 45, Letters Received, BNC.

625. Hull to Rodgers, July 8, 1821, NA, RG 45, Letters Received, BNC.

626. Thompson to President, November 30, 1822, found in American State Papers, Naval Affairs, Vol. I, p. 805.

627. Charlestown Navy Yard Journal, August 22, 1820, NA, RG 181.

628. Hull to Rodgers, March 22, 1822, NA, RG 45, Letters Received, BNC.

The commissioners believed construction of a paint shop at the suggested site would, besides obstructing the roadway, be hazardous because of the combustibility of the oils and paints, and its proximity to several timber sheds.[629]

Hull had to admit that a wooden building over the cellar would "not only injure the appearance of the yard, but would occupy ground that ought to remain clear for other purposes." He would endeavour to convert the old magazine into a paint shop or find some other rooms that would answer for the purpose. If he could find somewhere to store the shot, it would be moved, the stone salvaged, and the cellar filled.[630]

Money, however, was tight, and the best Hull could do was to move the paint into the lower brick store (the former Army laboratory) and the saltpeter into the "old magazine."[631]

19. Hull Takes Precautions Against Fires

The commissioners, worried about fires, directed Captain Hull to secure pumps to fill the tanks positioned in the left of shiphouse No. 1.

Hull called on Boston's most experienced pump manufacturer to discuss securing a wooden pump to lift water into the loft. He told Hull that, while it was possible, the pump would not last more than three years.

Hull then inquired into the capabilities of a force pump, and found that one could be installed at a reasonable cost.

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629. Rodgers to Hull, March 28, 1822, NA, RG 45, Letters Sent, BNC.

630. Hull to Rodgers, April 13, 1822, NA, RG 45, Letters Received, BNC.

631. Charlestown Navy Yard Journal, January 1-December 31, 1822, NA, RG 181.

Recent fires in Charlestown had caused Hull to look to his fire fighting equipment. The engines, he found, were in good condition. He also had Agent Binney see to the repair of the slate roofs of the Navy store and former blacksmithy.[632]

F. Captain Wainwright's First Eight Years as Commander of the Charlestown Marine Barracks

1. The Marines Struggle to Maintain Their Identity

a. Calls for Sea Going Marines Sap the Detachment's Strength

In mid-September 1815, Captain Wainwright was notified by Washington that his Marine detachment was to number three sergeants, three corporals, two musics, and 50 privates. Because of the need to provide details for warships outfitting for sea at the yard and the difficulty of recruiting when the local economy was booming, Wainwright's command was usually understrength.[633]

This problem confronted Wainwright in mid-October, when he was ordered to send a detachment under a sergeant to Portsmouth for duty aboard the ship-of-the-line Washington.[634] Learning that Wainwright's command was understrength, Marine Commandant Wharton notified him that he would not further reduce his guard by details to Washington. It had been concluded that the number of Marines aboard the ship were sufficient to answer for the duty expected by Commodore Chauncey.[635] Upon learning that Washington would be proceeding to Boston, Colonel Wharton wrote Wainwright that he would be responsible for filling the remaining billets.[636]

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632. Hull to Rodgers, July 24, 1821, NA, RG 45, Letters Received, BNC.

633. Miller to Wainwright, September 14, 1815, NA, RG 127, Letters Sent.

634. Wharton to Wainwright, October 14, 1815, NA, RG 127, Letters Sent.

635. Wharton to Wainwright, October 14, 1815, NA, RG 127, Letters Sent.

636. Wharton to Wainwright, November 18, 1815, NA, RG 127, Letters Sent.

By the time Washington dropped anchor off the yard, a number of Commodore Bainbridge's ships had returned from the Mediterranean. As several of these vessels were to be placed in ordinary, Wainwright encountered no trouble in assigning men to the big ship-of-the-line. In this he was assisted by an order from Colonel Wharton, directing that the Marines aboard all ships assigned to the Boston station, except those on Independence, were transferred to the Charlestown barracks. Captain Wainwright was to have these men's names entered on muster rolls, with his comments on their relative fitness for retention in the service.[637]

After discharging a number of men whose enlistments had expired and those with physical disabilities, and filling the billets in the Independence and Washington detachments, Wainwright found his command was again understrength. There were at the barracks, he complained, not enough men to man the posts with three reliefs, which with the next day's guard required 60 men, without taking into consideration--sick, waiters, fatigue details, cooks, deserters, etc. To discharge his mission he needed 110 privates, not 40 as at present.[638]

Because of a statutory limitation on the numerical strength of the Corps, there was nothing Commandant Wharton could do to alleviate this situation.

On May 1, 1816, Colonel Wharton, having reviewed returns from all the detachments, chided Captain Wainwright that it was a source of regret that there were more desertions from the Charlestown barracks than all others combined. This was not surprising in view of Wainwright's practice of "punishing men in violation of Law by use of the lash." Assuming that Wainwright was unacquainted with this situation, Colonel Wharton called on him to discontinue its use.

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637. Wharton to Wainwright, February 10, 1816, NA, RG 127, Letters Sent.

638. Wainwright to Wharton, April 8, 1816, NA, RG 127, Letters Received.

In addition, there were more reductions and promotions at Charlestown than elsewhere, which Wharton feared could be "traced to the same source of complaint."[639]

Replying, Wainwright concurred that the frequent desertions were to be regretted, but he did not attribute them to corporal punishment. Nor had he employed stricter discipline than was necessary to "preserve good order." Unable to procure court martials and deeming himself authorized under the orders to employ "naval punishments" he had done so. Now that he had been placed under the Articles of War, he would make "use of no punishments by them prohibited."[640]

If the detachment had been subject to naval rules and regulations, Colonel Wharton countered, it would have been Wainwright's duty to report these charges to Commandant Hull, so he could have convened a court martial to try the accused. In the future, Wharton directed, the Marine guard must either be subject to the rules and regulations of the Navy or the War Department's Articles of War. It could not be subject to both simultaneously.[641]

b. Captain Wainwright Questions the Navy's Authority

This exchange followed by several months a dispute between Commandant Hull and Captain Wainwright. It had been triggered by the long standing difficulty about the exact authority possessed by the yard commandant over the Marines. In early February, when the Marine detachments were transferred from the ships in ordinary to the barracks, Captain Wainwright had learned he would be receiving seven naval prisoners. He hesitated, because the barracks brig was overcrowded. But, on checking into the situation, he agreed to receive

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639. Wharton to Wainwright, May 1, 1816, NA, RG 127, Letters Sent.

640. Wainwright to Wharton, May 14, 1816, NA, RG 127, Letters Received.

641. Wharton to Wainwright, May 24, 1816, NA, RG 127, Letters Sent.

them, confining them in a cellar near the brig. This was done as a courtesy to Commandant Hull, as he did not consider his guardroom a place for permanent confinement of seamen. He then received an order from Commandant Hull, directing him to see that the Prometheus prisoners were confined in the barracks brig.

Wainwright asked Hull if he considered the Marines under his orders.

Yes, Hull answered.

Wainwright disagreed, as Secretary of the Navy Crowninshield had once told him, "You must and shall command your own men."[642]

While Wainwright wrote Colonel Wharton giving his version of the dispute, Commandant Hull informed Secretary Crowninshield of his orders to Captain Wainwright to receive the prisoners. Wainwright had procrastinated, explaining that he did not consider himself subject to Hull's orders as commandant of the yard. After the prisoners were finally taken to the barracks, three of them escaped.

If the Marines were not subject to his orders, Hull fumed, he would prefer to have them removed from the yard, and employ watchmen in their place. The latter would cost one-twentieth as much, and the public property would be better guarded.[643]

Captain Wainwright's position crumbled, when Secretary Crowninshield held that the Marines at the yard were under the immediate command of the yard commandant.[644] In view of this decision, Colonel

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642. Wainwright to Wharton, February 10, 1816, NA, RG 127, Letters Received.

643. Hull to Crowninshield, February 13, 1816, NA, Captains' Letters, Microcopy M-125.

644. Crowninshield to Bainbridge, February 9, 1816, NA, Captains' Letters, Microcopy M-125.

Wharton found the circumstances clear: the Marines were stationed there "for protection of whatever the United States claimed--the prisoners or, their services were theirs & I must consequently consider you were bound to receive & safely hold them."[645]

On the evening of February 11 there was a tragedy, which caused jurisdictional problems. Boatswain Edward Walker of the frigate Congress sought to leave the yard contrary to orders. As he hurried from the wharf, he was ordered to halt by a Marine sentry, Private William Parsons. The Marine called on Walker to advance and give the countersign. He refused to do so. Parsons then shouted, "Halt!" and warned that if the sailor did not stop after being hailed a third time, he would fire. Walker kept on, and was shot dead.

Although Commandant Hull agreed that the Marine had done his duty, he would still have to bring him before a court martial. He, however, was uncertain whether it should be a Navy or Army court.[646]

When advised of what had occurred, Secretary of the Navy Crowninshield directed Captain Hull to keep Private Parsons in confinement. If his arrest was demanded by the state, he was to be surrendered to the Commonwealth for trial. If not, he was to be court martialed by the Navy.

The department would seek an opinion from the Attorney General as "to the extent of command upon shore duty" Marines "legally exercised by navy yard commandants."[647]

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645. Wharton to Wainwright, February 21, 1816, NA, RG 127, Letters Sent.

646. Hull to Crowninshield, February 12, 1816, NA, Captains' Letters, Microcopy M-125.

647. Crowninshield to Hull, February 22, 1816, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Meanwhile, the Commonwealth had secured Parsons' arrest. On March 20, Judge Soley of Charlestown held a hearing. After listening to the testimony and considering the evidence, he released Private Parsons, because state courts had no jurisdiction over crimes committed in the navy yard.[648]

c. A Chronic Manpower Shortage Plagues the Detachment

In September 1816, when Macedonian was placed in ordinary, her Marine detachment was transferred to the barracks. This surplus of personnel was brief. Orders were soon forthcoming for Captain Wainwright to detail a detachment to Congress, to include two sergeants, two corporals, two musics, and 40 privates. Marines slated for duty aboard Congress were to be issued arms and accoutrements, along with clothing to last for 18 months.[649]

To recruit his command, in view of this loss, Wainwright would endeavor to enlist 50 privates, receiving only those men fit for service, under a surgeon's certificate. No minors were to be taken without consent of their parents or guardians. No bounty would be allowed. In addition, no "foreigners" were to be recruited.[650]

Recruiting was never easy, and these prohibitions made it next to impossible. Then to make it more embarrassing, Captain Wainwright was called on to provide a detail for Chippewa. Writing Colonel Wharton, he pointed out that he had recently provided 30 men for Congress, and now

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648. Hull to Crowninshield, March 20, 1816, NA, Captains' Letters, Microcopy M-125.

649. Miller to Wainwright, September 24 and 30, 1816, NA, RG 127, Letters Sent.

650. Wharton to Wainwright, September 28, 1816, NA, RG 127, Letters Sent.

had only 14 men on duty. He had called on Commodore Bainbridge to detail him Marines from Independence.[651]

Colonel Wharton, replying, urged his Charlestown commander to "use every effort to obtain men by enlistment" to meet Commandant Hull's call for sentinels. The responsibility for guarding the public property rested with Wainwright and his people.[652]

Consequently, when Chippewa sailed for New Orleans, in early December, there was only a corporal's guard of Marines aboard. His efforts to secure recruits, Wainwright complained, were hamstrung by competition with the Army, which was giving bounties for enlistments.[653]

In April 1817, the Board of Navy Commissioners moved to tighten security at the navy yards. Orders were issued that, hereinafter, no persons, except members of the armed forces, congressmen, and employees would be allowed to enter the yards, unless granted a pass by the commandant. To enforce this policy, a sergeant or corporal of Marines would be posted at the gate or gates.

Where strangers were admitted under the pretense of business, precautions were to be taken to prevent the possibility of their having an opportunity to: (a) reconnoiter the interior police of the yard; and (b) make drawings or gain any particular knowledge of the construction of the vessels, unless these rules were dispensed with by special authority of the Secretary of the Navy.

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651. Wharton to Wainwright, November 2, 1816, NA, RG 127, Letters Sent.

652. Wharton to Wainwright, November 27, 1816, NA, RG 127, Letters Sent.

653. Wainwright to Wharton, December 5, 1816, NA, RG 127, Letters Received.

No longer were they to show foreign officers the interior of the yards.[654]

Throughout 1817 there were many vacant billets in Wainwright's command. In an effort to alleviate this situation, Colonel Wharton called the Secretary of the Navy's attention to the chronic understrength of the guard detachments. The secretary, however, refused to permit the Corps to exceed its statutory limitation. But Wharton, unwilling to endanger the public property, was agreeable to the enlistment of 12 to 15 "well qualified men to meet the requisition" made by Commandant Hull for the main gate and other public purposes.[655]

On March 20, 1818, Captain Wainwright asked for three months' leave to visit his family in South Carolina. While there he hoped to secure documents from the Navy agent in Charleston and others to assist him in settling his accounts, which had been complicated by loss of his papers.[656]

Colonel Wharton approved the request. During his absence, Lieuteuant William H. Freeman would command the barracks.[657]

Wainwright left for South Carolina on April 15. Soon after taking command, Lieutenant Freeman was alerted to hold in readiness for service aboard Guerrière two sergeants, one corporal, one drummer, and 20 privates. Another 30 privates would be enlisted to reinforce the frigate detachment.[658]

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654. Rodgers to Hull, April 18, 1817, NA, RG 45, Letters Sent, BNC.

655. Wharton to wainwright, November 13, 1817, NA, RG 127, Letters Sent.

656. Wainwright to Wharton, March 20, 1818, NA, RG 127, Letters Received.

657. Wharton to Wainwright, March 27, 1818, NA, RG 127, Letters Sent.

658. Miller to Freeman, May 8, 1818, NA, RG 127, Letters Sent.

Lieutenant Freeman feared he would be unable to enlist any men unless he was authorized to pay an advance or give a bounty. The local Army rendezvous was paying a six-dollar bounty and a six-dollar advance.[659]

Colonel Wharton, however, was unable to give this authority. Then, to compound Freeman's problems, the Board of Commissioners, with the keel of 74 No. 1 about to be laid, cautioned Captain Hull to take care to guard against destruction of the vessel by accident or by "evil disposed persons." The craft was to be guarded by Marines day and night.[660]

Meanwhile, Captain Wainwright had secured an extension of his furlough until August 15.[661] While en route north from Charleston, Wainwright stopped in Washington for discussions with his supervisors. The people at headquarters, on viewing certain of his vouchers, were shocked. During nine months, the stationery expended at Charlestown was equal to one-half that used by Corps headquarters. The bridge toll account for 11 months was equal to the allowance for tolls at New York for more than eight years. Brevet Major Samuel Miller was satisfied that an attempt to pass these accounts by the auditor would injure the Corps, "and be the cause of a curtail in disbursements far below that should be allowed."[662]

Lieutenant Freeman, previous to Wainwright's return, had been directed to send an understrength guard aboard Macedonian. To bring it up to strength, it was necessary to detach and order to Boston ten men from the Washington barracks and 16 from the Philadelphia Navy Yard. If more were needed, Captain Wainwright was to call upon Commodore Bainbridge.

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659. Freeman to Wharton, May 10, 1818, NA, RG 127, Letters Received.

660. Rodgers to Hull, July 18, 1818, NA, RG 45, Letters Sent, BNC.

661. Miller to Wainwright, July 17, 1818, NA, RG 127, Letters Sent.

662. Miller to Freeman, May 21, 1818, NA, RG 127, Letters Sent.

The vessel on which the Washington Marines were embarking would bring two years' supply of clothing for the overseas-bound detachment.[663]

Marine Corps Commandant Wharton died in New York City on September 1. In his memory, the officers wore for 30 days crepe on their left arms and sword hilts.[664]

Pending appointment of a successor by President Monroe, Major Archibald Henderson, a former commandant of the Charlestown barracks, served as Acting Commandant.

In mid-October the detachment was still understrength. Since Major Henderson's recent visit, only three men had been enlisted. With the advent of winter, Wainwright might be more successful, especially if he were authorized to open a rendezvous in Salem.[665]

A failure by Major Henderson to respond forestalled the opening of the Salem rendezvous.

d. The Corps Gets a New Commandant

On November 10, Acting Commandant Henderson forwarded to his barracks commanders copies of the "Rules, Regulations, and Instructions," recently adopted for the Naval service. Article 14 of those governing navy yards, provided that the Marine guard

663. Miller to Wainwright, August 29, 1818, NA, RG 127, Letters Sent.

664. Miller to Wainwright, September 4, 1818, NA, RG 127, Letters Sent.

665. Wainwright to Henderson, October 14, 1818, NA, RG 127, Letters Received.

> while doing duty in the yard, be subject to the orders of the commandant, and receive from him their instructions as to the duties they are to perform therein; and all persons enlisted into the service of the United States, and doing duty under the orders of the commandant of the yard, shall, for every offence, be subject to the act for better government of the navy of the United States, and punished in the same manner as if the offence had been committed at sea.[666]

Captain Wainwright was perplexed as to how he was to observe these regulations. Were they to consider themselves under the command of their commandant, or was the guard to be detached by him and placed under the "exclusive command of the Naval Commander and of course under Naval Rule?" If the former, he wished instructions to what extent he was responsible to Captain Hull, or was it to be like duty afloat when he was entirely detached from orders to the Corps' commandant. He trusted that this was not to be the situation. At present, the guard was not detached from his command for protection of the yard, but was merely detailed by him for that purpose.[667]

Henceforth, Acting Commandant Henderson explained, the Marines would be governed by Naval Regulations, but the Corps' detail duties were to be executed as heretofore. The only major difference would be that personnel were to be tried and punished under naval law and that instructions of the commandants would be obeyed relative to duties performed by Marines in the navy yards.[668]

In December, Wainwright was called to Washington to settle his accounts. On his departure Lieutenant F. B. White assumed command of

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666. American State Papers, Naval Affairs, Vol. I, p. 511; Henderson to Wainwright, November 10, 1818, NA, RG 127, Letters Sent.

667. Wainwright to Henderson, November 20, 1818, NA, RG 127, Letters Sent.

668. Henderson to Wainwright, November 26, 1818, NA, RG 127, Letters Sent.

the barracks. Pending Wainwright's return, he was to make no changes in the guard's routine.[669]

Lieutenant White, two deserters having turned themselves in, inquired of Acting Commandant Henderson, whether under Naval Regulations he could inflict corporal punishment for crimes committed by Marines under his command.[670]

Henderson directed Lieutenant White to continue to punish the men as if the detachment were still subject to Army regulations, and to report the offenses to headquarters.[671]

By late February, Captain Wainwright had completed his business at headquarters and returned to Charlestown. Soon thereafter, Lieutenant Colonel Anthony Gale assumed his duties as Marine Corps Commandant.

Although commandants changed, Captain Wainwright's primary problem continued to be finding enough recruits to maintain his detachment at its authorized strength. A high desertion rate compounded the situation. On July 20, 1819, Wainwright complained to Colonel Gale that his efforts to enlist men continued to be compromised by the Army's authority to pay bounties. Adding to this difficulty was the belief that duty in the Army was less arduous.

This shortcoming had been especially painful in view of Commandant Hull's call for four more sentries.[672]

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669. Henderson to White, January 21, 1819, NA, RG 127, Letters Sent.

670. White to Henderson, January 13, 1819, NA, RG 127, Letters Received.

671. Henderson to White, January 21, 1819, NA, RG 127, Letters Sent.

672. Wainwright to Gale, July 20, 1819, NA, RG 127, Letters Received.

Colonel Gale was disappointed to learn that so many men had deserted. He hoped that they would soon be apprehended.

Within a few days, he would order a 25- to 30-man detachment from Philadelphia to Charlestown.[673]

When the detachment arrived, Captain Wainwright was disappointed to see that most of the men were out of uniform.[674]

In a futile effort to stabilize the strength of the Charlestown guard, Colonel Gale authorized Wainwright, in case of loss of personnel by death, discharge, or desertion, to automatically recruit replacements.[675]

e. The Officers and Men Are a Hard-Living Lot

On September 25, there was a duel between Lieutenant William Finch of the U. S. Navy and Lieutenant White of the Marine Corps. The two officers and their seconds met on Noddles Island, between two elms. White was killed, while Finch escaped injury.

Later in the day, White's body was returned to the yard by boat, and carried into the left wing of the barracks. Captain Wainwright then called a coroner.[676]

The Marines, both officers and enlisted men, were a hard-living lot. Earlier there had been trouble between Lieutenant White and Captain Joseph Bainbridge. Their difficulties had originated at a card party at

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673. Gale to Wainwright, July 27, 1819, NA, RG 127, Letters Sent.

674. Wainwright to Gale, August 13, 1819, NA, RG 127, Letters Received.

675. Gale to Wainwright, August 21, 1819, NA, RG 127, Letters Sent.

676. Wainwright to Gale, September 25, 1819, NA, RG 127, Letters Received.

Colonel Gale's Philadelphia quarters in 1815. The two officers had been betting on "high trump at doubles and quit," when Bainbridge had "suddenly and unexpectedly" walked out, without giving any indication of his intention to leave.[677]

Some two years before Lieutenant White's death, Private Casper Smith had been court martialed and convicted of assault. He had broken a bottle over Sergeant William Bishop's head in the barracks guard-room.[678]

In March 1819, Private Jacob Peterson was recommended for discharge. His commanding officer recalled that he was the "most worthless soldier I have ever seen, continually sleeping on his post, idle, almost an idot, and frequently so dirty and filthy in his person that I have been under the necessity of throwing his clothes overboard and furnishing him anew."[679]

Commandant Gale received reports in the autumn of 1819 that officers at Charlestown were striking enlisted men with their swords. Sergeant Henry Bell had complained that Lieutenant Richard T. Auchmuty had "assaulted him violently with his sword."[680]

When called on for an explanation, Captain Wainwright reported there was a Private Bell, not a Sergeant Bell. When Wainwright asked Lieutenant Auchmuty if he had struck Bell with his sword, the lieutenant recalled that at drill he had used the flat of his sword "to remind him

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677. White to Gale, July 30, 1819, NA, RG 127, Letters Received.

678. Wainwright to Wharton, November 6, 1816, NA, RG 127, Letters Received.

679. Hall to Henderson, March 4, 1819, NA, RG 127, Letters Received.

680. Gale to Wainwright, November 1, 1819, NA, RG 127, Letters Sent.

when inattentive but without violence." Bell had been transferred to Independence on October 27.[681]

On September 21, 1820, Lieutenant C. R. Floyd had hot words with Naval Storekeeper Bates. After calling Bates "a damned plebian," Floyd struck him with his cane.[682]

Commandant Hull was shocked, and he notified Secretary of the Navy Thompson that the unprovoked attacked by Lieutenant Floyd on Doctor Bates demands redress. No less reprehensible was Floyd's "contemptious violation of rules of the yard." He was accordingly preferring charges against Lieutenant Floyd and Captain Wainwright.[683]

After reviewing the correspondence, the secretary announced that a Marine court martial would be convened to try Lieutenant Floyd, with a view to obviate all objections as to the competency of a naval court to act against Marine officers not at sea.[684]

Floyd was duly court martialed and reprimanded.

Finding work for men confined to the guardhouse could be trying. In the summer of 1819, having no fatigue work of consequence for the prisoners and no noncommissioned officers to superintend them in policing

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681. Wainwright to Gale, November 8, 1819, NA, RG 127, Letters Received.

682. Wainwright to Thompson, September 25, 1820, NA, RG 127, Letters Received; Charles R. Smith, "Charles Rinaldo Floyd: Maverick of the Old Corps," Fortitiudine, Vol. VIII, No. 4, pp. 12-14.

683. Hull to Thompson, September 25, 1820, NA, Captains' Letters, Microcopy M-125.

684. Thompson to Hull, September 30, 1820, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

the barracks, and, taking cognizance of their good conduct, Captain Wainwright urged that they be excused from serving the remainder of their sentences. He also requested that those men confined awaiting court martial be returned to duty, because it was doubtful whether the Army would ever get around to trying them.[685]

Colonel Gale was agreeable.

Punishments could be severe. Private Oliver B. Trask, who had repeatedly deserted, was court martialed on March 26, 1821, and sentenced

> to walk post ninety nights from Retreat to Reveille with eighteen pound weight on his back, then to be confined to a solitary cell for thirty days & fed on bread and water only, after which to be put to hard labor until all expenses incurred by his desertion, and two dollars in addition to the private clothing stolen by him to be paid for, then to be drumed out of the Corps with the Rogues March.[686]

f. Colonel Henderson Becomes Commandant

In early October 1819, news reached the yard of Commodore Oliver Hazard Perry's death. Captain Wainwright, in accordance with orders, half-masted the barracks flag and had a 13-gun salute fired. The officers for the next 30 days wore crepe on their left arms.[687]

The dress uniform for Marine officers was changed. As of May 18, 1820, their full dress would include: caps with plates, tassels, and bands; coatees with wings, similar to the enlisted men's, but of better materials; full laced collars; cossack pantaloons, blue in winter, white in

685. Wainwright to Gale, August 13, 1819, NA, RG 127, Letters Received.

686. Wainwright to Henderson, July 18, 1821, NA, RG 127, Letters Received.

687. Homans to Gale, September 27, 1819, NA, RG 127, Letters Received.

summer; boots or gaiters under pantaloons; captains to wear three angles of gold lace on each arm above the elbow; first lieutenants to wear two; and second lieutenants to wear one.[688]

Colonel Gale's tenure as commandant was short. On August 30, 1820, he was arrested on a number of serious charges, and ordered to face a court martial. Convicted, he was dismissed from the service. Major Miller served as Acting Commandant until December 15, 1820, when Colonel Henderson assumed command of the Marine Corps.

g. Wainwright Organizes a Detachment for "Constitution"

On February 25, 1821, Captain Wainwright alerted Commandant Henderson that a detachment would soon be needed for Constitution.[689] Henderson responded by authorizing enlistment of 20 men for duty aboard the frigate.[690] In addition, two sergeants, two corporals, and 20 privates would be sent from headquarters and Norfolk to reinforce the detachment detailed for Constitution.[691]

By the end of March, 14 men, most of them "quite young," had been enlisted at the Boston rendezvous. Clothing was needed for these recruits, and Wainwright had been obliged to call on Agent Binney for blankets.[692]

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688. Gale to Wainwright, May 13, 1820, NA, RG 127, Letters Sent.

689. Wainwright to Henderson, February 25, 1821, NA, RG 127, Letters Received.

690. Henderson to Wainwright, March 7, 1821, NA, RG 127, Letters Sent.

691. Henderson to Wainwright, March 23, 1821, NA, RG 127, Letters Sent. The Constitution detachment had an authorized strength of two sergeants, four corporals, two musics, and 44 privates.

692. Wainwright to Henderson, March 27, 1821, NA, RG 127, Letters Received.

A corporal and nine privates had reported from Portsmouth, while the Norfolk detail arrived on April 15.[693] Constitution's detachment was filled on the 22d, and Lieutenant Auchmuty assumed command.

In the summer of 1821 the barracks saw a rapid turnover of personnel. When Independence's detachment reported, arrangements were made for the transfer of a sergeant and 20 privates to the New York Navy Yard.[694] Orders were received in mid-July to send a sergeant, a corporal, and 15 privates to Portsmouth.

To provide quarters for the detachments from Columbus and Spark, it would be necessary to rearrange two of the squadrons by addition of platforms above, as they were outfitted at Corps headquarters. There were two carpenters assigned to the command who could do the work, provided the purchase of materials was authorized.[695]

Instructions to send one sergeant, one corporal, two musics, and 25 privates from these vessels to New York alleviated the overcrowding and Wainwright's suggestion was pigeonholed.[696]

h. Colonel Henderson Defends His Marines

That autumn Colonel Henderson left Washington and inspected the barracks at the northern yards. He was at Charlestown soon after two of Captain Wainwright's children had been stricken with measles. About the same time the Board of Navy Commissioners launched another of its periodic attacks on the navy yard Marines.

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693. Wainwright to Henderson, April 7, 1821, NA, RG 127, Letters Received.

694. Henderson to Wainwright, June 19, 1821, NA, RG 127, Letters Sent.

695. Wainwright to Henderson, July 24, 1821, NA, RG 127, Letters Received.

696. Henderson to Wainwright, July 20, 1821, NA, RG 127, Letters Sent.

Captain Hull had helped trigger this assault, when he inquired of the board, whether the Marine detachment was under immediate charge of their commandant in Washington or if it were under his command.[697]

Until the law was amended, the Board answered, it was impossible to "place the Marine Guard under the exclusive control of the commandant of the yard."[698]

On his return to Washington, Colonel Henderson, to counter the Navy's machinations, informed Secretary of the Navy Thompson that he had found the guard detachments in an "effective military condition," the men "healthy and clean." All services required of them had been faithfully and efficiently performed, and "an assurance to that effect has been given, either verbally or in writing to the commanding officers of each one of the guards."

What he had seen and heard refuted the complaints against the guards made by the Navy commissioners. Commandant Hull had told him that he had had no cause to find fault with a sentry in three years.

There were an abnormally large number of desertions from the Charlestown and Portsmouth yards, which the officers attributed to the "lightness of the penalty affixed to the crime."[699]

i. A Shortage of Manpower Leads to New Regulations for Detail of the Guard

On March 18, 1822, Colonel Henderson notified Captain Wainwright that a detachment (two sergeants, four corporals, two

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697. Hull to Rodgers, November 12, 1821, NA, RG 45, Letters Received, BNC.

698. Rodgers to Hull, December 5, 1821, NA, RG 45, Letters Sent, BNC.

699. Henderson to Thompson, November 24 and December 4, 1821, NA, RG 127, Letters Sent.

musics, and 40 privates) would be organized for duty aboard Macedonian. In providing the men's clothing, he was to be governed by the length of the cruise and its latitude.[700]

By the last day of March, Wainwright reported all billets in the Macedonian's detachment filled and a year's supply of clothing aboard. The yard was so extensive, he continued, that 100 men was insufficient to provide reliefs for all the posts. Efforts to recruit men had continued to be unsatisfactory. Music Henry White, a miserable drummer and a disgrace to the service, should be discharged, he added.[701]

By late May the guard was so understrength that Captain Wainwright was compelled to withdraw the sentinels from the post at the lower end of the yard.[702] Sufficient recruits were enlisted in June to re-establish the post.

On October 20, Wainwright asked permission to travel to Washington to settle his accounts. He desired to start on November 1, leaving Lieutenant George Cooper in charge.[703] Colonel Henderson was agreeable.

Captain Wainwright was absent from the barracks for ten weeks. Returning on January 12, 1823, he resumed command.

Some two months later, on March 21, Commandant Hull complained to the department about the exposed condition of the public property in the

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700. Henderson to Wainwright, March 18, 1822, NA, RG 127, Letters Sent.

701. Wainwright to Henderson, March 31, 1822, NA, RG 127, Letters Received.

702. Wainwright to Henderson, May 27, 1822, NA, RG 127, Letters Received.

703. Hull to Thompson, March 21, 1823, NA, Captains' Letters, Microcopy M-125.

"lower end of the yard for want of watchmen." This situation had become more critical, because 74 No. 2 was now "in a state of forwardness."

Heretofore, no watchmen had been employed in that part of the yard, because in winter boats could not approach the shiphouse, timber dock, or smithery. But that area, with the fences in bad repair and nothing along the waterfront to prevent boats from landing "any place between the upper dock at the lower part of the yard and the bridge," now invited trespassers.

He trusted the commissioners would allow him to hire a sufficient number of watchmen to guard that section of the yard and 74 No. 2. He believed three men were necessary, one by day and two at night. When not on watch, the night men could be employed "cleaning out the chips and keeping the Ship House clear of lumber."

There was precedent for this action. During the previous year, two men had been hired as watchmen for Columbus and Independence.

A fourth watchman was needed to attend to the 74 in No. 1 shiphouse. Besides maintaining a lookout, he could see that the ship was kept clean, and open and shut the windows as the weather dictated.

Hull had no confidence in calling on the Marine detachment for this duty, for according to regulations the yard commandant had "no control over them."[704]

Secretary Thompson referred Hull's letter to Marine Corps Commandant Henderson and the Board of Commissioners. Colonel Henderson assured him that his barracks commanders had been ordered to detail as many sentries as the yard commandants deemed proper for protection of the public property. This placed the number of sentinels

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704. Hull to Thompson, March 21, 1823, NA, Captains' Letters, Microcopy M-125.

under control of the commandants, when the force assigned to the barracks was large enough to enable the Marine officers to comply. The draft for the West India station, however, had left too small a force at each yard.

In obedience to Secretary Thompson's instructions, Colonel Henderson had ordered the Charlestown station reinforced by 20 Marines from New York and Norfolk.

If Commandant Hull's want of confidence in the guard's efficiency arose from neglect of duty, he should make specific charges.[705]

The board lacked funds for hire of additional watchmen, and Commandant Hull was directed to call on Captain Wainwright for sufficient sentries to afford proper protection to the public property.[706]

Captain Wainwright, however, was unable to spare any Marines from his understrength command, and watchmen were hired for Columbus and at the commandant's and storekeeper's offices. On learning of this, the board notified Hull that the commandants were to designate the number of posts within their respective yards which it was "indispensably necessary to guard." This report would be made without reference to the watchmen.[707]

Hull responded with the desired data. There were seven sentry posts--No. 1 at the gate leading from the commandant's quarters to the yard; No. 2 at the main gate on Water Street; No. 3 at the office door at night; No. 4 at the lower end of shiphouse No. 1 to watch the ship and wharf; No. 5 aboard Java; No. 6 at the lower gate and storehouses; and No. 7 at shiphouse No. 2.

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705. Henderson to Thompson, March 31, 1823, NA, RG 127, Letters Sent.

706. Rodgers to Hull, March 29, 1823, NA, RG 45, Letters Sent, BNC.

707. Rodgers to Hull, April 3, 1823, NA, RG 45, Letters Sent, BNC.

If necessary, post No. 1 could be dispensed with, although it was useful in preventing people from leaving the yard by the "passage leading from the Commandant's Quarters."

On several occasions when it had been necessary to confine men from the ships in ordinary or those recruited for other stations for bad conduct, they had been sent to the Marine barracks. Captain Wainwright had refused to accept them, and Hull had been compelled to lock them up in a wardroom, with a seaman from ordinary detailed to stand guard.[708]

On April 14 the board advised that it was the commandant's prerogative to determine the number of sentries needed for protection of the public property and to designate the posts. This they would do, and then address their requisition to the Marine officer in charge. After this had been done, neither the number of sentinels nor their posts could be changed without their concurrence. If the officer in charge of the Marine barracks could not provide the number of sentries required, the commandant would apprise the board.[709]

j. Maintenance of the Barracks and Grounds

The subaltern or east wing of the barracks had not been completed. On October 29, 1815, Captain Wainwright called on Marine Commandant Wharton for authority to finish this wing. If permitted to do so, he would employ the most "economical plan" feasible.

This project could be undertaken in conjunction with repair of the section of the barracks roof damaged by a recent storm, previously authorized by the department.[710]

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708. Hull to Rodgers, April 10, 1823, NA, RG 45, Letters Received, BNC.

709. Rodgers to Hull, April 14, 1823, NA, RG 45, Letters Sent, BNC.

710. Wainwright to Wharton, October 29, 1815, NA, RG 127, Letters Received. A small room in the unfinished wing served the Marines as a hospital. Trevett to Rodgers, May 18, 1815, NA, RG 45, Letters Received, BNC.

Colonel Wharton accordingly made funds available to have the subalterns' quarters made comfortable for the winter, although the season was too late for plastering.[711] In finishing the rooms, nothing was to be "added which can be saved; economy must be used, or you will be involved in trouble," Wharton cautioned.[712]

Then on January 10, 1816, Commandant Wharton informed Wainwright that he would say nothing more about the expenditure on "the left wing of the Barracks." He was to restrict the work to what was essential for "the accommodation of the officers of the Guard and for the safe keeping of the Public Clothing."[713]

In the summer of 1817, Navy Agent Binney was authorized by Commandant Wharton to comply with requisitions of the barracks commander for furniture, fuel, straw, and rations. These would be paid for, with the approval of Captain Wainwright, on evidence of delivery. All other bills and claims for supplies furnished the Marines would be rejected unless sanctioned by the commandant or furnished on his express orders, as in the case of clothing.[714]

During Captain wainwright's four-month 1818 absence from Charlestown, Lieutenant Freeman called on headquarters for a $30 allotment for furnishings--chairs and tables--for the messroom in the left wing. He argued successfully that junior officers should not be compelled to purchase articles for "general public services."[715]

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711. Wharton to Wainwright, November 6, 1815, NA, RG 127, Letters Sent.

712. Wharton to Wainwright, December 6, 1815, NA, RG 127, Letters Sent.

713. Wharton to Wainwright, January 10, 1816, NA, RG 127, Letters Sent.

714. Binney to wharton, June 24, 1817, NA, RG 127, Letters Received.

715. Freeman to Wharton, May 11, 1818, NA, RG 127, Letters Received.

On return from his extended leave, Captain Wainwright saw that recent rains had caused the roof of the barracks to deteriorate to where it needed work. He had called the subject to the attention of the secretary, who told him to have it surveyed and submit a report.[716]

The Board of Survey convened by Captain Wainwright found the barracks and officers' quarters to be "sustaining great injury from the low and leaky condition of their roof and walls: that in consequence, they are constantly rendered uncomfortable" to the occupants, and that they require "speedy repairs to make them of permanent service." Many parts of the roof required "leading, and the walls a thick coat of paint or cement."[717]

Acting Commandant Henderson, on reviewing the documents, authorized Wainwright to make "such repairs" to the barracks as was necessary for their "preservation and for the comfort of the officers and soldiers." In making these, he was to be careful to expend as small a sum as possible.[718]

Work was commenced immediately. By mid-October one coat of paint had been applied. On examining the lower passage floor, the joists were seen to be decayed, and the under floor "mouldered away and a small part of the upper boards sound." To cope with this, Wainwright proposed to saw off the "decayed part of the posts" and underpin them with stone. With some other expenditures, the piazza could be made to last for another five years, when it would be necessary to rebuild.

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716. Wainwright to Henderson, September 26, 1818, NA, RG 127, Letters Received.

717. Board of Survey (Lieutenants F. B. White, R. T. Auchmuty, H. E. Dix, and T. S. English) to Wainwright, September 25, 1818, NA, RG 127, Letters Received.

718. Henderson to Wainwright, October 1, 1818, NA, RG 127, Letters Sent.

He also requested permission to paint the floors in the left (subalterns') wing, as they did not use carpets. One of the rooms in his quarters would have to be replastered, the original plaster having been applied to the wall instead of being first furred.[719]

Acting Commandant Henderson approved painting the left wing floors.[720]

By November 4, the work had progressed to where Wainwright forecast that it would be finished within four weeks. At that time, he would like to come to Washington to settle his accounts.[721] These projects were completed as scheduled.

In May 1819, Captain Wainwright complained to headquarters that there being no arcade, storms had injured the flooring in the enlisted men's quarters, making a new one necessary. The fences were also in need of repair. This work could be done by the Marines, he noted, with the government purchasing materials.[722]

Headquarters failed to respond, thus killing the project.

On April 17, 1820, Captain Wainwright asked for a $100 allotment to paint his quarters and repair the chimneys.[723] Colonel Gale, on reviewing the files, found that the subject painting had been part of the

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719. Wainwright to Henderson, October 14, 1818, NA, RG 127, Letters Received.

720. Henderson to Wainwright, undated, NA, RG 127, Letters Sent.

721. Wainwright to Henderson, November 4, 1818, NA, RG 127, Letters Received. In painting the subalterns' and Wainwright's quarters, the allotment was exceeded by $60.

722. Wainwright to Gale, May 25, 1819, NA, RG 127, Letters Received.

723. Wainwright to Gale, April 17, 1820, NA, RG 127, Letters Received.

previous year's maintenance program. Economy, Colonel Gale chided, was the order of the day.[724]

There was a mistake Wainwright answered. His quarters had been painted in the winter of 1817-18, not the spring of 1819. The "fireplaces want repairing and a little paint used to make it decent." If his requests were granted, he would "economize as much as possible."[725]

Colonel Gale was satisfied, and permission was given Captain Wainwright to have his quarters painted, and to make necessary repairs.[726]

The project was promptly implemented. On June 15, Wainwright forwarded for payment the account, which included painting the tables in the general messroom.[727]

Colonel Henderson, who had succeeded Gale as commandant, questioned a number of vouchers submitted by Captain Wainwright for: (a) repair of the chimneys; (b) furniture for the officers' quarters; (c) glazing of lamps; and (d) a water pot.[728]

In partial explanation, Captain Wainwright informed headquarters that repairs had been necessary because the chimneys were smoking up the brickwork and plastering. Now the fireplaces would last longer than the barracks. The lamp bill had been incurred over 12 months; the glazing had been hired rather than trusted to a Marine on fatigue; and

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724. Gale to Wainwright, April 22, 1820, NA, RG 127, Letters Sent.

725. Wainwright to Gale, May 17, 1820, NA, RG 127, Letters Received.

726. Gale to Wainwright, May 23, 1820, NA, RG 127, Letters Sent.

727. Wainwright to Gale, June 15, 1820, NA, RG 127, Letters Received.

728. Henderson to Wainwright, June 19, 1821, NA, RG 127, Letters Sent.

the water pot had been purchased for watering the parade ground to keep down the fine gravel. He had considered his command entitled to garden utensils agreeable to Army regulations.[729]

Captain Wainwright, in June 1821, informed headquarters that all the barracks rooms, except two, required new floors. The flooring was so thin that he feared they might fall in, if not soon attended to.

The cells, he continued, had been so damp that quarters had been filled up under the guardroom for reception of prisoners.[730]

While at Charlestown that autumn, Colonel Henderson, on inspecting the barracks, directed Wainwright "to floor the barracks rooms, and to do what was necessary to the quarters of the outposts," provided Captain Hull declined to do so. Wainwright also explained to Henderson that he was adding cells to confine prisoners. To accomplish this, it had been necessary to contract with Devans & Thompson.[731]

On March 31, 1822, Wainwright asked authority to erect a stable and fuel house. It had been necessary, he noted, to prop the old one up to keep it from collapsing under the winter's snow. Materials for a new structure would cost about $200. He also needed $60 to repaint his and the subalterns' quarters.[732]

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729. Wainwright to Henderson, March 5 and July 3, 1821, NA, RG 127, Letters Received.

730. Wainwright to Henderson, June 11, 1821, NA, RG 127, Letters Received.

731. Wainwright to Henderson, December 27, 1821, NA, RG 127, Letters Received. The "outpost" was the guardhouse at the Water Street gate to the Navy Yard.

732. Wainwright to Henderson, March 31, 1822, NA, RG 127, Letters Received.

When headquarters failed to respond, Wainwright had the stables pulled down, as it was endangering an adjoining structure.[733] Colonel Henderson could not authorize any improvements at Charlestown in 1822, because the limited money available to the Corps was being employed to rehabilitate the headquarters barracks and enclose them with a brick wall.[734]

Captain Wainwright accordingly had to look to the Navy for stabling facilities, while the Marines' firewood was exposed to the weather.[735]

k. Supplying the Marines with Quartermaster and Commissary Supplies

On January 10, 1816, Colonel Wharton ordered through Agent Binney to be delivered to Captain Wainwright: 100 caps, complete; 100 uniform coats; 200 pair of linen overalls; 100 stocks; 300 pair of shoes; 150 blankets; 100 knapsacks; 300 pair of socks; 100 pair of gaiters; and 10 watch coats. On receipt of these items, Wainwright was to have them packed and placed aboard a ship, consigned to the officer commanding the Marines in the Mediterranean.[736]

Apparently, Captain Wainwright was not a good bookkeeper. On reviewing the clothing returns for the barracks, Colonel Wharton found them so "informal, and so unlike what it ought to be, and what was expected" that he was returning them to be corrected.

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733. Wainwright to Henderson, May 18, 1822, NA, RG 127, Letters Received.

734. Henderson to Wainwright, May 24, 1822, NA, RG 127, Letters Sent.

735. Wainwright to Henderson, June 18, 1822, NA, RG 127, Letters Received.

736. Wharton to Binney and Wainwright, January 10, 1816, NA, RG 127, Letters Sent.

If Wainwright found his duties too great, Wharton warned, he could be relieved.[737]

Beginning in 1820 the barracks commanders were delegated responsibility for advertising for proposals to provide their units with wood and rations. Final approval of the contracts was reserved by the commandant.[738]

This change in policy delighted Captain Wainwright, although he had never deemed it proper to raise the issue.[739]

Local contractor John D. Dyer had been in the habit of providing clothing for Navy and Marine Corps personnel on the Boston station. His prices for Marine uniforms were: blue coats $5.50; scarlet music coats $8; white kersey pantaloons $3.25; while linen pantaloons 95¢; white linen shirts $1.18; pair of shoes 95¢; stocks 33¢; gaiters $1.20; fatigue jackets $3; and fatigue trousers $2.50.[740]

By 1822 the Marine Corps had centralized the purchase and issurance of clothing. These functions were now handled by the Navy store in Philadelphia.[741] Rations, however, were still purchased locally. In 1822 the contract was awarded to Messrs. Winchester the only firm submitting proposals.[742]

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737. Wharton to Wainwright, May 24, 1816, NA, RG 127, Letters Sent.

738. Gale to Wainwright, January 25, 1820, NA, RG 127, Letters Sent.

739. Wainwright to Gale, December 18, 1819, NA, RG 127, Letters Received.

740. Dyer to Miller, January 14, 1820, NA, RG 127, Letters Received.

741. Henderson to Thompson, Feburary 20, 1822, NA, RG 127, Letters Sent.

742. Wainwright to Henderson, February 26, 1822, NA, RG 127, Letters Received.

IV. THE MIDDLE 1820s

A. Commodore Bainbridge and Captain Crane Administer the Yard

1. Commodore Bainbridge Takes Command

Commodore Bainbridge had long intrigued to regain command of the Charlestown yard, and he reached Boston from Philadelphia on August 22, 1823. The next day when he crossed the Charles River bridge, en route to the facility to formally relieve Captain Hull, he was met at the draw by a committee of Charlestown citizens and friends and escorted to the city hall, where a collation in his honor was held. The committee then accompanied Bainbridge to the main gate of the yard. There he was received by Major Wainwright and the Marine guard, who escorted him to Captain Hull's quarters.

On August 24, a Sunday, Commandant Bainbridge boarded the receiving ship Java and mustered the officers and men. He then gave a number of the naval personnel leave for the day.[1]

On September 1, Commandant Bainbridge moved to rid himself of "Mad Jack" Percival, who had rallied to Captain Hull's support at the 1822 court of inquiry. Bainbridge charged that Percival had failed to show him due respect. Lieutenant John Gwinn reported for duty on October 24, as Percival's replacement as lieutenant of the yard.[2]

2. Bainbridge Meets His Personnel Ceilings

Bainbridge found several promising midshipmen assigned to Java that needed schooling. But Chaplain James Everett had been in poor health for months and was unable to instruct them in mathematics. Bainbridge accordingly requested that another chaplain be ordered to the yard as their professor. If this were impossible, he wished authority to employ, locally, a suitable teacher.[3]

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1. Bainbridge to Rodgers, August 25, 1823, NA, RG 45, Letters Received, BNC; Preble, "History of the Boston Navy Yard," p. 135.

2. Preble, "History of the Boston Navy Yard," p. 135.

3. Bainbridge to Southard, November 15, 1823, NA, Captains' Letters, Microcopy M-125.

The new Secretary of the Navy Samuel L. Southard (who had taken office on September 16) agreed that junior officers must be permitted to "enjoy the benefits of instruction in those branches of education, which will qualify them for usefulness" in the Navy. Bainbridge was to designate a suitable person to act as schoolmaster.[4] He, however, was unable to solve this problem, because on June 24, 1824, he noted that whenever his health permitted, Chaplain Everett held school. The chaplain remained on duty at the yard until 1829, when he was relieved by the Rev. John P. Fenner.[5]

To improve mail service, Bainbridge had the yard's address for official correspondence changed from Boston to Charlestown.[6]

On April 6, 1824, Commandant Bainbridge notified Secretary Southard that the requisite number of naval personnel to man the yard and ships in ordinary was: lieutenants 4, sailing masters 2, gunners 2, boatswains 2, boatswain mates 1, surgeons 1, surgeon mates 1, carpenter 1, carpenter mates 3, able seamen 16, purser 1, chaplain 1, cook 1, steward 1, ordinary seamen 8, commandant's clerk 1, painter 1, armorer 1, and 18 boys, including 14 assigned to the officers as servants, in accordance with regulations.[7]

In response to a circular letter issued by the department soliciting recommendations as to what officers subject to his command should be retained in service in view of the cut back in personnel, Commodore Bainbridge urged the retention of: Master Commandant William C. Shubrick; Lieutenant of the Yard John Gwinn; Lieutenant Commanding the

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4. Southard to Bainbridge, November 22, 1823, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

5. Bainbridge to Southard, June 24, 1824, NA, Captains' Letters, Microcopy M-125.

6. Bainbridge to Southard, November 20, 1824, NA, Captains' Letters, Microcopy M-125.

7. Bainbridge to Southard, April 6, 1824, NA, Captains' Letters, Microcopy M-125.

Receiving Ship Java and Ships in Ordinary Henry Ward; Master of the Yard Robert Knox; Master of Ordinary John Robinson; Surgeon John Kearney; Surgeon's Mate William Birchmore; Chaplain John Everett; Purser Robert C. Ludlow; Midshipmen Jacob Crowninshield, John Pope, Gershom J. Van Brunt, and George S. Blake; Warrant Officers Carpenter Nehemiah Parker, Gunner Asa Curtis, Armorer Jonathan Price, and Boatswain Stephen G. Clark; Carpenter's Mate Jacob Ridgeway, Purser's Steward William Wyman, and Porter of the Yard William Keating; and these officers assigned to the Recruiting Rendezvous--Lieutenants G. B. Thompson and Nelson Webster, and Surgeon Gerald Dayers.

These officers were recommended for discharge: Lieutenants William M. Caldwell, John White, Lewis E. Simmonds, and Thomas W. Freebon; Sailing Masters Jacob Hull, Shubael Downes, and Samuel Hixon; and Midshipmen William S. Walker and Charles W. Gay.

Sailing Master Waldo, a disabled veteran who had been keeping the yard journal since January 1, 1816, and serving as a draftsman, was also named as a man deserving of retention.[8]

Secretary Southard was agreeable to Waldo's retention in the service, and he remained on duty at the navy yard until his death many years later.

3. Bainbridge Becomes President of the Board

In the winter of 1824 Commodore Bainbridge was absent from the yard from mid-January through mid-March. He had been called to Norfolk to preside at Beverly Kennon's court martial.

In mid-July, Secretary Southard learned that Commodore Rodgers was planning to resign as President of the Board of Navy Commissioners, a position he had held since its constitution in 1815. Impressed with Commodore Bainbridge's credentials, Southard offered him the presidency.

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8. Bainbridge to Southard, June 10, 1824, NA, Captains' Letters, Microcopy M-125.

Bainbridge was forced to accept this step upward in the naval hierarchy.[9]

Rodgers was still president of the board in November, when Commandant Bainbridge was called to preside at a court martial held at the New York Navy Yard. Departing from the yard on the 7th, Bainbridge left Master Commandant Shubrick in charge. He did not return as commandant, as he replaced Rodgers as president in late November.

4. Captain Crane Becomes Commandant

Shubrick served as acting commandant for five months, until Bainbridge's replacement, Captain William M. Crane, reported for duty on April 6, 1825.[10] Crane was familiar with the yard, having served as acting commandant in the late autumn and early winter of 1812-13.

He had been born in February 1784 at Elizabeth, New Jersey, a son of Brigadier General William and Abigail Miller Crane. In May 1799 he entered the Navy as a midshipman and served on the United States during the Quasi War with France. He remained with the frigate until 1803. After being promoted to lieutenant in July of that year, Crane was assigned to Vixen. During the bombardment of Tripoli, in August 1804, he commanded Gunboat No. 7.

Subsequently, Crane was aboard Chesapeake and testified against his captain, James Barron, at the court martial following the Chesapeake-Leopard affair of 1807.

At the outbreak of the War of 1812 Crane commanded the brig Nautilus, and sailed from New York on July 15. Next day, at sunrise,

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9. Southard to Bainbridge, July 14, 1824, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

10. Charlestown Navy Yard Journal, November 7, 1824-April 6, 1825, NA, RG 181. Bainbridge returned to the yard in mid-March to pack his personal possessions and move his family to Washington.

Nautilus encountered the British blockading squadron and surrendered to the frigate Shannon after a six-hour chase, during which Crane threw overboard his lee guns, and "did everything to prevent capture that a skillful and expert officer could possibly do."

Exchanged at Halifax, he briefly commanded the Charlestown yard during Captain Hull's absence. In the spring of 1813 he sailed to New York as captain of John Adams. From New York City, he and his crew, in July, were ordered to report to Commodore Chauncey on Lake Ontario. There, he commanded Madison, and during Chauncey's absence, in the winter of 1813-14, was in charge of the naval station at Sackett's Harbor. Crane captained General Pike in the summer of 1814, remaining on Lake Ontario until the spring of 1815. Promoted to captain in November 1814, he was given command of Independence, when she sailed for the Mediterranean as Commodore Bainbridge's flagship in the Algerine War. Soon after her arrival at Gibraltar, Crane was transferred to Erie.

Captain Crane was called away from the yard twice during 1825 to sit on court martials. On the first occasion, he was absent from April 26 to July 5 and on the second from July 21 to September 20.[11] While he was away, Lieutenant Gwinn was "acting commandant."

5. Harris Replaces Binney As Agent

In the spring of 1826 long-time Navy Agent Binney resigned. His succcessor was Richard D. Harris of Boston. On May 6, Secretary of the Navy Southard had notified Harris that he had been nominated by President John Quincy Adams to replace Binney as agent at the Port of Boston. He was to be bonded for $20,000, and Binney was to deliver to him all papers belonging to the office.[12]

6. Commandant Crane Takes Command of "Java"

Three weeks before, on April 19, Lieutenant Gwinn was detached and ordered aboard Macedonian. His replacement as yard

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11. Ibid., April 26-September 20, 1825, NA, RG 181.

12. Southard to Binney and Harris, May 6, 1826, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

executive officer was Lieutenant J.H. Aulick, who reported to Commandant Crane on April 28. Aulick remained at the yard less than three months, being ordered to Brandywine on July 17. It was six weeks before Lieutenant William V. Taylor reported to Commandant Crane as his new executive officer.[13]

In the spring of 1827 Captain Crane was named to command of Java. No successor having arrived to replace him as commandant and with the hour of sailing at hand, he turned over command of the yard to Lieutenant John Gallagher on May 31. Gallagher had reported at the yard ten days before as master commandant.[14]

B. Day-to-Day Yard Activities

1. Commodore Bainbridge's First Weeks at the Yard

On September 1, 1823, less than ten days after he assumed command of the yard, Commodore Bainbridge recommended to the board that Columbus' armament be landed and that she be whitewashed or painted.[15]

If her guns were injuring Columbus, the board replied, they could be sent ashore. The commissioners had been of the opinion that it was important to keep the ships-of-the-line low in the water to prevent hogging. Should the guns be landed, additional weight must be put in the hold.

Provided there were enough men in ordinary and shipped for service in United States, Columbus, and Independence could be scraped and varnished in preference to painting or whitewashing, especially as the former was very expensive.[16]

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13. Charlestown Navy Yard Journal, April 19-August 28, 1826, NA, RG 181.

14. Ibid., May 21-31, 1827.

15. Bainbridge to Rodgers, September 1, 1823, NA, RG 45, Letters Received, BNC.

16. Rodgers to Bainbridge, September 6, 1823, NA, RG 45, Letters Sent, BNC.

Bainbridge did as directed.

In accordance with orders from Secretary of the Navy Southard, Bainbridge, in mid-October, sent the seamen and boys enlisted for duty aboard United States to Norfolk. They were accompanied by a sufficient number of officers to oversee their good behavior.[17]

On September 21, news reached the yard of the death in Philadelphia, four days before, of Captain Shaw. To honor the memory of his friend and comrade-in-arms, Bainbridge ordered the yard colors half-masted for three days and his officers to wear crepe on their left arms for 30 days.[18]

Five weeks later, because of the continued illness of Chaplain Everett, the Rev. Jenks of Boston held Sunday's divine service aboard the receiving ship Java.[19]

2. The Seasonal Fluctuation of Hours and Wages

On October 3, Commodore Bainbridge reminded the board that November brought less hours of daylight, and he desired to reduce his labor force to 30 carpenters, ten smiths, four joiners, six carpenter-assistants, and four yard laborers. The sailmakers' department might be dispensed with, because during the last two years there had been little to keep it busy. The position of master joiner might also be eliminated in the interest of economy.[20]

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17. Southard to Bainbridge, October 11, 1823, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

18. Charlestown Navy Yard Journal, September 21, 1823, NA, RG 181.

19. Ibid., October 20, 1823.

20. Bainbridge to Rodgers, October 3, 1823, NA, RG 45, Letters Received, BNC.

The commissioners, on approving Bainbridge's proposals, cautioned not to discharge any master workmen as they could not be easily replaced when required.[21]

The arrival of spring brought the periodic call for a larger labor force and longer work hours. A problem now arose to haunt the Navy, when several carpenters left the yard to find employment in private shipyards, where they received higher wages. More were expected to follow. To counter this, Bainbridge asked authority to bring in carpenters from other east coast ports. He felt that when a mechanic left the "public employ . . . they ought not to be afterwards" hired at the yard. In addition, he believed, all mechanics, except those employed on extraordinary occasions, should be furloughed between November 15 and March 15.[22]

The projects to be accomplished, the board replied, were not so urgent as to require the payment of "exorbitant wages." It was left to Bainbridge's discretion to employ as many as necessary. He was to hire hands in New Hampshire and Maine, if the local workmen continued to press for high wages.[23]

3. The February 11-12, 1824, Storm

A fierce gale punished the area on February 11 and 12, 1824. At the yard, the wind blew down all the chimneys on the southwest side of the smithery, except one. Falling on the roof, they smashed five large holes, from 8 to 12 feet square. With seven chimneys still in place, and the season unfavorable for masonry work, Acting Commandant Shubrick had the holes covered with rough boards to keep out the weather.

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21. Chauncey to Bainbridge, October 13, 1823, NA, RG 45, Letters Sent, BNC.

22. Bainbridge to Rodgers, April 10, 1824, NA, RG 45, Letters Received, BNC.

23. Rodgers to Bainbridge, April 22, 1824, NA, RG 45, Letters Sent, BNC.

Shiphouse No. 1 would have fallen had there not been a vessel inside. The side exposed to the northwest winds had been forced in "so much that the scantling of the staging around the ship burst through at several points."

The ships in ordinary, though Columbus "swung in to touch" Independence with her larboard quarter, escaped damage. The sheds over these ships were damaged and the hands had been turned to collecting scattered materials.

Some 20 to 30 feet of the roof of the old timber shed was ripped off, while part of the picket fence paralleling the turnpike was down.[24]

Commodore Bainbridge was back at the yard from Norfolk in mid-March. As soon as the frost was out of the ground, he would have the chimneys rebuilt and the roof of the smithery repaired. Learning that the ox stable, an old worthless building had also been damaged, he recommended razing it, and converting the magazine into a stable and hay loft.[25]

The board approved expenditures for immediate repair of the smithery. The stable, however, would be left in its present condition, pending the commissioners' next visit to the yard.[26]

4. General Lafayette's Visit

On August 17, orders were issued by President Monroe, through Secretary Southard, that General Lafayette, on his arrival at any U.S. Naval Station or aboard any warship was to be received with "honors due the highest military rank in our service."[27]

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24. Shubrick to Rodgers, February 12, 1824, NA, RG 45, Letters Received, BNC.

25. Bainbridge to Rodgers, March 16, 1824, NA, RG 45, Letters Received, BNC.

26. Rodgers to Bainbridge, March 25, 1824, NA, RG 45, Letters Sent, BNC.

27. Secretary of the Navy to Bainbridge, August 17, 1824, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

General Lafayette and his party--accompanied by Governor William Eustis of Massachusetts, Lieutenant Governor Marcus Morton and the council, Major Josiah Quincy of Boston, and other distinguished guests--arrived at the yard at 1 P.M., on August 27. They were met at the gate by Major Wainwright and his Marines and a 15-gun salute. On boarding Columbus, Lafayette was again saluted by the same number of guns. After "partaking of a collation" at the commandant's quarters, hosted by Commodore Bainbridge, the hero of the Revolution and his party left the yard at 3 P.M., the echos from another 15-gun salute reverberating in their ears.

On Monday, the 30th, there was a grand review in Boston, held in Lafayette's honor, with more than 7,000 regulars and militia assembled on the Common.[28]

5. Secretary Southard and the Commissioners Spend Several Days At the Yard

A week later, on September 8, Secretary Southard, accompanied by Navy Commissioners Chauncey and Morris, arrived at the commandant's quarters. It rained hard throughout the day, so they postponed their prerequisite annual visit to the yard until the 11th. This time, as it was an official visit, they were received by a 17-gun salute. The inspection continued until the 15th, when the secretary and commissioners started back to Washington.[29]

On November 21, the colors were half-masted out of respect for Captain Joseph Bainbridge, the commodore's brother, who had died on the 18th. Boatswain John Williams was "buried from the yard" on the same day.[30]

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28. Charlestown Navy Yard Journal, August 27-30, 1824, NA, RG 181.

29. Ibid., September 8-15, 1824.

30. Ibid., November 21, 1824.

6. Naval Repair and Building Activities in 1824

Independence and Columbus were continued in ordinary. On April 9, the commissioners directed that Independence be examined and estimates prepared of the cost of outfitting her for service in the West Indies. If she put to sea, it would be without her lower deck guns.[31]

The survey identified scarcely any defective timbers, except the linings and ceilings of the breadrooms and sailrooms, which were tinned. The tin was decayed and the backing rotten. This satisfied Bainbridge that, where there was moisture, tin was highly destructive to wood. He accordingly recommended to the board removal of all fixed tin from Columbus.[32]

The commissioners authorized Bainbridge to remove the tin from the bread and sailrooms, and the lining as well, if decayed.[33]

No orders, however, came from the secretary to ready Independence for sea, and she remained in ordinary.

The receiving ship Java, however, was rapidly deteriorating. Her timbers and framing were badly decayed but still repairable.

Mechanics and laborers during 1824 had been employed on the two 74s, and by December 31, 74 No. 1 was so advanced that she could, in an emergency, be launched in 30 working days and 74 No. 2 in 60 days.

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31. Rodgers to Bainbridge, April 9, 1824, NA, RG 45, Letters Sent, BNC.

32. Bainbridge to Rodgers, April 20, 1824, NA, RG 45, Letters Received, BNC.

33. Rodgers to Bainbridge, April 26, 1824, NA, RG 45, Letters Sent, BNC.

During the autumn the boats Pilgrim and Science were demasted and laid-up for the winter in the timber dock.[34]

7. A Labor Shortage Haunts Captain Crane

On February 7, 1825, notified of the death of Governor Eustis of Massachusetts, Acting Commandant Gwinn had the flag halfmasted until after the funeral on the 11th. On the day of the burial, no bell was rung at the yard, and there was no muster of mechanics and laborers. At 1 P.M. when the corte'ge left the State House, the firing of minute guns commenced at the yard and continued until 2 o'clock.[35]

The number of hours of daylight increased at the approach of the equinox, and Acting Commandant Gwinn, on the last day of February, reinforced the number of joiners on the payroll to 14. As much joiners' work remained to be accomplished on the two 74s and the weather was favorable, no time could be lost in employing additional men. On March 1, the number of ship's carpenters, smiths, and sawyers would be boosted.[36]

Great difficulty, however, was experienced in the hire of ship's carpenters and blacksmiths. Fears were voiced that they would be unable to procure the number needed before April. Master Builder Barker accordingly wrote to shipbuilding centers in Maine in hopes of finding artisans.[37]

The labor market continued tight. Upon taking charge of the yard, Commandant Crane, in mid-April, asked authority to employ 30 laborers at one dollar per day. They were badly needed, and it had been impossible

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34. Charlestown Navy Yard Journal, January 1-December 31, 1824, NA, RG 181.

35. Ibid., February 7-11, 1825.

36. Gwinn to Bainbridge, February 28, 1825, NA, RG 45, Letters Received, BNC.

37. Gwinn to Bainbridge, March 1, 1825, NA, RG 45, Letters Received, BNC.

to ship men to fill the ordinary, because of the labor shortage caused by a building boom following the recent Boston fire. Barker had been sent up the coast as far as Portland recruiting mechanics.[38]

Crane was duly authorized to hire not more than 30 laborers, discharging them as he was able "to fill up the number allowed to the ordinary."[39]

The commissioners meanwhile had established new regulations governing payday. Hereinafter, employees were to be paid on the 15th and last day of the month, except when these days fell on Sunday. When this occurred, they were to be paid on the preceding Saturday.[40]

8. Maintenance and Repair of "Independence" and "Columbus"

The decision to employ Independence as a receiving ship, instead of Java, resulted in a modification of policy regarding maintenance of vessels in ordinary. On March 26, the commissioners directed that the frame sheds shielding their decks be carefully dismantled. After the decks and sides of the vessels had dried, they were to be caulked as needed. The decking and sides would then be "paid well" with a thick coat of tar and varnish. Hatches would be covered to exclude the rain.[41]

After the hurdles were removed, an examination of Columbus' lower masts indicated that their better preservation required puttying and painting. Independence's also needed some slight repairs and painting. In addition, the latter's seams had opened. A small force was engaged

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38. Crane to Bainbridge, April 10, 1825, NA, RG 45, Letters Received, BNC.

39. Bainbridge to Crane, April 15, 1825, NA, RG 45, Letters Sent, BNC.

40. Bainbridge to Shubrick, February 24, 1825, NA, RG 45, Letters Sent, BNC.

41. Jones to Gwinn, March 26, 1825, NA, RG 45, Letters Sent, BNC.

to caulk her spardeck. Her upper gundeck, both beams, and port sills also needed caulking.[42]

The commissioners sanctioned painting of Columbus' and Independence's masts and the caulking of those parts of the vessels requiring it. Captain Crane's attention was called to the necessity of keeping the seams of the ships in ordinary at all times well caulked to prevent injury by the weather.[43]

In May it was discovered that the foremast of Independence, its spindle having rotted, must be repaired.[44] It was November before the board got around to directing Captain Crane to have a new foremast hewed and positioned.[45]

Five months earlier, in June, the commissioners had called upon Commandant Crane to ship to the Washington Navy Yard all standing rigging and square sails belonging to Independence; such running rigging, as was not more than one-third worn, and all of Java's stays would likewise be sent.[46]

On July 5, the schooner Nancy sailed from the yard with these sails and rigging.[47]

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42. Crane to Bainbridge, April 19, 1825, NA, RG 45, Letters Received, BNC.

43. Bainbridge to Crane, April 25, 1825, NA, RG 45, Letters Sent, BNC.

44. Gwinn to Bainbridge, May 12, 1825 and Crane to Bainbridge, September 28, 1825, NA, RG 45, Letters Received, BNC.

45. Bainbridge to Crane, November 4, 1825, NA, RG 45, Letters Sent, BNC.

46. Bainbridge to Crane, June 17, 1825, NA, RG 45, Letters Sent, BNC.

47. Gwinn to Bainbridge, July 5, 1825, NA, RG 45, Letters Received, BNC.

By the end of October, Independence's masts had been removed, puttied, and painted. They were stored on her spardeck and covered. Her decks were uncovered but well varnished. A hurdle roof, unless watertight, would be of little use, Captain Crane had argued.[48]

9. Ceremonies and Festivities in 1825

On May 21, 1825, Commodore Morris of the board spent the day at the yard conferring with Acting Commandant Gwinn. At the gate, he was met by Major Wainwright and a file of Marines and given the customary 5-gun salute.[49]

Three weeks later, on June 11, Sailing Master Shubael Downes died, and on July 9, Lieutenant Henry Ward, commander of the receiving ship and ordinary, dropped dead while en route from Salem to Gloucester. He was buried at 9 A.M., on the 11th, with military honors in Boston. It was a terribly hot day, with the mercury registering 98 degrees at sunset in the shade.[50]

All work was suspended at the yard on June 17, to enable the officers, sailors, and employees to attend the laying of the cornerstone of the Bunker Hill Memorial. A huge crowd, estimated at 150,000, watched the parade and festivities. The guest of honor was General Lafayette, and the stone was laid with religious and masonic ceremonies.

On July 27, the Dutch sloop-of-war Pallas anchored in the harbor and was visited by a boat and officers from the yard. The Dutchman had been outfitted as a schoolship for midshipmen. Secretary of the Navy Southard had notified the yard to show Captain Ryke and his officers the "customary civilities," and afford Pallas such services as she might require.

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48. Crane to Jones, October 31, 1825, NA, RG 45, Letters Received, BNC.

49. Charlestown Navy Yard Journal, May 21, 1825, NA, RG 181.

50. Ibid., June 11-July 11, 1825.

Acting Commandant Gwinn reported that "every civility and assistance" has been given Captain Ryke. The captain, his officers, Senator James Lloyd of Massachusetts, and the Duke of Saxe-Weimar, had visited the yard and had "partaken of refreshments at the Commandant's house."[51]

Then, on September 20, the yard flag was again flown at half staff and 13-minute guns fired in memory of Commodore Thomas Macdonough. He had died off the Delaware Capes on November 10, while returning to the United States from service in the Mediterranean.[52]

10. Duke Kurt Bernhard Describes the Yard

The Duke of Saxe-Weimar's description of his August 5 visit to the yard is interesting. Escorted by Acting Commandant Gwinn and Major Wainwright, he toured the facility. They began at the Marine barracks. The Duke found the rooms "not large;" the beds standing on "a platform, so that the rooms are very narrow and close."

He listed Columbus, Independence, and Java as in ordinary, and a sloop on stocks. The 74s, he observed:

> which were under sheds, were finished, so that they could leave the stocks as soon as [the] government should order. But as no loss was incurred, the vessels were allowed to lie on the stocks, and under shelter as long as possible, that the wood may become still better seasoned. The sheds are larger than the English, and are actual houses. The two vessels are very modestly called seventy-fours, but have each three decks. . . . They are built of live oak, and to prevent the dry rot, salt is scattered among the timbers. . . . The vessels are so high and roomy, that I can stand erect in the two lower batteries under the beams. Some methods which tend to strengthen and relieve vessels, used in other places, have not yet been adopted here; for instance, I did not observe the cruciform strengthening of the sides, and the diagonal deck, according to the plan of Sir Robert Seppings, from which two improvements the navies of England and the Netherlands derive the greatest advantage. The system which prevails in England

51. Ibid., June 17-August 15, 1825.

52. Ibid., September 20, 1825.

> is observed here, namely not to employ shipwrights for builders, as in the Netherlands and France, but carpenters.

After walking through the yard, they stopped at the commandant's quarters, where they were welcomed by Mrs. Crane. The house, the Duke wrote:

> is placed on a height overlooking the navy yard; the architect who planned it, worried . . . [the commandant] with continual questions relative to the form of the house, until finally he replied in great vexation, build it like my _____. The architect took him at his word, and built it with two round projections standing close together, which have a very curious appearance from the navy yard.[53]

11. The Army Calls on the Navy to Transfer Its Powder

On June 13, 1825, Captain Henry K. Craig of the Ordnance Department complained that there was stored in the magazine at Watertown a considerable quantity of naval powder, which it was desirable to remove.[54]

On checking the returns, Acting Commandant Gwinn found that the Navy had 683 barrels of powder at the Army arsenal. The yard magazine, as it was partially filled with oakum, would hold 300 to 400 barrels.[55]

To alleviate partially this situation, the board directed Gwinn to ship 100 barrels to Norfolk for the frigate Brandywine.[56]

This failed to solve the problem. On September 6, Captain Craig reminded Commandant Crane that the naval powder was still at Watertown.

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53. Kurt Bernhard, Duke of Saxe-Weimar Eisenach, Travels Through North America, During Years 1825 and 1826, 2 vols. (Philadelphia, 1828), Vol. I, pp. 47-8.

54. Craig to Crane, June 13, 1825, NA, RG 45, Letters Received, BNC.

55. Gwinn to Bainbridge, June 14, 1825, NA, RG 45, Letters Received, BNC.

56. Bainbridge to Crane, June 18, 1825, NA, RG 45, Letters Sent, BNC.

He trusted that immediate measures would be taken to correct this situation.[57]

12. The Department Authorizes an Increase in the Number of Ordinary Personnel

At the beginning of 1826, Secretary Southard announced that the ships in ordinary and the men assigned to them were "entirely under control" of the commandants. The latter could be employed as substitutes for hired day laborers, the employment of whom it was desired to reduce as much as possible.[58] When a ship was placed in ordinary, these people could be shipped and charged to her in addition to the ordinary men heretofore allowed the yard:

for a ship-of-the-line	1 carpenter's mate	6 seamen	13 ord. seamen
for a first class frigate	1 carpenter's mate	4 seamen	11 ord. seamen
for a second class frigate	1 carpenter's mate	4 seamen	9 ord. seamen
for two sloops-of-war	1 carpenter's mate	3 seamen	6 ord. seamen
for a schooner		2 seamen	4 ord. seamen

The carpenters' mates were also to be skilled caulkers.[59]

Upon receipt of this circular, Captain Crane wrote the board that he would seek to recruit the ordinary to its authorized strength. If he could not ship seamen, he would take able-bodied landsmen.[60]

Although every exertion was made to recruit men for the yard ordinary, neither seamen or able-bodied landsmen could be obtained. No advances could be given to men shipped for ordinary, because they would desert at their first opportunity.[61]

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57. Craig to Crane, September 6, 1825, NA, RG 45, Letters Received, BNC.

58. Preble, "History of the Boston Navy Yard," pp. 159-60.

59. Ibid.

60. Crane to Bainbridge, January 11, 1826, NA, RG 45, Letters Received, BNC.

61. Crane to Bainbridge, January 17, 1826, NA, RG 45, Letters Received, BNC.

This continued to be a problem throughout the year. In October, Captain Crane complained that it was next to impossible to bring the ordinary up to its authorized strength. They were a score of men short, and the purser only had enough money on hand to pay the laborers and those employed on the shiphouses, mast spar shed, and other improvements until October 15, when it would be necessary to lay off all hands not paid from the appropriations for repairs, construction of sloops, and gradual increases. If work on the improvements were to be continued until the 31st, $1,500 was required to balance the account.[62]

13. The Early Months of 1826

It was fortunate that the sloop-of-war Boston cleared the area in mid-January, because by the end of the month, the weather turned bitter cold. On February 1, the mercury throughout the day hovered between 16 and 19 degrees below zero. Within 12 hours the harbor froze over as far out as Long Island.[63]

In January, Commandant Crane transmitted to the board estimates for outfitting Columbus, overhauling her rigging, stowing her hold, and placing stores aboard. It was presumed that this would be done by recruits, as the yard ordinary was too understrength to expect much from it. In addition, most of them were landsmen. Although cold weather and limited hours of daylight would retard operations, he believed he could have her ready for sea in from 60 to 80 working days.[64]

A decision by the department not to send Columbus to sea relieved Crane of this problem.

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62. Crane to Bainbridge, October 5, 1826, NA, RG 45, Letters Received, BNC. Improvements to the yard in September had cost $4,000, while in October $2,500 would be charged to this account.

63. Charlestown Navy Yard Journal, January 1-February 15, 1826, NA, RG 181.

64. Crane to Bainbridge, January 2, 1826, NA, RG 45, Letters Received, BNC.

Captain Crane, in late February, notified the board that he needed 22 32-pounder carronades. Twenty-one were required for Independence, 20 to replace those sent aboard Boston and the other the one condemned and sold in 1825; and one for Columbus.[65]

By circular letter, on March 4, the board notified the commandants that, hereinafter, in fitting out ships for sea duty, they were to utilize such articles belonging to ships in ordinary as were suitable, especially cordage, it deteriorated if kept in stowage for long periods.[66]

14. The May 31, 1826 Fire

At 4 P.M., on May 31, a fire broke out in Charlestown, on the upper part of Main Street. The danger to the yard was increased by winds fresh out of the northwest and westward. Commandant Crane had the alarm sounded and the fire engines turned out. Flaming shingles were soon blown into the yard and onto the ships. A blazing brand landed on the roof of shiphouse No. 1 and it flamed. For a few moments not only the house was threatened, but the ships Vermont, Independence, Columbus, and Java. It was quickly extinguished. This was fortunate, because the tide had ebbed, and the water in the wells was very low. Had the fire occurred at night, it could have been disastrous, because the three yard fire engines were notoriously inefficient, none having greater power than those employed on large ships, and all were incapable of throwing water onto the roofs of the shiphouses.[67]

To guard against this danger, the commissioners asked Crane for a comparison as to the efficiency of the largest yard fire engine and those employed by the Charlestown Fire Department.[68]

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65. Crane to Bainbridge, February 25, 1826, NA, RG 45, Letters Received, BNC.

66. Bainbridge to Crane, March 4, 1826, NA, RG 45, Letters Sent, BNC.

67. Crane to Bainbridge, June 1, 1826, NA, RG 45, Letters Received, BNC.

68. Bainbridge to Crane, June 21, 1826, NA, RG 45, Letters Sent, BNC.

Replying, Crane reported that the Charlestown engines were no more effective than the yards'.

The Boston fire fighters, however, had several engines that would throw water over the shiphouses, whose respective heights were 78, 82, and 84 feet. The largest engine belonging to the yard had a 70-gallon tank and could throw water to a height of only 50 feet.[69]

Captain Crane was accordingly directed to purchase for the yard an engine with sufficient power to throw water over the highest shiphouse.[70]

15. The Summer Ceremonies

General Henry Dearborn, on behalf of the local committee organized to commemorate the 50th anniversary of the Declaration of Independence, wrote the Navy Department, requesting the loan for the festivities of all flags the yard could spare. The board therefore directed Commandant Crane to deliver to Dearborn such United States and foreign flags as were on hand. General Dearborn would be expected to return them in as good condition as received. Thus, a precedent was established that was to continue for years.[71]

On July 4, word reached the yard that John Adams, one of the signers of the declaration, had died at Quincy during the day. Flags at the yard were half-masted immediately. Three days later, on the 7th, the day of Adams' funeral, a 21-gun salute was fired. The flags were then hoisted to the top of their staffs. On the 13th the distressing news reached the yard that Thomas Jefferson, another signer and former President, had also breathed his last on the 4th. The flags were again half-masted, and on the 14th a 21-gun salute fired.[72]

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69. Crane to Bainbridge, June 26, 1826, NA, RG 45, Letters Received, BNC.

70. Bainbridge to Crane, July 1, 1826, NA, RG 45, Letters Sent, BNC.

71. Bainbridge to Crane, June 19, 1826, NA, RG 45, Letters Sent, BNC.

72. Charlestown Navy Yard Journal, July 4-14, 1826, NA, RG 181.

On September 27, the flags were again half-masted and a 13-gun salute fired in memory of Captain Robert T. Spence, who had died near Baltimore in mid-September.[73]

16. The Removal of the Hurdles from "Columbus"

Commandant Crane and Master Builder Barker now recommended that, for her better preservation, the hurdle covering be removed from Columbus, and her hatchways and other openings in the spardeck covered. Whenever there was a rain, areas under the hurdles became very damp and mildew formed.[74]

The board approved their proposal, and a crew was turned to removing the hurdles. The spardeck hatchways were then closed and "payed" with half stuff. This project was completed by October 3, and Columbus was hauled out into the stream. Independence was then hauled in and moored at Columbus' accustomed place at the wharf.[75]

17. Storing the Masts and Bowsprits of the Ships in Ordinary

On August 24, the board called for the yard to remove the bowsprits of Columbus and Independence at the same time the masts were taken out.[76] By the end of the first week of October, this had been done and the masts and bowsprits stored in the new masthouse. The ships were then winded and secured against the winter.[77]

18. Cutting the Work Force for the Winter of 1826-27

After the sloop-of-war was launched, Commandant Crane proposed to reduce the number of carpenters to about 50. During the

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73. Ibid., September 27, 1826.

74. Crane to Bainbridge, September 25, 1826, NA, RG 45, Letters Received, BNC.

75. Bainbridge to Crane, September 30, 1826, NA, RG 45, Letters Sent, BNC; Charlestown Navy Yard Journal, September 15-October 3, 1826, NA, RG 181.

76. Bainbridge to Crane, August 24, 1826, NA, RG 45, Letters Sent, BNC.

77. Crane to Bainbridge, October 5, 1826, NA, RG 45, Letters Received, BNC.

winter of 1826-27, they would be employed in framing sloop No. 3, getting out her beams, ledges, etc., filling the Cumberland, and putting in her keelson, all of which could be done under cover. A large force of sawyers would be employed sawing plank.[78]

Meanwhile, the commissioners had established its winter ceilings. As of November 30, the number of mechanics and laborers was not to exceed the "actual wants of the service." Under no circumstances were more than 80 carpenters, 12 carpenters' laborers, 10 caulkers, 8 sawyers, 4 gun carriage makers, 20 joiners, 20 ship smiths, 10 mastmakers, 2 coopers, 4 painters, 1 armorer, and 20 laborers to be employed.[79]

After reviewing this directive and evaluating their needs, Commandant Crane and Master Builder Barker recommended that the number of mechanics and laborers retained for the winter consist of: 50 carpenters, 12 carpenters' laborers, 22 sawyers, 20 joiners, 8 mastmakers, 4 blockmakers, 6 painters, 4 gun carriage makers, 1 armorer, 20 laborers, and 9 sailmakers.[80]

As this total was below their ceiling of 193, the board was agreeable.

During the year, the board had directed that, hereinafter, no spirits would be provided the employees and charged to the United States on special occasions such as ship launchings. In addition, mechanics and laborers would not bring any spiritous liquor within the yard.[81]

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78. Crane to Bainbridge, November 15, 1826, NA, RG 45, Letters Received, BNC.

79. Bainbridge to Crane, November 16, 1826, NA, RG 45, Letters Sent, BNC.

80. Crane to Bainbridge, November 21, 1826, NA, RG 45, Letters Received, BNC.

81. Charlestown Navy Yard Journal, January 1-December 13, 1826, NA, RG 181.

19. Crane Reports on Sources of White Oak

Early in January 1827, the department called on the commandant to provide it with the prices paid for white oak timber at the yard since 1822. The board had been receiving unfavorable comments respecting canal timber from New York, but they were desirous of securing Naval Constructor Barker's opinion as to its quality and durability.[82]

A review of the files enabled Captain Crane to prepare a list of the white oak timber, its origin, and price. On doing so, he found that:

In 1821 about 39,000 feet of promiscuous timber was received from New Hampshire by canal and by land from this vicinity at a cost of . . . . . 27-1/2¢

In 1822 about 11,000 feet was received from this vicinity for . . . . . 28-1/11¢

In 1822 about 10,000 feet was received from Virginia of John Ross for . . . . . 37-1/2¢

In 1822 about 10,000 feet was received from James Tongue of Maryland for . . . . . 43-1/2¢

In 1822 keels and keelsons were received for a 74 and a 44 from Maryland for . . . . . 70¢

In 1823 about 2,000 feet was received from this vicinity for . . . . . 25-1/4¢

In 1824 about 1,000 feet was received from this vicinity for . . . . . 24-1/2¢

In 1825 about 3,000 feet was received from this vicinity for . . . . . 32¢

In 1825 about 9,000 feet was received from John Ross of Virginia for . . . . . 45¢

In 1826 about 18,000 feet was received from this vicinity for . . . . . 33-1/2¢

In 1826 about 10,000 feet was received from J. Ross and R. B. Mason of Virginia for . . . . . 45¢

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82. Bainbridge to Crane, January 13, 1827, NA, RG 45, Letters Sent, BNC. Master Builder Barker has been recently promoted to naval constructor.

In 1826 3 pieces for keel and keelson of sloop Falmouth were selected from a lot of Erie Canal timber for . . . . . 75¢

The Erie Canal timber, he noted, as of "large growth" and was superior in length and size. It was, however, not as heavy or firm.[83]

20. Manpower Requirements for the 1827 Program

In late April to meet his responsibilities and yard deadlines, Commandant Crane directed Naval Constructor Barker to employ sufficient manpower to enable him to complete during the year the two 74s and Cumberland.

The number of carpenters currently on the payroll was 110. Barker had stated that 150 would be needed to carry this order into effect and to complete Sloop No. 3. He was adding men daily and would soon reach the desired number.

The master blacksmith listed 30 smiths on the job, which was insufficient to meet requirements. As all the forges were in use, he could not bolster his force.

There were 50 in Master Joiner Pierce's gang, and he would need double that number, if he were to accomplish his goal. The master sparmaker would likewise have to double his 15-man crew. The sailmaker's force was capable, without being reinforced, to meet the yard's demands. Blocks for the two 74s had been completed and were in storage, while those for Cumberland were under contract.[84]

C. The Sloop-of-War Building Program

1. The Background

For a number of years the Board of Commissioners had under study the design of a new class of sloops. Commodore Rodgers,

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83. Crane to Bainbridge, January 20, 1827, NA, RG 45, Letters Received, BNC.

84. Crane to Bainbridge, April 29, 1827, NA, RG 45, Letters Received, BNC.

the board's president from 1815 until 1824, was keenly interested in sloops, while the War of 1812 had demonstrated that much could be expected from this class. In 1819 the board had called on Naval Constructor Henry Eckford to submit plans of a corvette. In compliance with this request, he prepared the lines for a craft 124 feet between perpendiculars, 32 feet moulded beam, and with a 15-foot hold depth. Nothing came of this design until 1824 when the need for sloops, particularly in the Pacific, where American interest in the Oregon Country and on the west coast of South America required protection, again engrossed the commissioners' attention. They called for additional designs. Plans were accordingly prepared by Naval Constructors Samuel Humphreys, John Floyd, and Francis Grice. The Humphreys' design for a vessel 126 feet 6 inches between perpendiculars, 33 feet 9 inches moulded beam, and 15 feet 3 inches depth of hold appealed to the board. After a few modifications, including substitution of a round stern for a transom stern, it was accepted.

It was determined by the department to build ten sloops from this design, the first to be laid down at the Charlestown Navy Yard.[85]

2. Inventorying, Contracting for, and Storing Timber

Before proceeding any further, the board called upon Acting Commandant Shubrick for information on the quantity and type of timber on hand. On February 12, 1825, Shubrick advised the board that there was stockpiled at the yard 41,612 cubic feet promiscuous white oak timber; 1,054 cubic feet promiscuous white oak for gun carriages for "gradual increase"; 11,946 cubic feet promiscuous white oak timber; and 918 cubic feet promiscuous white oak timber for gun carriages for repairs.[86]

After studying these figures, the commissioners called on Shubrick for a report. They desired to know the quantity of live oak on hand

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85. Chapelle, American Sailing Navy, pp. 340-44.

86. Shubrick to Bainbridge, February 12, 1825, NA, RG 45, Letters Received, BNC.

over and above that designated for the two 74s, the 44, and the recently authorized sloop that could be applied to construction of a second sloop of from 500 to 600 tons.[87]

Acting Commandant Gwinn replied that all the live oak on hand was earmarked for completing 74 No. 2, building a frigate and sloop, and repair of Java.[88]

To provide the needed timber, the board planned to advertise and award contracts. Acting Commandant Gwinn urged the board to follow these guidelines. When contracts were entered into for white oak, whether for plank stock or promiscuous purposes, it was to be delivered rough squared as the tree grew, with about 2 or 3 inches wane on the corners. The price was to be governed by the size, quality, and length. Timber was preferred to plank.

Yellow pine timber, whether for plank stock, promiscuous purposes, masts or spars, was to be delivered hewn square. It should show not less than one-third heart on all sides. Timber intended for masts and spars was to be squared, as it reduced the chance for damage in transit.

White oak knees were to be shipped with their body sided to the diameter of the arm.[89]

The timber on receipt, whether docked or stored in sheds, was to be marked but not numbered. To brand on numbers would require a large number of hands and much time. He questioned whether it would be practicable at this season to hire the labor needed for this task.[90]

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87. Bainbridge to Gwinn, March 2, 1825, NA, RG 45, Letters Sent, BNC.

88. Gwinn to Bainbridge, March 7, 1825, NA, RG 45, Letters Received, BNC.

89. Gwinn to Bainbridge, May 8, 1825, NA, RG 45, Letters Received, BNC.

90. Crane to Bainbridge, July 15, 1825, NA, RG 45, Letters Received, BNC.

3. "Boston" Is Built, Launched, and Puts to Sea

On March 2, 1825, the board notified Acting Commandant Gwinn that he was to make preparations for building a sloop-of-war.[91] On checking with Master Builder Barker, Lieutenant Gwinn learned that, as necessary timber was on hand, ways for the sloop could be built in seven working days, for $300.[92]

Commodore Bainbridge, who had traveled to Boston to facilitate his family's move to Washington, gave Gwinn the go ahead. On March 16, work was commenced on the building ways. They were finished by the end of the month, but it was May 13 before the sloop's keel was laid.[93]

Poor progress was made during the next four months. On August 17, Lieutenant Gwinn notified the board that the earliest day for the launching would be September 20. This was because "the carpenters did not work as steadily" as he desired. There seemed to be "always several sick, & others absent themselves through idleness, thinking as they get a little more wages than usual." But for the scarcity of carpenters, he would have fired those "in the practice of so frequently absenting themselves."[94]

Work, however, continued to drag, and it was 1 P.M., on Saturday, October 15, before the 700-man sloop was launched. Almost as soon as she was in the water, workmen commenced outfitting her.[95]

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91. Shubrick to Bainbridge, February 12, 1825, and Bainbridge to Gwinn, March 2, 1825, NA, RG 45, Letters Received and Sent, BNC.

92. Gwinn to Bainbridge, March 10, 1825, NA, RG 45, Letters Received, BNC.

93. Charlestown Navy Yard Journal, March 13-May 13, 1825, NA, RG 181.

94. Gwinn to Bainbridge, August 17, 1825, NA, RG 45, Letters Received, BNC. Before construction commenced, it had been estimated that it would take four months to build the sloop.

95. Crane to Bainbridge, October 12, 1825, NA, RG 45, Letters Received, BNC.

On November 16, the commissioners selected a name for the vessel. She was called Boston, the fourth warship to bear the name.[96]

Secretary of the Navy Southard was desirous that Boston be sent to sea at an early date. The board accordingly alerted Commandant Crane to have her sails bent and everything sent aboard, so she would be ready to weigh anchor on the arrival of her officers and crew.[97]

On January 12, 1826, Boston (Captain B.V. Hoffman) was hauled into the stream, and on the 16th she proceeded to sea with a favorable wind. She was bound for New York City, with a crew of 100 men and boys.[98]

4. The Building, Launching, and Sailing of "Warren"

On August 26, 1825, work began on the moulds for a second sloop-of-war.[99]

With a new building season at hand, Commandant Crane, in mid-April 1826, was eager to begin building sloop No. 2. Writing the board, he argued, they could save $4,000 in building sloops Nos. 2 and 3, if one were erected under shiphouse No. 3 and the other on Boston's ways. If he were authorized, the frames could be stowed in the wings of shiphouse No. 3 as they were received.[100]

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96. Bainbridge to Crane, November 16, 1825, NA, RG 45, Letters Sent, BNC.

97. Bainbridge to Crane, December 28, 1825, NA, RG 45, Letters Sent, BNC. By December 6 she was rigged, ballasted, her ground tier of water casks (14,000 gallons) stowed, shot sent aboard, and guns mounted.

98. Crane to Southard, January 17, 1826, NA, Captains' Letters, Microcopy M-125.

99. Charlestown Navy Yard Journal, August 26, 1825, NA, RG 181.

100. Crane to Bainbridge, April 15, 1826, NA, RG 45, Letters Received, BNC.

The board, however, was unready to think about sloop No. 3. Orders were accordingly drafted for Crane to see that sloop No. 2 was built on Boston's ways.[101] On June 1, the carpenters commenced working on the vessel, and on July 29 began raising her frames. By mid-August the frame was up, and on the 23d the commissioners named her Warren. Apprised that she was well advanced, the board, on November 20, called for her to be launched as soon as feasible.

Warren was launched on the 29th, and on the last day of November hauled upon the flats and careened, preparatory to coppering her bottom.[102]

On December 23, the board called on the yard to have the sloop provisioned and ready to "sail on the shortest notice." By January 15, 1827, everything having been sent aboard except her powder and purser stores, Warren was hauled into the stream. The weather now turned terribly cold, and on the 18th the mercury stood at five degrees below zero. Ice rapidly formed in the Charles. By the morning of the 19th the harbor was frozen over as far as the Castle, and by the 23d to President Roads. The weather moderated in early February. On the 8th Warren was free of the ice, and for the first time since January 19, she swung on her anchors with the tide.

This good news was dampened by a 3-foot snowfall on the 10th, followed by a wild gale out of the northwest on the 11th, which whipped the new fallen snow about, "so as to prevent objects being seen but a short distance." By nightfall the harbor was again closed by ice.

On February 12, Warren's sailing orders reached the yard, but another week passed before the weather warmed and the ice broke up.

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101. Bainbridge to Crane, April 21, 1826, NA, RG 45, Letters Sent, BNC.

102. Charlestown Navy Yard Journal, June 1-December 31, 1826, NA, RG 181; Bainbridge to Crane, November 20 and December 23, 1826; Crane to Bainbridge, August 15, and November 29, 1826, NA, RG 45, Letters Sent and Received, BNC.

On the 20th the sloop finally got underway and dropped anchor off Long Wharf. Forty-eight hours later, she sailed for the Mediterranean, commanded by Master Commandant Lawrence Kearny.[103]

5. Work on Sloop No. 3 Begins

On March 1, 1827, the board notified Commandant Crane that the yard was to proceed with construction of sloop-of-war No. 3, as the materials were received.[104]

Her keel was laid immediately, and by March 5 her stem and stern posts were up.[105]

D. The Building of "Cumberland"

1. The Construction of the Ways and Shiphouse

In 1825 Congress, with the two 74s in an advanced stage of construction, made funds available to begin building the 44-gun frigate authorized nine years before. The site selected by the board for the building ways was between shiphouse No. 2 and the smithery, with its centerline 260 feet southwest of the former.[106]

Master Builder Barker estimated the cost of the building and launching ways at:

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103. Charlestown Navy Yard Journal, January 1-February 22, 1827; Crane to Bainbridge, January 19 and 22, and February 10, 1827, NA, RG, Letters Received, BNC.

104. Bainbridge to Crane, March 1, 1827, NA, RG 45, Letters Sent, BNC.

105. Crane to Bainbridge, March 5, 1827, NA, RG 45, Letters Received, BNC.

106. Bainbridge to Shubrick, Feburary 16, 1825, NA, RG 45, Letters Sent, BNC.

for building ways:

Three stone walls under keel & bilge 220 feet long, average 5 ft. thick and 9 ft. high = 1,228 perches at $2	$2,456
Twenty thousand feet pine timber for cross ways at 12¢ per ft	2,400
Labor for laying timber 500 days' work at 1.40¢	700
Total	$5,556

for launching ways:

Twelve thousand feet pine lumber for cobb work outside of the stone walls at 12¢	$1,440
Three thousand feet oak timber for sliding plank at 20¢	600
Labor on same 400 days' work 1.40¢	560
Two hundred tons ballast, etc., sink ways at 75¢	150
Total	$2,750
Total	$8,306[107]

Agent Binney, on soliciting proposals, found that Bowditch, who had built the ways for 74 No. 2, would erect the stone walls for the 44's ways for $1.92 per perch and complete them in ten weeks. Barker had assured Acting Commandant Gwinn that another six weeks would be required to complete the ways, after the walls had been laid.[108]

Bowditch, however, did not submit the low bid. That was done by Levi Bates and William Wood. Accordingly, on April 5, Binney signed an

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107. Barker to Gwinn, Feburary 22, 1825, NA, RG 45, Letters Received, BNC.

108. Gwinn to Bainbridge, February 23, 1825, NA, RG 45, Letters Received, BNC.

agreement with Bates and Wood for the stonework and foundations of the building and launching ways and the wharf wall.[109]

To enable Agent Binney to solicit proposals, the commissioners had called on Commandant Crane to provide him with the length, depth, and thickness of the outside walls for the proposed structure.[110]

On May 8, this was done, and plans and estimates of these stone walls, etc., were mailed to the board.[111]

The commissioners, before making a decision on the subject, requested the yard to provide them with estimates for construction of a shiphouse identical to the one recently erected at Portsmouth.[112]

The commissioners were compelled to drop this idea, when they learned that Bates and Wood had already completed the centre wall for the keel and a major part of one of the bilge walls, and that the dimensions differed from those of the Portsmouth shiphouse. Commandant Crane would therefore have the structure built to the plans and specifications of shiphouse No. 2.[113]

By late July timber for the sills had been hewed and some scarfed together. A few rafters and beams had also been shaped. The walls for the keel and bilge ways were nearly finished, while work had been commenced on the foundation walls for the shiphouse.[114]

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109. Binney to Bainbridge, April 5, 1825, NA, RG 45, Letters Received, BNC.

110. Bainbridge to Crane, April 25, 1825, NA, RG 45, Letters Sent, BNC.

111. Gwinn to Bainbridge, May 28, 1825, NA, RG 45, Letters Received, BNC.

112. Ibid.

113. Binney to Bainbridge, June 2, 1825, and Bainbridge to Crane, June 1 and 7, 1825, NA, RG 45, Letters Received and Sent, BNC.

114. Crane to Bainbridge, July 20, 1825, NA, RG 45, Letters Received, BNC.

The ways had been so far completed by late October that a few hands were now hewing timber for the 44's keel. When laid, it should be on blocks in a wing of shiphouse No. 2, as it would be spring before shiphouse No. 3 was raised. The keel, if laid on its intended ways, would be much exposed during the winter.[115]

In mid-November the commissioners had raised no objection, so the keel was laid as Crane outlined.[116]

Captain Crane submitted a progress report in mid-January 1826. The frame for shiphouse No. 3, he noted, covered the ground where Cumberland's frame must be laid out. They were hauling down the frame for the shiphouse, the sills were positioned, and the floor framed ready for planking.[117]

On February 3, the board called on Commandant Crane for data on the size stone employed in building the frigate ways, whether any hewn stone was used, and what prevented the walls of the bilge ways from giving way.[118]

Rough stone, split flat and square, and weighing from ten pounds to three tons had been used in construction of the ways, Crane answered. Describing the construction, he continued, the bilge walls, to the inner wall of the dock, were backed with stone ballast, and the remainder filled with earth to the top of the crossways. They were also filled with ballast and earth from the center to the bilge walls, making them solid between the two inner dock walls.[119]

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115. Crane to Jones, October 31, 1825, NA, RG 45, Letters Received, BNC.

116. Crane to Jones, November 23, 1825, NA, RG 45, Letters Received, BNC.

117. Crane to Bainbridge, January 18, 1826, NA, RG 45, Letters Received, BNC.

118. Bainbridge to Crane, February 3, 1826, NA, RG 45, Letters Sent, BNC.

119. Crane to Bainbridge, February 8, 1826, NA, RG 45, Letters Received, BNC.

A large number of hands were soon busy raising the frame of shiphouse No. 3. By the evening of February 20, all the frames were positioned.[120]

On July 5, with the ways and shiphouse completed, Commandant Crane submitted a financial report on their construction. It showed:

Building wharf and ways to shiphouse No. 3.

For labor		$ 818.64
For timber		1,976.51
For stone ballast		2,215.90
Amount of Bates' bill for laying wall		2,006.67
	Total	$ 7,017.72

Flooring shiphouse No. 3

For labor to June 1		$ 601.60
For materials		2,085.70
Probable cost of labor to complete		400.00
	Total	$ 3,087.30

Cost of building shiphouse No. 3

For materials		$14,231.24
For labor		9,615.28
	Total	$23,846.52[121]

2. "Cumberland" Takes Shape

On December 22, 1825, the Board of Commissioners selected a name for the frigate. She was to be called Cumberland.[122]

By the end of 1826 the frigate's frame was "up squared and filled in board as high as futtocks & keelson in floor heads." Only a small part of the blacksmith work was done. These spars had been shaped: one mainyard, two maintopsailyards, one foreyard, two foretopsailyards, one

120. Crane to Bainbridge, February 20, 1826, NA, RG 45, Letters Received, BNC.

121. Crane to Bainbridge, July 6, 1826, NA, RG 45, Letters Received, BNC.

122. Bainbridge to Crane, December 22, 1825, NA, RG 45, Letters Sent, BNC.

cross jackyard, two mizzentopmasts, two maintopmasts, one foretopmast, two jibbooms, and one spankerboom.

To complete Cumberland for launching would require:

for labor in the carpenters' department . . .	$35,000
for labor in the blacksmiths' department . . .	9,300
for labor & materials in the joiners' department .	5,647
for labor & materials in the caulkers' department .	5,175
for labor & materials in the painters' department .	2,800
for labor & materials in the sparmakers' department	2,250
Total	$60,172[123]

E. The Repair and Outfitting of "Java"

1. Initial Preparations

On February 23, 1825, the board, now headed by Commodore Bainbridge, notified Acting Commandant Shubrick that the receiving ship Java was to be repaired for sea.[124] Two weeks before the commissioners had authorized Agent Binney to contract for 500 tons of white oak timber to be delivered at the yard before June 1. It was to be allotted: 150 tons for the frigate, 200 tons for a sloop, and 150 tons for repair of Java. The timber was to be at least 45 feet in length and suitable for waterways, wales, and thick stuff. On being delivered, it was to be docked.[125]

Shubrick, on discussing the situation with Master Builder Barker, found that it would take about three weeks to prepare the blocks or ways for Java, and the labor costs thereof would be about $250.[126] To reduce the expense, the ordinary men were to prepare the ways.[127]

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123. Crane to Bainbridge, January 5, 1827, NA, RG 45, Letters Received, BNC.

124. Bainbridge to Shubrick, February 23, 1825, NA, RG 45, Letters Sent, BNC.

125. Bainbridge to Shubrick, February 7, 1825, NA, RG 45, Letters Sent, BNC.

126. Gwinn to Bainbridge, February 22, 1825, NA, RG 45, Letters Received, BNC.

127. Bainbridge to Gwinn, February 28, 1825, NA, RG 45, Letters Sent, BNC.

2. Docking the Frigate

Preparatory to docking the frigate, the men assigned to ordinary and the receiving ship were transferred to Independence. Then, on April 3, advantage was taken of an extremely high tide, occasioned by a strong east wind, to dock Java on the southwest side of shiphouse No. 1. It was necessary to lift her from 18 to 21 inches. Fifty-six 400-gallon water casks were positioned under her bottom at a depth of 5 feet from the surface, "a very ingenious method," and two jackscrews under her stern. By this means, she was raised 2-1/2 feet abaft and 1-1/2 feet forward, and placed on the ways.

Though she was docked, her repairs was deferred to expedite building of Boston. Five months passed before Master Builder Barker, on September 12, turned a force of mechanics and laborers on to Java.[128]

3. The Repairs Prove Expensive and Time Consuming

Several days earlier, Captain Crane had written the board that there were not enough "materials at the yard to complete repair of Java's hull, unless the board authorized use of the short beam pieces belonging to the 44's frame, and those delivered for 74 No. 1 which were not received until after the beams had been built into the ship." As yet, very little timber had been offered for sale at Boston in 1825.[129]

To beef up the work force, a number of carpenters, with Boston nearly ready to be launched, were transferred to Java. This caused problems. Carpenters employed on the frigate objected to the failure to increase their wages, as men engaged in their trade were receiving two dollars per day at nearby private yards. Because of the injury done their tools, they preferred working on the sloop at $1.75 per day. Unless the two-dollar wage was sanctioned, Commandant Crane feared it

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128. Charlestown Navy Yard Journal, April 3-September 12, 1825, NA, RG 181.

129. Gwinn to Bainbridge, September 10, 1825, NA, RG 45, Letters Received, BNC.

would be impossible to employ workmen for Java.[130] The board, however, took a hardline and no raise was given.

On the last day of October, Captain Crane reported that Master Builder Barker had found Java in much worse condition than when surveyed in 1824, and her repair would be expensive. Despite these problems, the project was progressing.[131]

Shortly after the beginning of 1826, the board directed Captain Crane to divide his carpenters between repair of Java and building of Cumberland.[132]

On January 14, Captain Crane notified Washington that the frigate's orlop beams had been secured and the decking was being laid. He wished to know if the board wished her built-up as before, or "with bulwarks and gun ports on the gang ways."[133]

Java was to be built-up with waist posts on the spardeck similar to Brandywine and other new frigates, the board replied.[134]

Early in March, Master Builder Barker cautioned that it would be July before Java's carpentry work was completed. To complicate matters, ten of the mechanics had recently left for New Brunswick, where they could earn two dollars per day and board.

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130. Crane to Bainbridge, September 18 and 19, 1825, NA, RG 45, Letters Received, BNC.

131. Crane to Jones, October 31, 1825, NA, RG 45, Letters Sent, BNC.

132. Bainbridge to Crane, January 11, 1826, NA, RG 45, Letters Sent, BNC.

133. Crane to Bainbridge, January 14, 1826, NA, RG 45, Letters Received, BNC.

134. Bainbridge to Crane, January 18, 1826, NA, RG 45, Letters Sent, BNC.

On checking, Commandant Crane learned that Java had one suit of spare sails, but they were thin and much worn; her fore and aft sails had been turned over to other vessels.[135]

The board's only comment on these reports was to urge that the frigate's repair be expedited.[136]

On receipt of this message, Captain Crane advised the commissioners that to outfit Java, he required all the standing and running rigging, and all the cables, hawsers, and towlines. Anchors and kedges could be supplied from the general service, as they were on hand. Some of the water casks had been condemned, the remainder had been turned over to the yard and shaken. There were enough in the yard for Java. The boats (with some repairs) might probably be taken from other vessels at the yard with exception of a launch. A gallery would be required. An engine, magazine, top lanterns, sextants, chronometer, quadrants, mathematical instruments, and charts were wanted. Gun tackles, a forge, eight long gunlocks, and 17 for carronades were required. One suit of sails had been taken for United States and many for Brandywine.[137]

The board, after studying Crane's report, directed that all equipment, except the running rigging, cables and hawsers, and setting up the water casks, be attended to. All articles taken from her for other vessels must be replaced by requisitions, chargeable to the ships for which they were taken.[138]

To guide Crane in making the assessments, the board informed him that the value of articles taken from Java for other vessels totaled $6,457.03. The breakdown showed:

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135. Crane to Bainbridge, March 3, 1826, NA, RG 45, Letters Received, BNC.

136. Bainbridge to Crane, March 24, 1826, NA, RG 45, Letters Sent, BNC.

137. Crane to Bainbridge, March 31, 1826, NA, RG 45, Letters Received, BNC.

138. Bainbridge to Crane, April 6, 1826, NA, RG 45, Letters Sent, BNC.

United States	one suit of sails	$3,829.50
Spark	gunners' stores	553.43
Alligator	gunners' stores	439.25
Alligator	carpenters' stores	25.00
Alligator	cabin furniture	8.00
Alligator	sailmakers' stores	1.25
Constitution	carpenters' stores	91.25
Constitution	gunners' stores	1,449.35
Constitution	cabin furniture	24.00
Gunboat	cabin furniture	36.00
	Total	$6,457.03[139]

Requisitions for up to $10,000 in cordage for Java were to be made on Isaac Davis. It was to be received at a price of 14 to 15 cents per pound. The former figure was for cables and spun yarn, the latter for breechings, bolt rope, and standing and running rigging.[140]

In late May, Captain Crane advised the board that the frigate's fore-, main-, and mizzenmasts shaped by Mr. Harris in 1818, were defective at the heels.[141]

In repairing the spardeck, 3-1/3-inch New Hampshire white pine plank was employed. The same material had been used for rehabilitating Constitution's spardeck in 1820-21. It was Barker's opinion that his fabric was equal to southern yellow pine for "strength & durability" for the spardecks of warships.[142]

4. Undocking and Coppering the Frigate

On June 19, 1826, the frigate was taken off the dock, where she had been under repair, and moored at her former anchorage. Heavy rains during the second week of August kept the ordinary men

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139. Bainbridge to Crane, April 24, 1826, NA, RG 45, Letters Sent, BNC.

140. Bainbridge to Crane, June 26, 1826, NA, RG 45, Letters Sent, BNC.

141. Crane to Bainbridge, May 26, 1826, NA, RG 45, Letters Received, BNC.

142. Barker to Crane, May 5, 1826, NA, RG 45, Letters Received, BNC.

from heaving her down at the lower wharf for coppering. She was finally heaved down on the 29th. By mid-September her bottom was coppered and preparations were being made to take out her masts. On the 18th Java was righted and she was hauled off to her Charles River anchorage.[143]

During the weeks after she was coppered, her masts and bowsprit were removed and stored in the masthouse for the winter.[144]

5. Pushing the Project to Completion

At the beginning of 1827, the board inquired, when will Java be outfitted for sea?[145] After discussions with Naval Constructor Barker, Agent Harris and his staff, Captain Crane reported that she would be ready to sail by early April.[146]

Acknowledging this communication, the board directed that she be fitted for service in the Mediterranean, as soon as practicable.[147]

The repair of Java progressed as rapidly as the weather would permit. Naval Constructor Barker anticipated that the joiners and carpenters would be finished by March 31, the ballast stored, and the ship under the shears ready for masting. Stores were being collected, her sails were ready, while her awnings, cots, and bags would be finished within the week. To outfit her, 100 men (half seamen), two

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143. Crane to Bainbridge, August 15 and 29, September 12, 1826, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, June 21-September 21, 1826, NA, RG 181.

144. Bainbridge to Crane, August 24, 1826, NA, RG 45, Letters Sent, BNC.

145. Bainbridge to Crane, January 24, 1827, NA, RG 45, Letters Sent, BNC.

146. Crane to Bainbridge, January 29, 1827, NA, RG 45, Letters Received, BNC.

147. Bainbridge to Crane, February 3, 1827, NA, RG 45, Letters Sent, BNC.

lieutenants, a sailing master, six or eight midshipmen, a boatswain, gunner, carpenter, and sailmaker, would be very useful.[148]

No time was squandered in implementing this request. On March 24, 36 recruits arrived by ship from Philadelphia for duty aboard the frigate.[149]

6. She Receives Her Crew and Sails for the Mediterranean

A ten-day spell of foul weather, ending on May 4, delayed the yard work force. Advising the department of this, Commandant Crane announced that he had again turned all hands to. Provided there were no more hitches, she would be away from the wharf and anchored in the channel by next Monday, the 7th. Orders would then be given for the first lieutenant to drill the men at the guns and to "exercise the sails" twice daily.[150]

The yard failed to meet this deadline. On May 10 she was hauled from the wharf and made fast "outside Columbus" in the Charles. The next day, despite strong winds from the southeast and a driving rain, the hands were turned to and she was taken alongside Long Wharf.

On June 1, Java and the yard exchanged salutes, as Captain Crane boarded and assumed command of the frigate, hoisting his broad pennant. At 6:30 A.M., on the 5th, she weighed anchor and made sail. She was soon becalmed and compelled to anchor in President Roads until the 9th, when she sailed for the Mediterranean.[151]

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148. Crane to Bainbridge, March 7, 1827, NA, RG 45, Letters Received, BNC.

149. Charlestown Navy Yard Journal, March 24, 1827, NA, RG 181.

150. Crane to Southard, May 4, 1827, NA, Captains' Letters, Microcopy M-125.

151. Charlestown Navy Yard Journal, May 1-June 11, 1827, NA, RG 181.

F. Work Continues on the 74s

1. Naming the 74s

On December 22, 1825, the commissioners notified Captain Crane that the first 74 commenced would be Virginia and the second Vermont. Seventeen months later, the board changed its mind: the names of the 74s were transposed, the one laid down in 1818 and housed in shiphouse No. 1 became Vermont and the one in shiphouse No. 2 Virginia.[152]

2. Status of "Vermont" and "Virginia" in 1827

In the spring of 1827, Naval Constructor Barker reported Vermont's hull completed, excepting a few strakes of planks on each deck, and two strakes of bottom plank. A few treenails and bolts had to be driven and the rail fastened. Channels had to be put on the cutwater. The quarter galleries and rudder had to be made; the spardeck capstan finished; the "stuff" for the lower gundeck carriages got out; and she had to be coppered.[153]

The blacksmiths had finished part of their work, while the joiners had prepared and seasoned most of their stuff. The sparmakers had completed one mainyard, two maintopsailyards, one foreyard, two foretopsailyards, one crossjackyard, one mizzentopmast, two foretopgallantmasts, two mizzentopgallantmasts, and one maintopgallantmast.

The vessel had been primed throughout and varnished.

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152. Bainbridge to Crane, December 22, 1825 and April 16, 1827, NA, RG 45, Letters Sent, BNC.

153. Barker to Crane, May 7, 1827, NA, RG 45, Letters Received, BNC.

To complete her for launching would require for:

labor of carpenters	$10,000
labor by joiners and materials	4,750
labor by blacksmiths	6,500
labor by sparmakers	3,000
labor by painters and materials	3,100
labor by caulkers and materials	8,834
Total	$36,184

Virginia was almost as far along. Her hull was sound and in good condition and complete, except for planking the stern; her masts and yards were nearly complete; her gun carriages "partly got out"; her boats built; and considerable progress made on her inboard works.

To have the vessel ready to be launched would involve these expenditures:

labor by caulkers and materials	$ 8,677
labor by carpenters and materials	10,000
labor by joiners and materials	6,750
labor by blacksmiths	9,000
labor by sparmakers	3,000
labor by painters and materials	3,500
Total	$40,927[154]

G. Supplying the Overseas Squadrons

Among the yard's functions that assumed increasing importance in the 1820s was the sending of supplies to squadrons in foreign waters. In late June 1826, Commandant Crane was directed to make requisitions on W. & J. Dewall and D.D. Broadhead, the contractors for these slops: 1,768 bluecloth jackets, 2,168 flannel trousers, 2,468 flannel shirts, 1,968 flannel drawers, 1,000 wool hats, 500 banians, 1,368 blankets, 2,000 pair of shoes, 2,168 pair of stockings, 500 hair mattresses, 750 bluecloth vests, 567 pea jackets, 1,000 silk handkerchiefs, and 600 red vests.[155]

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154. Crane to Bainbridge, January 5, 1827, NA, RG 45, Letters Received, BNC.

155. Bainbridge to Crane, June 29 and July 1, 1826, NA, RG 45, Letters Sent, BNC.

Arrangements were to be made at the same time for shipment of these provisions and stores: 684 barrels of beef; 570 barrels of pork; 500 barrels of flour; 630 bushels beans or peas or half of each; 5,600 pounds of butter; 2,800 gallons of vinegar; 2,800 gallons of molasses; 20,000 gallons of whiskey; 100 boxes spermaceti candles; 100 rough oars, 16 to 18 feet long; 500 feet running measure 3-1/2 by 4-1/2-inch oak plank; 500 feet running measure 3-1/2 by 4-1/2-inch pine plank; and 500 feet of superficial measure 3/4-inch oak boards.[156]

These articles were to be sent aboard the brig America, scheduled to sail for Port Mahon, the depot for the Mediterranean Squadron, in August.

Then, on September 1, Captain Crane was instructed to ship to Valparaiso for the South Pacific Squadron these items to be requisitioned through Agent Harris: 25 barrels of flour, 1,825 pounds of butter, 830 gallons of molasses, 6,829 gallons of whiskey, 230 bushels of peas or beans, 730 white flannel shirts, 730 white flannel drawers, 730 pair yarn stockings, 730 silk handkerchiefs, 730 duck frocks, 730 duck trousers, 730 blankets, 730 hats, and 1,460 pairs of shoes.[157]

More than four months slipped by before a suitable vessel was chartered to take these provisions and slops around Cape Horn. On February 20, 1827, Bancroft was moored to the wharf and shipped her cargo.[158]

Meanwhile, the board had called upon Commandant Crane to send to Port Mahon for the Mediterranean Squadron: 80 barrels of flour, 256 barrels of beef, 225 barrels of pork, 6,500 gallons of whiskey, 925 gallons of molasses, 925 gallons of vinegar, 25 boxes of spermaceti

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156. Bainbridge to Crane, July 7, 1826, NA, RG 45, Letters Sent, BNC.

157. Bainbridge to Crane, September 1, 1826, NA, RG 45, Letters Sent, BNC.

158. Charlestown Navy Yard Journal, February 21, 1827, NA, RG 181.

candles, 329 duck frocks, 329 duck trousers, 329 banians, 317 silk handkerchiefs, 456 pairs of shoes, and 50 hair mattresses.[159]

On February 28 the brig Traveller was hauled into the wharf to load these provisions and slops. It took the ordinary men four days to stow these items.[160]

H. The Board Contracts for Stores and Supplies

The commissioners in the autumn of 1823 advertised for proposals to supply the navy yards in 1824 with various categories of stores. In mid-January, having opened and abstracted the bids, the board awarded contracts for furnishing: (a) all articles of ship chandlery, and paints and oils to Devens & Thompson; (b) slop clothing to John D. Dyer; (c) groceries and fine and super fine flour, except bread and spermaceti candles, to George W. Brown of New York; and (d) bread to Stephen Harris of Norfolk.[161]

On March 16, 1824, the contract for supplying fresh vegetables and beef to the Charlestown Yard and Boston Station was awarded for the year by the board to Edward Macumber, the low bidder. Four weeks later, S. Judd was given the sperm oil and candle contract by the board, and a Mr. Kidder the medical stores contract.[162]

Seven months later, in mid-October, the board contracted with Charles Ridgely for round and flat iron and with Michael Williamson for square iron.[163]

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159. Bainbridge to Crane, January 31, 1827, NA, RG 45, Letters Sent, BNC.

160. Charlestown Navy Yard Journal, February 28-March 4, 1827, NA, RG 181.

161. Rodgers to Bainbridge, January 17, 19, and 23, 1824, NA, RG 45, Letters Sent, BNC.

162. Rodgers to Bainbridge, March 16 and April 19, 1824, NA, RG 45, Letters Sent, BNC.

163. Rodgers to Bainbridge, October 18, 1824, NA, RG 45, Letters Sent, BNC.

In December 1824, the board, having solicited, received, and abstracted a number of proposals, entered into contracts for supplying the yard and station during the next 12 months with: Scribner & Hitchcock for whiskey; O.W. Ogden for bread; Devens & Thompson for ship chandlery, paints, and oils; D.D. Broadhead for shoes and slop clothing; Benjamin Thompson for groceries; E.A. Winchester for beef and vegetables; and H. Chapman & Co., J.W. Lewis, and J.M. Davis for cordage.

It was recommended that requisitions for non-perishable items be made quarterly by the commandant and they be stowed in the Navy Store.[164]

The board, in December 1825, awarded contracts to these firms for supplying the Charlestown Yard during the next 12 months:

L. Harris & Son	Bread
H. Lewis	Cordage
B. Joy	Canvas
Devens & Thompson . . .	Paints, oils, and sperm oil
F. A. Stewart	Candles, butter, flour, rice, and whiskey
W. & J. Dewall	Pea jackets, red vests, and silk handkerchiefs
D.D. Broadhead	Mattresses, and all slop clothing, except that supplied by Dewall Bros.[165]

I. Improvement and Maintenance of Yard Structures and Grounds

1. Funding the Improvements Program

For improvements to the yard in 1825, Secretary Southard called on Congress for $10,000 for building a wall and purchase of land; $2,500 for leveling the yard; $2,500 for repair of wharves and buildings; and $5,000 for wharf construction.

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164. Bainbridge to Shubrick, December 30, 1824, NA, RG 45, Letters Sent, BNC.

165. Bainbridge to Crane, December 31, 1825, NA, RG 45, Letters Sent, BNC.

Congress appropriated the desired sum, and on March 14, President of the Board of Commissioners Bainbridge notified Acting Commandant Gwinn that there was $20,000 available for "Improvements & Repairs" to the yard during the year. Undoubtedly recalling his actions, Commodore Bainbridge warned that under no circumstances was this sum to be exceeded unless the commandant first obtained the sanction of the commissioner. All expenditures exceeding $100 were to be first submitted to the board, along with a justifying statement, and a detailed estimate.[166]

Less than 90 days later, the board cautioned that Congress had so reduced the appropriation for improvements to navy yards, especially for the Charlestown facility, that Captain Crane was to "curtail every expenditure . . . as far as practicable, without serious injury to the service."[167]

To fund yard improvements in 1826, Secretary of the Navy Southard requested a $40,000 appropriation. This was to cover the cost of: a stone wall to enclose the yard; building and launching ways for a 44-gun frigate; launching ways for a 74; a causeway to connect the two building ways with the smithery; cutting down and leveling the yard; timber sheds; shiphouses; mast houses; quarters for accommodation of officers assigned to the yard; additional wharves and repair of wharves; and repair of structures.[168]

Meanwhile, Commandant Crane had written the board concerning his program. To complete the improvements authorized by the department and commenced the previous year required these sums:

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166. Preble, "History of the Boston Navy Yard," pp. 150-51; American State Papers, Naval Affairs, Vol. I, p. 1022.

167. Bainbridge to Crane, June 9, 1825, NA, RG 45, Letters Sent, BNC.

168. "Estimates for improvements and repair of navy yards--explanatory of sixth item of appropriation," found in American State Papers, Naval Affairs, Vol. II, p. 122.

for a mast house	$10,000
for anchor hoy	600
for completion of stone wall	5,000
for painting four new quarters and landscaping the grounds	1,000
for incidental labor about yard	1,200
for levelling hill on Salem Turnpike, employing 40 laborers per diem, and 6 yoke of oxen	14,000
Total	$31,800[169]

The board, after reviewing the program, approved it except for one item--the $14,000 for leveling the hill. Only $5,000 could be allotted for this project in 1826.[170]

For improvements to the yard in 1827, the Secretary of the Navy asked Congress for an appropriation of $50,657.70 to: (a) complete the yard wall, launching ways for a 74 and a frigate, and causeway to connect the smithery with shiphouses and officers' quarters; (b) repair wharves and buildings; (c) cover roofs of shiphouses with one-third copper and two-thirds slate; and (d) level and fill yard.[171]

On April 9, 1827, Commissioners Bainbridge and Warrington arrived at the yard for their annual inspection and were received by a 13-gun salute. Commissioner Morris arrived later in the day.[172]

While at Charlestown, the commissioners told Captain Crane that Congress had appropriated for 1827, $34,000 for improvements to the yard. Crane would apprise the board of the sum expended since January 1, "or which may become due under existing engagements already authorized . . . for the improvements." After deducting this sum from

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169. Crane to Bainbridge, February 20, 1826, NA, RG 45, Letters Received, BNC.

170. Bainbridge to Crane, February 27, 1826, NA, RG 45, Letters Sent, BNC.

171. American State Papers, Naval Affairs, Vol. II, p. 772.

172. Charlestown Navy Yard Journal, April 9, 1827, NA, RG 181.

the appropriation, he was to expend the balance, less $2,000, for slating the roofs of shiphouses Nos. 2 and 3, and in leveling the turnpike and the hill within the yard.[173]

2. Bainbridge Submits a Maintenance Program

In September 1823, Commandant Bainbridge submitted to the board an estimate of the cost of painting, puttying, etc., required at the yard in 1824:

Shiphouse No. 1--Outside of windows and doors require one coat of paint	84.32
Shiphouse No. 2--Has been given one coat, and will require a second coat. The white lead for the second coat is on hand	30.00
Commandant's Quarters--Will require a coat of paint on outside and new gutters	445.00
Navy Stores--Windows and shutters will require a coat of paint; the sash requires reputtying and painting; the east elevation requires a coat of paint and pointing around the window frames with mortar; gutters need painting inside and out	267.24
Mast Shears--Require painting	41.00
Independence--Needs puttying outside and painting over putty	177.00
Columbus--Seams should be puttied after caulking	193.00
Total	$1,237.56[174]

3. The Yard Gets a Stone Wall

a. Building a Picket Fence Along the Salem Turnpike

Among the major projects accomplished during this period was construction of a stone wall to control access to the navy yard. This had been a long-time goal of the commandants. But first work was commenced on the picket fence authorized during the final month of Captain Hull's administration.

On September 10, 1823, laborers began work on the picket fence paralleling the Salem Turnpike.[175] Difficulty in obtaining white cedar for

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173. Bainbridge to Crane, April 9, 1827, NA, RG 45, Letters Sent, BNC.

174. Bainbridge to Rodgers, September 29, 1823, NA, RG 45, Letters Received. BNC.

175. Charlestown Navy Yard Journal, September 10, 1823, NA, RG 181.

the posts delayed the contractors. Consequently, Commandant Bainbridge suggested to the board that spruce be substituted. It was cheaper and would last nearly as long. For example, the state prison in Charlestown was enclosed by a spruce stockade, erected a decade before.[176]

The board was agreeable.[177]

The fence was completed before winter closed in. It was only a short term answer to the problem, however.

b. The 600-Foot Wall from Water Street to the Salem Turnpike

Even before the picket fence was completed, Commandant Bainbridge, on his own initiative, asked Naval Agent Binney to secure estimates on the cost of erecting a stone wall from the Navy Store to Willey Stables, at the corner of the yard next to the Salem Turnpike.

In November 1823, Binney transmitted to the board the proposals received from interested contractors for building the wall. On studying the figures, the commissioners found that Mr. Austin would "furnish good stones for the wall under ground, large, fair and well laid, and not mere trench stones," while Pratt & Bowditch were silent on this point. From this it was inferred that they contemplated using "trench stones" underground, which could make an essential difference in the estimates.[178]

To strengthen the arguments advanced by his predecessor for construction of a stone or brick wall in this area, Commodore Bainbridge

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176. Bainbridge to Rodgers, September 20, 1823, NA, RG 45, Letters Received, BNC.

177. Rodgers to Bainbridge, September 23, 1823, NA, RG 45, Letters Sent, BNC.

178. Chauncey to Bainbridge, November 12, 1823, NA, RG 45, Letters Sent, BNC.

pointed out that outside the yard, and adjoining the shed covering the frames for the 44-gun frigate, was a frame stable and an ash and grease house. Between these structures and the Salem Turnpike, adjoining the yard's board fence, was Willey's Livery Stable. Although Willey was a prudent man and good neighbor, his stable was a fire hazard.[179]

When the board failed to act on his proposal, Commodore Bainbridge went over its head. Writing Secretary Southard, he complained that the practice of slipping into the yard by climbing the fences had increased. On April 30, two young men had been refused entry to the yard by the lieutenant of the guard because of the late hour. Undaunted, they went to the lower end of the yard and climbed the fence. Apprehended by a sentry, they were escorted to the Marine barracks. When notified by Major Wainwright of their arrest, Bainbridge ordered them detained until morning. One of them being a stranger to the area, Bainbridge had him released.

On May 2 three more men, all Bostonians, were apprehended by the Marine guard after slipping into the yard.

A "good high stone wall" and a heavy penalty, he believed, would discourage these trespassers.[180]

Secretary Southard replied that there was a bill before Congress "which relates to trespassing, and provides a remedy for the evil." A stone wall would be built in the near future. Meanwhile, to prevent a "repetition of the evil," a strict watch must be maintained.[181]

The secretary delivered on his promise. On May 17, 1824, the commissioners directed Agent Binney to call for proposals to build "a

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179. Bainbridge to Rodgers, December 12, 1823, NA, RG 45, Letters Received, BNC.

180. Bainbridge to Southard, May 3, 1824, NA, Captains' Letters, Microcopy M-125.

181. Secretary of the Navy to Bainbridge, May 11, 1824, Letters Sent, Secretary of the Navy, Microcopy M-441.

substantial stone wall faced on both sides--8 feet 6 inches--the foundation full three feet wide and the trench 4 feet deep--the wall at the surface of the earth two feet thick tapering to 18 inches at the top--the whole to be capped with stone as may be best and cheapest."

It was intended, at present, to erect the wall from the Water Street gate to the point where "it is proposed to streighten [sic] the line."[182]

Replying, Bainbridge recommended that the wall be 14 inches on top, as it could be built for less money than a 18- to 20-inch wall. A capping, sufficiently wide to protect the entire height of the wall, would look better with less projection than 5 inches on a side.[183]

The board preferred that Bainbridge forward the proposals, before a decision was made regarding the advantages of a 14-inch vs 18-inch wall at the top. The capping, obtained by Captain Hull, it was believed, was too expensive and should be sold or exchanged for stones costing less.[184]

On June 3, Bainbridge informed the board that the measured distance along the boundary from the brick Navy Store to the turnpike was 500 feet. This part of the wall, he argued, should be brick, 14 to 16 feet high, and 16 inches thick. This would enable it to tower over all wooden stables, sheds, and outbuildings erected behind it.[185]

The commissioners, however, desired the wall built of stone. It could be of the suggested height, care being taken to make it sufficiently wide for this elevation.[186]

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182. Rodgers to Bainbridge, May 17, 1824, NA, RG 45, Letters Sent, BNC.

183. Bainbridge to Rodgers, May 24, 1824, NA, RG 45, Letters Received, BNC.

184. Rodgers to Bainbridge, May 29, 1824, NA, RG 45, Letters Sent, BNC.

185. Bainbridge to Rodgers, June 3, 1824, NA, RG 45, Letters Received, BNC.

186. Rodgers to Bainbridge, June 12, 1824, NA, RG 45, Letters Sent, BNC.

On June 7, Bainbridge mailed to Washington for review and approval six proposals received for building the wall. It was his opinion that General Austin's stone would "make as handsome and durable a wall as can be made."[187]

The great difference between these proposals and those received the previous autumn determined the board to hold in abeyance any action, pending their Boston visit.[188]

The commissioners, however, changed their mind. On July 1, Bainbridge was given authority to contract for the wall commencing at the Navy Store and extending north to the turnpike. The wall was to be "substantial, double faced, fair split faces and smooth joints, capping rough stone bedded in mortar." It was to be of sufficient height to protect the yard against fire.

No work was to be done to the gateway until after the commissioner's annual visit.[189]

On July 19, Bainbridge notified Washington that Pratt & Bowditch would commence work about August 1. The small frame buildings attached to the neighboring brick dwelling were on the boundary and would have to be removed.[190]

The board was agreeable, and Bainbridge was authorized to pull down or remove the structures, giving a due regard to their value.[191] A

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187. Bainbridge to Rodgers, June 7, 1824, NA, RG 45, Letters Received, BNC.

188. Rodgers to Bainbridge, June 19, 1824, NA, RG 45, Letters Sent, BNC.

189. Rodgers to Bainbridge, July 1, 1824, NA, RG 45, Letters Sent, BNC.

190. Bainbridge to Rodgers, July 19, 1824, NA, RG 45, Letters Received, BNC.

191. Rodgers to Bainbridge, July 23, 1824, NA, RG 45, Letters Sent, BNC.

building was accordingly pulled down and a stable removed to the lower end of the yard.[192]

On July 30, a force of carpenters began removing the fences, preparatory to building the wall. Two weeks later, laborers began excavating trenches for the foundations.[193]

Pratt & Bowditch completed the wall before cold weather closed down the 1824 building season.

c. Straightening the Boundary and the Agreement with the Salem Turnpike Corp

On November 12, 1823, the commissioners notified Commandant Bainbridge that they had submitted to Secretary of the Navy Southard the correspondence recommending purchase of earth from the Salem Turnpike Corp. Included in these papers was a proposal to allow for an adjustment in the yard boundary paralleling the turnpike, provided that, when the marshy area of the yard was filled, it would not be raised to a grade higher than the turnpike.[194]

Six months later, in May 1824, Secretary Southard notified Bainbridge that the year's Naval Appropriation Bill had authorized purchase "by and with consent of the Commonwealth of Massachusetts" of a sliver of land, estimated to measure about 9,000 superficial feet to straighten the line of the yard fronting on the Salem Turnpike. Bainbridge was to secure the Commonwealth's consent to this purchase.[195]

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192. Charlestown Navy Yard Journal, January 1-December 31, 1824, NA, RG 181.

193. Ibid.

194. Rodgers to Bainbridge, November 12, 1823, NA, RG 45, Letters Sent, BNC.

195. Southard to Bainbridge, May 27, 1824, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

Commodore Bainbridge replied, reporting that in June 1800 the Commonwealth had ceded jurisdiction to the United States over 65 acres for a navy yard, and that the yard now encompassed less than 30 acres. U.S. District Attorney Blake had advised him that the sanction of the Commonwealth was unnecessary, as consent had already been given for a much larger tract than the United States had purchased for the facility.

Bainbridge accordingly desired authority to make the purchase and perfect arrangements with the turnpike people for cutting down the roadway and straightening the line.[196]

On checking the deeds and fences, Bainbridge concluded that the recently erected picket fence paralleling the turnpike did not stand on the boundary. The northwest line of the yard was presumably considerably within that line, sufficiently so to enable the fence to be straightened, without purchasing any land on the far side of the pike.

The deeds as recorded listed the boundaries without giving "specific courses by points of compass."[197]

Agent Binney was delegated the task of negotiating with officers of the Salem Turnpike Corp.[198]

Consequently, Binney met with the corporation's Board of Directors to thrash out the boundary.[199] On Monday, April 18, 1824, they staked the proposed line for the boundary wall. A day was spent on-site, and

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196. Blake to Bainbridge, May 31, 1824; Bainbridge to Southard, June 3, 1824, NA, Captains' Letters, Microcopy M-125.

197. Bainbridge to Southard, June 24, 1824, NA, Captains' Letters, Microcopy M-125.

198. Southard to Binney, September 11, 1824, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

199. Binney to Bainbridge, April 14, 1825, NA, RG 45, Letters Received, BNC.

all parties, the corporation, adjacent landowners, and the United States, agreed to accept the line as surveyed and staked.[200]

The turnpike climbed from the low ground northeast of the Marine Barracks, where it was 2 feet above flood tide, to the gate in front of Commandant Crane's quarters, where it was 27 feet above sea level. This was a rise of 25 feet in 510 feet. In the discussions, it was suggested that the corporation might wish to cut down this grade. If so, it would be public benefit, while the government buildings within the yard would not be injured, provided the Navy was apprised well in advance of what was intended.

There was some urgency, however, Binney remarked, because the United States was about to begin the foundations of a wall, and it was necessary for the contractors to know the turnpike's projected gradient.

It was seen from the survey that there were four angles on the east side of the turnpike between the barracks and Willey's stables. It was proposed by the United States that they reduce these angles to two and possibly one. But to accomplish this, it would be necessary to make arrangements with adjacent landowners.[201]

The Board of Directors named E. Hersey Derby and John G. King to negotiate with Agent Binney. They concurred with the Navy as to the value of cutting down the hill and eliminating as many angles as feasible. They agreed to the lowering of the hill 4 to 6 feet opposite the commandant's quarters, provided the United States agreed to making the wall a straight line. The expenses of these projects would be borne by the government. As partial compensation it was to receive all the gravel removed.[202]

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200. Binney to Bainbridge, April 19, 1825, NA, RG 45, Letters Received, BNC.

201. Binney to Derby, June 8, 1825, NA, RG 45, Letters Received, BNC.

202. Derby to Binney, June 14, 1825, NA, RG 45, Letters Received, BNC.

The commissioners, after studying the corporation's proposal, directed Binney to have the wall "built according to the present lines with only a small varatior. [sic] at one of the angles" near the barracks, where a "few feet will be thrown from the yard into the road."[203]

The Board of Directors objected to the Navy placing the entire section of wall under construction at the same time, because too "much of the Turnpike" would be obstructed by stone. On relaying this information to Binney, Derby wanted it understood that the wall foundations, fronting the commandant's quarters, were to be lower than the present grade, as the hill was to be lowered 4 feet.[204]

Acknowledging this communication, Binney assured Derby that, hereinafter, the roadway would not be encumbered with stone as much as at present.[205]

Deeds were drawn during the summer for purchase of lands necessary for straightening the boundary.[206]

On August 1, Binney signed an agreement with Derby and King by which the United States agreed to remove the hill to the

> graduation of the Navy Yard, as laid down by the Commissioners . . . and to put said Road, after removing said Hill in good repair in every respect from Chelsea Bridge to the Marine Barracks, filling up the low ground to the present level of the side next the navy yard.

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203. Binney to Derby, June 28, 1825, NA, RG 45, Letters Received, BNC.

204. Derby to Binney, July 23 and August 3, 1825, NA, RG 45, Letters Received, BNC.

205. Binney to Derby, July 26, 1825, NA, RG 45, Letters Received, BNC.

206. Binney to Bainbridge, August 5 and September 1, 1825, NA, RG 45, Letters Received, BNC. Among those conveying title or interest in the subject property were Mary B. Shaw, Isaac Hull, Ebenezer and John Breed, and Ralph Richardson. Mary Shaw was paid $350 and the Breeds $200 for their property by the United States.

Derby and King, on behalf of the corporation, agreed that Binney could remove the "Hill & apply the gravel to the use of the United States except so much as shall be necessary to put said Road in Repair, and fill up the low ground." The project was to be completed expeditiously, with the understanding that, while in progress, a "good & sufficient passage shall be provided by the United States for all persons to pass . . . upon the Turnpike."[207]

The corporation at the same time quit claimed to the United States for ten cents its interest in a parcel of land currently utilized by it as part of the turnpike. The subject tract was southward of "the Black Line drawn on a plan made by S.P. Fuller and Wm. Taylor, surveyors." The said line ran from a point near the Chelsea Bridge

> on the left hand side passing from Chelsea Bridge to Charlestown Square, and runs in a straight direction nearly through and by the Navy Yard. . . . The same parcel of land being in a triangular form and lies between the black line . . . and south thereof designating a new boundary line of the Salem Turnpike.[208]

d. The Construction of the Wall Paralleling the Turnpike

Alexander Parris, in the spring of 1824, had prepared a plan for the proposed wall paralleling the Salem Turnpike. On forwarding the plan to the Board of Commissioners for review, Commandant Bainbridge called attention to the circular iron railing in front of his quarters. This railing extended "from the end of the house to the railing on the turnpike," and was "intended to give a secure

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207. Agreement made August 1, 1825, between Agent Binney and Derby and King, NA, RG 45, Letters Received, BNC. An earlier agreement between the corporation and the United States had established a precedent. Under that pact the Navy had cut down the Chelsea Bridge hill, using the gravel for fill.

208. Salem Turnpike Corporation to United States, August 1, 1825, NA, RG 45, Letters Received, BNC.

enclosure to the navy yard." It would be 200 feet in length and cost $8 per foot.[209]

In March 1825, Congress finally appropriated funds for construction of a boundary wall paralleling the Salem Turnpike. Anticipating this action, Agent Binney, in January, advertised for proposals to build the structure.

Prospective bidders learned that the "trench of foundation wall" was "to be laid of large stone, well filled with clinkers and cinders three feet deep from the surface of the ground, & three feet thick; one third of the depth to be laid in same; & two thirds (the upper part) to be laid with good lime mortar. The trench wall to be raised above the present surface as may be required to suit the elevation of the ground."

The good substantial wall of granite

> was to be about 2,400 feet in length, to be nine feet high, exclusive of the capping; twenty inches thick at the capping; twenty inches thick at the cap; well laid with good lime mortar, in regular courses, straight joints; well pointed; the butts at proper distance to bind the work strongly together, with a proper proportion of headers & binders; to finish as true and fair a surface on one side of the wall, as split stone will make; the surface of the other side of the wall to be as true as it can be made with split dimension stone; the courses being regular and the projections knocked off & properly pointed. All the stone to be as large and long as are usually procured, & none of the stretchers to be less than two feet long; the whole wall to be bedded in good lime mortar.
>
> The capping to be of lengths not less than four feet, & to project, two inches, over each surface of the wall; and to be eight inches thick in the centre, & four inches thick at the sides; the edges straight, & of regular widths; the butts of the cap, to be made at right angles with the wall, and as close as possible to keep out water.

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209. Bainbridge to Rodgers, June 7, 1824, NA, RG 45, Letters Received, BNC. A copy of Parris' plan of the iron railing is on file at the Boston Naval Shipyard. This is Parris' first documented association with the navy yard.

Contractors were advised that the wall was to be completed on or before November, and paid for when finished and accepted by the commandant of the Charlestown Navy Yard.[210]

On opening and abstracting the seven proposals, Binney found that Levi Bates and William Wood were the low bidders.[211] As soon as the money became available, Binney, having been given the go ahead by the board, contracted with Bates and Wood to build the wall.[212]

President of the Board Bainbridge, because of his long fight for the wall, took considerable interest in the project. On April 16 he wrote Commandant Crane. When Bates and Wood commenced operations, he noted, they were to begin at the corner where the 600-foot wall, built in the previous year, ended. The foundations paralleling the commandant's garden were to be "raised to a suitable height to correspond" with the turnpike. Care must be taken to insure that the foundations in the low wet section of the yard were well secured by piling or cobbing before any stone was laid.[213]

After reconnoitering the area, Acting Commandant Gwinn reported that the distance to be cobbed or piled was about 90 feet. Here the maximum depth to hard bottom was 11 feet, the minimum 9 feet.

The old foundation, he found, had been positioned in 1821. As it was laid in neither sand nor mortar, Agent Binney urged that it be taken up. Lieutenant Gwinn wished to know the commissioners' desires.[214]

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210. "Description and dimensions of a Stone Wall on the line of the Navy Yard, Charlestown, along the Salem Turnpike," March 27, 1825, NA, RG 45, Letters Received, BNC. Proposals were to be forwarded to Binney at his office at No. 33, Long Wharf, on or before January 25.

211. Binney to Bainbridge, January 31, 1826, NA, RG 45, Letters Received, BNC.

212. Binney to Bainbridge, April 5, 1825, NA, RG 45, Letters Received, BNC.

213. Bainbridge to Crane, April 16, 1825, NA, RG 45, Letters Sent, BNC.

214. Gwinn to Bainbridge, May 4 and 6, 1825, NA, RG 45, Letters Received, BNC.

On May 2, the commissioners provided Acting Commandant Gwinn with guidelines governing the excavation of the foundation trench. From the Marine Barracks fence east for 750 feet the top of the trench was to be 4 feet high above high water; the next 250 feet was to be "regularly graduated" from 4 to 7 feet, which would make the top of the trench wall at a distance of 1,000 feet from the barracks fence 7 feet above high water; and from there to the former Marine Hospital fence, it was to be continued on the 7-foot level.[215]

A culvert would be laid to drain off water under the wall, in the "low area." It was to be two bricks in thickness and built in the best manner for strength and durability. It would not extend more than 6 feet north of the wall toward the turnpike nor 10 feet into the yard on the other side.[216]

By mid-May, Bates and Wood determined to complete the wall from the barracks to the Mystic this summer, provided they could finish the trench. This would be impossible without additional teams. They would have to dig down 15 feet next to the turnpike, and with their four yoke of oxen it was impossible to remove the spoil ahead of the laborers.[217]

The board, appreciating this situation, authorized the purchase of one or two yoke of oxen and several additional carts.[218]

Early in July, Captain Crane, on returning to the yard, met with Major Wainwright of the Marines. Wainwright told Crane that he was planning to erect a high brick wall on the east side of the stables to extend from the barracks to the wall on the road. This wall would

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215. Bainbridge to Gwinn, May 2, 1825, NA, RG 45, Letters Sent, BNC.

216. Bainbridge to Crane, April 29, 1825, NA, RG 45, Letters Sent, BNC.

217. Gwinn to Bainbridge, May 21, 1825, NA, RG 45, Letters Received, BNC.

218. Bainbridge to Crane, May 21, 1825, NA, RG 45, Letters Sent, BNC.

preclude all communication from Wainwright's stable except through his quarters.

Would it not, Crane inquired of the board, be advisable "to make the gate way directly through his stable and face it with stone." This would preserve uniformity, and "as the only communication with the yard would be through" Wainwright's quarters added to its security.[219]

The board, after reviewing the situation, directed Crane to "let the brick wall" to the Marine stable stand, "and leave the carriage entrance through the wall alongside of the stables on the East end."[220]

By August 5, the foundations had been laid from a point 750 feet northeast of the barracks to the gateway to the left wing, and the wall erected to its full height (9 feet) for a distance of 200 feet.[221] The end of the month saw Bates and Wood laying the wall behind the barracks.

The agreement between the United States and the Salem Turnpike Corporation caused problems. Derby and King urged that the government give priority to cutting down the hill. Binney was agreeable, and directed Bates and Wood to leave a gap in the wall at the barracks fence for teams to enter the yard with gravel. Otherwise, there would be a long haul. Another possibility was to bring the earth into the yard through the area where the commandant's stable and adjacent wall had been commenced.

Should they bring the earth into the yard, it could be used to fill the low wet area near the barracks fence.[222]

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219. Crane to Bainbridge, July 8, 1825, NA, RG 45, Letters Received, BNC.

220. Bainbridge to Crane, July 12, 1825, NA, RG 45, Letters Sent, BNC.

221. Binney to Bainbridge, August 5, 1825, NA, RG 45, Letters Received, BNC.

222. Binney to Crane, September 26, 1825, NA, RG 45, Letters Received, BNC.

The commissioners scuttled this proposal, when they notified Captain Crane that yard laborers could not at this season be spared to lower the hill.[223]

Unless this decision was reversed or the corporation undertook the project, the wall fronting the commandant's quarters and the barracks would be only 5 feet above the road. Captain Crane recommended that, despite the position taken by the corporation, the United States continue to lay the wall foundation 4 feet below the road. Public opinion, he believed would force the corporation to cut down the grade.[224]

The board accordingly held its ground. Bates and Wood continued to push ahead, and the foundation was laid as specified.[225]

When pressed by Agent Binney, Mr. Derby retorted, the corporation would eventually lower the hill, but when it did, the spoil would be retained.[226]

In August, Bates and Wood presented a bill for the completed section of the trench wall. This placed Acting Commandant Gwinn in a quandary. Writing the board, he inquired, should the United States pay for any part of it, before the "whole agreed to be completed this year is finished."[227]

The board directed Agent Binney to pay Bates and Wood a percentage, retaining at least 25 percent of the sum to guarantee completion of the contract.

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223. Bainbridge to Crane, September 5, 1825, NA, RG 45, Letters Sent, BNC.

224. Crane to Bainbridge, September 27, 1825, NA, RG 45, Letters Received, BNC.

225. Bainbridge to Crane, October 1, 1825, NA, RG 45, Letters Sent, BNC.

226. Derby to Binney, October 7, 1825, NA, RG 45, Letters Received, BNC.

227. Gwinn to Bainbridge, August 11, 1825, NA, RG 45, Letters Received, BNC.

On October 26, Captain Crane notified the board that Bates and Wood would not complete the sections of wall by the date designated in their contract.[228] By December 31 the project was 50 percent finished, and Bates and Wood dunned Binney for $6,636.48.

The 1826 reduction of the allotment for leveling the hill from $14,000 to $5,000 placed Captain Crane in a dilemma. He was uncertain whether this money was to be expended for leveling the hill, or whether it was to be used in digging a trench for the wall through the hill. If the latter, the hill must remain as it was, because it was doubtful if this sum was sufficient to complete the trench.

To complicate the situation, hard digging on the hill had slowed the laborers, and fears were voiced thay they would not finish the trench in time to enable the masons to complete the stone work before winter.[229]

Before the end of April, he had his answer. The trench would be pushed ahead, as the commissioners had assigned top priority to early completion of the wall.[230]

On July 6, Captain Crane reported that in the first five months of the year, $2,904.39 had been spent on the project. To complete the trench would cost about $3,000, thus leaving an arrearage of $904.39 in the account.[231]

In view of the financial crunch, Agent Harris met with Bates and Wood. They agreed to complete the wall before December 31, on the understanding that they would suspend their claim for payment for

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228. Crane to Bainbridge, October 26, 1825, NA, RG 45, Letters Received, BNC.

229. Crane to Bainbridge, April 15 and 19, 1826, NA, RG 45, Letters Received, BNC.

230. Bainbridge to Crane, April 24, 1826, NA, RG 45, Letters Sent, BNC.

231. Crane to Bainbridge, July 6, 1826, NA, RG 45, Letters Received, BNC.

one-half of the contract price until the appropriations for 1827 became available.

At present, only three masons were at work, but, by mid-June, they expected to have 12 to 14. The trench wall had been "laid through the marsh and nearly as high as the turnpike." At no place had the trench been dug deeper than 11 feet below ground level. A solid clay bottom had been reached along the entire line.[232]

On September 22 the commissioners called on the commandant for a progress report.[233] By late September, 2,336 feet of wall paralleling the Salem Turnpike had been completed, of which 708 feet had not been capped. Only 40 feet, including a 12-foot passage left for carting earth and gravel from the hill into the yard, remained to be built.[234]

Two weeks later, on October 12, Crane reported the stone wall, excepting the 12-foot passageway, completed.[235]

e. Woodworth and Cutter Fabricate the Gates and Iron Railing

The board approved the plans and estimates submitted by Alexander Parris for the iron fencing and gates. On April 22, 1825, the commissioners mailed plans of the railings and fence to Agent Binney and Captain Crane. Among the features depicted were the proposed commandant's stable, the stone wall paralleling the turnpike, and the semi-circular wall connecting it with the commandant's quarters. These walls were to be of the same thickness and height, and corresponding in

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232. Harris to Bainbridge, June 2, 1826, NA, RG 45, Letters Received, BNC.

233. Crane to Bainbridge, September 22, 1826, NA, RG 45, Letters Received, BNC.

234. Crane to Bainbridge, September 28, 1826, NA, RG 45, Letters Received, BNC.

235. Crane to Bainbridge, October 12, 1826, NA, RG 45, Letters Received, BNC.

"courses and fair surface." The iron railing, fronting the semi-circular wall and paralleling the "turnpike, was to be neat but not gaudy."[236]

On April 29, Captain Crane was called on for data on the weight of the iron gates made by Woodworth and Cutter for the fence. Acting Commandant Gwinn listed the weight as 4,335 pounds, including top bars, bolts, etc.[237]

The board, on receipt of this data, gave Agent Binney instructions regarding the iron railing and gates. At the same time they called on Sailing Master Waldo to prepare a drawing of the extent of the wall of its projected extension from the Navy store to the Mystic River. On this plan, Waldo was to delineate the limits of the area at the Marine Hospital recently ceded to the department.[238]

Waldo promptly completed the drawing, a copy of which was mailed to the commissioners on June 30.[239]

A. Woodworth and John Cutter were the contractors for fabricating the gates and railing. Several change orders were agreed to and made at a cost of $62.85 above the agreed upon price.[240]

On July 15 the board notified Agent Binney that there must be gates through the wall to provide access to the commanding officer's wing of the Marine Barracks.[241] Binney, although no gate had been ordered for

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236. Bainbridge to Crane, April 22, 1825, NA, RG 45, Letters Sent, BNC. The subject plan is missing from Record Group 45.

237. Bainbridge to Crane, April 29, 1825, and Gwinn to Bainbridge, May 4, 1825, NA, RG 45, Letters Sent and Received, BNC.

238. Bainbridge to Crane, May 7, 1825, NA, RG 45, Letters Sent, BNC.

239. Crane to Bainbridge, June 30, 1825, NA, RG 45, Letters Received, BNC.

240. Bainbridge to Gwinn, May 21, 1825, NA, RG 45, Letters Sent, BNC.

241. Bainbridge to Binney, July 15, 1825, NA, RG 45, Letters Sent, BNC.

this section, had directed Bates and Wood to leave a space in the foundation wall for a gate. The stone contractor had also been alerted that posts might be wanted.[242]

Because of delays in cutting down the hill in front of the commandant's quarters, it was 1826 before Woodworth and Cutler finished and installed the ironwork and hung the gates.[243]

The board, responding to Commandant Crane's recommendation that a gateway be opened in the wall in rear of the lower yard quarters, declared its concurrence. This gateway was to be wide enough to pass a carriage, and to have a "large strong double plank gate, rivetted with a small gate within the large one." It was to be "sufficiently east" of the sailing master's quarters, so that when open, the house would not be seen through the gateway.

A similar gate was to be made for the gateway to the "subaltern officers' quarters at the marine barracks."[244]

On July 7 the board provided Crane with additional data. He was to have the wall on either side of the large gate piked, "in a manner similar to the gate--the size and length of the pikes to be the same as those on the gate."[245]

With construction of the wall proceeding rapidly, Captain Crane desired to know if an iron gate, similar to the one in front of the

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242. Binney to Bainbridge, July 25, 1825, NA, RG 45, Letters Received, BNC.

243. Binney to Bainbridge, January 6, 1826, NA, RG 45, Letters Received, BNC. The circular wall fronting Captain Crane's quarters had also been finished, except the capping, which was positioned but not pointed.

244. Bainbridge to Crane, May 19, 1826, NA, RG 45, Letters Sent, BNC.

245. Bainbridge to Crane, July 7, 1826, NA, RG 45, Letters Sent, BNC.

commandant's quarters, was to be positioned in rear of the commanding officer's wing of the Marine Barracks.[246]

The commissioners directed him to contract with Woodworth and Cutter and hang an iron gate like the one described.[247]

f. Cutting Down the Hill in Front of the Commandant's Quarters

It was late in the spring of 1826 before Captain Crane turned a small force to lowering the hill and regrading the Salem Turnpike fronting his quarters.[248] Progress was slow, and he fretted because the corporation was certain to complain. As the weeks passed and work dragged, the commissioners determined to investigate the possibility of contracting the project.

On September 25 they called on Captain Crane to ascertain the terms upon which a contract could be drawn for cutting down the hill and filling up various low spots in the yard with the spoil. Also needed was data on the number of squares required to lower the hill to the gradient of the top of the trench wall paralleling the turnpike.[249]

Boston surveyor Stephen P. Fuller determined that the quantity of earth to be removed as 13,490 squares. The best terms quoted for accomplishing this work was three dollars per square.[250]

On November 25, Commandant Crane mailed the board a proposal received from Hugh Cummiskey & Company for cutting down the hill and

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246. Crane to Bainbridge, August 3, 1826, NA, RG 45, Letters Received, BNC.

247. Bainbridge to Crane, August 7, 1826, NA, RG 45, Letters Sent, BNC.

248. Crane to Bainbridge, July 3, 1826, NA, RG 45, Letters Received, BNC.

249. Bainbridge to Crane, September 25, 1826, NA, RG 45, Letters Sent, BNC.

250. Crane to Bainbridge, October 16 and 17, 1826, NA, RG 45, Letters Received, BNC.

leveling the navy yard. He recommended that the offer be accepted and they be authorized to begin work immediately.[251]

If Cummiskey & Company, the board answered, would not require any money until after the appropriation for 1827 became available, Agent Harris was to contract with them to remove 2,000 squares from the hill, for $2.60 per square. The spoil was to be deposited where the commandant directed.[252]

Cummiskey & Company were agreeable to this condition, and the contract was signed. Although a large force was soon at work, the Salem Turnpike people complained to the department that they were disappointed that the wall had not been finished as agreed upon. Consequently, Captain Crane was admonished that in removing earth from the hill, the contractor was to have it taken from the roadway in preference to the yard.[253]

Reviewing the situation for his supervisors' benefit, Captain Crane pointed out that the turnpike in front of his quarters had been cut down to its correct grade, but from there to Willey's stables, it was not as low as desired.

The turnpike, where it passed over the hill, was free of obstructions. Its width at the narrowest point was 30 feet, which was nearly sufficient for four carriages to pass abreast. It would be impractical, Crane explained, to alter that plan followed in lowering the hill, because the road was nearly cut through.[254]

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251. Crane to Bainbridge, November 24, 1826, NA, RG 45, Letters Received, BNC.

252. Bainbridge to Crane, November 28, 1826, NA, RG 45, Letters Sent, BNC.

253. Bainbridge to Crane, January 1, 1827, NA, RG 45, Letters Sent, BNC.

254. Crane to Bainbridge, January 16, 1827, NA, RG 45, Letters Received, BNC.

To guard against any further misconceptions, the commissioners called upon Crane to employ Cummiskey's entire force, bolstered by the ordinary men, to remove the earth from the turnpike. When that had been done, they were to be turned to on that section of the turnpike not yet cut down, provided the season was not too far advanced to preclude safe travel on the lower road. If such conditions prevailed, the labor force would be employed within the yard until spring permitted their return to the turnpike. Thereafter, they would do no more cutting down of the yard hill until the leveling of the turnpike was completed.[255]

g. Building a Walkway Outside the Yard

On September 15, 1826, the commissioners authorized Captain Crane, if the Salem Turnpike Corporation were agreeable, to pave a 5-foot walkway, beginning on a line parallel with the road leading to Mr. Tufft's and extending east to the gate entering the Marine quarters.[256]

4. The Commandant Gets a Stone Stable

In conjunction with the wall paralleling the Salem Turnpike, a new stable for the commandant was authorized by the commissioners in 1825. On April 22, they mailed to Captain Crane a plan of the wall and iron railing fronting his quarters. On it was depicted the floor plan and elevations of the stable. Its north elevation would be incorporated into the wall. The entry into the stable was to be limited to the large carriage doors.[257]

The plan prepared by Waldo of the stable called for the hip of the roof to be flush with the top of the wall, so the building would be invisible from the turnpike. A "good yard" would be afforded for

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255. Bainbridge to Crane, January 22, 1827, NA, RG 45, Letters Sent, BNC.

256. Bainbridge to Crane, September 15, 1826, NA, RG 45, Letters Sent, BNC.

257. Bainbridge to Crane, April 22, 1825, NA, RG 45, Letters Sent, BNC.

"cleaning and harnessing the horses & carriages, having the stable on one side, a strong wall on two sides, and a high stone fence . . . on the other side dividing the yard from the garden." Through this fence there was to be a gate for communication between the commandant's quarters and the stable, without having to pass through the front door. The stable door, facing south, could be opened at any time "for the purpose of drying or cleansing the Horses or carriage, without exposure to the public highway." The carriage doors were to open onto the turnpike.

A high fence could be positioned, as indicated, from the corner of the quarters to the corner of the stable, and with some "lattice work" serve as a "covered way from the House to the Privy, which may be placed most convenient at the east end of the Stables."

Because of the slope of the ground, it would be possible to "lay the floor of the Carriage Room 4 feet lower than that of the stalls, thereby obtaining ample room for the Hay Loft, without raising the eaves of the Building any higher than the wall on the road."

Bates & Beale would build the stable for $1,100, the wall next to the turnpike, not included, while A. H. Stevens and J. Lake would erect it of brick, excepting the wall on the road, for $1,000.[258]

The specifications, as approved by the board, called for the stable to be of stone, 30 feet in length and 20 feet in width. The "gable ends at the ridge were to be 12 feet high." There would be "1 carriage door 9 ft. high, 1 door to manure yard 6 ft. high 3 ft. wide, 5 windows below and 4 windows in hay loft, each 5 ft by 3 ft, and 4 windows in cellar, each 3 wide and 2 deep, all glazed, and iron gratings to all cellar and lower windows."

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258. Binney to Bainbridge, April 29 and May 10, 1825, NA, RG 45, Letters Received, BNC.

The foundations were to be of block stone, laid in mortar.

On May 21 the commissioners directed Agent Binney to solicit proposals and contract for construction of the stable.[259]

Four weeks later, Binney mailed to the department the contract for the "fenced stable," which had been signed with Bates for the stonework and with H. Paddock for the ironwork.[260]

The contractors broke ground at the stable site on the last day of August, and by the end of 1825 had finished the structure.[261]

5. The Marine Hospital Is Razed and Replaced by the Lower Quarters

In 1824 agreement was finally reached on transfer of the Marine Hospital from the Department of the Treasury to the Navy. To consummate the conveyance, Secretary of the Navy Southard had a check for $12,875, the appraised valuation of the improvements, deposited to the credit of the treasury in the Boston branch of the United States Bank. Secretary of the Treasury William H. Crawford thereupon directed his collector at Boston to deliver the Marine Hospital to the commandant of the Charlestown Navy Yard.[262]

Four months, however, slipped by before Collector Henry Dearborn, on April 30, 1825, formally transferred the property to Acting Commandant Gwinn. Several weeks before, the commissioners had called

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259. Bainbridge to Crane, May 21, 1825, NA, RG 45, Letters Sent, BNC.

260. Binney to Bainbridge, June 15, 1825, NA, RG 45, Letters Received, BNC.

261. Crane to Bainbridge, August 31, 1825, and Binney to Bainbridge, January 6, 1826, NA, RG 45, Letters Received, BNC.

262. Crawford to Collector, December 29, 1824, NA, RG 45, Letters Received, BNC.

for a floor plan of the former Marine Hospital to enable them to determine a use for the various rooms.[263]

Agent Binney accordingly discussed on-site with a number of contractors the possibility of altering and rehabilitating the Marine Hospital as quarters. Most of these men declined to prepare estimates, being satisfied that the "scheme" could not be "carried into effect except at a cost nearly equal to that of demolishing the old Building and erecting new houses from the materials, with such new stock as may be necessary."

Binney agreed with them, and urged that, in the interest of economy and comfort of the occupants, the hospital be demolished and replaced with "four houses" built in accordance with the enclosed drawing.[264]

After reviewing the plan and discussing the subject, the board approved Binney's proposal. On July 25 they directed him to secure proposals and make necessary contracts.[265] These brick structures were to be built in accordance to the enclosed plan, except for the circular glass frames over the doors, which were to be eliminated. Instead of two windows in each room they were to have a venetian window, to correspond with the door, while the garrets would have a dormer window.[266]

Estimates were secured from Amasa Davis, a carpenter, and A.H. Stevens, a mason, for "taking down the old Building and erecting four good Houses from the materials." Their figure was $6,300, the doors and windows to be new and of "proper sized glass, as the present was too small and of ununiform size."

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263. Crane to Bainbridge, April 23, 1825, Gwinn to Bainbridge, May 5, 1825, and Bainbridge to Crane, April 18, 1825, NA, RG 45, Letters Sent and Received, BNC.

264. Binney to Bainbridge, July 12, 1825, NA, RG 45, Letters Received, BNC.

265. Bainbridge to Crane, July 25, 1825, NA, RG 45, Letters Sent, BNC.

266. Ibid. The subject plan is missing from the files.

Binney did not believe there would be any need for sheds, because the basements would afford room for wood, as well as storage.[267]

The board approved these figures, and Binney contracted with Davis and Stevens.

On January 11, 1826, the commissioners called on Commandant Crane for a progress report.[268]

Crane replied promptly. The walls were completed and painted; the westerly tenements half-lathed, with little done to kitchens; the interiors of the eastern apartments "half prepared for lathing"; divisions of rooms not up, and nothing done to cellars and kitchens; windows, excepting those in the cellars, in and glazed; doors not hung; but "rough floors laid."[269]

Captain Crane was displeased with the appearance of the quarters. As built, they resembled barracks, without privacy or conveniences. Responding to his recommendation that the quarters be provided with outhouses and pantries, Agent Binney secured estimates from Davis and Stevens for: (a) digging two wells, 18 feet deep; (b) two oak pumps; (c) four sheds, each 56 feet long and 12 feet wide, with a pump room 14 by 12 foot next to the kitchen doors, and a 6- by 4-foot privy in the end adjoining the passageway; (d) a fence to enclose each yard "by itself 260 ft. long, 8 ft high, 4 Gates to each back passage"; and (e) a pantry on the lower floor, between the stairway and north side of the building. This change order would cost the United States $1,486.67.[270]

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267. Binney to Bainbridge, July 12, 1825, NA, RG 45, Letters Received, BNC.

268. Bainbridge to Crane, January 11, 1826, NA, RG 45, Letters Sent, BNC.

269. Crane to Bainbridge, January 17, 1826, NA, RG 45, Letters Received, BNC.

270. Crane to Binney, March 13, 1826, and Binney to Crane, March 16, 1826, NA, RG 45, Letters Received, BNC.

Authority was given by the board to erect the quarters outbuildings, as depicted on the plan, provided it could be done within the estimates.[271]

On April 15, Commandant Crane complained to the commissioners that Davis and Stevens had failed to complete the quarters as stipulated in their contract. Worse, the workmanship was inferior to that agreed upon.[272]

The board reacted as expected. Crane was ordered to require the quarters to be finished immediately. When the bills were presented, he was to withhold his approval if the materials and workmanship were substandard.[273]

By mid-June the quarters were completed. They were then examined by a Board of Survey, who concurred with Crane as to the quality of construction.[274]

Upon studying the contract and the survey, the commissioners directed Commandant Crane to deduct from Davis and Stevens' bill "as much as in your opinion justice requires, and if he will not receive the bill thus approved he must abide by the contract."[275]

On July 15, Crane transmitted to the board copies of two surveys held on the quarters.[276]

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271. Bainbridge to Crane, March 24, 1826, NA, RG 45, Letters Sent, BNC. The subject plan is missing from the files.

272. Crane to Bainbridge, April 15, 1826, NA, RG 45, Letters Received, BNC.

273. Bainbridge to Crane, April 22, 1826, NA, RG 45, Letters Sent, BNC.

274. Crane to Bainbridge, June 12, 1826, NA, RG 45, Letters Received, BNC.

275. Bainbridge to Crane, June 16, 1826, NA, RG 45, Letters Sent, BNC.

276. Crane to Bainbridge, July 14, 1826, NA, RG 45, Letters Received, BNC.

After reviewing the surveys, the board instructed Crane to approve the one made by Mills and Gray and make a final settlement with Davis and Stevens.[277]

By mid-August the account was settled. The only additional charge allowed was for raising the roof. If this had not been done, it would have been impractical to have lodging rooms in the attics, as the gabled ends were hipped, and it would have been impossible for a person to stand upright. Now there were two comfortable rooms in each garret, and without them there would have been only three sleeping rooms for the family and domestics in each quarter.

The passage closets had been authorized by the commissioners on March 24, while two additional closets and doors in the basements had been approved by the board on their annual visit to the yard.

Davis had claimed $130 for new doors in the upper rooms and "allowance for doors and architraves in the lower story." Crane had disallowed payment for these extra.

The builders had submitted a claim for:

raising the roof 6 feet higher than specified, which occasioned the foundation of all new timber instead of using the old timber		$146.94
making 4 closets in passage		60.00
making additional doors & closets		50.00
	Total	$256.94[278]

277. Bainbridge to Crane, July 18, 1826, NA, RG 45, Letters Sent, BNC. Oliver Mills and Edward Gray had been of the opinion that the mason's work was equal to the "contract but not the carpentry." They recommended that $175 be deducted from Davis' contract for deficiencies in the two east tenements and $100 from those in the others. Mills and Gray to Crane, June 12 and 22, 1826, NA, RG 45, Letters Received, BNC.

278. Crane to Bainbridge, August 17, 1826, NA, RG 45, Letters Received, BNC.

The four quarters were now ready for occupancy.[279]

6. Maintenance and Improvements to the Commandant's Quarters

Immediately upon his arrival at the yard, Commandant Crane requested authority to cover the lower floors of his quarters with "painted canvas," as was done "in our ships and in several public buildings at other yards." It would preserve the flooring, he added.[280]

Replying, the board approved the painting of the lower floors. Painted canvas was rejected as too expensive.[281]

On May 23, Acting Commandant Gwinn notified the board that it was impossible to match the paper on the walls of the lower two rooms. Consequently, he wished to know whether the rooms should be papered or the walls colored. The cost of the former would be about $50 and the latter $30.[282]

The commissioners directed him to have the rooms "handsomely colour washed, preserving the present borders." A bright straw color or a patent yellow was recommended. Lack of funds, they cautioned precluded papering the rooms.[283]

Commissioner Morris, while at the yard, discussed with Acting Commandant Gwinn sale of the marble caps, sills, window frames, blinds,

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279. Ibid.

280. Crane to Bainbridge, April 12, 1825, NA, RG 45, Letters Received, BNC.

281. Bainbridge to Crane, April 18, 1825, NA, RG 45, Letters Sent, BNC.

282. Gwinn to Bainbridge, May 23, 1825, NA, RG 45, Letters Received, BNC.

283. Bainbridge to Crane, May 31, 1825, NA, RG 45, Letters Sent, BNC.

etc., that were to be removed from the commandant's quarters. These items had been carefully stored.[284]

The board called for public sale of these fixtures. The proceeds "were to be applied to repair of the structure."[285]

On July 19, Captain Crane mailed to the board a plan of a gallery for the front of his quarters. Materials would not cost more than $25, while the labor could be accomplished by yard carpenters.[286]

The commissioners approved the project, subject to the guidelines outlined.[287]

This project, as well as the others, was finished by late August, and on the 31st Acting Commandant Gwinn forwarded a statement of expenses incident to alterations and improvements to the commandant's quarters.[288]

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284. Gwinn to Bainbridge, June 11, 1825, NA, RG 45, Letters Received, BNC.

285. Bainbridge to Crane, June 15, 1825, NA, RG 45, Letters Sent, BNC.

286. Crane to Bainbridge, July 19, 1825, NA, RG 45, Letters Received, BNC.

287. Bainbridge to Crane, July 25, 1825, NA, RG 45, Letters Sent, BNC.

288. Gwinn to Bainbridge, August 31, 1825, NA, RG 45, Letters Received, BNC. The cost of improvements to the quarters between January 1 and August 15 was:

for materials	
Paints, oil, varnish, glass, putty, etc.,	$109.50
Lime, lard, hair, laths & bricks	190.50
Boards, nails, & brads	81.96
Screws, hinges, staples, shutter fastenings, knobs, bolts, etc.,	18.00
Rolls of paper & hanging	57.60
	$457.56
for labor	
Joiners - 61 days at $1.50	$ 91.50
Painters - 78 days at $1.50	117.00
Masons - 70 days, 24 days at $3 and 46 days at $2	164.00
	$372.50
Total	$830.06

On June 19, 1826, responding to a verbal request, the commissioners authorized Captain Crane to have one coat of paint applied to the exterior of his quarters.[289]

The board, the winter of 1826-27 at hand, wished to know the cost of double windows for the quarters. The sash should be as tight as possible to exclude the "atmospheric air at pleasure." The entire window was to be in one frame without weights and pullies.[290]

On checking with Agent Harris, Captain Crane learned the double windows would cost $21 per "window of one frame, glass and setting about $17, frame $4," making the cost of the 18 windows $378.[291]

The board approved this expenditure, and reminded Crane that the sashes were to be "fixed outside and in two parts, for the convenience of handling."[292]

On April 28, 1827, Captain Crane transmitted a plan prepared by Master Joiner Pierce for modernization of the interior of the quarters. To accomplish these changes, it would be necessary to: (a) "lower the floors of the lower rooms" 6 inches, making the parlors 11 feet high clear of finishing; (b) the second story 9 feet 9 inches; and (c) the third floor 6 feet 2 inches. Partitions in the chambers could remain as they were "by cutting them to the height of the 3d story, & flooring under them." The first and second story flooring would answer for the third, while first floor doors, by reducing their size, could be used on the second and third stories. It would be necessary to reduce the windows from 16-1/2 by 23-1/2 inches to 12 by 18 inches.

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289. Bainbridge to Crane, June 19, 1826, NA, RG 45, Letters Sent, BNC.

290. Bainbridge to Crane, December 18, 1826, NA, RG 45, Letters Sent, BNC.

291. Crane to Bainbridge, December 25, 1826, NA, RG 45, Letters Received, BNC.

292. Bainbridge to Crane, December 29, 1826, NA, RG 45, Letters Sent, BNC.

The entrance to the second story chambers could, if deemed advisable, be "only through the front entry."

Pierce was of the opinion that, with these alterations, the rooms would be "quite as warm with single windows as they would be with double windows in their present state."

Little expense would be necessary in the kitchen or basement story, beyond removal of the "bank." The floors and partitions were to remain.

Pierce's plan also called for an alteration in the size of the rooms on the west side, reducing the large rooms 4 feet and adding it to the northwest corner rooms, and providing a 4- by 4-foot closet in the back passage.

Besides its other benefits, the plan would provide "good sleeping rooms for domestics" on the third story.

Pierce estimated the cost of the project at $3,000 and believed it could be accomplished in 90 days.[293]

The board approved the proposal, and authorized the work to begin as soon as convenient.[294]

7. The Navy Razes the Quarters Formerly Occupied by the Surgeon's Mate

In June 1826 Master Joiner Pierce examined the frame quarters in the lower yard formerly occupied by Surgeon's Mate Birchmore. They were found to require extensive repairs, besides being very inconvenient and uncomfortable as a residence. Consequently, Captain Crane recommended they be demolished.[295]

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293. Crane to Bainbridge, April 28, [sic] 1827, NA, RG 45, Letters Received, BNC.

294. Bainbridge to Crane, April 24, 1827, NA, RG 45, Letters Sent, BNC.

295. Crane to Bainbridge, June 30, 1826, NA, RG 45, Letters Received, BNC.

The board approved the razing of the structure, which was accomplished in mid-August.[296]

8. The Board Defers Construction of a Boatswain's Quarters

On July 13, 1826, the board called for estimates for construction of quarters for accommodation of the boatswain, if located along the west wall north of the gunner's quarters.[297]

The cost of such a quarters was placed at $2,500 by Captain Crane.[298] This was more money than the department could allot for this purpose, and the proposal was pigeon-holed.

9. The Construction of the Tank Shed

On February 1, 1826, the board asked Captain Crane to forward plans of a timber shed, its rear to be built of stone, the front to consist of "stone piers," and the roof to be slated.[299]

Captain Crane recommended construction of the timber shed at the west end of the yard, beginning 40 or 50 feet from the gunner's quarters. Here the wall was 14 feet high and the ground would require little expense for leveling. If the roof were slate, there would be little danger from fires outside the yard. His second choice as a site was against the wall paralleling the turnpike, east of the Marine Barracks yard. The wall here was not as high, and it would cost money and take time to raise it.[300]

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296. Bainbridge to Crane, July 5, 1826, NA, RG 45, Letters Sent, BNC.

297. Bainbridge to Crane, July 13, 1826, NA, RG 45, Letters Sent, BNC.

298. Charlestown Navy Yard Journal, July 1-31, 1826, NA, RG 181.

299. Bainbridge to Crane, February 1, 1826, NA, RG 45, Letters Sent, BNC.

300. Crane to Bainbridge, February 21, 1826, NA, RG 45, Letters Received, BNC.

The board, on February 27, approved Crane's primary site.[301]

Before continuing further, Crane advised Washington that at 238 feet 9 inches from the Salem Turnpike, there was a jog in the wall, and from there to the gunner's quarters it was 138 feet 7 inches. If the building were sited between the jog and the northwest corner of the yard, he proposed to reduce the width of the timber shed from 50 to 40 feet, and erect a blockmaker's and cooper's shop in the area between the jog and gunner's quarters.

Crane was satisfied that fireproof sheds could be erected against the wall at less expense than elsewhere in the yard.[302]

In mid-March the board, having reviewed the comments, authorized Agent Binney to contract for construction of the timber shed. It was to be sited along the west wall between the jog and turnpike; to be 50 feet in width; the stone piers in front to be 4-1/2 feet in breadth and 4 feet thick; the openings between them for folding doors to be 9 feet; the pier foundations to be 4 feet deep; the height of the piers to be governed by the height of the wall; the structure to be slated; and the ironwork to be fabricated at the yard.[303]

Upon receipt of orders to proceed, Captain Crane mailed a revised site plan to the board. The wall at the "west end" of the commandant's garden, he pointed out, would form the rear elevation of the shed.[304]

By mid-July construction came to a stop, when Levi Bates (who had the contract for the stone work) walked off the job after receiving 12

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301. Bainbridge to Crane, February 27, 1826, NA, RG 45, Letters Sent, BNC.

302. Crane to Bainbridge, March 1, 1826, NA, RG 45, Letters Received, BNC.

303. Binney to Crane, February 27, 1826, Crane to Bainbridge, March 16, 1826, NA, RG 45, Letters Sent and Received, BNC.

304. Crane to Bainbridge, March 31, 1826, NA, RG 45, Letters Received, BNC.

stone pillars. To make the situation more embarrassing, Amasa Davis, the carpentry contractor, had got out the framing and was ready to proceed as soon as all the stone pillars were positioned.[305]

The timber shed was finished and accepted by the government in mid-October 1826.[306]

The structure was never used for the purpose for which it was built. In mid-January 1827, it was designated by the commissioners as a storage area for the ships' iron water tanks.[307]

10. The Construction of the Masthouse and Spar-shed

On February 10, 1826, Captain Crane wrote the board that Master Builder Barker had staked out the proposed masthouse on the east side of the former hospital grounds. The inner wall would be of stone, with spiles driven for the outer.[308]

The commissioners believed the site, as described, was too near the Salem Turnpike and the pier of the Chelsea drawbridge. They called for its north elevation to be 150 feet from the turnpike, and that it be "placed as near to the Yard as . . . can be done, by leaving sufficient depth of water for floating the masts and boats at high water, or nearly so." They preferred having both sides built of stone. The house was to be constructed according to the plan Crane had transmitted with these changes: (a) the width to be 70 instead of 60 feet; (b) the height of the masthouse to be 12 feet in the clear and of the boathouse 10 feet in the clear; and (c) the mast scuttle to be 6 feet wide. The floor of the

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305. Crane to Bainbridge, July 17, 1826, NA, RG 45, Letters Received, BNC.

306. Crane to Bainbridge, October 12, 1826, NA, RG 45, Letters Received, BNC.

307. Bainbridge to Crane, January 6, 1827, Crane to Bainbridge, January 11, 1827, NA, RG 45, Letters Sent and Received, BNC.

308. Crane to Bainbridge, February 10, 1826, NA, RG 45, Letters Received, BNC.

structure was to be far enough above flood tide to keep the upper part of the floor dry.

The commissioners feared that the proposed floor beams of the boathouse were not large enough. They must be of sufficient size to provide leverage for getting masts into the masthouse.

The section of the structure over the mast scuttle must be very strong to provide purchase for heavy boats.[309]

Agent Binney contracted with Levi Bates for building the foundation and walls by May 15. This was as early as this could be effected, because the quantity of stonework was about 1,300 perches, all of which would have to be quarried. The date would not be a problem, however, because no timber for the frame could be had until after the Middlesex Canal was open to navigation.

According to Captain Crane at least 70 pieces of timber for the frame would have to be at least 70 feet in length and from 12 to 14 inches square. Another 100 pieces would be more than 40 feet in length and 12 inches square. A contract for delivery of these timbers was signed with John Tapley.[310]

On the first day of spring, workmen began excavating for the foundations, and on May 24 the first pile was driven. Meanwhile, the commissioners, reversing themselves, had called for the stone wall being erected for the masthouse to be extended to intersect the yard wall. The space enclosed would be filled with earth, leveled, and rolled. Captain Crane would then have the old frame timber shed relocated from the west wall onto this site and converted into a shed for shaping spars and masts. When completed they would be moved into the masthouse.[311]

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309. Bainbridge to Crane, February 15, 1826, NA, RG 45, Letters Sent, BNC.

310. Binney to Bainbridge, February 25, 1825, NA, RG 45, Letters Received, BNC.

311. Bainbridge to Crane, May 15, 1826, NA, RG 45, Letters Sent, BNC; Charlestown Navy Yard Journal, March 1-May 30, 1826, NA, RG 181.

On July 5, Commandant Crane reviewed the financial situation pertaining to the project. The recent change order had caused an updating of the estimates. He now placed the cost of the boathouse at $10,500. To this figure should be added $1,000 for relocating the old timber shed and converting it into a spar-shed.[312]

Under no circumstances was the tin roof of the timber shed to be painted, the board cautioned, without clearing it with them. On July 21 it was moved from the upper to the lower yard and positioned between the wall and masthouse.[313]

Meanwhile, the builders reported good progress on the masthouse. By mid-July the wall was up, and Master Joiner Pierce was laying sleepers; by the 28th the joiners were "getting out the framing timbers"; and by August 18 the frame was raised. The board now ordered the roof slated.[314]

In mid-October Commandant Crane wrote the board that the sparmaker's shed to be erected at the north elevation of the masthouse had not been started.[315] By the end of 1826 the complex was completed, and the masts of Independence, Columbus, and Java stored within.

The board, in the spring of 1827, called on Captain Crane to provide it with a drawing of the machine used for hoisting boats in the boathouse and the trucks for transporting masts.[316]

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312. Crane to Bainbridge, July 5, 1826, NA, RG 45, Letters Received, BNC.

313. Bainbridge to Crane, July 5, 1826, NA, RG 45, Letters Sent, BNC; Charlestown Navy Yard Journal, July 21, NA, RG 181.

314. Crane to Bainbridge, July 17 and 28, August 18, 1826, and Bainbridge to Crane, July 21, 1826, NA, RG 45, Letters Received and Sent, BNC.

315. Crane to Bainbridge, October 12, 1826, NA, RG 45, Letters Received, BNC.

316. Bainbridge to Crane, April 26, 1827, NA, RG 45, Letters Sent, BNC. The plans are missing from the files.

11. Shiphouse No. 1 Gets a Slate Roof and a Belfry

In the summer of 1826, the board, taking cognizance of the recent Charlestown fire which had threatened to destroy shiphouse No. 1, determined to have its roof slated. Captain Crane was called on to provide a plan of the structure, with the number of squares in the roof, exclusive of openings, delineated, along with the cost of slating.[317]

On checking with local builders, Crane learned that James Bowen of Boston would slate the roof for $10.50 per square, with the "best Imperial Welsh slate and composition nails." He would slate the sides with Lady slate and composition nails at nine dollars per square. The exposed situation of the structure and the low price quoted caused Crane to urge early programming of the project.[318]

The board found the price reasonable. Crane was to accept Bowen's offer. Care would be taken to see that the roof was made watertight before it was slated.[319]

By late August Bowen had landed his slate at the yard and was preparing to begin work, but there was no 12-ounce copper available in the Boston area. It would take about 400 sheets of copper to cover the shiphouse. Meanwhile, Commandant Crane was recommending that copper gutters be secured to the shingles, under the slating. The ones now hung were wood.[320]

Before committing itself, the board inquired about the cost of the copper.[321]

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317. Bainbridge to Crane, July 25, 1826, NA, RG 45, Letters Sent, BNC.

318. Crane to Bainbridge, August 9, 1826, NA, RG 45, Letters Received, BNC.

319. Bainbridge to Crane, August 14, 1826, NA, RG 45, Letters Sent, BNC.

320. Crane to Bainbridge, August 28 and 29, 1826, NA, RG 45, Letters Received, BNC.

321. Bainbridge to Crane, September 4, 1826, NA, RG 45, Letters Sent, BNC.

Captain Crane found that Paul Revere could supply 12-ounce copper for 35 cents per pound.[322] The price was acceptable, and the copper sheeting was purchased. By December Bowen's men had completed the project.

During the year a belfry was added to the structure. The bell housed therein was rung to muster yard employees at the beginning of the work day.[323]

12. The Board Approves Construction of Launching Ways for Shiphouse No. 2 and a Causeway

On June 19, 1826, the board called on Captain Crane to ascertain from Agent Harris on what terms a contract could be made for construction of launching ways for 74 No. 2 and for completion of the causeway from the smithery shop westward.[324]

Agent Harris accordingly estimated the cost of building launching ways and completing the causeway:

for launching ways

pine timber	120 tons at $5.00	$ 600
oak timber	45 tons at 8.00	360
ballast stone	160 tons at .60	90
labor	460 days at 1.75	805
contingencies	. . . . .	145
	Total	$2,000

322. Crane to Bainbridge, September 12, 1826, NA, RG 45, Letters Received, BNC.

323. Charlestown Navy Yard Journal, January 1-December 31, 1826, NA, RG 181.

324. Bainbridge to Crane, June 19, 1826, NA, RG 45, Letters Sent, BNC.

for causeway, 750 feet long and 15 feet wide, the piles driven 10 feet apart--

piles 15 feet long		2,250 spruce timber	
flooring		18,750 spruce timber	
stringers		1,500 spruce timber	
		22,500 feet at 3¢	$675
labor	420 days at $1.50		600
master workmen	60 days at 2.00		120
pile driver	60 days at 1.50		90
		Total	$1,485[325]

Preparatory to beginning construction, Captain Crane had the ordinary men clean out the building ways. On doing so, it was seen that they were rotting and several of the shores had settled. Although the 74 was in no danger, it was urged that the timber ways be replaced with stone.[326]

Upon discussing his needs with contractors, Captain Crane learned that David Pratt would furnish stone flooring for shiphouse No. 2 at 18 cents per cubic foot, delivered at the yard wharf.[327]

The board accordingly approved the project for replacing the ways, provided the current appropriation sufficed.[328]

13. The Navy Regains the Old Blacksmith Shop from the Army

On February 24, 1826, the board asked Captain Crane for data on the category of War Department items stored in the yard, including those in the former blacksmith shop.[329]

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325. Harris to Crane, June 29, 1826, NA, RG 45, Letters Received, BNC.

326. Crane to Bainbridge, November 11, 1826, NA, RG 45, Letters Received, BNC.

327. David Pratt to Crane, December 1826, NA, RG 45, Letters Received, BNC.

328. Bainbridge to Crane, December 26, 1826, NA, RG 45, Letters Sent, BNC.

329. Bainbridge to Crane, February 24, 1826, NA, RG 45, Letters Sent, BNC.

All articles in the yard belonging to the War Department were stored, Crane responded, as they had been since June 1821 in the old blacksmith shop. Access to the shop was through the Water Street gate, rather than via the wharf. Since its transfer, the Army had made slight use of the structure.[330]

The Charles River from the yard to the Watertown Arsenal had been sounded. At flood tide it could be navigated by vessels drawing 9 to 10 feet. Moreover, there were no legal obstacles to transportation of gun powder by water from the yard to the arsenal.

Crane was unable to see any advantage accruing to the War Department through use of the old shop for storage of condemned ordnance stores. But, he noted, the building could be used profitably by the Navy for storage of canvas, cordage, etc., and as a blockmaker's shop.[331]

The board concurred with Crane's evaluation, and ordered the shop turned over to the Navy. When surrendered, it was to be refloored with condemned plank and the lower story prepared to receive shot. Before the shot was stacked in the house, it was to be lacquered. Commandant Crane could employ the upper story for such purpose as he desired.[332]

On April 22, a working party arrived and the Ordnance Department began removal of its stores in the Watertown Arsenal.[333] After they had completed this task, the Navy took possession of the structure.

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330. Crane to Bainbridge, March 7, 1826, NA, RG 45, Letters Received, BNC.

331. Ibid.

332. Bainbridge to Crane, April 7, 1826, NA, RG 45, Letters Sent, BNC.

333. Charlestown Navy Yard Journal, April 1-30, 1826, NA, RG 181.

14. One Shed Is Demolished and One Built

In 1824 a shed near the Marine Barracks was dismantled by yard workmen.[334]

Two years later, in 1826, a temporary shed was erected for protection of live oak piled in the lower yard.[335]

15. The Yard and Its Batteries

In 1824 laborers leveled the 1809 Half-Moon Battery.[336]

Yard workmen in 1827 removed and landscaped the saluting battery. A new battery would be built and armed with 24 9-pounders shipped from the Philadelphia Navy Yard.[337]

16. Beautifying the Grounds

Satisfied of the importance of having as much shade as possible, Commodore Bainbridge, while commandant, proposed to purchase and set out 200 to 300 elms. They were to be planted in various parts of the yard to provide shade for the labor force.[338]

The board approved the proposal, and on October 31, 1823, workmen were turned out digging holes and setting out elms. The seedlings cost 25 cents each.[339]

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334. Charlestown Navy Yard Journal, January 1-December 31, 1824, NA, RG 181.

335. Ibid., January 1-December 31, 1826.

336. Ibid., January 1-December 31, 1824.

337. Bainbridge to Crane, April 25, 1827, NA, RG 45, Letters Sent, BNC.

338. Bainbridge to Chauncey, October 11, 1823, NA, RG 45, Letters Received, BNC.

339. Chauncey to Bainbridge, October 16, 1823, NA, RG 45, Letters Sent, BNC; Charlestown Navy Yard Journal, October 31, 1823, NA, RG 181.

In 1826 a number of fruit trees were set out.[340]

J. Life at the Marine Barracks in the Mid-1820s

1. Manpower Problems Plague the Detachment

R.D. Wainwright, now a brevet major, commanded the Marine Barracks during these 47 months. In July 1823, four weeks before Commodore Bainbridge relieved Captain Hull, Wainwright, his ranks thinned by desertions, called for reinforcements.[341] Because of the Congressional ceiling on the Corps' strength there was little Colonel Henderson could do to correct this situation.

During the summer and autumn, Colonel Henderson visited all the navy yards. He found the guards "in good order, and as effective as their diminished force would allow." The increased demands for Marines afloat had made it necessary to slash the detachments to where there were insufficient sentinels to protect the public property. In a futile effort to cope with this situation, Secretary of the Navy Thompson, prior to his resignation, had sanctioned the enlistment of men beyond the number authorized by law.[342]

Now on November 20, Major Wainwright notified Commodore Bainbridge that the reduced strength of his detachment necessitated a further reduction of the number of posts manned by Marine sentries.[343]

This was grim news, because Bainbridge had been considering a request to increase by two the number of posts. If a post had to be

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340. Charlestown Navy Yard Journal, January 1-December 31, 1826, NA, RG 181.

341. Wainwright to Henderson, July 25, 1823, NA, RG 127, Letters Received.

342. Henderson to Southard, November 18, 1823, NA, RG 127, Letters Sent.

343. Wainwright to Bainbridge, November 20, 1824, NA, Captains' Letters, Microcopy M-125.

eliminated, he suggested that it be the one between the brick store and his quarters.[344]

Bainbridge transmitted copies of this correspondence to the board, which in turn referred it to the Secretary of the Navy.[345]

Colonel Henderson, after reviewing the documents, assured Secretary Southard that he had "distributed the Corps among the several Navy Yards, as equally and impartially as its strength would permit." Recent heavy drafts made for duty afloat, combined with a limited authorized strength, had complicated the situation.[346]

At the same time, Commandant Henderson wrote Major Wainwright that he could not authorize him to open a rendezvous until Congress enacted legislation increasing the strength of the Corps, which was currently 750 privates. Sixty privates was the maximum allowed the Charlestown barracks.[347]

There was an improvement in the personnel situation in the spring of 1824. Because of yellow fever, the Navy had been compelled to abandon its base at Key West. On April 5, Commandant Henderson notified Wainwright that 20 to 30 of these men were to be sent to Charlestown from Norfolk. Six weeks later, the detail (two sergeants, six corporals, two musics, and twelve privates) arrived by ship and reported.[348]

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344. Ibid.

345. Rodgers to Bainbridge, November 27, 1823, NA, RG 45, Letters Sent, BNC.

346. Secretary of the Navy to Bainbridge, November 29, 1823, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

347. Henderson to Wainwright, November 25, 1823, NA, RG 127, Letters Sent.

348. Henderson to Wainwright, April 5, 1824, and Wainwright to Henderson, May 19, 1824, NA, RG 127, Letters Received and Sent.

Within five months, Major Wainwright was again wrestling with this bugaboo. A call had been received to send a "heavy detail" to Norfolk for service aboard United States. This had reduced the detachment to 28 effectives. Consequently, he must reduce the posts from eight to four. Secretary Southard, on being apprised of this situation, could promise no immediate relief. As no more Marines could be assigned at this time to the yard, Commodore Bainbridge was to utilize men assigned to ordinary as sentries.[349]

On October 23 the 16-man Charlestown draft, accompanied by 11 Portsmouth Marines, sailed for Norfolk on Mogul. Also aboard the vessel were 278 seamen and boys shipped in and around Boston for service aboard United States.[350]

On October 19, 1824, Major Wainwright informed Commandant Henderson that if he were to provide Boston with her Marine detachment, it would be necessary to open a rendezvous, as the guard was so understrength that the number of posts had again been reduced.[351]

The Corps was at its authorized strength, so Colonel Henderson vetoed the request. Boston's Marines would be detailed from other barracks.[352]

The manpower problem continued into 1826. In mid-January, Captain Crane wrote the Board of Navy Commissioners. For the protection of the public property, he complained, there should be not less than six posts

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349. Secretary of the Navy to Bainbridge, October 23, 1824, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

350. Wainwright to Henderson, October 24, 1824, NA, RG 127, Letters Received.

351. Wainwright to Henderson, October 19, 1825, NA, RG 127, Letters Received.

352. Wainwright to Henderson, October 25, 1825, NA, RG 127, Letters Received.

manned by Marines, to be increased to eight or nine, when they began raising the frames of Cumberland and the masthouse. These posts should be: Post No. 1 at the Water Street gate during the daylight hours and at other times north of shiphouse No. 1; Post No. 2 at the south end of shiphouse No. 1, to watch it and the wharf; Posts Nos. 3 and 4 south and north of shiphouse No. 2; Posts Nos. 5 and 6 at either end of shiphouse No. 3; Post No. 7 near the old magazine; and Post No. 8 at the masthouse, when it was built.

From September 1 until January 1, three sentinels had been on duty by day and four by night. Since then one of the night posts had been eliminated. The yard, Crane continued, was much exposed and would continue to be until the wall was finished. The new lower yard officers' quarters had no other protection than bolts and bars.

There were not enough Marines assigned to the barracks to perform the service required. Moreover, whenever there were a large number of recruits aboard the receiving ship, a Marine guard was mandatory to prevent desertions.[353]

There was little the Corps could do to correct this situation beyond recruiting and pushing measures to apprehend deserters. But to curb the ardor of the recruiters, Colonel Henderson occasionally had to remind his officers that only "native American citizens" were to be enlisted. To encourage local authorities and citizens to cooperate in the apprehension of deserters, a $30 reward would hereinafter be paid for any deserter delivered at the post. This sum was to cover all costs involved in the arrest and transportation.[354]

To alleviate the necessity of drawing men from the barracks, Colonel Henderson, in December, notified Wainwright that a detail was being sent

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353. Crane to Bainbridge, January 18, 1826, NA, RG 45, Letters Received, BNC.

354. Henderson to Wainwright, October 6 and November 11, 1826, NA, RG 127, Letters Sent.

out of New York from which he was to organize Warren's detachment to include one 2d lieutenant, one sergeant, two corporals, and 20 privates. Most of the privates were prisoners under sentence, but they were the only men available. Henderson questioned whether they would be well drilled, but he expected Wainwright to make "them as efficient soldiers" as possible before the sloop sailed. Lieutenant H. W. Fowler would be in charge of the detachment.[355]

Before the end of the year, Commandant Henderson changed his mind. Warren's detachment was to be provided either from his command or the New York detail as Wainwright preferred. No musics would be assigned, because of the limited number allowed the Corps.[356]

When the New York detail arrived, it was discovered that one of the 16 prisoners had smallpox. Wainwright secured permission from Commandant Crane to use a detached building for quarantine. But this news soon reached the Charlestown authorities, who raised such a storm that they were evacuated to Rainsford island. The rooms the men had occupied were fumigated and their clothing, along with that of the attendants, burned.[357]

An unexpected freeze on the Potomac detailed the Boston-bound sloop with a sergeant and five privates ordered from the Washington barracks to Charlestown for duty aboard Warren. This did not create a problem, because Boston harbor was iced over until mid-February.[358]

On March 22, 1827, Commandant Henderson alerted Wainwright that the Java's detachment would be sent to Charlestown as soon as

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355. Henderson to Wainwright, December 7, 1826, NA, RG 127, Letters Sent.

356. Henderson to Wainwright, December 18, 1826, NA, RG 127, Letters Sent.

357. Wainwright to Henderson, December 24, 1826, NA, RG 127, Letters Received.

358. Henderson to Wainwright, January 3, 1827, NA, RG 127, Letters Sent.

practicable. The orderly sergeant and 21 privates would be coming from Philadelphia and the remainder from the Washington barracks. The guard to consist of two lieutenants, three sergeants, three corporals, two musics, and 44 privates. It was the commandant's desire that only the Corps' best men be sent on foreign service.[359]

Vessels with the two details docked at Boston early in April, and Major Wainwright organized them for service aboard the frigate.[360]

By the end of May, just days before the new yard commandant reported, the Charlestown detachment was in its usual condition--seriously understrength. The enlisted personnel included: present for duty--one sergeant, one corporal, and six privates; on guard--one sergeant, one corporal, and nine privates; on daily detail--one sergeant and four privates; on police--one sergeant and one corporal; confined--one private; and on drill--zero.[361]

2. Punishments and Personnel Matters

Punishments continued to be severe. In August 1823, Music John C. Knorr was sentenced to cover a double-headed 23-pound shot with cloth and to carry it in his knapsack, under charge of sentry No. 1, for 30 nights, from sunset to sunrise. During the day he was to be confined to the guardhouse.[362]

On December 11, 1824, Lieutenant John Lowry broke down the door to his left wing room, with a grate from his fireplace, and reached the garret with it "bidding defiance to those who approached him." He was

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359. Henderson to Wainwright, March 22, 1827, NA, RG 127, Letters Sent.

360. Wainwright to Henderson, April 5, 1827, NA, RG 127, Letters Received.

361. Wainwright to Henderson, May 27, 1827, NA, RG 127, Letters Received.

362. Wainwright to Henderson, December 12, 1824, NA, RG 127, Letters Received.

overpowered and placed in a straight jacket. As Lowry had been judged insane and was violent when aroused, Wainwright urged that he be transferred to a lunatic asylum.

Lowry had also smashed out the windows in his quarters with a chair, and they had been boarded up to only admit light through the upper panes.[363]

The hierocracy even in the 1820s could move with deliberation. Nine months passed before the unfortunate lieutenant was bundled to an asylum.

Rumors have always interested the military. In the spring of 1826, Major Wainwright heard that there was to be a general change of stations affecting the Corps' senior officers. Writing Commandant Henderson, he suggested that he be assigned to Philadelphia, provided it did not infringe on the seniority of Brevet Lieutenant Colonel Richard Smith. His principal reason for this request was concern for his wife's health. At present, she was confined to her chamber, and her doctor believed that a "middle climate, one less changeable" was necessary.[364]

Commandant Henderson took umbrage to this letter, as well as stories that he would leave the allotment of the posts to his officers' choice on the basis of seniority. It was his policy to assign stations to further the public interest. In making assignments, he would "pay that deference to Rank which it always merits." Moreover, Wainwright was mistaken as to his estimate of the relative importance of the various stations. Charlestown and Norfolk, as to military significance, ranked first, while Pensacola, because of its distance, was deemed of primary importance. New York was of "secondary consequence."[365]

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363. Ibid.

364. Wainwright to Henderson, April 16, 1826, NA, RG 127, Letters Received.

365. Henderson to Wainwright, February 20, 1827, NA, RG 127, Letters Sent. Wainwright spent February and March in New York City as president of the court convened to hear charges against Colonel Smith.

On May 26, 1827, Commandant Henderson named Wainwright president of a board detailed to prepare a uniform "system of tactics," a system of police regulations for the various barracks, and detailed regulations for the Quartermaster Department.[366] The board met in Washington and resulted in Wainwright being absent from the barracks for a number of weeks.

3. An Important New Regulation Regarding Admissions

In 1825 the department revoked its circular of March 14, 1821, regarding admission of visitors to the navy yards. Hereinafter, the commandants were to use their descretion. Visitors would be forbidden, however, to make drawings or take the lines of any naval vessels unless given previous permission by the board.[367]

4. The Marines Assist Their Neighbors

On March 12, 1824, there was a riot at the Massachusetts State Prison in Charlestown. It was triggered by three convicts who, in accordance with prison rules, had been sentenced to be publicly whipped. They had been confined to solitary cells to await their punishment. A guard stopped by to check one of the cells, and, on entering, the inmate sprang past him, slammed the door, locking him inside. The prisoner then opened the doors of the cells in which the other two were confined. The trio then released the guard, ordering him to lead them to the door barring the entrance to the guardroom. He refused, and they threatened to kill him with a sharpened file. Relenting, they locked him in one of the cells.

The three men entered the prison dining hall, a long, dark, and damp room. Meanwhile, the remaining prisoners, alerted to what had occurred, had rushed from the workshops. Arming themselves with

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366. Henderson to Wainwright, May 26, 1827, NA, RG 127, Letters Sent. Other members of the board would be Brevet Lieutenant Colonels Samuel Miller and John M. Gamble. Lieutenant Richard Auchmuty was detailed as secretary.

367. Preble, "History of the Boston Navy Yard," p. 155.

clubs, knives, hammers, chisels, and whatever weapon they could lay their hands on, the rioters took possession of the mess hall. According to a correspondent, they formed "a band whose strength, vileness and reckless daring could hardly be equalled."

The acting warden and the guards panicked. "They huddled together, but could scarcely be said to consult, as the stoutest of them lost all presence of mind in overwhelming fear." Word of the riot spread through Charlestown like wildfire. A subordinate officer hurried to the scene. Keeping his cool, he sent a man with a request for assistance addressed to Major Wainwright. He then prepared to enter the hall and discuss with the rioters their grievances. The assistant warden and the others sought to talk him out of carrying on with his plan. When he refused, they offered him arms--a sword and pistol. He refused, remarking that he had no fear, and in case of attack they would be of small benefit.

Along with only a small rattan, which he habitually employed as a walking stick, he entered the hall. Confronting the aroused convicts, he demanded to know why they had come "together with arms, in violation" of the prison rules. They answered that they had rallied to the support of the trio to secure a remission of the public whippings. This was impossible, he replied, as the rules must be enforced, and they must submit. At the word submission, the rioters closed up and brandished their weapons.

Those who watched through the grating gasped in horror. It was difficult for them to "conceive of a more appalling sight . . . than that of a single man standing within" the grasp of the hardened criminals, "and exposed to instant death, if a word or look should add to the already intense excitement."

There was no shouting, as he reminded the convicts of the hopelessness of escape. The townspeople, he continued, were alarmed, and the warden would consider nothing but unconditional surrender. He assured them that those who quietly returned to their cells would be

forgiven, but that, "if every prisoner was killed in the contest, power enough would be obtained to enforce the rules of the prison."

They replied that "they expected some would be killed, but that death would be better than such imprisonment; and with look and tone which evinced an indomitable purpose they declared that not a man should leave the hall alive till the sentence of floggin was remitted."

Becoming more agitated, several of the prisoners threatened to kill the officer. With the situation seemingly beyond control, the officer saw the feet of the Marines, on whose presence alone he relied for help, filing by the small lights in the gratings. He now stepped slowly backward, still urging the rioters to disperse before the guards employed force. When within three or four feet of the door, it was opened and slammed as he sprang through.

Major Wainwright was requested by the assistant warden to have his Marines open fire on the convicts through the gratings, first with blanks, and if this did not cause them to disperse with ball. Wainwright, however, rejected this proposal which could lead to heavy loss of life, for bolder action. He ordered the door to the hall opened, and marched in at the head of a 30-man detachment. Filing through the passage, the Marines formed at one end of the hall, opposite the mob grouped at the other end.

Wainwright then announced that he had been "empowered to quell the rebellion, and that he should not quit that hall alive till every convict had returned to duty." The convicts replied that they were ready to die and "only waited for the attack to see which was the most powerful." They would fight unless the flogging sentence was remitted.

The major responded by ordering his Marines to load their pieces. To make certain that the rioters knew this was not a bluff, each man was told to hold up the bullet before ramming it down the bore. The convicts answered with a growl of defiance, and no one shirked. They knew that numbers were on their side, and that after the first discharge, the

survivors could overpower the Marines. Wainwright ordered his men to take aim. They brought their muskets to their shoulders. Still hopeful of avoiding a blood bath, Wainwright advanced a step or two, and addressed the prisoners more firmly than before, urging them to depart. Again, they declared their intention to fight it out. Whereupon, Wainwright took out his watch, told his men to keep their muskets aimed at the rioters, but not to fire unless ordered. Then facing the convicts, he said, "You must leave this hall. I give you three minutes to decide. If at the end of that time a man remains he will be shot dead. I speak no more."

This was where the buck stopped. "At one end of the hall, a fearless multitude of desperate and powerful men waiting for the assault; at the other, a little band of well disciplined marines waiting with levelled muskets, and ready on the least motion or sign to begin the carnage." Major Wainwright held up his watch to count the time. For two minutes there was neither movement nor sound, except for labored breathing. At the end of two minutes, during which they had looked death in the face, several of the convicts in the rear, nearer the farther entrance, slowly retreated. A few more quickly joined the exodus. Before another 30 seconds had passed "every man was struck by the panic, and crowded for exit, and the hall was cleared as if by magic."

Thus the stance taken by Major Wainwright and his Marines defused an explosive situation without bloodshed.[368]

Less than four months later, the Marines again went to the aid of a local community. On July 7, there was a "great fire in Boston, in which 21 buildings were destroyed." To help fight the conflagration, Major Wainwright sent a sergeant and a detail across the Charles River bridge. The Marines were "very active and useful" in checking the spread of the flames.[369]

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368. Richard S. Collum, History of the United States Marine Corps, (Philadelphia, 1890), pp. 61-4.

369. Charlestown Navy Yard Journal, July 7, 1824, NA, RG 181.

5. Maintenance Standards Deteriorate

In the spring of 1824, Major Wainwright called for an allotment for repair of the left wing piazza. Colonel Henderson returned the request, pointing out that no expenditure of this character would be permitted unless mandatory. In a successful effort to get headquarters to reverse itself, Wainwright noted that the piazza was so much decayed that "part of it has this morning fallen down."[370]

During the winter of 1825-26 new grates for the barracks cooking range were purchased and installed.[371]

Throughout these years money for maintenance was exceedingly tight, and the physical condition of the barracks suffered accordingly.

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370. Wainwright to Henderson, May 19, 1824, NA, RG 127, Letters Received.

371. Henderson to Wainwright, February 14, 1826, NA, RG 127, Letters Sent.

V. COMMODORE MORRIS' ADMINISTRATION: 1827-32

A. The Administrative History

1. Commodore Morris Takes Command

Captain Crane's successor as commandant was Commodore Charles Morris. A son of Charles and Miriam Nichols Morris, he was born in July 1784 at Woodstock, Connecticut. Though a diligent student, he had little formal schooling after his tenth year. Through his father, a naval purser during the Revolution, Charles secured an appointment as a midshipman in July 1799, and made his first cruise in Congress during the Quasi-War against France. He broke his arm in a fall from the mainmast in January 1800. Morris recovered, and in June 1801 was one of 159 of 355 midshipmen retained in the peacetime establishment.

After nine months at the Woodstock Academy, Morris sailed in 1803 for the Mediterranean in Commodore Preble's squadron. He gained first fame as a member of the group selected by Lieutenant Decatur for burning Philadelphia in Tripoli harbor. He participated in the subsequent bombardment of Tripoli, returning to the United States in President. Morris was commissioned a lieutenant during a second Mediterranean cruise in Hornet.

After gunboat duty on the coast of Maine, and service in President (1809-10), Morris was Captain Hull's executive officer on Constitution at the outbreak of the War of 1812. He suggested warping Constitution ahead with anchors in her escape from Commodore Broke's squadron, on July 17-19, 1824, and was commended by Hull for his action in the battle with Guerrière. In this engagement, he was shot through the body while attempting to lash the two ships together. This exploit earned for Morris a promotion to captain, bypassing the grade of master-commandant.

Morris next was assigned as captain of John Adams. He escaped with his ship from Chesapeake Bay on January 18, 1814. Off the coasts of Africa and Ireland, Adams captured ten prizes, but, after grounding on the Maine coast, and seeking safety up the Penobscot, she was attacked by a British landing party on September 3. Morris had removed

and mounted her guns ashore but, when the milita fled, the sailors and Marines were compelled to burn their ship and join in the retreat. Cleared by a court of inquiry, Morris next commanded Congress in the Algerine War (1815). He remained with Congress until 1817, commanding the West India squadron while on diplomatic missions to Haiti and Venezuela. His command of the Portsmouth station from 1818 to 1823 was interrupted by a trip to Georgia for his health in 1819 and a brief cruise to Buenos Aires.

In 1823 Morris was named to the Board of Commissioners. His service with the board was interrupted in 1825-26, when he captained Brandywine in which General Lafayette returned to France. In the spring of 1827, Commodore Morris was named to command the Charlestown Navy Yard.

He reached Boston from Washington in the second week of June 1827. At 11 A.M., on Thursday, the 13th, he arrived at the yard and assumed command. A Marine guard was turned out, a 13-gun salute fired, and a broad pendant hoisted.[1]

2. The 1828 Master Plan

Until 1828 improvements in the nation's navy yards had been made without reference to any master plan. The 2d Session of the 19th Congress took corrective action. On March 3, 1827, Congress enacted legislation directing President John Quincy Adams:

> to cause the Navy yards of the United States to be thoroughly examined, and plans to be prepared and sanctioned by the President for the improvement of the same, and the preservation of the public property therein, from which plans no deviation shall hereafter be made but by his special order.

Under the law, President Adams, through Secretary of the Navy Southard, in the spring of 1827 named Commodores Bainbridge, Chauncey, and Morris to carry into effect this law's provisions. Colonel

1. Charlestown Navy Yard Journal, June 13, 1827, NA, RG 181.

Loammi Baldwin was appointed engineer to assist the board in their surveys, and in preparing their plans.

The board commenced its work in May 1827, and was two years in wrapping up the project. By 1828 it had completed its study of the navy yards at Charlestown, Portsmouth, Philadelphia, Washington, and Norfolk. Their work had been reviewed by the Secretary of the Navy and Board of Naval Commissioners, and approved by President Adams.

If their proposals were implemented, Secretary Southard forecast, "all of them [the yards] will promote convenience and economy," and "some of them will exhibit establishments inferior to none in the world."[2]

The Master Plan for the Charlestown yard was issued by the Board of Commissioners on August 11, 1828. It was to be retained at the yard for reference "whenever improvements" were authorized. On no occasion was it to be "deviated" from without written instructions from the department.[3]

3. The Navy Seeks to Reduce the Number of Yards

Andrew Jackson was inaugurated as Seventh President on March 4, 1829. He chose as his Secretary of the Navy, Senator John Branch of North Carolina. As a Capitol Hill veteran and a representative of agricultural interests, Branch was concerned about the high annual costs of the navy yards. He accordingly had the Navy Commissioners make a study to see if any of the Nation's seven yards could be phased out.

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2. "Annual Report of the Secretary of the Navy, showing the condition of the Navy in the Year 1828," found in American State Papers, Naval Affairs, Vol. III, p. 208.

3. Rodgers to Morris, August 11, 1828, NA, RG 45, Letters Sent, BNC. A copy of the yard's master plan is on file at the Boston Naval Shipyard National Historic Site.

On October 29, 1829, the commissioners reported that the plans on file showed that at each yard there were officers' quarters, storehouses, shiphouses, blacksmith shops, timber sheds, timber docks, spar sheds, boat sheds, etc., with dry docks under construction at Charlestown and Norfolk.

Turning to the question whether the number of yards could be reduced by a consolidation of facilities, the board admitted it was touching on a subject which would "excite strong local feelings." To maintain one yard above the number necessary for "building and equipping our ships with utmost dispatch" could in no way be deemed consistent either with economy or the wants of the service. A facility employed for general purposes required a full complement of officers to superintend it, although it might only occasionally be used for such purposes.

Were the commissioners to disregard economy, good reasons might be advanced for increasing the number of yards. It could be argued that by multiplying their numbers, the chances of a vessel in distress reaching one would be increased. But, when they looked at the sites of the present yards, there were few that could claim a decided preference. Boston Harbor could be entered only when the wind was fair. Its winter snow storms and its spring and autumn fogs presented serious and frequently insuperable difficulties. The same objections could be made to Portsmouth.

If the number of yards were confined to the number necessary for the service, in peace or war, many advantages would accrue. Expenses would be slashed and efficiency promoted. By reducing the number of yards more work would necessarily have to be accomplished at each. This would enable the government to concentrate its artificers, carpenters, and other necessary mechanics, and give them steady employment. The United States would then be able to select and retain in its service the more experienced artisans at fixed and moderate wages. Shiphouses could be constructed at the limited number of yards. Working

under cover, the labor force would not lose time because of inclement weather.[4]

Another economy that would be effected was the concentration of materials.

To determine the number of navy yards required, the Board had made a study of the Nation's maritime frontiers. Although extensive, there were few harbors that could be safely entered by ships-of-the-line and frigates. The Revolutionary War and the War of 1812 had demonstrated that there were two regions which a "skillful invading enemy would endeavor to gain possession." One of these was Chesapeake Bay and the other the waters near Rhode Island. The central position of the former with the "mildness and salubrity of the climate, the facilities of ingress and egress, and the almost inexhaustible supplies of ship timbers" made it superior to any other place on the coast for a great naval station and depot. Next in importance for such purposes was Newport, Rhode Island, or some other point on Narragansett Bay.[5]

As to what should be done with the other navy yards, on which great sums had already been expended, the Board made these recommendations. At Charlestown, it was pointed out, the structures were very valuable, while the dry dock, currently under construction, made it desirable that it be retained as an auxiliary establishment. "Its dense and active population, its numerous artificers and mechanics, and other resources" it afforded, facilitated the building and repair of ships. If the projected Cape Cod Canal were built, ships rendezvousing at or near Newport could look at Charlestown furnishing many of the "necessary supplies that may be required, either during peace or war."

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4. Rodgers to Branch, October 19, 1829, found in American State Papers, Naval Affairs, Vol. III, pp. 354-55.

5. Ibid., p. 355.

Portsmouth was too remote and with Charlestown intervening, it was deprived of any "advantages it might otherwise possess as an auxiliary establishment." New York, Philadelphia, and Pensacola lacked accessibility, while the latter two could not be entered by ships-of-the-line. The Washington yard possessed valuable shops (chain, anchor, camboose, blocks, and casting) and laboratory stores. And there was an advantage to the operation of these shops "under the immediate eye of the government." Although, like Philadelphia's Delaware River and Pensacola Bay, the Eastern Branch did not have a sufficient depth of water to admit vessels of deep-draft, considering the proximity to Chesapeake Bay, the Washington yard should be retained as an adjunct to the more important establishment at Hampton Roads.[6]

The Commissioners recommended to the department that, with the exception of the yards at Charlestown, Washington, and Norfolk, and another near the Gulf of Mexico, the others "might, in the course of a few years . . . be dispensed with, without injury to the naval service, provided an establishment be made near Newport."[7]

Secretary of the Navy Branch, when he made his annual report to Congress covering operations of his department in 1829, enclosed a copy of the Commissioner's study. On doing so, he noted that "scarcely any part of the expenditure for the establishment of the navy" has contributed so much to exhaust the general fund intended for its support, "as that which has been applied to objects connected with the building and maintaining of navy yards." A review of the report made by his predecessor for 1828 showed that permanent expenses charged to navy yards, including naval, ordinary, hospital, and civil, totaled $268,744. This great expense had made it necessary to "inquire whether

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6. Ibid., p. 356.

7. Ibid.

it may not be materially diminished by a reduction of their number, without affecting, injuriously, other important interests of the navy."[8]

Also in 1829, the Board of Engineers on Fortifications (Brigadier General Simon Bernard, Majors Joseph G. Totten and S. Babcock, and Captain Rene E. De Russy of the Army's Corps of Engineers, and Captains Lewis Warrington and Jesse D. Elliott of the U.S. Navy) examined the coast from Cape Cod to Cape Hatteras. On doing so, the board concluded that this section of the maritime frontier contained four great harbors, capable of sheltering the largest fleets, which could be closed and defended by fortifications. They were Boston, Hampton Roads, New York, and Narragansett Bay.

Boston Harbor, the board found, possessed these advantages: (a) it could be easily secured against attack by land or sea, and was the "most strongly fortified by nature; (b) it afforded good anchorages, sufficiently secure against winds and waves, and was seldom choked with ice; (c) it was difficult to blockade; and (d) vessels could enter it by 20 points of the compass. Its disadvantages were: (a) the channel was so narrow that large fleets would have difficulty entering or leaving; and (b) the neighboring seas were stormy and dangerous in the winter; and its climate was very severe during four months of the year.[9]

The first of these disadvantages was mitigated by the "facility and security with which the largest fleets can run in and out of" Nantasket and President roads. As for the second of these, it operated against a blockading fleet with much greater force than against United States ships,

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8. "Annual Report of the Secretary of the Navy, showing the condition of the Navy in the Year 1829," found in American State Papers, Naval Affairs, Vol. III, p. 349.

9. Board of Engineers to Eaton, undated, found in American State Papers, Naval Affairs, p. 464. John H. Eaton was Secretary of War in the Jackson administration.

from the great number of ports and harbors lying to the northeast of Boston, and, which in time of war, would be open to American ships in distress, but be closed to those of the foe.

The board voiced the opinion that the disadvantages of Boston Harbor and Narragansett Bay as naval stations could be corrected, but those of New York (the Hudson River ice and the impossibility of crossing Knoll Bar, except during four hours of the twelve) could not be palliated. Consequently, as naval stations Boston Harbor and Narragansett Bay were preferable to New York.

When comparing Boston Harbor with Narragansett Bay, the only relation was the facility which either afforded to a fleet or vessels in distress "to run into the one when they cannot reach the other." They both offered a secure refuge against storms or against a superior enemy, to merchant vessels as well as warships. Boston, the board reported, could be "considered as the naval place of arms of the coast between Cape Cod and St. Croix River, and Hampton Roads and Narragansett Bay as the naval place of arms of the long curve of coast between Cape Cod and Cape Hatteras." Boston accordingly required an "independent and particular organization as a great naval and military station," while Narragansett Bay must be deemed a "most important auxiliary and dependency of the two great and principal military harbors of the Atlantic." Boston and Hampton Roads.[10]

The board next enumerated the principles on which a naval "depot so important to the national wealth and national glory, should be selected." It must: (a) be easily defended "by the natural strength of the site," and by the ease of reinforcement; (b) have secure communications in time of war with those areas from which it drew naval stores; (c) receive these stores "by the cheapest and readiest conveyance

10. Ibid., pp. 463-64.

possible"; (d) have a convenient and secure communication with the harbor; (e) offer "a safe asylum to a fleet forced to seek refuge, or wanting repairs, as well as to vessels laid up in ordinary"; (f) possess sufficient depth to permit the largest vessels to arrive and depart without difficulty; (g) offer a convenient and favorable site for the construction of such a facility; (h) possess in its neighborhood "all necessary means for securing the approvisionment of the navy"; and (i) be free of "local and periodical diseases."

The board, in its survey, had identified five areas between the Delaware Capes and Portland, Maine, which satisified a great number of these criteria. They were: Chambers and Murderer's creeks, Poughkeepsie, and Allen's Point on the Hudson; Gale's Ferry on the Thames River; Fall River, Howland's Ferry and Prudence Island on Narrangansett Bay; Charlestown in Boston Harbor; and Furnell's Island and Great Bay on the Piscataqua River.[11]

On evaluating these sites, with these criteria in mind, the board found that Charlestown offered "every convenience that can be desired, as to the disposition of the localities for buildings, docks, etc." It was secure against attack from the sea, and would be difficult to invest from the land. The board was satisfied that at a small expense Charlestown could be made impregnable by throwing up field fortifications across Charlestown and Boston necks and the Salem Turnpike.[12]

The board's study pared the "points in competition for receiving the naval depot" to three sites--Charlestown, Prudence Island, and the area between Murderer's and Chambers creeks. Evaluating their advantages, the board found that Charlestown, in addition to its impregnable position,

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11. Ibid., pp. 466-67.

12. Ibid., pp. 466-67.

was on a harbor which seldom froze and where artificial basins were therefore unnecessary. In addition, it possessed the advantage of "possessing an establishment already begun, and which has already cost great sums." This, the board cautioned, would be lost if the yard were abandoned. Its only serious disadvantage was that in time of war its communications with the Southern states, where the "best timber and naval stores" were produced, would be uncertain. This disadvantage was partially mitigated by these considerations: (a) labor was cheaper in Boston than in New York State, and the savings effected would in part compensate for the greater cost in transporting timber and naval stores from their places of origin; and (b) if a blockade were established, it could not prevent traffic between the regions producing the best naval stores and the other great naval depot projected for Hampton Roads.[13]

The board concluded that the "great naval depot should be formed at James river for the south, and another at Charlestown . . . for the north." Hampton Roads and Boston must accordingly be "fortified and organized as great naval and military rendezvous, and Narragansett Bay between them as an occasional rendezvous." Secure possession of and proper organization of these three sites, the board informed Secretary of War Eaton, "would give to the navy . . . all those advantages which it requires to fulfill its destinies."[14]

The Congressional delegations from New Hampshire, New York, and Pennsylvania and the Florida territorial delegate were dismayed by the proposal to phase out the Portsmouth, New York, Philadelphia, and Pensacola Navy Yards. Memorials and petitions engulfed Congress opposing the commissioners' and boards' recommendations. In view of the furor, Secretary of the Navy Branch pigeonholed the proposals to reduce the number of navy yards and to establish two great "naval and military rendezvous" at Charlestown and Norfolk.

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13. Ibid., p. 467.

14. Ibid., pp. 467-68.

4. The Yard Gets a New Executive Officer and Boston a New Navy Agent

Early in November 1828 the yard received a new executive officer. On October 28 Master Commandant Gallagher was detached to Vandalia, and on November 3 Master Commandant Joseph Smith reported as his replacement.[15] Smith's stay was brief, as he was transferred on December 31. He was replaced by Master Commandant William L. Gordon. Smith returned to the yard as executive officer on June 7, 1831.

Naval Agent Richard Harris held his position for 15 months into the Jackson administration. In May 1830 he succumbed to the spoils system. On the 27th President Jackson signed Daniel Broadhead's commission as Harris' replacement as Navy Agent.[16]

5. Morris Handles the Cassiday Case

John Cassiday, one of the yard workmen, had been laid off on several occasions. When discharged for the winter season in the autumn of 1829-30, Cassiday wrote the department, making charges against Naval Constructor Barker and other master workmen. The board referred Cassiday's letter to Commodore Morris. If there were no "insuperable objection," the secretary wished him re-employed.[17]

Cassiday, on returning to Charlestown from Washington by way of New London in mid-January 1831, called on Commodore Morris. He handed him a letter of recommendation signed by Captain George Rodgers, the commodore's brother. After glancing at the letter, Morris exploded, "Cassiday you have been to Washington."

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15. Charlestown Navy Yard Journal, October 25-November 3, 1828, NA, RG 181.

16. Branch to Broadhead, May 31, 1830, NA, Letters Sent, Secretary of the Navy, Microcopy M-441.

17. Rodgers to Morris, January 14, 1831, NA, RG 45, Letters Sent, BNC.

"Yes," Cassiday responded.

"You may go there again," the commodore told him as he asked him to leave.

Writing Secretary of the Navy Branch, Cassiday explained what had happened. He was "grieved" that Morris should "so construe his intentions, as he had never had any ill will against" him. He was satisfied that Barker had misrepresented his purposes.[18]

Morris took umbridge to this interference by the department in the day-to-day operation of the yard. Since assuming command in June 1828, he assured the board that he had made a rule to determine the "proper number of each class of mechanics and laborers to be employed," and had left the selection of personnel to the various master mechanics, as they were more competent to judge qualifications. Whenever there was a lay-off, the master mechanics were expected to retain the "most useful and skillful." The only exceptions to this rule had been on those few occasions when directions had been issued to employ a certain person, provided he was found on trial to have equal qualifications.

Cassiday had been initially employed under this exception. He, however, was found to lack certain skills by Naval Constructor Barker and had been laid-off several times when reductions in force were necessary. Cassiday, on each occasion, had protested to Morris that his dismissal had resulted because of personal animosities.

When Morris investigated, he learned that Cassiday was a shirker; that he was a chronic complainer; and an agitator.[19]

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18. Cassiday to Branch, January 12, 1831, NA, Letters Received, Secretary of the Navy, Microcopy M-124.

19. Morris to Rodgers, January 21, 1831, NA, RG 45, Letters Received, BNC.

Cassiday, learning of the contents of Morris' letter, wrote Secretary of the Navy Branch. He informed the secretary that he had called Morris' attention to Naval Constructor Barker's transgressions last summer, but the commodore was so "evidently deceived by one who is totally unworthy of the situation he now holds" that he had taken no action.

Cassiday now wished the secretary to know that Barker had: (a) allowed public property to be removed from the yard, some of which had not been returned; (b) while supervising construction of the frigate Cumberland, spent much of his time overseeing the building of the brig Forest, a vessel of which he was part owner. This neglect of duty had caused injury to the frigate's rail pieces to the value of several hundred dollars; (c) Barker had employed drunks, when there were sober industrious men looking for work; and (d) rigging had been taken from the Navy Store for the brig Forest.[20]

Secretary Branch called on Commodore Morris for a detailed report on Cassiday's charges. On investigating them, Morris found that public property in the form of old raft rope and staples had been removed from the yard to carry off rejected timber. Most of these items had been returned, and the United States had suffered no loss.

As for the neglect of duty charge, pertaining to Barker's supervision of the building of Cumberland, it was found that the carpenter, under whose direction the error had occurred, had made the mistake through no fault of Barker's. This charge, in Morris' opinion, was unfounded. Barker was "very remarkable for his constant and close attention to duty."

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20. Cassiday to Branch, February 19, 1831, NA, Letters Received, Secretary of the Navy, Microcopy M-124.

Cassiday's charge that drunkards were employed by Barker or any other master mechanic was false. The yard's regulations on this subject were rigid and strictly enforced.

When questioned by Morris, the men who had reportedly told Cassiday that rigging from the Navy Store had been sent aboard the brig Forest denied having made the statements attributed to them.

Cassiday, Morris continued, had been heard to tell people that his goal was to have Barker removed from his position. Morris was satisfied that this was triggered by a desire for revenge on Cassiday's part for "supposed injuries."[21]

Morris' investigation and explanation satisfied the secretary and made "it unnecessary to adopt any further measures in the case."[22]

6. Morris Solves a Theft

In April 1831, Commodore Morris was called on to confront a different type of personnel problem. One of the employees told him that some old copper had been found near the yard, which was "supposed to have been taken from the strakes" of Constitution. Morris inaugurated an investigation to identify the persons connected with the theft. An individual was found who had purchased from two strangers some copper and brass. Suspecting that it had been stolen, he had declined to buy any more.

An anonymous letter to Morris named an 18-year-old lad as one of those who had brought this copper to him for sale. A warrant was obtained for arrest of the lad, but he could not be found.

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21. Morris to Branch, March 3 and 23, 1831, NA, Captains' Letters, Microcopy M-125.

22. Branch to Morris, March 29, 1831, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

Next day, a respectable individual called on Commandant Morris and asked that the lad not be prosecuted, provided it could be done with propriety to spare his mother and family from embarrassment. Morris agreed, but insisted the 18-year-old must surrender and then leave the area. Whereupon, the lad called upon Morris, and identified two U.S. sailors as the ones who had stolen the copper and given it to him to sell.

Morris had each of the seamen punished with ten lashes and the value of the copper taken but not recovered deducted from their pay.[23]

7. Morris Is Reassigned

Commodore Patterson resigned from the Board of Navy Commissioners on July 29, 1832. Having learned of Patterson's plans, Commodore Bainbridge, who was on leave of absence, wrote Secretary of the Navy Levi Woodbury in late May seeking reappointment to the board. Morris at this time, tired of service ashore, was writing the department, asking to be named to command Delaware, one of the Navy 74s. Neither officer received the assignment he was campaigning to secure. On July 13 Secretary Woodbury wrote Commodore Bainbridge that he was to proceed to Charlestown and take command of the navy yard. This communication was delivered to his home on the 17th. Acknowledging this order, Bainbridge announced he was starting for Boston in the morning. He reached Charlestown on the 24th and relieved Commodore Morris as commandant.

Then, on July 30, Secretary Woodbury wrote Morris that President Jackson had nominated him to succeed Commodore Patterson on the board. Morris had remained at the yard after being relieved to preside over a court martial.[24]

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23. Morris to Rodgers, September 26, 1831, NA, RG 45, Letters Received, BNC.

24. Bainbridge to Woodbury, July 17 and 24, NA, Captains' Letters, Microcopy M-125; Woodbury to Bainbridge, July 13 and 30, 1832, NA, Letters Sent, Secretary of the Navy, Microcopy M-149. Levi Woodbury of New Hampshire had succeeded John Branch as Secretary of the Navy in May 1832.

B. Day-to-Day Operations

1. Commodore Morris' First Six Months As Commandant

Commodore Morris, upon assuming command in June 1827, lost no time in making an inspection of the yard. He saw that 241 water tanks had been stored in the recently completed shed west of his quarters. He noted that the shed at the end of the masthouse was occupied as a mast shop. With work on several masts in progress, it was inconvenient to remove them.

To provide proper security to the timber and tanks, the shed would have to be floored. If surplus materials and yard labor were employed this could be done for $100. When this job was completed, the tanks would be proved, lacquered, waxed, and carefully stowed.

Much of the timber, Morris was disturbed to see, was lying about exposed to the weather. Some of it was very valuable, and some fit only for fuel. Timber purchased from different appropriations was mixed. To separate it, secure the good, and prepare the worthless for sale, to stow the tanks, and police the grounds, had compelled him to recruit a score of laborers.[25]

In the fourth week of July, Morris spent four days in Providence on personal business. On August 8 Commodore Morris accompanied Commodores Bainbridge and Chauncey of the Navy Yard Study Board of which he was a member and Colonel Loammi Baldwin to Portsmouth. The commodores returned on the 13th. Ten days later, Morris traveled to New York on official business for the board. He was back at the yard September 7. One week later, on Friday, the 15th, President John Quincy Adams spent several hours at the yard. Commodore Morris and the Marines received the President with customary honors.

On the 5th Independence had been winded and secured to the wharf, her bow to the southwest. The equinox brought strong gales from the

25. Morris to Bainbridge, June 15, 1827, NA, RG 45, Letters Received, BNC.

east and a driving rain. On October 17 winter paid a premature visit to the area, and there was a skiff of ice on the ponds.[26]

Responding to an inquiry from the board, Commodore Morris reported that Columbus and Independence had been salted in 1822, Vermont and Virginia had been salted when built, Falmouth had been salted, and Cumberland was being salted as construction proceeded.[27]

On October 24 Commodore Morris left for Philadelphia to sit on a court martial. During his absence, Lieutenant Gallagher was acting commandant.

Among the reports Gallaher was called to submit was one listing deficiencies in the equipment of the two 74s. Columbus' armament, he reported, was in good order, excepting one condemned 32-pounder carronade. Her sails were in satisfactory condition, but her rigging would have to be overhauled before it could be used at sea. Her blocks were in storage.

Independence's sails were good, but those for her foremast had been taken from Brandywine and would have to be replaced. A similar fate had befallen her armament. Her blocks were in storage, her gun tackle falls condemned, and her rigging unfit for service.[28]

Commodore Morris returned from Philadelphia, following a nine-week absence, on December 29.[29]

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26. Charlestown Navy Yard Journal, June 10-October 17, 1827, NA, RG 181.

27. Morris to Bainbridge, September 21, 1827, NA, RG 45, Letters Sent, BNC.

28. Gallagher to Bainbridge, November 7, 1827, NA, RG 45, Letters Received, BNC.

29. Charlestown Navy Yard Journal, October 24-December 31, 1827, NA, RG 181.

2. Day-to-Day Yard Operations in 1828

The Massachusetts weather became bitterly cold in the fourth week of January 1828. On the 23d Commodore Morris ordered the muster bell not to be rung, when the mercury stood at 10 degrees or lower. The next day there was no muster because of the severity of the weather.[30]

On February 22 the customary salute was dispensed with, as the old saluting battery had been demolished to make way for construction of the dry dock. (Details on the building of the dry dock are found in a special report.) Seven days later, Commodore Morris was called to Washington on official duty with the Navy Yard Study Board. He was absent more than six weeks, returning on April 19.

Meanwhile, on April 1, the summer work schedule was put into effect. The bell was rung at sunrise for first muster, 7 A.M. for breakfast, 8 o'clock for second muster, 12 noon for dinner, at 1:30 P.M. for third muster, and at sunset for dismissal. On Thursday, April 3, there was no muster as it was a fast day.[31]

On June 20 Navy Commissioners Rodgers and Warrington, accompanied by their secretary G. W. Goldsborough, arrived at the yard for their annual visit. They were honored with a 15-gun salute.[32] The board, while in Charlestown, had an opportunity of studying the improved snatch block invented by Yard Boatswain Evans. They were "disposed" to give him some allowance as a reward for the privilege of using it.[33]

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30. Ibid., January 23-24, 1828.

31. Ibid., February 22-April 3, 1828.

32. Ibid., June 20, 1828. Commodore Rodgers had rejoined the board as its president in the autumn of 1827.

33. Morris to Rodgers, September 12, 1828, NA, RG 45, Letters Received, BNC.

A summer heat wave gripped the area during the second week of August. The 10th was the year's hottest and most sultry day. Commodore Morris was absent from the yard, having secured a leave from July 30 to August 27.[34]

In December 1828 a board of survey reported the surviving Jeffersonian gunboat "unworthy of repair." Commodore Morris' recommendation for her sale at public auction was approved by the board.[35] She was soon ice-bound in one of the timber pens, and it was April 4 before the sale was held. She brought the United States $225.[36]

3. The Severe Winter of 1828-29

Commodore Morris was called to New York on December 19 and did not return to the yard until February 1, 1829. There was a brief cold snap on January 3. The day was "very cold," and "Boston Harbour and Charles River smoking like a pot."

On January 24, General J. P. Boyd, on behalf of the Committee of Arrangements, asked the department for loan of "a number of naval colors" to be used for decorations at a public dinner at Faneuil Hall on March 1.

The Navy was delighted to be of assistance. Commandant Morris was notified that the board had no objection to his "loaning to any body of respectful citizens, any naval colors" that could be conveniently spared, provided they were returned in good condition.[37] This established an expensive precedent which continued for many years.

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34. Charlestown Navy Yard Journal, July 30-August 27, 1828.

35. Morris to Rodgers, December 10, 1828, NA, RG 45, Letters Received, BNC.

36. Morris to Rodgers, April 4, 1829, NA, RG 45, Letters Received, BNC.

37. Rodgers to Morris, January 24, 1829, NA, RG 45, Letters Sent, BNC.

Orders were received on February 2 to fly the flags of the yard and station at half-mast as a mark of respect for Commodore Thomas Tingey, who had died at Washington on January 23.

On the 13th there was a tragic fire in Charlestown which claimed the lives of Mrs. True and her three children. The yard's fire company turned out to assist in fighting the flames, while the ordinary men were rousted out and stood guard throughout the night to prevent the spread of the fire into the yard. Then, on February 21 and 24, no muster was held because of the severity of the weather. On the 25th the area was lashed by an all night wind and rain storm. Sections of the yard were flooded on the 26th, the water reaching a depth of 18 inches in places. It was "very wet bad going," and Commodore Morris cancelled the day's muster of the mechanics and laborers.

The late winter's siege of bad weather continued. On March 5 a snow storm roared in from the northeast, and a number of vessels foundered off the coast. It was followed by another snow storm on the 18th. On March 28 the Boston area had its first pleasant day in weeks.[38]

4. The Yard Undertakes to Mix Its Paints

Early in March the yard's master painter suggested the "expediency" of having the paints and oils supplied by the contractor mixed at the yard. This would be more economical, and insure better quality. As for white lead, he explained, the principal advantage was quality, because the saving would be only about 50 cents per hundred pounds, but with other ingredients the margin would be considerable. Upon fine varnish, for example, it was 50 percent.[39]

38. Charlestown Navy Yard Journal, January 1-March 28, 1829, NA, RG 181.

39. Morris to Rodgers, March 5, 1829, NA, RG 45, Letters Received, BNC.

The board approved this proposal. Hereinafter, the paints, varnishes, etc., would be mixed at the yard.[40]

5. April-December 1829 Brings Few Challenges

During a three-week period at the beginning of the summer, the yard lost three men through death. On June 18 John Berry, an ordinary seaman, was killed in a fall; on the 20th Ordinary Seaman John Collins of Columbus drowned; and on July 8 Gunner John Lord, who had been ill for some time, died in a Boston hospital.

Commodore Morris was absent from the yard from August 22 to 29, attending to personal business in Providence. He was back at the yard in time to oversee the winding of Constitution on September 1. During the summer, the yard got a new chaplain--the Reverend John P. Fenner. He replaced Chaplain Everett who had been on sick leave since October 1828.

On September 25 the Board of Commissioners, accompanied by Secretary of the Navy Branch and Chief Naval Constructor Humphreys, arrived at the yard for their annual inspection. They were honored by the customary 15-gun salute.[41]

In mid-October Commodore Morris recommended that Sailing Master Waldo, who had lost a leg on Constitution in the War of 1812 and was unable to live aboard ship, be given a housing allowance.

Provision should also be made in the next year's budget for the salary of a professor of languages, as there were frequently officers at the yard who would "gladly avail themselves of an opportunity to learn

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40. Rodgers to Morris, March 9, 1829, NA, RG 45, Letters Sent, BNC.

41. Charlestown Navy Yard Journal, June 18-September 25, 1829, NA, RG 181.

French and Spanish, but whose pay does not allow them to meet the whole expense."[42]

The board was agreeable to the former proposal but rejected the latter. At this time the department's budget for officers and warrant officers assigned to the yard was:

	Number	Pay per mo.	Rations per day	House rent per year	Candles per year	Cords of wood per year	Servants at $8	Servants at $6	
Captain	1	$100	16	X	65	30	3	X	$3,466
Master Commandant	1	60	5	X	40	20	2	X	1,710
Lieutenant	1	50	4	X	20	20	1	X	1,292
Lieutenant	1	50	4	X	X	X	X	X	965
Master	1	40	2	X	20	12	1	X	941
Master	1	40	2	X	X	X	X	X	662
Surgeon	1	60	4	X	20	20	1	X	1,412
Surgeon's Mate	1	30	2	$145	16	14	X	1	1,950
Purser	1	40	2	200	20	12	1	X	1,141
Chaplain	1	40	2	250	12	9	X	1	1,141
Midshipmen	4	19	1	X	X	X	X	X	1,277
Boatswain	1	20	2	90	12	9	X	1	741
Gunner	1	20	2	X	12	9	X	1	651
Steward	1	18	1	X	X	X	X	X	307[43]

Morris at this time forwarded to the department documents pertaining to Sailmaker Ware's improved dew for sails, which he deemed worth a trial. With the dew were boxed a rope and an iron-strapped sheer block. Ware's improved manner of sewing seemed to make the dew less liable to chafe.

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42. Morris to Rodgers, October 13, 1829, NA, RG 45, Letters Received, BNC.

43. American State Papers, Naval Affairs, Vol. III, p. 394.

He also reminded the board of their September 1828 correspondence regarding Boatswain Evans' improved snatch block.[44]

The board was pleased with Sailmaker Ware's invention and he would be given a monetary reward, while the improvement made by Evans resulted in a $100 award for his ingenuity.[45]

On the last day of October there was a wild nor'easter, accompanied by surging tides. Damage was done to the dry dock construction site, and some docked timber broke loose. Two weeks later, on November 14, the area had the season's first snow.[46]

6. The March 1830 Storm

A general court martial was convened by Captain Matthew C. Perry on Janaury 20, 1830, for trial of Ordinary Seaman William Walker, charged with "uttering mutinous words, and raising a weapon against a superior officer." He was found guilty, and on Feburary 8 received his punishment on the quarterdeck of Columbus--six lashes on his bare back.

On February 9, due to the severity of the weather, there was no muster.[47]

In March the board alerted Commodore Morris to the anticipated visit of Captain Avinoff of the Imperial Russian Navy. He was to give the Russian a tour of yard, permitting him to examine whatever he desired.[48]

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44. Morris to Rodgers, October 15, 1829, NA, RG 45, Letters Received, BNC.

45. Rodgers to Morris, October 19, 1829, NA, RG 45, Letters Sent, BNC.

46. Charlestown Navy Yard Journal, October 1-November 15, 1829, NA, RG 181.

47. Ibid., January 1-February 9, 1830.

48. Rodgers to Morris, March 12, 1830, NA, RG 45, Letters Sent, BNC.

A later winter's storm roared in, bringing damage, suffering, and death. There were gales out of the northeast on March 23, accompanied by snow. The temperature, which had reached 63 degrees on the 22d, plummeted to 28 degrees in a matter of hours. On the 26th the nor'easter climaxed, bringing with it the highest tides in more than 20 years. There was considerable apprehension for security of the dry dock site. Although considerable water spilled over the top of the cofferdam, the dam and embankments held and suffered no injury.

Several wharves were slightly injured, and the cellar of the Navy Store, partially filled with water. The beef and pork stored within, however, escaped injury.

The divisions between the knee and timber docks were destroyed, but no timbers were lost.

A small sum would repair all the damage, with the exception of that to the timber docks.[49]

On the last day of March, the Board allotted $9,300 to continue building Cumberland and to repair the damage caused by the flood tides.[50]

7. The Remainder of 1830 Proves Routine

There was an exceptionally late spring for even this latitude. On May 22 there was a frost, and on June 21 Sailing Master Waldo "sat very comfortably by a coal fire all day, a raw, wet, uncomfortable east wind & rain, with lightning & thunder."

On June 26 yard workmen finished cutting and making hay.

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49. Morris to Rodgers, March 27, 1830, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, March 20-26, 1830, NA, RG 181. At the Navy Store, water lapped at the cellar door below the purser's window.

50. Rodgers to Morris, March 31, 1830, NA, RG 45, Letters Sent, BNC.

The following week Naval Constructor Barker made the required annual examination, with a sight vane, of the ships in ordinary and on the stocks. He found them "straight, and the same as 12 months before."

On July 5, the fourth falling on a Sunday, a 17-gun salute was fired at sunrise and noon, and 24 guns at sunset. The weather now turned torrid. On the 17th the thermometer registered 100 degrees at 3 P.M. in the shade and 115 degrees in the sun. Four days later, the mercury, between 10 A.M. and 8 P.M., never dropped below 90 degrees.

Yard workmen on the last day of July winded Constitution, and hauled her about with her "head to the northeast." On August 26 Carpenter N. Parker, who had been on sick call for more than two months, died of consumption.

On September 2 a full eclipse of the moon caused considerable excitement. Then on the 17th yard personnel participated in Boston's bicentennial celebration.

On November 19 Lieutenant James Armstrong reported for duty. Commodore Morris was not on hand to welcome him, as he had left for Providence two days before. Morris returned on the 20th.

The yard lost Ordinary Seaman Charles Jay on December 5. He fell overboard from Columbus and drowned.[51]

During the year a survey was held on the public stores on hand at the yard. The inventory revealed:

Gradual Increase	$399,133.40-1/2
Repairs	347,127.58-1/4
Improvements	149,565.73
Provisions	12,565.70
Slops	986.43-3/4
Total . . .	$909,378.85-1/2

51. Charlestown Navy Yard Journal, May 1-December 31, 1830, NA, RG 181.

8. The First Four Months of 1831

Commodore Morris, in late December, traveled to Philadelphia to sit on a court martial. In his absence Lieutenant Armstrong was acting commandant.

On February 12, 1831, there was an eclipse of the sun. Sailing Master Waldo noted in the yard journal that the thermometer fell at 1:30 P.M. to 21 degrees and rose 5 degrees by 3 o'clock, after the phenomenon. Six days later, on the 15th, 13-minute guns were fired in memory of Captain Sinclair, who had died on Feburary 7 at Norfolk. A 17-gun salute was fired on the 22d in honor of Washington's birthday.[52]

Before the end of the month there was a fatal accident, when a workman on the dry dock fell to his death.[53]

During the spring, yard workmen built two whaleboats for Potomac, in accordance with dimensions supplied by Commodore Hull.[54]

There was a gale on the night of April 8. Winds were out of the south and drove water over the gunwales of a scow moored between shiphouses No. 2 and 3, swamping her. A snow on the 12th left 12 to 15 inches on the level.[55]

9. The Yard Repairs and Outfits "Peacock"

In late April the sloop Peacock arrived from La Habana and dropped anchor off the yard. On the 27th there was a nor'easter, and

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52. Ibid., January 1-February 22, 1831, NA, RG 181.

53. Morris to Branch, March 14, 1831, NA, RG 45, Letters Received, BNC.

54. Rodgers to Morris, March 10, 1831, NA, RG 45, Letters Sent, BNC.

55. Charlestown Navy Yard Journal, April 1 and 2, 1831, NA, RG 181.

the sloop parted her chain cable, "and struck yards and topgallant masts." On learning that Peacock was in Boston Harbor, the commissioners directed Commodore Morris to see that she was repaired, with as little delay as practicable.[56]

Acknowledging receipt of this order, Morris reported that if the vessel was repaired, "without any alterations of the masts and spars," it could be accomplished in seven to ten days. If these alterations were required, it would take about three weeks.

As she was short about 30 sailors, Morris was certain that in either event, she would be ready for sea before the vacant billets were filled. While awaiting instructions, he would have her caulked.[57]

On examining Peacock's cotton sails, they were found to be "more defective" than their appearance indicated. A survey was ordered. The surveying officers deemed the top and jibsails "unworthy of repair," and Morris desired to know whether they should be replaced with sails made from cotton or flax canvas.[58]

Upon receipt of these reports, the department ordered the vessel placed in ordinary and her crew paid off. The sailors were discharged on May 23. Her caulking was then expedited; her spars, rigging, and sails landed; and her ballast and water casks sent ashore.[59]

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56. Charlestown Navy Yard Journal, April 25-May 1, 1831, NA, RG 181; Rodgers to Morris, April 30, 1831, NA, RG 45, Letters Sent, BNC.

57. Morris to Rodgers, May 5, 1831, NA, RG 45, Letters Received, BNC.

58. Morris to Rodgers, May 20, 1831, NA, RG 45, Letters Received, BNC. The survey board made a record of the length of time the cotton sails had been in use; the character of weather to which they had been exposed; and the time Peacock had been at sea. Morris to Van Brunt, May 13, 1831, NA, RG 45, Letters Received, BNC. Lieutenant Gresham Van Brunt was one of the yard's junior officers.

59. Morris to Rodgers, May 17, 1831, NA, RG 45, Letters Received, BNC: Charlestown Navy Yard Journal, May 1-23, 1831, NA, RG 181.

By June Peacock's hold had been broken out, cleaned, whitewashed, and the ballast and casks restowed. She had been caulked; the masts had been taken out; but her bowsprit was still in position.[60]

Orders were issued on August 1 by the board to outfit Peacock for sea with "all practicable dispatch."[61] By early October Morris notified the board that she had her water and salt provisions aboard and stowed, and her masts on end. Her yards were partially rigged, her heavy sails, except the roping, made, and most of her light sails completed.[62]

The department in mid-December directed that Peacock be equipped for sea and supplied with stores for a prolonged cruise.[63]

On March 7, 1832, Francis Baylies, who had been named Charge-de Affairs to Buenos Aires, boarded the sloop-of-war. She sailed the next day for the Rio de la Plata.

Commandant Morris thereupon submitted a report summarizing the repairs made to Peacock while at the yard. Her hull had been thoroughly caulked, and "requisite repairs made in the Carpenters and Joiners departments." Her hold had been cleansed and whitewashed, ballast restowed, and water casks repaired and painted. Her spars were "generally new, some . . . [had] been altered and repaired." She carried the same standing rigging as on her last cruise, excepting new

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60. Morris to Rodgers, June 1, 1831, NA, RG 45, Letters Received, BNC.

61. Rodgers to Morris, August 1, 1831, NA, RG 45, Letters Sent, BNC.

62. Morris to Rodgers, October 6, 1831, NA, RG 45, Letters Received, BNC.

63. Rodgers to Morris, December 20, 1831, NA, RG 45, Letters Sent, BNC.

fore- and forespringstays, maintopmast shrouds, and main topgallant backstays. Such of her old running rigging as was unsatisfactory had been removed, and part of the remainder taken from the running rigging of Constitution. The heavy and most of the light sails were new. She retained her former armament. Her boats had been repaired, and a new whaleboat added. She retained her former hemp cables and one chain cable. She carried provisions for 17 weeks and water for 75 days at a gallon a day per man.

The private stores and baggage of the Charge encumbered her berthdeck.[64]

10. The New Secretary Visits the Yard

On July 4, 1831, a 24-gun national salute was fired from the battery, and on the 12th 21-minute guns were discharged in memory of James Monroe, who had died in New York City eight days before.

Levi Woodbury in May had succeeded John Branch as Secretary of the Navy. The new secretary and the Navy Commissioners were at the yard on August 17. They were honored by a 17-gun salute and a Marine escort.[65]

Early in September the ship London sailed from the yard for Rio de Janeiro with slops for the South Atlantic Squadron. On the 2d, Master Commandant John Porter died at Watertown. He was buried on the 3d from the yard with the honors due his rank.[66]

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64. Morris to Rodgers, March 7, 1832, NA, RG 45, Letters Received, BNC.

65. Charlestown Navy Yard Journal, July 4 and August 17, 1831, NA, RG 181.

66. Morris to Woodbury, September 3, 1831, NA, Captains Letters, Microcopy M-125.

11. Coping with Expired Contracts

Morris was confronted by an administrative problem in the winter of 1831-32. The previous spring, he had called upon the iron contractor, Ellicott & Co., for 8,125 pounds flat iron, 2,550 pounds square iron, and 2,500 pounds round iron for timber shed No. 31. Of this order, 7,792 pounds of flat iron had been delivered.

On October 31 requisitions were made on the same firm for 11,911 pounds flat iron, 5,400 pounds round iron, and 2,300 pounds square iron for the schooner. No part of this iron had been received. Ellicott & Co. had written that they had shipped 2,446 pounds round iron on the first requisition, and 2,010 pounds flat iron and 3,593 pounds round iron on the schooner account.

This iron was intended to replace equal quantities taken from other appropriations to prevent delays that would have occurred. As the Ellicott contract had expired, Morris wished to know whether this iron could be legally paid for, or if it should be rejected.

Many timber contracts also fell into the category.[67]

It was inadvisable to receive stores under contracts, the commissioners cautioned, which had lapsed. He might, however, permit them to be deposited in the yard at the contractor's risk, until Congress acted on the next year's appropriation. Ellicott's circumstances seemingly were no different than the others, in that the United States had not suffered any injury.[68]

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67. Morris to Rodgers, January 27, 1832, NA, RG 45, Letters Received, BNC.

68. Rodgers to Morris, February 1, 1832, NA, RG 45, Letters Sent, BNC.

12. Commodore Morris' Last Six Months At the Yard

Commodore Morris was absent from the yard during the second half of March. While he was away, Master Commandant Smith was in charge.

In late April, Morris was directed to inspect the bark Madagascar on which it was intended to ship stores from Baltimore to Port Mahon. If the bark were seaworthy and satisfactory, he was to advise Agent Broadhead and notify the commissioners. If the bark were chartered, she was to be loaded with 500 barrels of beef and 400 of pork for transhipment to Baltimore.[69]

Madagascar was discovered to be unsatisfactory. On Morris' recommendation, Broadhead chartered the ship Minerva. She was hauled alongside the wharf in mid-May, and on the 22d, having taken aboard beef, pork, and slops, sailed for Baltimore.[70]

In mid-May the master of the receiving ship Columbus complained to Commodore Morris of the poor health of his people, which he attributed to her being covered. Surgeon Gerald Dayers agreed.

Relaying this information to the board, Morris stated that where there was need to cover ships in ordinary with hurdles, this did not apply to a receiving ship. Recruits could be employed for her preservation and cleaning. Moreover, with a roof the danger of fire increased, as stove pipes had to be carried through it.[71]

The board, however, deemed it best "to continue the side hurdles to protect the beams against the effects of the summer sun." In removing

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69. Rodgers to Morris, April 24, 1832, NA, RG 45, Letters Sent, BNC.

70. Morris to Rodgers, May 22, 1832, NA, RG 45, Letters Received, BNC.

71. Ibid.

the roof, care was taken to prevent damage to the sections that might be reused.[72]

During the spring measures were taken to pare down the inventory of surveyed stores and equipment. Morris had all of Columbus' and Independence's useable standing rigging "laid . . . into running rigging." The remainder, not required for fasts, lashings, etc., was sold.[73]

All surplus copper, suitable for castings, was shipped to the Washington yard.[74]

On Bunker Hill Day a Philadelphia militia company, which had traveled to Boston to participate in the festivities, visited the yard escorted by the Boston Light Infantry.[75]

C. Shipbuilding During the Morris Years

1. The Building and Launching of "Falmouth"

One of the three sloops built at the yard during the 1820s was on the ways, when Commodore Morris reached Charlestown in June 1827. During that summer sloop No. 3 took shape as he watched. The commissioners on an August visit to the yard named the vessel Falmouth. Naval Constructor Barker was disturbed to learn that the board did not plan to have her launched until the spring of 1828. He feared that her stern post and stem would be injured by frost during the winter, if she

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72. Rodgers to Morris, May 21, 1832, NA, RG 45, Letters Sent, BNC.

73. Rodgers to Morris, February 15, 1832, NA, RG 45, Letters Sent, BNC.

74. Rodgers to Morris, May 25, 1832, NA, RG 45, Letters Sent, BNC.

75. Charlestown Navy Yard Journal, June 17-18, 1832, NA, RG 181.

were left on the stocks. Her ways, being temporary, could be injured by ice.[76]

On being apprised of this, the board directed that Falmouth be completed and launched, so far as available funds would allow.[77] Before leaving for Phildelphia, on October 29, to sit on a court martial, Commodore Morris sought additional information. If it were proposed to send Falmouth to sea during the winter, or early spring, he recommended that the ballast and water casks be stowed and her masts and rigging positioned, before the weather turned severe. By employing the recuits currently on station for this work costs could be slashed.[78]

Commodore Rodgers, who had resumed Presidency of the Board, responded that Falmouth was not needed at sea before spring.[79]

Before this letter was received, the sloop, at 11 A.M., on November 3, "was safely & handsomely launched." The board, on learning of this, was somewhat miffed. On the 12th the sloop was hauled onto the flats, south of the wharf, at high water to remove her bilgeways. The tide, however, did not ebb sufficiently, and at nightfall she was hauled to the south side of the wharf and secured. Four days later, she was returned to the flats, and at low tide the bilgeways taken off. On the 17th the sloop was hauled back to the wharf.[80]

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76. Morris to Bainbridge, September 29, 1827, NA, RG 45, Letters Received, BNC.

77. Warrington to Morris, October 5, 1827, NA, RG 45, Letters Sent, BNC.

78. Morris to Bainbridge, October 22, 1827, NA, RG 45, Letters Received, BNC.

79. Rodgers to Morris, October 29, 1827, NA, RG 45, Letters Sent, BNC.

80. Charlestown Navy Yard Journal, November 3-17, 1827, NA, RG 181; Rodgers to Morris, November 10, 1827, NA, RG 45, Letters Sent, BNC.

The board now had a change of heart. On November 26 it ordered Falmouth to be equipped for sea as soon as practicable.[81]

The board's letter was opened by Acting Commandant Gallagher on December 3. After turning a crew to outfitting the sloop, he wrote the board. As he was short-handed, he believed it would require six weeks to send Falmouth to sea. This was because all the recruits from the receiving ship, except 15, were under orders to proceed to Norfolk.[82]

Gallagher was as good as his word. On January 20, 1828, Falmouth (Charles W. Morgan commanding) put to sea, bound for Norfolk, with a fair wind from the northwest. She was carrying 50 tons of ballast, which Commodore Morris believed was too much by ten tons.[83]

2. The Building and Launching of "Boxer"

The Navy in the early 1830s was confronted by widespread illegal cutting of the prized live oak on its timber reserves on the Georgia sea islands and along the Gulf coast. In 1831 two schooners were purchased to act as guard vessels for the timber lands.

Confronted by a shortage of small vessels, it was determined by the department to build three 10-gun schooners, and plans were prepared for the class. Chief Naval Constructor Humphreys made a number of preliminary lines of sharp schooners from 100-foot downward to 88 feet between perpendiculars. On reviewing these, the board opted on the smallest dimensions. The approved design called for schooners 88 feet

81. Rodgers to Morris, November 26, 1827, NA, RG 45, Letters Sent, BNC.

82. Gallagher to Bainbridge, December 3, 1827, NA, RG 45, Letters Received, BNC.

83. Morris to Rodgers, January 21, 1828, NA, RG 45, Letters Received, BNC.

between perpendiculars, 26 feet 6 inches moulded beam, and 10 feet hold depth.[84]

In March 1831 the department called on the commandants of the Charlestown, Washington, and New York yards to notify the board what live oak and other materials, suitable for this purpose and not immediately applicable to other objects, were stockpiled.[85] They would also state whether among the promiscuous live oak knees they had enough for one frame.

On the 28th Morris informed the board that there were on hand these timbers which could be advantageously used in building a schooner:

> (a) about 3,500 cubic feet of small live oak timber and sufficient live oak knees for the floors, etc.;
>
> (b) about 120 white oak knees, sided 6 and 7 inches;
>
> (c) about 36,000 feet of 2- to 3-1/2-inch white oak plank belonging to the appropriation for "Gradual Increase," which was not needed for the three ships currently under construction;
>
> (d) about 25,000 feet of similar plank belonging to "Repairs":
>
> (e) about 15,000 feet of 2- to 3-inch yellow pine plank belonging to "Gradual Increase";
>
> (f) about 40,000 feet of similar plank belonging to "Repairs"; and
>
> (g) sufficient promiscuous live oak, white oak, and yellow pine timbers for the remainder of the frames, keel, beams, etc.

There was also a mainmast and other timbers belonging to "repairs," from which the other spars, excepting the light ones, could be shaped.[86]

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84. Chapelle, American Sailing Navy, p. 381.

85. Rodgers to Morris, March 22, 1831, NA, RG 45, Letters Sent, BNC.

86. Morris to Rodgers, March 28, 1831, NA, RG 45, Letters Received, BNC.

The board approved the building of a schooner at the Charlestown yard, but cautioned that no timbers nor other materials were to be used in the project which had been purchased under any specific appropriation, except promiscuous and other timbers purchased for repair. An account of those used was to be kept and an accurate return made.

Any copper or iron required would be bought from the contractors.

If there were sufficient timber on hand, he was to commence preparations for building the schooner, a draft of which would be forthcoming.[87]

It was the fourth week of May before the department transmitted Humphreys' building instructions and the inboard lines.[88] The arrival of these documents enabled Naval Contractor Barker to proceed with the schooner's moulds.[89] On June 22 preparations were completed, and the keel laid on the ways near shiphouse No. 3.[90]

On October 14 the board, learning that the vessel's hull was nearly finished, selected a name for the schooner. She was to be called Boxer. Three weeks later, the department ordered Boxer launched, completed, and outfitted for use.[91]

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87. Rodgers to Morris, April 4, 1831, NA, RG 45, Letters Sent, BNC.

88. Rodgers to Morris, May 23, 1831, NA, RG 45, Letters Sent, BNC.

89. Morris to Rodgers, May 29, 1831, NA, RG 45, Letters Received, BNC.

90. Charlestown Navy Yard Journal, May 27-June 30, 1831, NA, RG 181.

91. Rodgers to Morris, October 14 and November 9, 1831, NA, RG 45, Letters Sent, BNC.

There was a problem in securing cordage for the schooner. It was impossible to secure rigging manufactured from yarn spun by Gray's machinery, because local ropemakers were dependent upon "their hand spinners, who will leave them if they use the machine spun yarns." Morris was therefore compelled to purchase yarns spun by hand.[92]

Despite these problems, Boxer slid into the water at 1 P.M. on November 2, having been five months on the stocks and having cost $32,409.23.[93] Then, on December 20, the department ordered Boxer equipped for sea and supplied with stores for a long cruise.[94]

Boxer (Lieutenant Benjamin Page, Jr., commanding) sailed from the yard on February 17, 1832. Three days later, Commandant Morris submitted the required completion report for the schooner. She had been built in accordance with the board's directions, except for some slight "deviations" from the inboard plans. These had been deemed indispensible for the proper accommodation of her stores. The officers' and crews' quarters were "uncommonly good for a vessel of her class."

Her spars, rigging, and sails were of good quality and well fitted. She had four small boats. The powder was stored in watertight boxes, designed to occupy space in her magazine, which was too small to admit a sufficient quanity of powder in barrels.

She carried 5-1/2 tons of ballast, tanks for 3,939 and casks for 1,304 gallons of water. There were four months' supply of rations in her hold. The galley was smaller than desired, but the best that could be procured. The boilers could hold 30 gallons.

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92. Morris to Rodgers, September 7, 1831, NA, RG 45, Letters Received, BNC.

93. Charlestown Navy Yard Journal, November 22, 1831, NA, RG 181. Her sails were made of flax canvas.

94. Rodgers to Morris, December 20, 1831, NA, RG 45, Letters Sent, BNC.

There were three cables--one of hemp and two of chain.[95]

The timber for building Boxer had been taken from the "deliveries under existing contracts for other appropriations," but paid for from the appropriation for "three schooners."

Several of the timber contractors wished to know whether these deliveries were to be considered part of their contracts, or as a separate purchase. Morris recommended that the timber taken for the schooner be deemed a distinct purchase. The board concurred.[96]

3. Preservation of the Two 74s and One 44 on the Ways

During these years, the ships-of-the-line (Vermont and Virginia) and the frigate Cumberland remained on the ways. Some work was done on the vessels. When he submitted his annual report for 1830, Secretary Branch noted, they were all in good state of preservation, and could be launched in 90 days at an expenditure of:

Vermont	$48,726
Virginia	54,334
Cumberland	49,565 [97]

4. Administrative Details Associated with Building and Repair

a. The Washington Yard Continues to Provide Castings

On January 24, 1828, Commodore Morris notified the board that the moulds for the rubber braces and pintles of Virginia and Cumberland had been prepared. Should they be cast in the Boston area, or would the moulds be sent to Washington?[98]

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95. Morris to Rodgers, February 17 and 20, 1832, NA, RG 45, Letters Received, BNC.

96. Morris to Rodgers, March 22, 1832, NA, RG 45, Letters Received, BNC.

97. "Annual Report of the Secretary of the Navy, showing the Condition of the Navy in the Year 1830," found in American State Papers, Naval Affairs, Vol. III, p. 796.

98. Morris to Rodgers, January 24, 1828, NA, RG 45, Letters Received, BNC.

The commissioners reminded Morris that all castings were fabricated at the Washington Navy Yard. On learning this, Morris directed Naval Constructor Barker to forward the moulds to Washington by the first available ship.[99]

In mid-May Commandant Morris asked the board for authority to secure the coaks for repair of blocks in Boston, rather than from the Washington Navy Yard. This he justified by the impossibility of promptly forwarding the required dimensions.[100]

As the Washington yard was capable of supplying all composition and brass work necessary for the Navy's needs, the board replied, Morris was to transmit requisitions for such assorted coaks as needed.[101]

Consequently, Morris mailed a requisition on the Washington Navy Yard for the coaks and composition sheaves required during the next 12 months.[102]

b. Exchanging Scrap Iron for Heavy Forgings

There was at the yard, Commodore Morris reported, a small quantity of junk, scrap iron, useless shot, broken grape stands, a defective carronade, etc., which should be sold. In addition, there were two anchors, returned from the Mediterranean by Constitution, with broken shanks.

It had been customary to exchange the scrap iron for "shapes for boom irons, capstan spindles, and other articles requiring heavy

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99. Morris to Rodgers, January 31, 1828, NA, RG 45, Letters Received, BNC.

100. Morris to Rodgers, May 17, 1828, NA, RG 45, Letters Received, BNC.

101. Rodgers to Morris, May 24, 1828, NA, RG 45, Letters Sent, BNC.

102. Morris to Rodgers, June 7, 1828, NA, RG 45, Letters Received, BNC.

forging." Should this practice be continued, or was the scrap to be sold at public auction?[103]

The board directed Morris to continue the exchange policy.

c. Bolts are Substituted for Treenails

In December 1829 it was decided that, hereinafter, bolts, not treenails, were to be used in building warships.[104]

d. Painting the Gun Carriages

On June 15, 1830, Commodore Morris notified the commissioners that the gun carriages for the ships under "Gradual Increase" needed to be painted to insure their preservation.[105]

The board directed Morris to have this done, charging the expense to the appropriation for "Gradual Increase."[106]

e. Contracting for Tanks and Flasks

In the autumn of 1831 Commodore Morris called for proposals for supplying water casks and iron tanks. Messrs. Lyman and Rolston's price for one set for each class of ship was 13 cents a pound, or for two or more sets 12 cents a pound. A set for a frigate would weigh 153,206 pounds and hold 39,280 gallons of water. At 12 cents a pound, the tanks would cost 46-8/10 cents per gallon.

Their bid for casks was 8 cents per gallon, if the contractor provided the materials, or 2-1/2 cents a gallon for the labor.[107]

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103. Morris to Rodgers, October 21, 1828, NA, RG 45, Letters Received, BNC.

104. Morris to Rodgers, December 16, 1829, NA, RG 45, Letters Received, BNC.

105. Morris to Rodgers, June 15, 1830, NA, RG 45, Letters Received, BNC.

106. Rodgers to Morris, June 19, 1830, NA, RG 45, Letters Sent, BNC.

107. Morris to Rodgers, October 25, 1831, NA, RG 45, Letters Received, BNC.

LIVE OAK TIMBER

From whom received	For 74s		For 44s		For Sloops		Amount of money paid	Amount of money reserved	Place of Preservation
	Cut to moulds cu. ft.	Promiscuous cu. ft.	Cut to moulds cu. ft.	Promiscuous cu. ft.	Cut to moulds cu. ft.	Promiscuous			
E. Swift & Son	5,770-3/12	4,202-3/4	10,193-1/12	1,648-6/12	6,685-11/12	988-11/12	$34,769.08	$3,863.19	In New Timber Dock
R. F. Scofield	1,735-3/12	76	X	X			$ 2,207.97	$ 245.32	
Total	7,505-6/12	4,278-3/12	10,193-1/12	1,648-6/12	6,685-11/12	988-11/12	$36,977.05	$4,108.51	

108. Morris to Rodgers, October 31, 1828, NA, RG 45, Letters Received, BNC.

f. Overseeing the Contracts for "Gradual Increase"

As of October 31, 1828, there was stored at the yard charged to Gradual Improvements:

On March 23, 1829, Commodore Morris reviewed the status of existing contracts for providing timber and iron for "Gradual Increase." He found that several of the contracts had not been fulfilled in the time specified. These included:

(a) James Tatum for masts and spar timbers to expire October 1, 1827. The last delivery had been made in November 1828, and there was still a deficiency of five pieces.

(b) Joseph Allien's for white oak plank had expired on August 1, 1828, with a deficiency of 5,229 feet.

(c) Waller & Taber's contract for live oak frames for a 44-gun frigate had lapsed on July 1, 1827. As of August 1828 they had delivered 9,560 feet of moulded and 1,700 feet of promiscuous timber.

(d) Able & Dunscomb's iron contract had expired on July 1, 1827, with the firm deficient about 14,700 pounds.[109]

The board, on studying the situation, ordered the Able & Dunscomb contract terminated.

By 1829 Swift & Son had completed their contract for frames for one ship-of-the line, one frigate, and a sloop, except for 14 pieces. Master Builder Barker had told Captain Downes that he could shape these pieces from the promiscuous timber on hand. Consequently, Morris suggested to the board the advisability of declaring the contract closed, and Swift & Son paid the retained 10 percent.[110]

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109. Morris to Rodgers, March 23, 1829, NA, RG 45, Letters Received, BNC.

110. Morris to Rodgers, July 23, 1829, NA, RG 45, Letters Received, BNC.

The board was agreeable.

D. Planning the Repair of "Constitution"

1. She Arrives from Gibraltar and is Turned Over to the Yard

On July 2, 1828, Constitution dropped anchor off Boston Lighthouse. She had crossed the Atlantic in 31 days from Gibraltar. Forty-eight hours later, on the 4th, she came up the harbor and anchored abreast the navy yard. Her arrival lent eclat to the national holiday. As she proceeded up the Charles, the roar of her guns mingled with the echoes of those from the Castle and Constitution wharf.

During the day the yard's battery fired 17-gun salutes at sunrise, noon, and sunset.[111]

On July 19 Captain Daniel T. Patterson turned Constitution over to the yard, and his pennant was lowered. Her sails and rigging, excepting the lower rigging, along with part of the provisions and master stores and the "principal part of her spars, had been landed."

Unless the board directed otherwise, Commodore Morris proposed to "breakout and clear her hold, take out and place in the masthouse her lower masts and bowsprit and land the remainder of her provisions and standing rigging, and to leave all the small articles belonging to the warrant officers in the store rooms for the present." He also would leave her armament on board, as it would keep the hull "well down in the water."

The water casks, running rigging, and sails would be surveyed.[112]

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111. Charlestown Navy Yard Journal, July 2-4, 1828, NA, RG 181.

112. Morris to Rodgers, July 19, 1828, NA, RG 45, Letters Received, BNC.

2. The 1828 Survey

The board called for a general survey of Constitution's hull, masts, spars, etc. The after and forward guns on each deck were to be run amidships.[113]

The survey divulged that Constitution's frame was sound, but she would require "new plank from lower edge of wales to the rail, new ceiling in the hold, new orlop & birth decks & beams--magazine platforms and spar deck planked; new quarter galleries & channels--knightshead; stem and head to be repaired, and to be coppered and caulked throughout."

She needed a new set of lower masts, lower yards, jibboom, maintopmast, set of topsailyards, set of topgallant and royal yards, and several studding sail booms. Her other spar tops, caps, and trestletrees would have to be repaired.

The standing rigging was serviceable, but her running rigging would have to be surveyed. Two cables, two bower anchors, and some hawsers would have to be replaced. Casks with a capacity of 6,000 gallons of water were condemned, while those holding 27,000 gallons needed repairs.

Many block and deadeyes would be surveyed and others repaired.

One suit of sails and awnings would be required, along with an extra fore-, main-, and topgallantsail. Other sails of her second unit would have to be repaired.

New first, second, and fourth cutters, along with her quarter boats, were needed.

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113. Rodgers to Morris, July 30, 1828, NA, RG 45, Letters Sent, BNC.

New carronade beds and slides and shot rocks were required. The gun carriages would have to be repaired.[114]

The estimates prepared by Master Commandants Gallagher and Smith and Naval Constructor Barker for repair of Constitution by departments called for:

Builder's Department--timber, copper & other materials	$ 21,750
14,000 days' labor	21,000
Caulkers' materials	950
1,800 days' labor	3,150
Joiners' materials	3,300
3,800 days' labor	5,700
Blacksmiths' materials	2,500
2,360 days' labor	3,300
Painters' materials	1,800
600 days' labor	900
Sparmakers' materials	3,250
950 days' labor	1,425
Sailmakers' materials	9,850
1,870 days' labor	3,000
Boatbuilders' materials	625
425 days' labor	640
Blockmakers' labor and materials	2,430
Boatswain's labor and materials	2,000
stores	2,575
Gunner's labor and materials	7,550
stores	1,100
Carpenter's stores	3,000
Master's labor and materials	6,800
stores	1,100
Contingent, stores including galley	3,200
Total	$112,895[115]

114. Morris to Rodgers, November 1, 1828, NA, RG 45, Letters Received, BNC.

115. Ibid.

3. Landing and Disposing of the Stores

By August 25, 1828, the stores had been landed and the guns secured, when the frigate was hauled into the stream and moored.[116]

Among the slops delivered into the Navy Store from the vessel were:

129	bluecloth jackets	12	flannel shirts
7	pair bluecloth trousers	27	flannel drawers
27	duck frocks	2	bluecloth vests
289	duck trousers	3	redcloth vests
535	banyans	7	moss mattresses
231	pair of wool stockings		

These items, except the mattresses, were shipped to the Norfolk Navy Yard.[117]

Commodore Morris found that 95 barrels of powder landed from Constitution were a possible hazard. He recommended that they be removed to either the State Magazine, Concord, or the Portsmouth Navy Yard.[118]

On April 22, 1829, the board directed the transfer of the powder to the State Magazine.[119]

4. The March 1829 Estimates

In March 1829 Naval Constructor Barker revised and updated the cost figures for repair of Constitution. His report called for:

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116. Charlestown Navy Yard Journal, August 25, 1828, NA, RG 181.

117. Rodgers to Morris, October 6, 1828, NA, RG 45, Letters Sent, BNC.

118. Morris to Rodgers, April 18, 1829, NA, RG 45, Letters Received, BNC.

119. Warrington to Morris, April 22, 1829, NA, RG 45, Letters Sent, BNC.

Carpenter's Department
Materials of Wood

91,035 supf. feet w. oak plank for outboard & ceilings, @ $5	$4,551.75
71,900 supf. feet yellow pine plank for berth & orlop decks, @ $5	3,595.00
850 cubic feet live oak for frame, @ $5	850.00
2,150 cubic feet white oak timber for waterways & coamings, @ 40¢	860.00
4,700 cubic feet yellow pine beams, etc., for berth & orlop decks, @ 50¢	2,350.00
150 cubic feet white pine timber for galleries, @ 20¢	30.00
230 white oak knees for berth & orlop decks, @ $5	1,150.00
6,000 locust treenails, @ $25 per 1,000	150.00
Total	$13,536.75

Materials of Copper

24,488 pounds of sheathing copper/2,777 sheets, @ 32¢	$7,826.00
2,500 pounds sheathing nails, @ 30¢	750.00
4,000 pounds copper bolts @ 30¢	1,200.00
Total	$9,776.00
Labor, 15,000 days' work @ $1.50 per day	$22,501.50

Caulkers' Department
Materials

4,000 pounds oakum, @ 20¢ per pound	$ 800.00
40 barrels of pitch, @ $2.25 per barrel	90.00
2 barrels of fish oil, @ 60¢	36.00
30 pounds moss yarn, @ 50¢	15.00
Labor 1,800 days' work, @ $1.75	3,150.00

Blacksmith's Department

45,000 pounds iron, @ 4-1/2¢	$2,025.00
2,060 days' labor @ $1.40	2,884.00

Painters' Department

Paints, oils, etc.	$1,800.00
600 days' labor, @ $1.40	840.00

Boatbuilders' Department

1,200 supf. feet white oak boards, @ $5	$ 60.00
700 supf. feet yellow pine boards, @ $5	35.00
200 cubic feet white oak timber, @ 30¢	60.00
3,000 ash oar rafting, @ 04¢	120.00
375 days' work, @ $1.60	440.00

Sailmakers' Department
For Materials

51 bolts No. 1 canvas, @ $18.25	$ 930.75
28 bolts No. 2 canvas, @ 18.25	511.00
57 bolts No. 2 canvas, @ 17.75	1,011.75
28 bolts No. 4 canvas, @ 17.25	483.00
51 bolts No. 5 canvas, @ 16.00	816.00
23 bolts No. 6 canvas, @ 15.50	356.50
17 bolts No. 7 canvas, @ 15.00	255.00
27 bolts No. 8 canvas, @ 14.50	391.50
8 bolts ravensduck, @ 6.25	50.00
2,115 yards No. 1 cotton duck for hammocks, @ 44¢	930.60
850 yards No. 5 cotton duck for seabags, @ 38¢	323.00
3,500 pounds bolt rope, @ 12-7/16¢	435.31
186-1/2 pounds twine, @ 45¢	83.92
15 pounds beeswax, @ 38¢	5.70

40 pounds tallow, @ 10¢	4.00
50 pounds houseline, @ 25¢	12.50
360 pounds spunyarn, @ 12-1/2¢	45.00
10 sides leather, @ $2.50	25.00
35 pounds grummet line, @ 38¢	13.30
1,200 day's work, @ $1.55	1,860.00

Joiners' Department
For Materials

53,000 supf. feet pine lumber, @ $26	$1,378.00
6,000 supf. feet ash lumber	156.00
30 pair 4-inch brass butt hinges, @ $1	30.00
24 pair 2-1/2-inch brass butt hinges, @ 50¢	12.00
24 gross screws (assorted), @ 76¢	18.24
40 door locks, @ $2.50	100.00
80 paddocks, @ 50¢	40.00
400 pounds wood nails, @ 16¢	64.00
900 pounds cut nails, @ 08¢	72.00
40 pounds copper nails, @ 50¢	20.00
15,000 brads (assorted)	7.50
8 boxes tin, @ 14¢	112.00
60,000 14-ounce tinned tacks, @ 50¢	30.00
550 sheets 14-ounce copper, 2,200 pounds, @ 30¢	660.00
400 pounds sheathing nails	130.00
40 pair composition half port hinges, @ $1.50	60.00
460 lights of glass, @ 16¢	73.60
Butts, sash, spring knobs, magazine glasses, etc.	120.00
3,400 days' work, @ $1.50	5,100.00

Blockmakers' Department
For Materials

80 cubic feet elm timber for deadeyes, @ 35¢	$ 28.00
30 cubic feet ash for hammer heads	10.50
30 cubic feet walnut for handspikes, @ 40¢	12.00
5,000 supf. feet elm plank for blocks, @ 4-1/2¢	225.00
2 tons lignum vitae, @ $30	60.00
500 pounds round iron for rivets, @ 10¢	50.00
560 days' work, @ $1.50	1,290.00

Mastmakers' Department
Material outfits

3,154 cubic feet mast & spar timber for masts & yards, @ $1	$3,154.00
5 spruce spars for topgallant yards, topmasts, etc., at $10	50.00
105 inches spruce spars for royal yards, etc., @ 10¢	10.50
2 white oak knees for bibbs, @ $10	20.00
110 cubic feet white oak timber for caps & trestletrees, @ 40¢	44.00
400 supf. feet white oak plank for cleats, etc. @ 05¢	20.00
450 pounds white lead, @ 14¢	63.00
25 gallons linseed oil, @ $1	25.00
76 pounds nails, @ 16¢	12.00
787 days' work for outfits, @ $1.50	1,180.50

Sea Stores Materials

113 cubic feet spar timbers for topmast yard, etc., @ $1	$ 903.00
13 spruce spars for topgallant yards, etc., @ $10	130.00

71 inches of spruce spars for studding sail booms, @ 10¢	17.00
100 supf. feet of white oak plank for mast fishes, @ 05¢	25.00
165 days work, @ $1.50	247.50
Sailmakers' Department add for repair of old sails, 300 days' work, @ $1.50	450.00

Recapitulation

Departments	Number or days' work	Amount for labor	Amt. for materials	Total
Carpenters'	15,000	$22,500.00	$23,322.91	$45,832.91
Caulkers'	1,800	3,150.00	941.00	4,091.00
Blacksmiths'	2,060	2,884.00	2,025.00	4,909.00
Painters'	600	900.00	1,800.00	2,700.00
Boatbuilders'	275	440.00	275.00	715.00
Sailmakers'	1,500	2,325.00	6,734.83	9,050.83
Joiners'	3,400	5,100.00	3,073.10	8,173.10
Blockmakers'	860	1,290.00	385.50	1,675.50
Mastmakers' (outfitting)	787	1,180.50	3,407.50	4,588.00
Master's (sea stores)	165	247.50	1,075.00	1,322.50
Galley, sea stores, rigging, etc.				28,975.00
Total	26,447	$40,017.00	$43,039.84	$112,032.84[120]

120. Barker to Morris, March 1829, NA, RG 45, Letters Received, BNC.

5. The Department Determines to Repair "Old Ironsides"

On August 17, 1830, Secretary of the Navy Branch called on the commissioners to provide the department with data on all "works which are now in progress for repair of vessels, also a list of all such as are deemed to require repairs." To the latter list, they were to append a statement detailing the condition of the vessels as ascertained by a survey by qualified individuals. This was to be accompanied by an estimate of the expense which could be expected to be incurred in making the prerequisite repairs and the value of the vessels after they had undergone a "thorough reparation."[121]

The board accordingly wrote Commodore Morris to have "a minute thorough, and careful survey" made of Constitution, Columbus, and Independence, and to report the result with "a full and detailed estimate of the expense of fitting them for sea service on a cruize of three years."[122]

The survey board, headed by Naval Constructor Barker, carefully examined the three ships, especially their hulls. Constitution's frame, they found, was sound, but she required new planking from the lower edge of the wales to the rail; new ceiling in the hold; new birth-, orlop-, and spardecks; new magazine platform; repairs to stem and knightshead; stern replanked; repairs on head; new channels and quarter galleries; repairs to gun carriages; new copper and caulking throughout; and repairs in the different departments. When ready for sea, she will "be worth about Eighty percent of a new ship of the same class."

They observed that Independence's frame was likewise sound. She needed to be planked anew from the lower edge of the wales to the rail; new ceilings, decks, magazine platforms, head, and cutwater; stern replanked; to be caulked and coppered; and other repairs to departments. They estimated the cost of this work at $226,706.

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121. Branch to Commissioners, August 17, 1830, NA, RG 45, Letters Received, BNC.

122. Rodgers to Morris, August 18, 1830, NA, RG 45, Letters Sent, BNC.

Columbus' frames were generally sound. Her wales needed to be partly renewed; decks and sides to be caulked; bottom and copper repaired; and some repair to other departments. The estimated cost of this work was $101,141.

The cost of repairing and outfitting Constitution was placed at:

Builders' Department	Materials	$23,322.91
	Labor	24,000.00
Caulkers' Department	Materials	941.00
	Labor	3,150.00
Joiners' Department	Materials	3,113.00
	Labor	5,700.00
Blacksmiths' Department	Materials	2,950.00
	Labor	3,500.00
Painters' Department	Materials	1,900.00
	Labor	900.00
Boatbuilders' Department	Materials	96.00
	Labor	56.00
Sparmakers' Department	Materials	398.00
	Labor	991.50
Blockmakers' Department	Materials	162.50
	Labor	1,050.00
Sailmakers' Department	Materials	9,474.56
	Labor	1,718.25
Boatswains' Department	Materials	11,926.34
	Labor	1,718.75
Gunners' Department	Materials	14,285.41
	Labor	300.00
Master's Department	Materials for outfit	14,916.00
	Labor	150.00
	Total	$124,720.22
Gunner's Department	Stores	3,000.00
Boatswain's Department	Stores	2,576.95

Carpenter's Department	Stores	4,100.00
Master's Department	Stores	1,595.00
Contingencies		3,550.00
Six Months' Provisions		5,000.00
	Total	$157,903.12

Labor costs were listed in accordance with the estimates by the respective master workmen. Detailed estimates were intended by the surveying officers to embrace the cost of materials to replace all that would be necessary to repair the hulls and all deficiencies of materials in the outfits and stores of the three vessels. The estimates for the two 74s did not include necessary stores. One hundred and twenty days would be required to ready the frigate for sea, with all the force that could be conveniently employed.[123]

Before this report reached Washington, Secretary Branch asked the commissioners for copies of the latest surveys on the condition of Constitution and Macedonian. If there were no recent surveys for these vessels, they were to be promptly executed.[124]

The commissioners informed Secretary Branch that they were in possession of reports "representing the state and condition of the Constitution and Macedonian, but they were not of a recent date." They had already called for their resurvey.[125]

Word that the department had called for a survey of Constitution and Macedonian, along with other vessels, was soon public knowledge. But as so often happens, it was misinterpreted. The Boston Daily Advertiser for September 14 published an article reading:

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123. Morris to Rodgers, August 28, 1830, NA, RG 45, Letters Received, BNC.

124. Branch to Rodgers, August 30, 1830, NA, RG 45, Letters Received, BNC.

125. Rodgers to Branch, August 31, 1830, NA, RG 45, Letters Sent, BNC.

> Such a national object of interest, so endeared to our national pride as Old Ironsides is, should never by an act of our government cease to belong to the Navy, so long as our country is to be found upon the map of nations.[126]

The influential Niles' Weekly Review for September 18 noted that there is a story that Secretary of the Navy Branch wishes to "sell the frigate Constitution!" The editor did not believe it, because "those having superior authority" would never "permit a proceeding so repugent to the best feelings of all the people." If she were too far deteriorated to be repaired, he wrote, "let her be hauled upon the land, and have a house built over her, to remain so long as her wood and iron will hold together."[127]

Among those reading the article in the Boston Daily Advertiser was Oliver Wendell Holmes, a young law student. He agreed with the newspaper's sentiments and dashed off a poem, "Old Ironsides," in an "impromptu outburst of feeling." It was published in the Boston Daily Advertiser for September 16. In his poem Holmes voiced the Nation's protest. "Old Ironsides" was widely reprinted, and broadsides were handed out on the streets of the larger cities. There was a clamor to save the frigate.[128]

It, however, was a tempest in a teapot, because neither the secretary nor the board, despite the statements made by Ira Hollis in The Frigate Constitution, had recommended that the frigate be broken up and sold following a 1829 survey which declared her unseaworthy.[129]

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126. Grant, Captain of Old Ironsides, pp. 324-25.

127. Niles' Weekly Review, September 18, 1830.

128. Grant, Captain of Old Ironsides, pp. 324-25; Ira Hollis, The Frigate "Constitution": The Central Figure of the Navy under Sail (Boston 1931), pp. 218-20.

129. Hollis, The Frigate Constitution, pp. 218-20.

On September 20 the commissioners, having received the August 1830 survey from Commodore Morris, transmitted it to Secretary Branch.[130]

After reviewing the report and estimates, the commissioners, on September 22, notified the yard that Secretary of the Navy Branch had decided that Constitution would be "repaired with as little delay as practicable."[131]

This communication was received by Commodore Morris on the 27th. Three days later, he had Naval Constructor Barker take her draft. He found that she drew with her guns run out, 18 feet 4 inches aft and 16 feet 5 inches forward, and with her guns run in 19 feet aft and 17 feet 6 inches forward.[132]

Meanwhile, Morris forwarded to the board a list of timbers deficient for repair of Constitution, existing under the appropriation for "Repairs." There were on hand, however, similar materials charged to other appropriations which could be employed to advantage, and be replaced before they were required.

If she were to be repaired this season, it would be desirable to heave her down as soon as possible and "complete repairs on her bottom before the cold boisterous weather commences." This would be advantageous, as she had a leak in her stem, the extent of which was unknown.

To complete the repair of the vessel, this lumber, in addition to that on hand belonging to "Repairs," was needed:

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130. Rodgers to Branch, September 20, 1830, NA, RG 45, Letters Sent, BNC.

131. Stewart to Morris, September 22, 1830, NA, RG 45, Letters Sent, BNC.

132. Charlestown Navy Yard Journal, September 27-30, 1830, NA, RG 181.

31,000 superficial feet of No. 1 white pine boards
22,000 superficial feet of No. 1 white pine 2-inch boards
6,000 superficial feet of No. 1 ash 2-inch plank

The following timber would be required in addition to that stockpiled and charged to "Repairs":

Yellow pine beams for berthdeck 2 pieces 45 feet long)	sided 12 inches
Yellow pine beams for berthdeck 4 pieces 44 feet long)	moulded 14 inches
Yellow pine beams for orlopdeck 11 pieces 41 feet long)	
Yellow pine beams for orlopdeck 3 pieces 37 feet long)	
Yellow pine beams for orlopdeck 3 pieces 34 feet long)	sided 12 inches
Yellow pine beams for orlopdeck 3 pieces 31 feet long)	moulded 10 inches
Yellow pine beams for orlopdeck 3 pieces 27 feet long)	
Yellow pine beams for orlopdeck 2 pieces 22 feet long)	

[133]

The department now changed its mind. Taking cognizance of the lateness of the season, they decided to postpone her repair "until the mild weather of spring shall allow of its more convenient execution." Meanwhile, Morris was to "cause all necessary materials to be collected and prepared" to facilitate their progress, when undertaken.[134]

6. The Department Agrees to Defer the Repair Until it Can Be Done in the Dry Dock

In late February 1831 the commissioners, needing guidance, inquired of Commodore Morris. Is she covered: Is she in a good state of preservation? What is her state of preservation against the weather?[135]

Replying, Morris reported that Constitution was "completely covered," except for curtains.

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133. Morris to Rodgers, September 27, 1830, NA, RG 45, Letters Received, BNC.

134. Rodgers to Morris, October 13, 1830, NA, RG 45, Letters Sent, BNC.

135. Rodgers to Morris, February 24, 1831, NA, RG 45, Letters Sent, BNC.

He suggested, at this time, that the repair of the ship be delayed until the dry dock was finished and ready to receive her, provided there was no "urgent necessity for her services." Because of her "age and frequent repairs," he noted, she had become considerably hogged, and her original lines "were all altered and injured." These defects could only be corrected by taking her into dry dock, where "they can be perfectly repaired." If she were repaired by heaving her down, "the defect will be still further increased, & besides the risk" which attends the heaving down of a ship, "the repairs cannot be so advantageously or so thoroughly made as in a Dock."[136]

The department saw the logic in Morris' proposal, and Constitution's repair was to be held in abeyance until the dry dock was completed and ready to receive her.[137]

7. The November 1831 Report on the Repair Situation

On November 1, 1831, Commodore Morris again reported on the repairs necessary to ready Constitution for sea. The breakdown submitted by Naval Constructor Barker detailed:

Carpenters' Department

The frame, bottom plank, gun deck ceiling beween decks, & spardeck, knees, & beams are sound. The outboard plank from light water mark to rail, ceiling to hold, orlop, & berth decks, magazine platforms--plank on spardeck bulwarks, plank on stem, quarter galleries, channels, & capstan are defective & require to be new, the head, knightshead & stem require repairs--to be new coppered.

Estimate for materials	$25,322
Estimate for labour	35,000
Total	$60,322

136. Morris to Rodgers, February 24, 1831, NA, RG 45, Letters Received, BNC.

137. Rodgers to Morris, March 1, 1831, NA, RG 45, Letters Sent, BNC.

Materials provided for "Repairs"

A sufficiency of live oak, white oak, yellow pine & white pine timber. White oak & yellow pine plank, white oak knees, treenails, sheathing & bolt copper & sheathing nails, amounting to $25,322.91

Caulkers' Department

To be caulked throughout

Estimate for materials	$ 941
Estimate for labour	3,550
Total	$ 4,491

Materials provided none.

Joiners' Department

Cabin bulkhead requires repairs, a new [ill.]; ladders, shot boxes & mess chests have been made.

Estimate for materials	$ 3,073
Estimate for labour	6,000
Total	$ 9,073

Blacksmiths' Department

Ironwork to be used by carpenters to be new, hammock stantions, etc., to be repaired. Work for foremast, bowsprit, yards, tops, caps & trestlestrees, work for boats & blocks, carronade beds & slides & work for outfits to be repaired.

Estimate for materials	$ 2,025
Estimate for labour	9,000
Total	$11,025

Materials provided--a sufficiency of iron, amounting in the above estimate to . . . $ 2,025

Mastmakers' Department

The mizzenmast is new, the foremast, bowsprit, three topmasts, three lower yards, three topsailyards, two topgallants, a set of topgallant royal & heavy sailyards, half a set of steering sailyards, eight topmast steering sailbooms, five gallant steering sailbooms, one jibboom, two flying jibbooms, two lower steering sailbooms, fore- and maintrestletrees, trysail & topmast caps & main fishes require to be new. Tops, etc., require repairs.

Estimate for materials		$3,407
Estimate for labour		1,437
	Total	$4,844

Materials provided--a sufficiency of mast & white oak timber, white oak plank & knees amounting in the above estimate to $3,238

Boatbuilders' Department

The launch requires some repairs, the 1st, 2d & 3 boats & gig have been repaired, a new stern & quarter boats about half done, a set of new oars required.

Estimate for materials		275.00
Estimate for labour		467.50
	Total	$ 742.50

Materials provided--a sufficiency of white oak timber, white oak & yellow pine boards & oar repairs, amounting to . . . . . $ 275.00

Blockmakers' Department

All the blocks for outfits require repairs, a set of snatch blocks for stores, part of a set of boarding pikes, handspikes, rammers, serving mallets, etc., one ramp, sheaves for spars & hull, set of deadeyes for topmast rigging & part of a set for lower rigging required to be new.

Estimate for materials		$ 585.50
Estimate for labour		1,576.00
	Total	$2,161.50

Materials provided--a sufficiency of elm timbers & plank, legum vitae & round iron, amounting to . . . . . $ 563.00

Painters' Department

The hull, masts, & spars, boats, etc., require from one to three coats of paint.

Estimate for materials		$2,000
Estimate for labour		1,490
	Total	$3,490

Materials provided--none.

Sailmakers' Department

She has nearly her full allowance of sails in good order. She will require one new maintopsail & several light sails, a set of awnings, wind sails, boat sails, & boat awnings, hammocks, seabags, etc.

Estimate for materials		$ 4,051.75
Estimate for labour		2,050.00
	Total	$ 6,101.75

Materials provided--a sufficient quantity of flaxen canvas in store valued at . . . . $ 1,360.25

Boatswain's Department

The standing & running rigging is considered unfit for its original purpose. She will require new cordage, panelling, leathers, etc.

Estimate for materials		$11,926.34
Estimate for labour		2,200.00
	Total	$14,126.34

Materials provided--a set of standing rigging was provided for a frigate of the first class in 1828 & is in store, value of it estimated at . $ 4,701.32

Gunner's Department

A considerable part of the above articles for equipment in this department are on hand, the cordage is considered unfit for its original purpose. She will require new cordage; shot (from store), powder, small-arms, passing boxes, lanthorns, & some other small articles. Carronade carriages require repairs.

Estimate for materials		$11,265.00
Estimate for labour		300.00
	Total	$11,565.00

Materials provided--a sufficiency of powder, grape, & some Canister shot, and powder in store, amounting to . . . . . $ 6,840.00

Master's Department

Ballast aboard in good order. Cables unfit for sea service. Anchors 2 in good order & one chain cable. She will require new hemp cables, a part new water casks, breakers, etc., also signal halyards, sealines, etc.

Estimate for materials		$ 15,630.10
Estimate for labour		150.00
	Total	$ 15,780.10

Materials provided--none.

Carpenter's Department

She will require new engine hose, estimated . . $ 800.00

Materials provided--none.

Galley requires repairs, estimated at . . . $ 800.00

Recapitulation:

Estimated cost of articles required	$142,323.58
Estimated cost of articles provided	44,325.48[138]

E. The Preservation of the Ships in Ordinary

1. The Vessels Are Covered

The problem of protecting ships in ordinary from the elements resurfaced in 1830. Commenting on this problem, Commandant Morris questioned whether one-inch boards for curtains or side coverings would resist the sun. Moreover, he pointed out, it had been difficult to keep roofs over ships, as the Boston gales had a habit of forcing their way under and lifting them up. If the side coverings were well secured, boarded close-up, and the canvas curtain carried well down, this might not occur.

A roof could be placed over a ship for:

Estimate for roofing a ship-of-the-line and covering the sides 15 feet down:

3,500 running feet of timber for rafters, post, and ridge pole	$175.00
25,000 superficial feet of boards	375.00
15,000 superficial feet of joist	180.00

138. Morris to Rodgers, November 1, 1831, NA, RG 45, Letters Received, BNC.

162,000 shingles	557.00
800 pounds 10d nails	64.00
975 pounds 10d and 27d nails	73.12
2,000 pounds ironwork	180.00
600 days' work	900.00
Total	$2,504.12
Contingencies	251.00
Total	$2,755.12[139]

The board, after discussing the situation with Chief Naval Constructor Humphreys, mailed to Morris plans of a shed covering suitable for either a 44 or 74. He would provide Agent Harris with bills for necessary scantling, shingling, nails, etc., for covering Independence, Columbus, and Constitution. The commissioners noted that the cost of roofing a first class frigate, such as Constitution, and covering the sides 10 feet down was estimated at $2,062.[140]

Funds were allotted and materials purchased during the early summer. By autumn, the roof frames for Columbus and Independence were positioned, and the rest of the material on hand. Half the roof and side hurdles for the latter's house were in place, while two-thirds of the hurdles of the roof and half the side hurdles for Columbus had been fashioned. The materials, except the iron, had been stockpiled for covering Constitution, and the roof rafters half framed.[141]

By the spring of 1831 the frame coverings were in position. Writing the board, on April 4, Commodore Morris reported that the ships were in the same condition as reported in September. They had been covered, except for the curtains, which he had delayed putting on. This would be done as soon as necessitated by the sun's heat.

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139. Morris to Rodgers, April 3, 1830, NA, RG 45, Letters Received, BNC.

140. Rodgers to Morris, May 25, 1830, NA, RG 45, Letters Sent, BNC.

141. "Annual Report of the Secretary of the Navy, Showing the Condition of the Navy in the Year 1830," found in American State Papers, Naval Affairs, Vol. III, p. 770.

All of Constitution's bulkheads had been taken down. Those in Independence should also be removed before she was repaired to facilitate circulation of air throughout the hull.[142]

During the summer workmen removed Independence's bulkheads. The only stores or equipment left aboard Constitution and Independence were a battery of guns on the latter's lower gundeck.[143]

2. The Galley Remains on "Columbus"

Columbus, during the Morris years, continued to be the yard's receiving ship. In 1830 the department, to reduce expenditures for quarters, determined to require the officers, except the captains, assigned to the vessels in ordinary and the receiving ship, to live aboard Columbus. To avoid having fires aboard, their meals were to be prepared in a wharf cookhouse.

Commodore Morris questioned the wisdom of this decision. There would be, he argued, considerable inconvenience and difficulty in preparation of and serving meals from a wharf cookhouse. A galley there would be nearly as dangerous to the ships, as a fire on board, particularly as the latter would be under the supervision of the officers, while the former would be in charge of the cooks. Moreover, the severity of the Massachusetts winters would, without fires, make the quarter almost unbearable.[144]

The board swayed by Morris' arguments, agreed to the retention of cooking facilities aboard the receiving ship.

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142. Morris to Rodgers, April 4, 1831, NA, RG 45, Letters Received, BNC. The cost of placing roofs over the three vessels had been: Constitution, $2,162; Columbus, $3,105; and Independence, $2,765.17. Morris to Rodgers, September 28, 1831, NA, RG 45, Letters Received, BNC.

143. Morris to Rodgers, May 9, 1832, NA, RG 45, Letters Received, BNC.

144. Morris to Rodgers, July 1, 1830, NA, RG 45, Letters Received, BNC.

F. The Yard's Role in Supplying the Squadrons

1. Supplying the Mediterranean, West India, and South Atlantic Stations

An important function of the yard continued to be shipping of provisions and stores to overseas squadrons. On June 1, 1827, the board notified the yard to be prepared to ship to Port Mahon for the Mediterranean Squadron: 315 barrels of beef, 270 barrels of pork, 100 barrels of flour, 2,460 pounds of butter, 2,460 gallons peas or beans, 1,200 gallons of molasses, 1,200 gallons of vinegar, 8,280 gallons of whiskey, 1,500 pea jackets, 1,500 bluecloth jackets, 1,500 bluecloth trousers, 1,500 flannel drawers, 1,500 flannel shirts, 1,500 black silk handkerchiefs, 1,500 duck trousers, 1,500 duck frocks, 1,500 banyans, 3,000 shoes, 750 blankets, and 1,500 red vests.[145]

The provisions and slops had been stockpiled and packed by the time the brig Falcon, the vessel chartered for the Atlantic voyage, was hauled to the wharf. The stores were quickly stowed, and the brig sailed for the Mediterranean on July 16. The next day the schooner Chariot was made fast to the wharf and began landing whiskey and naval stores.[146]

Early in September Commodore Morris was alerted to have provisions prepared for shipment to Callao, Peru, for the Pacific Squadron and to Port Mahon for the Mediterranean Squadron. The former was to receive: 152 barrels of beef, 135 barrels of pork, 46 barrels of flour, 1,126 pounds of butter, 563 gallons of molasses, 563 gallons of vinegar, and 3,941 gallons of whiskey; and the latter: 315 barrels of beef, 260 barrels of pork, 95 barrels of flour, 2,462 pounds of butter, 2,462 gallons of beans or peas, 1,331 gallons of vinegar, and 8,277 gallons of whiskey.[147]

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145. Warrington to CO, June 1, 1827, NA, RG 45, Letters Sent, BNC.

146. Charlestown Navy Yard Journal, July 16-18, 1827, NA, RG 181.

147. Warrington to Morris, September 5, 1827, NA, RG 45, Letters Sent, BNC.

On December 14, 1827, the board called on Commodore Morris to ship to Pensacola for the West India Squadron: 364 barrels of beef, 312 barrels of pork, 107 barrels of flour, 2,600 pounds of butter, 325 bushels of beans, 20,600 pounds of rice, 1,300 gallons of molasses, 1,300 gallons of vinegar, 9,100 gallons of spirits, and $100 worth of pickles.

He would send to Port Mahon for the Mediterranean Squadron: 100 barrels of beef, 315 barrels of pork, 3,000 pounds of butter, 300 bushels of beans, 2,130 gallons of molasses, 2,130 gallons of vinegar, 19,334 gallons of spirits, 174 barrels of flour, 1,100 blue jackets, 1,100 blue trousers, 1,100 blue vests, 750 pea jackets, 1,100 flannel shirts, 2,000 duck trousers, 2,000 frocks, 2,000 hose, 2,000 shoes, 250 mattresses, 800 blankets, and 2,000 milk handkerchiefs.[148]

On January 19, 1828, the brig Statesman was hauled alongside the wharf and began loading the provisions and slops for Port Mahon. Nine days later, with her cargo stowed she cast off. The brig Elder Brewster, engaged to take the provisions to Pensacola, was also loaded at this time, and weighed anchor for the Gulf on Feburary 2.[149]

When Elder Brewster docked at Pensacola and landed her provisions, it was found that part of the flour and beans were "old and damaged" and unfit to feed sailors. As there was no evidence that these foodstuffs had been damaged in transit, it was presumed they had been loaded in that condition. Morris was cautioned to see that future shipments of rations from his yard were subjected to a rigid inspection before being embarked.[150]

Even before receipt of this reminder, there had been a tightening of inspection procedures. Early in April Inspector Isaac Smith rejected as

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148. Rodgers to Morris, December 14, 1827, NA, RG 45, Letters Sent, BNC.

149. Charlestown Navy Yard Journal, January 1-28, 1828, NA, RG 181.

150. Rodgers to Morris, May 14, 1828, NA, RG 45, Letters Sent, BNC.

unfit 1,000 barrels of pork delivered at the wharf by McAlester & Company.[151]

On May 29 the yard was alerted by the department to ship to Valparaiso:

292 barrels of beef	266 bushels of peas or beans
254 barrels of pork	10,000 pounds of rice
2,112 pounds of butter	1,050 gallons of molasses
1,050 gallons of vinegar	7,420 gallons of whiskey
1,000 pounds of black paint	600 pounds of white paint
200 pounds of yellow paint	One 10-1/2 cable for Dolphin[152]

The rice posed a special problem. Commodore Morris required the contractor to winnow it with a machine for removal of all weevils, insects, and dust. To prevent weevils from reappearing during the long ocean voyage around Cape Horn, the contractor packed the rice in tight, dry, spirit casks. The beans were condemned, and as none of last year's crop could be obtained, Morris accordingly recommended that they be dispensed with.[153]

The ship Mandarin arrived at the yard on July 9 to load the stores and provisions. Her cargo stowed, she sailed for Norfolk on the 17th, the next stop on her way to the Pacific.[154]

2. The Yard Purchases a Press

A decision having been made to purchase a hydraulic press for packing slop clothing to be shipped overseas, Commodore Morris contacted a local manufacturer. He explained that if the Navy ordered three presses, there would be a material reduction in the unit price.[155]

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151. Gwinn to Rodgers, April 9, 1828, NA, RG 45, Letters Received, BNC.

152. Rodgers to Morris, May 29, 1828, NA, RG 45, Letters Sent, BNC.

153. Morris to Rodgers, July 1 and 12, 1828, NA, RG 45, Letters Received, BNC.

154. Charlestown Navy Yard Journal, July 9-17, 1828, NA, RG 181.

155. Morris to Rodgers, July 7, 1828, NA, RG 45, Letters Received, BNC.

Upon being apprised of this, the board directed Morris to have three presses built. When finished, one would be retained at the yard, and the others shipped to the New York and Norfolk yards.[156]

3. Challenges Met and Mastered

On January 3, 1829, the board notified Morris to call upon Macdonald & Ridgely, the contractors for groceries, to have ready for shipment by February 1 these items for the South Atlantic Squadron:

257 barrels of beef	1,500 gallons of beans or peas
220 barrels of pork	1,500 gallons of rice
74 barrels of flour	917 gallons of molasses
5,500 pounds of cheese	917 gallons of vinegar
1,850 pounds of butter	6,500 gallons of whiskey
50 boxes spermaceti candles	$500 dollars worth of raisins[157]

The contractors would also send to the yard for transhipment to Pensacola for the West India Squadron 280 barrels of beef and 240 barrels of pork.[158]

Several days later, Morris was directed to alert Daniel Broadhead, the slops contractor, to prepare two shipments, one for Port Mahon and the other for Rio de Janiero. The former, destined for the Mediterranean Squadron, after passing inspection, would be forwarded to Norfolk. The items slated for the South Atlantic Squadron would be shipped from Boston with the groceries.

Destined for Port Mahon were:

500 bluecloth jackets	2,000 duck frocks
1,000 bluecloth trousers	2,000 duck trousers
1,095 while flannel shirts	1,500 shoes
1,095 black silk handkerchiefs	548 bluecloth vests.

156. Rodgers to Morris, July 19, 1828, NA, RG 45, Letters Sent, BNC.

157. Rodgers to Morris, January 3, 1829, NA, RG 45, Letters Sent, BNC.

158. Ibid.

To be shipped to Rio were:

362 white flannel shirts
500 duck frocks
500 shoes
500 black silk handkerchiefs
362 duck trousers[159]

The brig Monroe was at the yard wharf from February 2-6 loading provisions and slops for Rio de Janeiro, while the brig Magnolia spent two days, the 4th and 5th, stowing provisions for Pensacola.[160]

Buffeted by late winter storms, Monroe put into New Bedford in distress. The board hoped to reship the stores as soon as practicable, if they were in proper condition. To ascertain this, Morris was to send an officer to New Bedford to examine them. Should they be unfit for transhipment, Morris was to notify the board and direct Agent Harris to procure from the contractors a similar inventory for forwarding to the squadron.[161]

Storekeeper Downes was ordered to New Bedford to ascertain what articles could be salvaged and reshipped. He saw that all the stores and provisions, with exception of the rice, flour, and beans, could be saved. The brig had been declared not worth repair, and Agent Harris would arrange for another vessel to discharge the contract, and requisition new items to replace those jettisoned.[162]

Early in August the commissioners called on Commodore Morris to direct the contractors for groceries and slops to send to Charlestown for shipment to the Pacific Squadron at Valparaiso:

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159. Rodgers to Morris, December 15, 1828 and January 8, 1829, NA, RG 45, Letters Sent, BNC. The slops Broadhead had contracted to deliver in 1829 would be inspected by officers from Morris' command. After they had passed, the bills were to be approved in the usual manner.

160. Charlestown Navy Yard Journal, February 1-10, 1829, NA, RG 181.

161. Warrington to Morris, May 4, 1829, NA, RG 45, Letters Sent, BNC.

162. Morris to Rodgers, May 15, 1829, NA, RG 45, Letters Received, BNC. The damaged provisions were sold at New Bedford.

333 barrels of beef	80 pea jackets
286 barrels of pork	392 bluecloth jackets
98 barrels of flour	392 bluecloth trousers
4,764 pounds of cheese	196 bluecloth vests
1,588 pounds of butter	392 white flannel shirts
2,382 gallons of beans	392 white flannel drawers
2,383 gallons of rice	392 black silk handkerchiefs
1,191 gallons of molasses	392 duck frocks
8,837 gallons of spirits	392 duck trousers
392 blankets	784 pair of shoes

The beef and pork were to be stockpiled in the Navy Store. Arrangements would also be made for shipment to the squadron of: 300 bushels of coal, 100 oars (rough), 30 bolts of cotton canvas for hammocks, and 500 pounds of assorted hoop iron.[163]

Requisitions for the provisions and slops were promptly made. No rice, however, would be sent, because of the impossibility of obtaining any not infested with weevils.[164]

On September 24 the ship Rasselas was hauled to the wharf and began taking aboard the provisions and stores. One week later, she sailed for Cape Horn and the Pacific.[165]

The board, two weeks after the storeship sailed, cautioned its commandants that great inconvenience has been caused to ships on foreign stations by the haphazard manner in marking the boxes of slops. Boxes stenciled "jackets," when opened might contain trousers, etc. This was especially troublesome when it was discovered at sea, and it was too late to remedy the evil.[166]

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163. Rodgers to Morris, August 8 and 12, 1829, NA, RG 45, Letters Sent, BNC.

164. Morris to Rodgers, August 11, 1829, NA, RG 45, Letters Received, BNC.

165. Morris to Rodgers, September 30, 1829, NA, RG 45, Letters Received, BNC; Charlestown Navy Yard Journal, September 24-October 1, 1829, NA, RG 181.

166. Rodgers to Morris, October 17, 1829, NA, RG 45, Letters Sent, BNC.

On January 7, 1830, Commandant Morris was directed to call on the contractors for slops and groceries to be shipped to Valparaiso in February. Agent Harris was to procure such of the plank, boards, etc., as were not stockpiled at the yard. The slops required for Port Mahon were to be sent to Norfolk and those for Valparaiso to Baltimore for transshipment. Bread intended for Rio de Janeiro would be baked at Alexandria. The items intended for the South Atlantic Station would go direct from Boston to Rio.[167]

Although there were large quantities of peas on the market, they would not boil soft. As quality beans could be procured locally, Morris suggested the "propriety of substituting Beans for Peas." The board sanctioned this suggestion.

On February 23 the brig Rio tied-up at the wharf and began loading provisions and stores for the South Atlantic Squadron. The vessel chartered to bring the bread up from Alexandria was delayed by ice in the Potomac, and it was March 24 before Rio had taken aboard all her cargo and was hauled out into the stream.[168]

4. Packing and Inspection of Slops

Employing the press purchased in 1828, yard personnel standardized the number of slops packed in each bale for shipment to overseas stations:

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167. Rodgers to Morris, January 7, 1830, NA, RG 45 Letters Sent, BNC.

168. Morris to Rodgers, January 21 and 26, February 13, 1830, and Rodgers to Morris, February 17, 1830, NA, RG 45, Letters Sent and Received, BNC; Charlestown Navy Yard Journal, January 1-March 31, 1830, NA, RG 181.

No. in each bale	Article	Weight of each bale in pounds	Weight of each item in pounds
36	bluecloth jackets	65.	1.80
50	bluecloth trousers	68.	1.36
14	pea jackets	87.	6.214
50	duck frocks	61.	1.22
50	duck trousers	51	1.02
200	stockings	74.40	.372
50	flannel shirts	42.	.84
100	flannel drawers	46.	.46
20	blankets	57.	2.85
100	blue flannel vests	62.2	.622
10	mattresses	97.4	9.74[169]

To insure standards and protect quality, all slops delivered at the yard were inspected by the storekeepers, purser, and one other officer, individuals known to be interested in seeing justice was done to the seamen. In addition, a tailor examined the clothing, a hatter the caps, and a shoemaker the shoes item by item. Articles not up to standards were rejected.

Clothing, after it had passed inspection, was packed by yard employees under the supervision of the storekeeper. Each bale was marked with its contents, the size of the article, whether first, second, third, or fourth, the date of inspection, and where packed.[170]

Daniel Broadhead had been named Navy Agent, and William True of Boston was awarded the department's contract for slops in 1831. On Feburary 8 the yard was directed to notify True that he was to prepare 2,000 pairs of shoes to be sent to Baltimore for transshipment to Port Mahon by mid-February.[171]

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169. Morris to Rodgers, February 19, 1830, NA, RG 45, Letters Received, BNC.

170. Morris to Rodgers, July 6, 1830, NA, RG 45, Letters Received, BNC.

171. Rodgers to Morris, February 8, 1831, NA, RG 45, Letters Sent, BNC.

A box containing samples of the slops by which deliveries under True's contract were to be tested was forwarded from Georgetown. A sample of the whiskey against which Barnes' product would be tested was enclosed in the same box.[172]

G. Improvements to the Yard and Maintenance of Structures and Grounds

1. Programming and Funding

Beginning in 1828 construction of permanent improvements to the yard was governed by the August 11 master plan. During the Morris' years several major projects were undertaken. The most important and expensive of these was the construction of the dry dock and its dependencies. Information on this activity has been detailed in a special study.

On June 28, 1828, Morris forwarded to the board a list of the projects and the estimated costs thereof, recommended for accomplishment during the year:

Improvements of the Yard

Divide a knee dock from timber dock	$ 400	
Fit a small "plumbery" in north end of Smithery	200	
Rebuilding east chimneys of Commandant's Quarters and repointing east elevation	75	(G)
Painting outside of Commandant's Quarters	200	
Fit a rigging loft for stowing rigging	25	(G)
Open windows in end of officers' quarters	20	(G)
Six canvas rooms, $30 each	180	(G)
Fitting six rooms in storekeeper's department $25 each	150	
Fitting boatswain's house and porter's lodge	50	(G)
Completing ways under Vermont	4,000	(G)
Fill gap in yard well	200	(G)
Painting wall	150	(G)
Contingencies	1,350	
Total	$ 7,000	

172. Rodgers to Morris, March 15, 1831, NA, RG 45, Letters Sent, BNC.

Repairs

Slight repairs to Columbus and Independence and outfitting Columbus as a receiving ship	$ 250 (G)
Awning for receiving ship	180 (G)
Painting or varnishing Columbus and Independence	240 (G)
Total	$ 670

Gradual Improvements

Build shed over live oak, 450 feet in length, site No. 33 on yard plan	$20,000 (G)

Ordnance

Arrangement of shot on platform	$ 100 (G)

Contingent

Furniture for receiving ship	$ 175
Hydraulic press	1,000 (G)
Total	$ 1,175
Grand Total	$28,945[173]

The board, after reviewing the program and evaluating Morris' needs against the money available, approved those marked with a "G" for granted.

The board asked its commandants to prepare and submit a program for improvements at their yards in 1829. Commodore Morris responded by calling for:

$1,500 for repair of the 1813 wharf through replacement of rotted piles, cap sills, etc.

$250 for repointing the yard wall, to prevent water from seeping into joints and freezing.

$350 for construction of a small foundry in one corner of the smithery to enable the yard to do lead work and to make small castings, when time was of an essence.

$1,500 to cover contingent and incidental expenses for small repairs on buildings, shiphouses, wharves, etc.

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173. Morris to Rodgers, June 28, 1828, NA, RG 45, Letters Received, BNC.

$6,000 to continue levelling the yard by removing a "portion of the bank along the wall on the Turnpike and thus give additional security." The bank screened a considerable length of the wall, over which persons could enter or leave the yard without being apprehended. The area landscaped would be required for the projected ropewalk, while the spoil would be used to fill the marsh.

$15,000 should be allotted to begin construction of building No. 55 to house the dry dock engine. This engine could also be employed to "move machinery which will save manual labour in several departments." Colonel Baldwin believed that $10,000 would finish so much of the structure as necessary for the dry dock, leaving $15,000 as the sum to complete building No. 55.

$3,000 was needed to pave the timber sheds with stone, "thus providing better protection for the timber from the dampness of the earth, than if the surface were left in a natural state."[174]

Then on April 3, 1829, Morris submitted a revised program for the year. His only change was to boost his request for building No. 55 from $15,000 to $20,000. The priority of this project, he noted, depended on how rapidly the dry dock progressed. Although it might not be needed until 1830, arrangements should be made for stockpiling building materials. Orders had accordingly been given for preparation of plans and estimates. These would be forwarded in several days.

For planning purposes, it had been assumed that the structure would cost about $30,000. Of this sum about $10,000 could be charged to "Gradual Improvements" as necessary for the accommodation of the dry dock engine and pumps, leaving $20,000 to be debited to "Improvements of Navy Yards."

Morris believed it judicious to erect the entire structure at the same time, because the "building itself can be better constructed," and would enable the yard to utilize the surplus power of the engine for "various mechanical purposes."[175]

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174. Morris to Rodgers, October 29, 1828, NA, RG 45, Letters Received, BNC.

175. Morris to Rodgers, April 3, 1829, NA, RG 45, Letters Received, BNC.

The commissioners, on reviewing the proposals, allotted $13,548.40 to be charged against the appropriation for "Improvements of Navy Yards." The breakdown provided for:

Repair of west wharf	$ 1,550.00
Pointing of yard wall	250.00
Contingent expenses for repair of house and wharves	1,500.00
Levelling the yard near wall	6,000.00
Paving timber sheds	3,200.00
Sum to be refunded to increase	1,048.58
Total	$ 13,548.58[176]

In response to a call from the department, Commodore Morris reported, in the autumn of 1830, that under the appropriations for "Gradual Improvements" these expenses have been incurred:

Timber shed No. 33, built in 1828	$ 17,730.49
Besides the preparatory work, nearly two-thirds of the masonry for the dry dock had been laid	363,341.63
Live oak received from E. Swift & Son	94,861.13
Live oak received from Seabry & Brown	6,914.34
Live oak received from R.F. Scofield	36,307.47
Live oak received from Larkin Knorr	596.25
Live oak received from Waller & Taber	6,655.48
Paid for piling timber	2,306.78
Total	$528,713.57[177]

The department, in late March 1831, notified Commodore Morris that the Congress had recently appropriated $38,950 to fund improvements at the yard during the year. This money had been allotted:

New Wharf	$ 5,000
Timber shed	28,150
Repair of two shiphouses	1,200
Painting two shiphouses	2,350
Repair of other buildings in yard	1,000
Repair of wharves and docks	1,250

176. Rodgers to Morris, April 7, 1829, NA, RG 45, Letters Sent, BNC.

177. Morris to Rodgers, October 26, 1830, NA, RG 45, Letters Received, BNC.

Before undertaking these projects, the department desired to know whether it would be in the advantage of the United States to have the subject improvements accomplished by contract or day labor.[178]

Morris was satisfied that the government should employ day labor to accomplish all improvements which required mechanical skill. Where this had been done, it had resulted in better quality work than that done by contract. So much so, that it justified a higher cost.

Removal of earth and tasks requiring no particular skills could perhaps be more advantageously performed by contract.[179]

The board concurred with Morris' recommendations and authorized him to proceed, but not to exceed the appropriation.[180]

On July 13 Commandant Morris mailed to the department a plan of the yard identifying in red the structures existing before passage of the Act for the "Gradual Improvement of the Navy"; in blue those that had been since erected or commenced; and in green those that were projected.

A considerable sum had been expended to bring the surface of the yard to a proper level. Sections that had been dug down were shaded in dark blue and those areas raised in light blue.

Considerable money had also been disbursed on the improvement and repair of structures that were extant before passage of the act, i.e., slating the shiphouses and smithery, making the Navy Store fireproof, painting and repair of the shiphouses, and repair and enlargement of wharves and timber docks.[181]

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178. Rodgers to Morris, March 26, 1831, NA, RG 45, Letters Sent, BNC.

179. Morris to Rodgers, April 1, 1831, NA, RG 45, Letters Received, BNC.

180. Rodgers to Morris, April 6, 1831, NA, RG 45, Letters Sent, BNC.

181. Morris to Rodgers, July 13, 1831, NA, RG 45, Letters Received, BNC. The subject plan is missing from the files.

In the years between June 1, 1827 and July 1, 1831, there had been spent on "Repairs and Improvements":

Launching ways for shiphouses, completed 1827	$ 2,067
Slating and repairing shiphouses, completed 1827	10,019
Placing stone building ways in shiphouse No. 1 completed 1827	4,326
Painting and repair of shiphouses, not completed	1,842
Making Navy Store fireproof, completed 1828	1,556
Repairing and reslating smithery, completed 1829	776
New shingling and repair of boathouse and storehouse	269
Timber shed No. 38, completed 1831	19,859
Building wharf, not completed	3,674
Timber shed No. 31, underway	2,596
Removing earth for levelling yard	18,553
Constructing and repair of timber docks & wharves	7,740
Improvements and repairs to walls, buildings, wharves, etc.,	9,065
Total	$82,342

Under the appropriations for "Gradual Improvements" there had been disbursed:

Timber shed No. 33, completed in 1828	$ 17,730
Dry dock, including cofferdams, wharves connected with it, engine house, etc.,	606,131
Total	$623,861[182]

On November 15, 1831, Commandant Morris transmitted to the board estimates of improvements which the public interest dictated in 1832. Estimate A was for a substantial quay wall between wharf 60 and shiphouse H (2). This wall would enclose a considerable area dry only at ebb tide, which might be advantageously used, as part of it already was, for docking timber, until required for other purposes. It would also constitute a firm foundation for a required cofferdam whenever the projected basin was excavated.

Estimate B included the cost of building the quay wall between shiphouses H (2) and I (3) and of filling the area between it and the present floor tide line. This part of the yard, between these shiphouses,

182. Ibid.

contained all the sawpits. Communicating with a good wharf, this area afforded the best ground for building small naval vessels, such as Boxer, and was accordingly much used.

Estimate C was for construction of a brick culvert necessary to drain the contiguous land north of the Salem Turnpike. If the ropewalk were built, the culvert would be "indispensable."

Estimate D embraced a sum for enlarging the timber docks and to build a bridge from the dock to shiphouse H (2).

To provide quarters for three warrant officers attached to the yard and ordinary estimate E was submitted. These structures to be substantial, plain brick dwellings, with two stories and a basement on the site marked seven on the yard master plan.

Estimate F was for continuation of the leveling project.

Estimate G embraced the sum needed in 1832 for repair of the various buildings, wharves, docks, fences, etc.[183]

Secretary of the Navy Woodbury, employing the figures supplied by Morris, called on Congress for money to fund these improvements in 1832:

Permanent quay wall from wharf 60 to shiphouse H, including piling and preparation of foundation .	$50,000.00
Permanent quay wall between shiphouses H and I, and filling up behind it to level of the yard .	14,002.50
Brick culvert from yard wall to edge of proposed canal, between 24 and 28, on proposed plan of yard, including excavation	1,000.00
Extending plan of securing timber under water, and to floor passage from dry dock to shiphouse	5,000.00

183. Morris to Rodgers, November 5, 1831, NA, RG 45, Letters Received BNC. Since preparation and approval of the master plan, shiphouses 1, 2, and 3 had been respectively redesignated shiphouses G, H, and I.

Warrant officers' quarters, with necessary outhouses and fences	10,000.00
Levelling yard and removing earth	3,000.00
To keep all the buildings, wharves, enclosures, and covering of ships in ordinary, in good repair during the year	2,000.00
Total	$85,002.50[184]

Congress enacted and President Jackson signed into law on March 3 the Navy appropriation bill for 1832. The department therefore notified Commodore Morris that he was to make necessary preparations for commencing the improvements in accordance with the estimates. Sums appropriated were not to be exceeded, and the projects begun with all practicable dispatch.[185]

Morris concurred that the improvements be commenced immediately. Once again, he recommended that most of the projects be accomplished by day labor and contracting for materials. The only exceptions to be the quay walls and leveling, undertakings which could be done more economically by contractors.[186]

The board approved Morris' plan and directed him to provide Agent Broadhead with data necessary to enable him to advertise for materials required for constructing the contemplated works.[187]

2. The Construction of Timber Shed No. 33

On October 13, 1827, Commodore Morris mailed to the department a plan and estimate for a timber shed, which was "indispensible for the proper preservation of the live oak stockpiled for

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184. "Annual Report of the Secretary of the Navy, Showing the Condition of the Navy in the Year 1831," found in American State Papers, Naval Affairs, Vol. IV, pp. 21-22.

185. Rodgers to Morris, March 15, 1832, NA, RG 45, Letters Sent, BNC.

186. Morris to Rodgers, March 24, 1832, NA, RG 45, Letters Received, BNC.

187. Rodgers to Morris, March 24, 1832, NA, RG 45, Letters Sent, BNC.

"gradual Improvement of the Navy." Its dimensions corresponded with the plan agreed upon by the "Commissioners for Improvement of Navy Yards."[188]

The board had to pigeonhole temporarily the request, because of the bleak financial situation.[189]

In mid-February 1828 Morris learned that Swift & Son was about to begin delivering timber under their contract, and moulds were needed to receive it. Moreover, he wrote the board, there was no place where the timber could be conveniently stored under cover. Naval Constructor Barker and he were in agreement that live oak was less apt to "crack & cant after being docked, than when piled."[190]

Replying, the board directed Morris to have the Swift & Son live oak piled and covered with such "refuse boards and plank" as may be in the yard until a shed could be erected for its preservation. This would be considered as soon as the general plan for improvements of the yard had been finalized and approved.[191]

On June 26 the yard's master plan having been reviewed, the board authorized Morris to advertise for materials for construction of a timber shed, 450 by 60 feet, at site No. 33 on the plan.[192]

The department now learned that it had jumped the gun, because the secretary had not approved the master plan. Meanwhile, Commandant

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188. Morris to Bainbridge, October 13, 1827, NA, RG 45, Letters Received, BNC.

189. Rodgers to Morris, October 20, 1827, NA, RG 45, Letters Sent, BNC.

190. Morris to Rodgers, February 12, 1828, NA, RG 45, Letters Received, BNC.

191. Rodgers to Morris, February 16, 1828, NA, RG 45, Letters Sent, BNC.

192. Rodgers to Morris, June 26, 1828, NA, RG 45, Letters Sent, BNC.

Morris mailed to the board plans, sections, and estimates of the structures. These, as they incorporated suggestions made by Colonel Baldwin for increasing its structural strength, differed in detail from those transmitted the previous October.

The revised estimates called for:

76 pillars of stone, including setting, at $30 each	$ 2,280.00
138 cubic yards of masonry for 4 corners and side pieces at $12 per yard, labor included	1,656.00
40 squares of digging at $4 per square	160.00
205 tons of timber at $8 per ton	1,640.00
80,000 feet boards at $18	1,440.00
40,000 feet joists at $12	480.00
3,157 pounds iron for roof at 10¢	315.00
4,095 pounds of nails at 07¢	286.65
937 pounds of nails for doors at 15¢	140.55
12,000 pounds iron braces and bolts to secure the roof to stone posts, omitted on former estimate, 10¢	1,200.00
346 squares of slating at $15	5,107.00
2,712 pounds lead for ridge pole	217.00
Labor of framing 205 tons of timber at $7	1,435.00
Labor of boarding roof	1,691.00
Labor of making doors	517.00
Painting doors and ends two coats, omitted on former estimate	200.00
6,020 pounds of hinges for doors at 15¢	752.50
Total	$19,517.70
Contingencies	1,966.14
Total	$21,483.84[193]

The commissioners, replying, noted that Morris should not make any contracts for materials until he received specific instructions.

Although the master plan called for nine timber sheds (Nos. 31, 33, 37, 38, 46, 47, 48, 49, and 50), the board, evidently had failed to understand Morris' intent, and complained that it was not known which of these he proposed to erect. Such data, they chided, was essential if they were to annotate the board's file copy.[194]

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193. Morris to Rodgers, July 17, 1828, NA, RG 45, Letters Received, BNC. The initial cost estimate had been $18,229.83.

194. Rodgers to Morris, July 22, 1828, NA, RG 45, Letters Sent, BNC.

Morris regretted that he had mistaken the board's intention respecting the shed. It had been his understanding that immediate steps were to be taken for its construction upon site No. 33, so that the stacked live oak might be secured from the weather before winter.[195]

The timber shed was completed by winter. In April 1829 the board allotted $3,200 for paving its interior. This project was deferred until 1830, because the contractors had delivered so much timber during the winter that the shed was full, and it could not be paved without the expense of removing all the timber and plank, and leaving it exposed to the elements.[196]

3. Timber Shed No. 38 Takes Shape

On April 16, 1830, Commodore Morris forwarded plans and estimates for timber shed No. 38. The master plan called for large timber sheds at sites Nos. 31, 33, 37, and 38 and smaller ones at sites No. 46-50. The latter, because of their location on the flats, could not be erected at this time. He had therefore decided that site No. 38 was the most convenient. In formulating estimates, he had been guided by the cost of timber shed No. 33. His figures were based on the supposition that the area would be filled with earth to a proper level. Some of the landscaping could be done by the ordinary gang.

To underwrite this project, Morris asked for $19,000.[197]

The board, on reviewing the appropriation bill, found that $9,500 had been voted for each of two timber sheds. As it would take the entire $19,000 to build one shed on site No. 38, the structure, to conform to the law, "must be made in two parts, leaving a space between them,

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195. Morris to Rodgers, July 28, 1828, NA, RG 45, Letters Received, BNC.

196. Morris to Rodgers, April 18, 1829, NA, RG 45, Letters Received, BNC.

197. Morris to Rodgers, April 16, 1830, NA, RG 45, Letters Received, BNC.

and so arranged that they may hereafter be conveniently united." Besides warning Morris against any overruns, the board directed that this legal technicality be observed.[198]

By mid-October the sheds were completed, except for procuring and laying stone sills for the timbers to rest upon, and about 50 days' work of painting, and some leveling of the ground within and around the sheds. They had been built with a connected roof, which formed a covered passage between them. This saved the expense of "an end covering to each of the sheds."[199]

Morris was delighted to find that available funds would enable him to lay ranges of stone in the timber sheds for the timber to rest upon, and to effect some improvements to the timber docks.[200]

Work continued into the winter, and on February 16, 1831, the structures were reported completed.[201]

4. Yard Workmen Build Timber Shed No. 31

In September 1830 the commissioners notified Commodore Morris that they were about to advertise for proposals for furnishing a large quantity of live oak, yellow pine, knees, mast and spar timber, etc., under two appropriations--"Gradual Increase of the Navy" and "Repairs of Vessels." Under the former would be embraced all the materials required for the frames contracted to be delivered at the yard for: two 74s, one 44-gun frigate, and one sloop. For "repairs," they expected to contract for delivery at Boston of about 50,000 cubic feet of white oak, 30,000 cubic feet of yellow pine, and 15 to 10,000 cubic feet of knees.

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198. Rodgers to Morris, May 7, 1830, NA, RG 45, Letters Sent, BNC.

199. Morris to Rodgers, October 22, 1830, NA, RG 45, Letters Received, BNC.

200. Morris to Rodgers, November 5, 1830, NA, RG 45, Letters Received, BNC.

201. Charlestown Navy Yard Journal, February 16, 1831, NA RG 181.

By the time this timber was delivered, the yard must be ready "to receive it, and dispose of it, in the most judicious manner so as to season and preserve it." The board desired Morris' thoughts on this subject.

In this respect, the two timber sheds (no. 38) under construction were to be considered as belonging to "repairs." The "Gradual Improvement Law" furnished the means for erecting sheds for preservation of timber purchased under that appropriation. The question was, would additional sheds be necessary for preservation of timber to be collected under the law for "Gradual Increase?"[202]

After discussing the subject with his staff, Morris notified the department that additional timber sheds and timber docks were required. Estimates had been prepared for erection of part of the "quay way" intended for the exterior of the yard in that area. He was of the opinion that only part of its foundation would be piled, and it could be completed, with interior divisions for segregating different types of timber, for $45,000.

Should the board opt to adopt a less expensive but temporary mode, a second estimate had been prepared for an inclosure of a double row of piles to cost about $10,000.

If it were determined to erect another permanent timber shed, Morris recommended master plan site No. 31, because it would forestall removal of storehouse J, which was useful. The 1809 magazine would have to be demolished. It, however, was unsafe to keep large quantities of powder so near the shiphouses and other buildings. Bricks from the magazine could be salvaged for use in construction of Building No. 55.

This shed could be built for $8,150 with the earth that was removed being used to raise other portions of the yard to a proper grade.

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202. Rodgers to Morris, September 3, 1830, NA, RG 45, Letters Sent, BNC.

To enable the board to weigh comparative costs of other modes of preserving timber, Morris had prepared three other estimates. The first embraced the cost of erecting boat sheds Nos. 43 and 44; the second for building mast sheds Nos. 41 and 42; and the third for enclosing with double rows of piles the area proposed as the site for mast sheds Nos. 41 and 42.[203]

Congress in March 1831 appropriated $28,150 for construction of timber shed No. 31.[204]

To facilitate construction of the shed, a temporary magazine was outfitted in the boat shed and the 1809 magazine razed.[205]

A requisition was made in April for necessary iron for the structure. while the contractors had provided part, some of it was substandard.[206]

By the end of October the structure's walls were up and the roof positioned and partially slated.[207] As of the 31st, there had been spent on the project, including leveling the site and razing the 1809 magazine, $17,877. The structure was completed during the winter.

In the 1870s, when the yard structures were renumbered, timber sheds Nos. 33, 31, and 38 were respectively redesignated Nos. 64, 63, and 75.

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203. Morris to Rodgers, September 25, 1830, NA, RG 45, Letters Received, BNC. Storehouse J was the two-story brick structure built by the Army in 1809 as an ordnance laboratory.

204. Rodgers to Morris, April 6, 1831, NA, RG 45, Letters Sent, BNC.

205. Charlestown Navy Yard Journal, April 26, 1831, NA, RG 181.

206. Morris to Rodgers, October 5, 1831, NA, RG 45, Letters Received, BNC.

207. Morris to Rodgers, November 1, 1831, NA, RG 45, Letters Received, BNC.

5. The Construction of Timber Dock No. 51 and Repair of the 1802 Dock

On October 29, 1828, Commandant Morris called for a $200 allotment for repair of the timber dock. This expenditure, he noted, was necessary to "enable us to preserve our timber in situations of easy access and to save labour in selecting such as may be wanted."[208]

The board authorized Morris to execute this maintenance project, charging it to the "appropriation for the Improvement of Navy Yards."[209] During the next ten months, the yard spent $824.95 for "fitting" one timber and three knee docks.[210]

On April 16, 1830, Commandant Morris transmitted plans and estimates for construction of a new timber dock and repair of the old one damaged by the March 26 storm. A quay wall, he explained, would be built to form part of the western face of timber dock No. 51. This wall would require backing for its support. A double piling with a boom between them, to include the areas under sites Nos. 43 and 44 and dock No. 51, would be positioned.

His estimate for the knee dock was predicated on the need to replace the divisions between the different kinds of knees and between them and the white oak timber destroyed by the March 26 storm.

The figures for repair of the white oak dock were included in the interest of security. As it had been built more than 30 years before it was much decayed.

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208. Morris to Rodgers, October 29, 1828, NA, RG 45, Letters Received, BNC.

209. Rodgers to Morris, November 3, 1828, NA, RG 45, Letters Sent, BNC.

210. Morris to Rodgers, June 15, 1829, NA, RG 45, Letters Received, BNC.

To underwrite these projects, Morris called for:

Timber Dock--

For a quay wall on west side of timber dock No. 51, 170 feet long and containing 513 cubic yards		$1,539
Piles of timber, and labour for foundation		300
620 feet of double piled enclosure with capping and crossties, including labour		1,000
	Total	$2,839
	Contingencies	111
	Total	$2,950

Repair of Old Docks--

Repair of knee dock		$ 780
Repair of dock for white oak timber		1,220
	Total	$2,000

To level the site for timber shed No. 38 and to provide backing for the quay wall required 1,200 cubes of earth, 216 feet to a cube. This cost $3,000.[211]

The board, on evaluating its service-wide commitments, allotted $7,000 for "making and repairing the timber docks."[212]

In mid-July, Agent Harris requested $4,318.50 for timber docks, listing these items:

George Coolidge, levelling 1,600 squares of earth	$2,528.00
Thomas Lamson, 200 spruce spiles at $3 each	600.00
Jere wetherbee, 650 yards stone wall at $3.37	2,190.50
	$5,318.50
Deduct the sum approved by the Commissioners June 30	1,500.00
	$3,818.50
Add the sum approved for labour	500.00
Total	$4,318.50

211. Morris to Rodgers, April 16, 1830, NA, RG 45, Letters Received, BNC.

212. Rodgers to Morris, May 7, 1830, NA, RG 45, Letters Sent, BNC.

If the board honored this requisition they found, the expenditure would be $7,318.50, or $318.50 more than the sum agreed upon for the project. Consequently, they approved only a $2,000 remittance. If more were required, Morris must document the need.[213]

Replying, Morris assured the department that he had no intention of exceeding the appropriation.[214]

Morris in mid-October reported that the dock for mast timber had been enclosed on one side by a substantial stone quay, and on the other sides by rows of piles calculated "to answer as part of the supporters for the buildings that may eventually be erected over the dock."

Such repairs had been made to the 1802 timber dock as circumstances warranted.[215]

Commodore Morris was disappointed to learn that Congress had failed to appropriate any funds for "increasing" the docks in 1831. If the board had any surplus funds from the previous year's money, he urged that it be reprogrammed to provide "accommodation for the timber and knees" about to be received for "Gradual Improvement" of the Navy. If this could not be done, he suggested that timber sheds Nos. 43 and 44 be erected in lieu of No. 31. Numbers 43 and 44 would have to be built on piles, and could provide storage for most timbers.[216]

The board accordingly allotted $2,500 for extending the docks.[217]

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213. Rodgers to Morris, July 14, 1830, NA, RG 45, Letters Sent, BNC.

214. Morris to Rodgers, July 19, 1830, NA, RG 45, Letters Received, BNC.

215. Morris to Rodgers, October 22, 1830, NA, RG 45, Letters Received, BNC.

216. Morris to Rodgers, April 1, 1831, NA, RG 45, Letters Received, BNC.

217. Rodgers to Morris, April 6, 1831, NA, RG 45, Letters Sent, BNC.

On May 6 Agent Broadhead contracted with Samuel C. Hunt for delivery of spruce piles for the docks. Hunt found it impossible to deliver all of them within the time specified. But as Hunt's people furnished piles faster than the Navy drove them, the government sustained no injury. Consequently, Morris trusted the commissioners would authorize payment.[218]

The board did as Morris recommended, and Hunt was paid the reserved percentage on his contract.

6. The Contract Is Awarded and Construction Begins on the Quay Walls Between Wharf 60 and Shiphouse I

On March 24, 1832, Commandant Morris cautioned the board that it might be practicable to complete the authorized quay wall from wharf 60, near the dry dock, to shiphouse H for which $50,000 had been appropriated, and the section between shiphouses H and I carrying a $14,002.50 appropriation during the year. Consequently, he urged that they first secure the completion of that part between shiphouses H and I.[219]

Unlike most other yard improvements, the walls could be built as well and cheaper by contract. This was because of the construction methods. In laying up the quay walls, the most economical procedure was to place the stone directly from the vessel which brought it from the quarry. If laid under the eye of the inspector, there was little danger of fraud on the part of the contractor.[220]

Bids were awarded. Soon after beginning work, the contractor told Morris that he doubted he could complete the quay wall between wharf 60

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218. Morris to Rodgers, March 7, 1832, NA, RG 45, Letters Received, BNC.

219. Morris to Rodgers, March 24, 1832, NA, RG 45, Letters Received, BNC.

220. Ibid.

and shiphouse H in 1832, and would appreciate an extension until December 31, 1833. Morris was agreeable, provided the department raised no objection.[221]

The board reviewed and sanctioned its commandant's arrangements.[222]

7. Leveling the Ground on Either Side of the Yard Wall

On October 13, 1827, Commodore Morris reported that Cummiskey's contract for leveling the turnpike would be completed before January 1, barring an extraordinary accident. This would bring the grade of the ground on the north side of the wall to its proper elevation, whereas the level of the ground on the yard side of the wall would be such as to render the barrier of little consequence. Morris urged that an expenditure of $8,000 for leveling this part of the yard would be judicious. This, with another $10,000, would probably cover all the funding required for yard improvements in 1828.[223]

The contractor, however, encountered problems, and it was mid-February of the new year before he was finished. Cummiskey now told Commandant Morris that he was agreeable to entering a new contract for removing during the year 3,000 more squares. The existing contract required him to deposit the earth anywhere within the yard, for which his price was $2.60 per square. Removal of another 3,000 squares would "reduce a space along the wall of about 100 feet in width to the proper level, and make much useful working room in the yard."[224]

No money was appropriated for this undertaking until March 1829, when Congress voted $6,000 for leveling the yard adjacent to the wall.

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221. Morris to Rodgers, May 8, 1832, NA, RG 45, Letters Received, BNC.

222. Rodgers to Morris, May 17, 1832, NA, RG 45, Letters Sent, BNC.

223. Morris to Bainbridge, October 13, 1827, NA, RG 45, Letters Received, BNC.

224. Morris to Rodgers, Feburary 11, 1828, NA, RG 45, Letters Received, BNC.

Cummiskey, however, did not get the new contract, which was awarded to John Shannon. On May 6, Shannon turned his laborers to "digging away the bank in the lower yard."[225]

8. Repointing the Yard Wall

In 1829 the United States spent $167.09 to repoint the yard wall.[226]

9. Repairs to and Maintenance of the Shiphouses

a. The Shiphouse No. 1 (G) Ways Are Rebuilt with Stone

On October 13, 1827, Commandant Morris wrote the board that his predecessor had called attention to the decayed condition of the ways in shiphouse No. 1. To insure Vermont's preservation they should be repaired. He had had them surveyed and was enclosing a plan and estimate for that purpose.[227]

Replying, the board had grim news for Morris. The funds for "Improvement" of the yard had been exhausted for 1827, and it would be impossible to repair Vermont's building ways unless the contractor agreed to defer receipt of his money until the 1828 appropriations became available.[228]

The rotting of the ways accelerated during the winter of 1827-28. To insure the safety of the big 74, Commodore Morris, the department having finally allotted $4,000, had a large force remove and replace with stone the decayed timbers. This project cost $225 more than the sum budgeted.[229]

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225. Charlestown Navy Yard Journal, May 1-30, 1829, NA, RG 181.

226. Morris to Rodgers, July 17, 1829, NA, RG 45, Letters Received, BNC.

227. Morris to Bainbridge, October 13, 1827, NA, RG 45, Letters Received, BNC.

228. Rodgers to Morris, October 20, 1827, NA, RG 45, Letters Sent, BNC.

229. Morris to Rodgers, May 28, 1828 and June 15, 1829, NA, RG 45, Letters Received, BNC. In August 1828 shiphouse No. 1 was redesignated shiphouse G.

b. Shiphouses G and I Are Painted

In November 1830 Commodore Morris reported that the upper and lower shiphouses, for their preservation, should be painted in the near future. A number of windows in the roofs would have to be repaired. The cost of painting was estimated at $2,350 and the repairs at $250.[230]

Congress in March 1831 voted $2,350 for painting shiphouses G and I.[231] By late October the painters had completed their task. Some repairs, however, were still necessary to the entrances.[232]

10. Fireproofing the Navy Store

To provide for preservation of the public property in 1828 Commodore Morris called for these expenditures:

For outfitting a storehouse for stowage of new rigging	$ 50.00
For incidental repairs	150.00
To make the Navy Store fire-proof by substituting copper gutters for those of wood presently under the eaves, and covering doors and windows with sheet iron	1,400.00
Total	$1,600.00

He justified the need to fireproof the store by its proximity to buildings outside the yard over which the United States had no control.[233]

The board authorized Morris to execute these improvement, charging them to the "appropriation for the Improvement of Navy Yards."[234] In

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230. Morris to Rodgers, November 3, 1830, NA, RG 45, Letters Received, BNC.

231. Rodgers to Morris, March 26, 1831, NA, RG 45, Letters Sent, BNC.

232. Morris to Rodgers, November 1, 1831, NA, RG 45, Letters Received, BNC.

233. Morris to Rodgers, October 29, 1828, NA, RG 45, Letters Received, BNC.

234. Rodgers to Morris, November 3, 1828, NA, RG 45, Letters Sent, BNC.

1829 Commodore Morris spent $1,556.19 for fireproofing the Navy Store, and $79.21 for outfitting a storehouse for rigging.[235]

11. Augmenting the Yard Library

On May 3, 1827, the department authorized the purchase of a library of professional and historical books for use by the station officers. No publication belonging to the library was to be taken from the yard without written permission from the commandant.[236] The library was housed in the Navy Store.

12. Improving the Shot Park

In 1827 the shot was stowed in bins along the south walk and covered with a shed.[237]

Yard laborers in mid-June 1830 cut the grass in the shot and gun parks.[238]

The commissioners in the summer of 1831 directed Commodore Morris to procure a machine for cleaning shot and to cause a stone foundation to be laid for preservation of the guns in the park, at a cost not to exceed $2,750.[239]

Commodore Morris now urged that he be allowed to take further measures for preservation of the projectiles. Although the shot could be cleaned, they would be exposed to the weather and again rust. To cope with this situation, he recommended construction of a 30- by 90-foot shot house, near the southwest corner of the solid wharf east of the dry

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235. Morris to Rodgers, June 15, 1829, NA, RG 45, Letters Received, BNC.

236. Preble, "History of the Boston Navy Yard," p. 172, NA, RG 181.

237. Charlestown Navy Yard Journal, January 1-December 31, 1827, NA, RG 181.

238. Ibid., June 1-30, 1830.

239. Rodgers to Morris, August 19, 1831, NA, RG 45, Letters Sent, BNC.

dock. Here it would be convenient for receiving or shipping shot. The structure could be built with stone piers at the corners and stone pillars in between. The piers and pillars were to rise 8 feet above ground surface. The foundation would be paved, the roof slated, and the structure closed with good doors. Its architecture would be similar in form to the timber sheds.

The cost of the shot house was estimated at:

Joiners' and smiths' work	$1,555
Slating	385
Stone, paving, and masons' work	910
Painting	150
Contingencies	200
Total	$3,200

Also needed at the yard were a set of cylinders and shot gauges for 42, 32, 24, 18, 12, and 9 pounders.[240]

The board was sympathetic, but there were no funds. After completing the foundation and paving it, the shot would be relocated there. Morris would then submit an estimate for an "efficient house to protect them from the weather."

Shot gauges would be forwarded from the Washington yard, while the cylinders were to be contracted for by Agent Broadhead.[241]

13. The Saluting Battery Is Relocated and Gets Iron Trucks

The new saluting battery was completed and armed in the spring of 1828. It was on the flats jutting into the Charles, midway between shiphouses G and H.[242]

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240. Morris to Rodgers, September 7, 1831, NA, RG 45, Letters Received, BNC.

241. Rodgers to Morris, September 12, 1831, NA, RG 45, Letters Sent, BNC.

242. Charlestown Navy Yard Journal, January 1-June 30, 1828, NA, RG 181.

On December 31, 1831, Commodore Morris complained that the gun carriages were "very old and much decayed." Several of them had cast iron trucks belonging to the Army.

He therefore desired the board's permission to manufacture, during the winter, a set of carriages for 24 9-pounders. If this were agreeable, they should be provided with cast iron trucks, because they would be more economical in the long run.[243]

The department initially disapproved the fabrication of iron carriages for the battery. They then reversed themselves. On doing so, they sanctioned the use of iron trucks.[244] These were the Navy's first iron carriages.

14. A Saw Shed and a Barn Are Relocated

In 1830 the saw shed near shiphouse H was relocated to the northwest part of the yard and converted into a barn. A second barn was moved at this time from the lower yard to the area northwest of the Marine Barracks and positioned against the quay wall.[245]

15. The Construction of Wharf No. 60

On September 30, 1830, Commodore Morris recommended construction of a pile wharf between shiphouses G and H. Such a structure would be invaluable in the repair of ships, and he was convinced that the expense of construction could be recovered in the repair of one vessel such as Constitution.

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243. Morris to Rodgers, December 13, 1831, NA, RG 45, Letters Received, BNC.

244. Rodgers to Morris, December 20, 1831 and January 23, 1832, NA, RG 45, Letters Sent, BNC.

245. Charlestown Navy Yard Journal, January 1-December 31, 1830, NA, RG 181.

Cost of a wharf 40 feet wide, with a head 75 by 50 feet, and extending out into the Charles to a distance to enable a ship to float, while being repaired, would be about $2,000.[246]

Early in November Morris recommended that the width of the proposed wharf be increased from 40 to 90 feet.[247]

The board was agreeable to this proposition, and Morris was given the go ahead to proceed with construction of a 90-foot wide wharf at the site indicated, adjacent to the eastern approach to the dry dock.[248]

The contracts for materials entered into had demonstrated that his estimate of the cost of the wharf was too low. Such a structure, he found, could not be built for less than $6,500, exclusive of the earth covering.[249]

Congress appropriated another $5,000 for the wharf in March 1831. This sum, in addition to the $2,000 allotted five months before, would be used to underwrite construction.[250]

On March 3 a contractor began driving piles for the wharf.[251] By late October the structure was "so far completed as to be used but required to be covered with earth & to be braced below."[252]

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246. Morris to Rodgers, September 30, 1830, NA, RG 45, Letters Received, BNC.

247. Morris to Rodgers, November 5, 1830, NA, RG 45, Letters Received, BNC.

248. Rodgers to Morris, November 1 and 20, 1830, NA, RG 45, Letters Sent, BNC.

249. Morris to Rodgers, November 27, 1830, NA, RG 45, Letters Received, BNC.

250. Rodgers to Morris, April 6, 1831, NA, RG 45, Letters Sent, BNC.

251. Charlestown Navy Yard Journal, March 3, 1831, NA, RG 181.

252. Morris to Rodgers, November 1, 1831, NA, RG 45, Letters Received, BNC.

16. The Yard Gets a "Hoisting Crane"

In 1827 a "hoisting crane" or shears was built upon the 1812-13 pile wharf.[253]

H. Resolving Boundary and Jurisdictional Problems

1. The Chelsea Drawbridge Wharf Causes Difficulties

On December 12, 1828, Commodore Morris notified the board that the wharf at the western end of the Chelsea drawbridge, being above low water mark, had been placed on United States' land. Its western piles were within 30 feet of the east elevation of the masthouse. Vessels landing on that side of the wharf had damaged the house. Morris suggested that the Secretary of the Navy call this subject to the attention of the company.[254]

The board concurred with the position taken by its commandant. He was to assert the government's claim, and advise the board of the results.[255]

The Chelsea Bridge Corporation was agreeable to placing the United States in possession of the wharf and relinquishing all claims thereto, but was unwilling to consider the title of the government as "indisputable." They also desired that passage to the draw be kept "safe and convenient for vessels which may wish to pass and repass by some fixtures to take the place of the wharf when it is removed."

Morris saw no objection to this form of a quit claim, for though it was upon supposition that title was vested in the corporation and not the United States, the conveyance was perfect.

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253. Charlestown Navy Yard Journal, January 1-December 3, 1827, NA, RG 181.

254. Morris to Rodgers, December 12, 1828, NA, RG 45, Letters Received, BNC.

255. Rodgers to Morris, December 19, 1828, NA, RG 45, Letters Sent, BNC.

As the United States' title was unencumbered, he did not believe it necessary for the government to bind itself to performance of any conditions. But, at the same time, it would be to the department's interest to erect a quay wall along that part of the yard whenever the wharf was removed.[256]

In 1831 an agreement embracing these conditions was reached by Commodore Morris with agents of the Chelsea Bridge and Salem Turnpike Corporation, relinquishing "no rights of the United States, and requiring on its part the payment of no money to carry it into effect."

The board, on being advised of this, directed Morris to mail the original draft to the department.[257]

Commodore Morris, in the draft agreement reached with the agents, substituted the words, "the U.S. will erect no works to interfere with its [the bridge's] convenient use."[258]

2. The Harris Claims

a. The Harris Heirs Apprise the United States of Their Claim

In 1830 the heirs of John Harris advanced a claim to land within the navy yard. The heirs alleged that part of the Harris tract had been laid out for streets by the people of Charlestown, and these were not conveyed by him to the United States in 1801, when he sold the contiguous property to Aaron Putnam. Writing Commodore Morris, the heirs, on July 22, 1830, explained their claim and purpose of pursuing it.

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256. Morris to Rodgers, October 27, 1829, NA, RG 45, Letters Received, BNC.

257. Rodgers to Morris, October 14, 1831, NA, RG 45, Letters Sent, BNC.

258. Morris to Rodgers, November 5, 1831, NA, RG 45, Letters Received, BNC.

To enable Morris to detail the situation to Secretary Branch, the claimants pointed out that in 1800 John Harris had owned several tracts, constituting the western portion of the yard. Sometime prior to the Putnam purchase, local authorities had continued Meeting House and Water streets through Harris' property, "creating the incumberance of a public High-Way on the Estate." When he sold his land to the government, Harris had not conveyed his "title to the soil" over which streets passed. The only tenure by which the United States held this land was the "surrender of the Town's privilege of Highway." By Massachusetts common law, the laying out of a road or street did not divest the owner of it nor of any right. The discontinuance of a road was merely the removal of an encumbrance, and returned the land to its original situation.

By agreeing to a closure of the streets, Charlestown had merely given up the "convenience of passing, but conveyed no property." Richard Harris, the heirs' spokesman who had been recently discharged from his lucrative position as naval agent, trusted that this problem could be settled amicably.[259]

Upon checking with U.S. District Attorney Andrew Dunlap, Morris found that the most equitable mode of ascertaining the legality of the claimants' title was for the federal government to acquiesce to a friendly suit. If this were not done, Richard Harris could take action to prevent perfection of title by the United States by attempting to assert possession for the claimants, and, upon being prevented, bring action against the person or persons who opposed him. This would throw the title before the courts.

Relaying this information to the department, Morris pointed out that the Harrises' claim embraced 40,000 to 50,000 square feet.[260]

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259. Harris to Morris, July 22, 1830, NA, RG 45, Letters Received, BNC.

260. Morris to Branch, July 22, 1830, NA, Captains' Letters, Microcopy M-125.

Secretary of the Navy Branch, after studying the correspondence, called on Commodore Morris to provide the department with a copy of the deed and the verdict of the jury of award.[261]

On August 7 Morris forwarded to the department a copy of the verdict of the jury; extracts from an Act of the Massachusetts General Assembly of October 1781, "confirming an arrangement of Streets into the town of Charlestown agreeably to a plan therein referred to"; extracts from the municipal records "to show that the Town made compensation as required by that Act for the land thus taken from Mr. Harris"; and a copy of a vote of the town meeting relinquishing to the United States such parts of the streets in question.

It was Morris' opinion that the 1781 act gave Charlestown a better title to the streets than would have been "obtained in the ordinary high-ways, by the common law."[262]

Secretary Branch submitted these documents to Attorney General John M. Berrien, who recommended that the United States defend its rights. Berrien was of the opinion that the government's case could be argued on two points: (a) the doctrine that fee to the land over which the streets ran passed as appurtenant to the adjoining lands, under the same deed by which they were conveyed; and (b) the contention that the Act, October 30, 1781, gave the municipality "a complete title in fee to the lands in question."[263]

b. The Department Makes Its Case

To get the case before the courts, Richard Harris, on September 4, entered the yard, and told Lieutenant John White, acting

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261. Branch of Morris, July 31, 1830, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

262. Morris to Branch, August 7, 1830, NA, Captains' Letters, Microcopy M-125.

263. Berrien to Branch, August 17, 1830, NA, Letters Received from Attorney General, Microcopy T-1112.

commandant, that he had come to lay claim to the part of the yard belonging to the heirs of John Harris. He then pointed out part of the site occupied by the Navy Store. Next, he closed the iron gates to the yard, and told White not to reopen them. Lieutenant White took no action to deter Harris until he had finished. He then reopened the gates, and notified District Attorney Dunlap of what had transpired.[264]

Checking with Commodore Morris on his return to the yard, the secretary learned that White had followed orders in not opposing Harris' action. This was done in accordance with the decision that it would be necessary for Harris, as a matter of form, "to do some act which would enable the United States to commence the action of trespass, which had been proposed as the best means of ascertaining title."[265]

On December 17, 1830, Harris called on Commodore Morris and asked for copies of any papers he had by which the Charlestown city fathers had made a regular conveyance of that portion of Henley Street west of the initial line drawn by the town committee. Morris had no such documents in his files.[266]

c. The Attorney General Decides That the U.S. Cannot Sustain Its Claim

On March 31, 1831, Attorney General Berrien informed the secretary that a detailed review of the case had satisfied him that "the claim of the United States could not be sustained."[267]

Relaying this information to Commodore Morris, Secretary Branch asked him to ascertain by discreet inquiries the Harrises' terms for

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264. White to Secretary, September 5, 1830, NA, Lieutenants' Letters, Microcopy M-148.

265. Morris to Branch, September 16, 1830, NA, Captain's Letters, Microcopy M-125.

266. Morris to Branch, December 17, 1830, NA, Captains' Letters, Microcopy M-125.

267. Berrien to Branch, March 23, 1831, NA, Letters Received from Attorney General, Microcopy T-1112.

disposing of their claims. This would enable the department to evaluate its options on the "expediency of compromise upon a doubtful claim, or to pursue to a final judicial decision."[268]

Morris' reply contained in a letter, dated August 17, is missing from the files.[269]

On September 21 the secretary wrote Morris that the department would recommend to Congress that funds be appropriated to purchase the Harris heirs' claims at "such sum as may be fixed by referees, not exceeding, however, what the Commandant of the yard may report as a maximum."[270]

d. Morris Seeks to Delineate and Value the Parcels

Commodore Morris found that the land claimed by the heirs fell into two classes--one of which they conceived their legal title to be indisputable, and the other where they were not so confident of being sustained. The former included the

> whole of that part of New South or Meeting House or Henley Street, from the Western line of the land conveyed to the United States from John Harris, to its intersection with Water or Battery Street, being 441 feet long and 40 feet wide, making 17,640 square feet.

It appeared to Morris that the line of the yard wall did not cross and intercept this street as far to the west as the Harris line by 18 feet, which would reduce the Harris claim by 17,640 to 16,920 square feet. Moreover, it appeared that about 721 square feet on the south side of the subject street had been taken from Edes. This further reduced this Harris claim to 16,200 square feet.

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268. Branch of Morris, May 10, 1831, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

269. The subject letter is missing from Microcopy M-125.

270. Woodbury to Morris, September 21, 1831, NA, Letters Sent, Secretary of the Navy, Microcopy M-149.

The second claim was to Battery or Water Street as it was currently known. This parcel had a width of 23 feet and a length of 342 feet from the western line of the Harris land upon this street, then a breadth of 40 feet for a length of 180 feet, and finally a width of 28 feet for 227 feet to the east boundary of the land taken from Harris in 1800. This claim rested upon the assumption that Water Street, 40 feet wide, was laid out principally on Harris' land for a distance of 522 feet. Their claim to this tract was based upon a deed of conveyance from Newell to Harris reading:

> A tract of land lying in Charlestown containing five acres, more or less, bounded as follows, S.W. on land of Joseph Barrel, N.W. on a road leading to Brick Kilns, N.E. on highway leading from the Battery to Moulton Point, S.E. on Charles River, down to low water mark, saving and reserving a highway through the same from the Battery to Moulton Point.

The aforementioned 522 feet of Water Street within the yard had been assumed by the heirs from a 1780 plat, laid before the legislature, as justification for the October 1781 act. This or a similar plan had been used by the commissioners in awarding compensation for lands taken from Harris for streets. The plan seemed to contemplate the streets, then designated Meeting House and Battery, to extend only to the intersection of their nearest lines.

The commissioners, in making their award to Harris for the ground taken for the streets, deducted all of old Battery Street that was included in the new street, and the extent of the old street, which was not included, was relinquished to Harris. Excluding the old road, retained in the new street, and that part of it relinquished to Harris, the quantity of land taken from Harris as determined by the award was 9,396 square feet, upon the length of 522 feet. In addition, the yard wall had been located within the line as taken from Harris, leaving a 320-square-foot triangle to be deducted from the Harris parcel, reducing it to 9,076 square feet.

The other claim advanced by the heirs was very questionable, and rested on these suppositions: (a) that Water Street had been laid out

through the extent of the Harris tract, which would extend it from 227 by 28 feet to 227 feet by 40 feet. Commodore Morris, however, was satisfied that Water Street had never been laid out beyond the point allowed by the Navy; (b) the roadway to Moulton Point was there as early as 1767, and Harris' deed from Newell bounded his tract on this highway, as did his conveyance to the United States. This road had not been relinquished by the town until the lands on both sides of it had been conveyed to the federal government. Such a revision could not be made in favor of Harris; (c) Harris, in a similar manner, had laid claim to one-half the old road to the training field, which had been relinquished to Aaron Putnam by the town in exchange for another farther north, and which had been deeded by Putnam to the United States. This was an old road to which Commodore Morris believed the Harrises had no legal right.

As Morris saw it, the Harris heirs had a good legal claim to:

the revision in Henley Street		16,200 sq. ft.
the revision in part of Water Street		9,076 sq. ft.
	Total	25,276 sq. ft.

If it were admitted that the conveyance from Newell to Harris gave fee title to the road then it would be:

the revision in Henley Street		16,200 sq. ft.
the revision in Water Street		21,037 sq. ft.
	Total	37,236 sq. ft.

Turning to the price per foot to be allowed the heirs, Morris found that the sum paid for similar property had varied greatly during the last three decades. In 1817 the Harrises had sold a narrow parcel fronting on Meeting Street for 22 cents a foot; an estate, with a large dwelling and outbuildings, bounding the yard had sold in 1816 for 34 cents a foot; a small "piece" at the junction and between two streets near the entrance to the yard had sold in 1817 for 80 cents per foot; and property opposite this, below Water Street, and adjoining the yard, had sold in 1804 for 13-1/2 cents a foot, and in 1827 for 10 cents per foot.

Finding it impossible to arrive at a satisfactory conclusion from these figures, he deemed it proper to refer to the original apprisal of the property of John Harris, bordering on these streets, when it was conveyed to the United States, not including the flats. On doing so, he found the average price of the upland lots was 5-242/1000 cents per square foot. By allowing a compound interest at 6 percent upon this valuation from 1800 to 1831, it increased the price to 32 cents per square foot.

This price, in Morris' opinion, would be equal to the current value of the land. If the heirs' claim to the 37,236 square feet was sustained by the courts, the cost would be $11,914.52, and if the smaller figure were accepted the price would be $8,088.37.[271]

e. Congress Refuses to Take Action Until the Courts Have Acted

On October 27 Commodore Morris had mailed a copy of this letter to the Harris heirs. Dissatisfied with his recommendations, they petitioned Congress for relief. Their memorial was referred to the House Naval Affairs Committee. In July 1832 the committee returned the papers pertaining to the subject to the department. The committee found that, if the claimants had a grievance, it was not one that Congress could address, but was one of a "strict legal" "character, which should not be regarded unless it can be enforced by the judgment of a court of law; and, in the opinion of your committee, should not be submitted to, unless sustained by the Judgement of a court of last resort."[272]

Due notice was taken by the committee of the suit the United States had inaugurated in the October 1830 Term of the First Circuit District of Massachusetts against Richard Harris for trespass. The judge had ruled that the United States was "nonsuited." He held that the suit should

271. Morris to Secretary of the Navy, October 31, 1831, NA, Captains' Letters, Microcopy M-125.

272. Naval Affairs Committee to House, July 5, 1832, found in American State Papers, Naval Affairs, Vol. III, p. 149.

have been commenced by the claimants against Commodore Morris, who was in possession of the land. Until this was done, and a judgement made in favor of the claimants, the committee held that "no action on the subject is required on the part of Congress."[273]

f. The U.S. District Court Sustains the Claim

More than a year later, on September 14, 1833, Richard Harris, accompanied by a number of witnesses, entered the yard and sought to take possession of the land claimed by the heirs. Commodore Jesse Elliott put a stop to this charade by telling Harris that he would hold possession in nameof, and for the use of the United States until legally dispossessed. Harris and his companions then left the yard.

Soon thereafter, Commodore Elliott was served with a writ for the land claimed.[274]

The case finally reached the U.S. District Court in 1836. After hearing the evidence in Harris, et al., v. Elliott, the court found that the jury "in 1800 had not appraised the land on which the streets were laid out." One lot had been appraised "with appurtenances." The term "appurtenances," the court ruled, was in common parlance used to "signify something appertaining to another thing as principal, and which passes as incident to the principal thing." Land could not be appurtenant to land. "The soil and freehold of the streets did not pass to the United States, under and by virtue of the term 'appurtenances.'" Moreover, the right of the Harris heirs to a freehold of the streets was not barred by the first section of the act passed by the Massachusetts legislature of October 30, 1781.

Under Massachusetts common law, where an easement for a public highway was taken, the soil and freehold remained with the owner of the

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273. Ibid.

274. Elliott to Woodbury, September 14, 1833, NA, Captains' Letters, Microcopy M-125.

land, encumbered only with the easement. Upon the discontinuance of the highway, the "soil and freehold reverted to the owners of the land."[275]

g. The Government Purchases the Claim

The third session of the 25th Congress, in 1839, accordingly enacted legislation authorizing the Secretary of the Navy "to purchase certain lands situated within the limits of the navy yard . . . said land being the property of the heirs of John Harris. . . ." To enable the United States to determine a fair market value of the parcels, the secretary was, in cooperation with the heirs, to select "three disinterested, discreet, suitable men, who, after being sworn, and having fully examined said land, shall estimate and appraise the same."

After the appraisal had been made and a deed drawn, the secretary "shall pay said heirs the amount of the said apprisal."[276]

On May 14 Secretary of the Navy James K. Paulding wrote Richard Harris asking him to select an appraiser to value the tracts.[277]

This was done and a price for the tracts established.

Then on July 6, 1840, Samuel D. Harris, et al., quitclaimed to the United States for $45,218.59 certain portions of Henley and Water streets, lying within the navy yard. The parcels conveyed were

> a certain lot of land measuring 400 feet in length and 40 feet in width formerly called Henley Street and bounded on all sides by land of the United States, also another lot . . . measuring 750 feet in length and 40 feet in width formerly called Battery, or Water Street and bounded on all sides by land of the United States.

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275. Harris, et al., v. Elliott, 35 US 25 1836, 10 Peters, p. 25.

276. Public Statutes at Large of the United States of America . . ., edited by Richard Peters (Boston 1896), Vol. V, pp. 329-30.

277. Secretary of the Navy to Harris, May 14, 1839, NA, Letters Sent, Secretary of the Navy, Microcopy M-209.

Also transferred were all the right, title, and estate in and to all lands within the limits of the navy yard formerly belonging to or claimed by the late John Harris.[278]

I. The Marine Detachment During the Morris Years

1. Colonel Wainwright Continues to Be Plagued by Manpower and Personnel Problems

In the autumn of 1827, upon being notified that Falmouth was to be outfitted for sea, Marine Corps Commandant Henderson wrote Colonel Wainwright that a guard (one lieutenant, two sergeants, two corporals, and 20 privates) was to be organized for duty aboard the sloop. Reinforcements were en route from Philadelphia, to bring the Charlestown detachment up to its authorized strength.[279]

Eight weeks passed before the guard boarded Falmouth. To arm these Marines, Colonel Wainwright received 15 stands-of-arms from the Portsmouth barracks.[280]

As if lack of personnel were not a serious enough problem, Wainwright received another when Lieutenant Francis S. Neville reported for duty in early February. Although he had been two years in service, Wainwright found him "so deficient in a knowledge of his duty" that it was impossible to give him any responsibilities. Informing the commandant of this, Wainwright promised that "no exertions will be wanting on my part" in undertaking to make Neville fit for service.[281]

Lieutenant Neville, however, continued to blunder. On March 7 Wainwright lost his patience and had Neville arrested for neglect of duty,

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278. Quitclaim Deed from Samuel D. Harris, et al., July 6, 1840, Middlesex County Deed Book 396, p. 1.

279. Henderson to Wainwright, November 29, 1827, NA, RG 127, Letters Sent. Wainwright had been brevet lieutenant colonel since March 1827.

280. Henderson to Wainwright, January 22, 1827, NA, RG 127, Letters Sent.

281. Wainwright to Henderson, February 12, 1828, NA, RG 127, Letters Sent.

disobedience of orders, and unofficer-like conduct. Since Neville's arrival at the barracks, Wainwright had given him every opportunity to learn his duty and become acquainted with the regulations, but he had failed to inspect the guard. In both his dress and person, he was an embarrassment to the Corps.[282]

Commandant Henderson declined to order a court martial for Lieutenant Neville "for reasons which cannot be mentioned in a public communication." Hereinafter, it was trusted that Neville would be more "exemplary," and would avoid getting himself into further difficulties. He was to be restored to duty and to be cautioned that no more forebearance will be extended.[283]

On April 10, 1828, the morning report listed: present for duty six privates, on guard ten privates, on daily detail five privates, on sick call three privates, and on drill two privates. Consequently, Wainwright called for reinforcements.[284] As had happened so many times before, Henderson, with the strength of the Corps pegged at 49 officers and 865 enlisted men, could send no reinforcements. Whenever Congress adopted his recommendations and authorized an increase in the number of enlisted men, Commandant Henderson promised that additional Marines would be ordered to Charlestown.[285]

Colonel Wainwright was called to Philadelphia in early May on special duty, and returned on the 23rd. During his absence, Lieutenant Auchmuty was in charge of the barracks.

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282. Wainwright to Henderson, March 7, 1828, NA, RG 127, Letters Received.

283. Henderson to Wainwright, March 26, 1828, NA, RG 127, Letters Sent.

284. Wainwright to Henderson, April 10, 1828, NA, RG 127, Letters Received.

285. Henderson to Wainwright, April 15, 1828, NA, RG 127, Letters Sent.

Orders placing Constitution in ordinary promised to improve the manpower situation. On July 19 Commandant Henderson somewhat dampened these expectations. When the frigate's guard reported, Wainwright would send all his privates with three or more years' service, fit for sea duty, to New York.[286]

Wainwright used this order to relieve himself of a problem. On July 28 Lieutenant Neville and 11 privates boarded a New York-bound vessel. Private W. Barnes, although he had three years to serve, was retained to attend to necessary minor repairs to the public property.[287]

After the sailors were paid off, Constitution's Marine detachment performed the duties of "soldiers and sailors" working in the hold of the ship, going in boats, etc., without "mumering." It was the fourth week of August before the last of the stores were landed and the Marines transferred to the barracks.[288]

In March 1830 Private McGuire got drunk and belligerent. While in this condition he bullied and struck one of the navy yard employees. Commandant Morris, on learning of the incident, preferred charges against McGuire. The Marine was arrested and confined in the guardhouse by Colonel Wainwright.[289]

Commandant Henderson, on reviewing the vouchers submitted by Colonel Wainwright, was surprised at the way the men on sick call were being pampered. He believed oranges, squabs, and bottled wine were unnecessary for hospitalized men brought up as soldiers. Neither could he approve the high price paid for sick bay mattresses.[290]

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286. Henderson to Wainwright, July 19, 1828, NA, RG 127, Letters Sent.

287. Wainwright to Henderson, July 28, 1828, NA, RG 127, Letters Received.

288. Wainwright to Henderson, November 2, 1828, NA, RG 127, Letters Received.

289. Wainwright to Henderson, March 8, 1830, NA, RG 127, Letters Received.

290. Henderson to Wainwright, April 12, 1830, NA, RG 127, Letters Sent.

In the spring of 1830 the sloop Concord was being fitted out at Portsmouth. As the Portsmouth detachment was understrength, Colonel Henderson called on Wainwright to send to that barracks for duty aboard the sloop "such number of young, able bodied and well drilled privates as you may wish to detach." Since an extended cruise was planned, these men must have three years to serve on their enlistments.[291]

2. Colonel Wainwright Is Transferred

On April 16, 1830, Commandant Henderson alerted Wainwright to hold himself ready for transfer to the Philadelphia Navy Yard.[292] Having served nearly 15 years at the Charlestown barracks, Wainwright was not averse to transferring, but he preferred duty at a southern station. He accordingly asked to be ordered to Marine Corps headquarters.[293] But, on learning that Colonel Anderson had died at Norfolk on June 13, Wainwright asked to be named his replacement as commander of that barracks.[294] Meanwhile, Commandant Henderson was contacting Colonel Wainwright on this subject. On June 21 he wrote that Anderson's death had opened for Wainwright a much better duty station than the Washington barracks, especially since he was suffering from "pulmonary weakness." If he wished to be assigned to command the Norfolk barracks, he was to apprise headquarters.[295]

Upon receipt of Wainwright's communication, Commandant Henderson selected Captain W.H. Freeman to be the new commander of the Charlestown barracks. Freeman at this time was in charge of the Washington Navy Yard Barracks. On his arrival at Charlestown, Freeman would report to Commodore Morris for instructions. He would comply with

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291. Henderson to Wainwright, May 8, 1830, NA, RG 127, Letters Sent.

292. Henderson to Wainwright, April 16, 1830, NA, RG 127, Letters Sent.

293. Wainwright to Henderson, June 18, 1830, NA, RG 127, Letters Received.

294. Wainwright to Henderson, June 19, 1830, NA, RG 127, Letters Received.

295. Henderson to Wainwright, June 21, 1830, NA, RG 127, Letters Sent.

Morris' "wishes as to the number and location of sentinels, and the orders to be given them."[296]

3. Colonel Freeman's First 22 Months At the Barracks

Colonel Wainwright and his family left Boston for Norfolk on July 11, 1830, and Captain Freeman arrived two days later and assumed command of the Charlestown barracks.

In August 1831 the frigate Potomac was outfitted for a far eastern cruise at Norfolk. On learning of this, a dozen of the Charlestown Marines volunteered for sea duty aboard the frigate. Captain Freeman was not averse to their transfer, provided they were replaced by men from other stations.[297]

A detail was sent from New York to enable him to detach these men. On their arrival, the volunteers took passage from Norfolk on the first available transportation.[298]

Lieutenant Neville was back at Charlestown in the summer of 1831. He ran afoul of Captain Freeman in August. While officer-of-the-day he was seen in a cloth cap. Freeman had him placed under arrest for disobedience of orders and being out of uniform. After several days, the lieutenant was released and returned to duty.[299]

There was more trouble involving Lieutenant Neville in June 1832. On the 22nd Captain Freeman warned his command that hereinafter no "women of suspicious or immoral character" would be allowed in any part of the barracks. "Every species of gambling or play at cards for money" was prohibited within the compound.

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296. Henderson to Freeman, June 26, 1830, NA, RG 127, Letters Sent.

297. Freeman to Henderson, August 2, 1831, NA, RG 127, Letters Received.

298. Henderson to Freeman, August 11, 1831, NA, RG 127, Letters Sent.

299. Freeman to Henderson, August 3, 1831, NA, RG 127, Letters Received.

Neville, to protest this order, refused to fall out for parade that evening. Colonel Freeman promptly placed him under arrest.[300]

Commandant Henderson, finally losing patience with Neville, ordered him court martialed.[301] The court convened on July 9. Another 12 months passed before the Corps was rid of the lieutenant. On July 15, 1833, Commandant Henderson transmitted Neville's letter of resignation to the Secretary of the Navy, who accepted it with understandable alacrity.[302]

In late January 1832, Commodore Morris called on Colonel Freeman for two sergeants, two corporals, one drummer, one fifer, and 15 privates for duty aboard Peacock. These men, except the two musics, were detached from the barracks. The drummer and fifer were ordered to Charlestown from the Washington barracks.[303]

Commodore Morris, in June, called on Colonel Freeman to detail men to man additional posts. This would be impossible, Freeman explained, because his detachment was understrength. Of the 30 privates on the morning report, after deducting those confined to the guardhouse, on sick call and supernumerary, on detail, and recent recruits, he had only nine men available. To meet his obligations, he needed to be reinforced by 30 privates. It was his understanding, he wrote Colonel Henderson, that the New York, Philadelphia, and Portsmouth barracks were overstrength.[304]

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300. Freeman to Henderson, June 22 and 24, 1832, NA, RG 127, Letters Received. Freeman had been promoted to brevet lieutenant colonel in February 1832.

301. Henderson to Freeman, July 2, 1832, NA, RG 127, Letters Sent.

302. Henderson to Freeman, July 15, 1833, NA, RG 127, Letters Received.

303. Freeman to Henderson, January 30, 1832, NA, RG 127, Letters Received.

304. Freeman to Henderson, June 29, 1832, NA, RG 127, Letters Received.

A few reinforcements were ordered to Charlestown from these posts. This, however, did not get at the root of the problem. Until such time as Congress raised the ceiling on the Corps' authorized strength, there would never be enough Marines to discharge their manifold missions afloat and ashore.

4. Maintenance and Repair of the Barracks and Grounds

Colonel Henderson, while at Charlestown on his annual inspection in the autumn of 1827, authorized Colonel Wainwright to effect certain unnamed repairs to the "rooms." To expedite this work, Wainwright trusted that the sergeant and privates on detail at Philadelphia would be directed to rejoin the detachment.[305]

Meanwhile, Colonel Henderson had approved purchase of a stove for the passageway, as Wainwright's quarters could never be comfortable "in such an inclement latitude without it."[306]

The Navy's contractor for leveling the ground on either side of the wall paralleling the Salem Turnpike had used the spoil to fill the marsh southeast of the barracks. On doing so, the workmen had obstructed the drains which conducted off "waste water" from the barracks. Water from the yard behind Wainwright's quarters drained into the barracks cellars, injuring the foundations.

To cope with this problem, Wainwright asked authority to build a 600-foot drain, one-foot wide, and six bricks in height.[307]

Colonel Henderson rejected this request. Because, he explained, the expenditure could not be sanctioned, due to uncertainty of the barracks

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305. Wainwright to Henderson, December 2, 1827, NA, RG 127, Letters Received.

306. Henderson to Wainwright, October 1, 1827, NA, RG 127, Letters Sent.

307. Wainwright to Henderson, March 28, 1828, NA, RG 127, Letters Received.

remaining where they were.[308] The barracks' location was among the items being considered by the three-man board preparing the yard's master plan. When the plan was approved in August 1828, it called for removal of the barracks.

On June 14, 1828, Colonel Wainwright complained that unless painted the left and right piazzas would "suffer much from the summer's sun, the seams having opened very much."[309]

Upon receiving authority to proceed with these improvements, Wainwright successfully sought permission to employ a mason to whitewash the left and right wings and to repair the pavements.[310]

In the later winter of 1829 Colonel Wainwright called for repairs to the barracks. His letter, however, is missing from the files, so we do not know their nature. Nothing, however, could be done at this time, because of the limited appropriation for contingencies.[311]

Some four weeks later, the drain leading from one of the pumps to the sink burst and overflowed. A plumber was hired, and a drain cut to lead off the water.[312] As this was an emergency, Commandant Henderson approved this expenditure.[313]

In the spring and early summer of 1830, before turning over command of the barracks to Colonel Freeman, Colonel Wainwright arranged for certain improvements and the purchase of several pieces of furniture.

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308. Henderson to Wainwright, April 5, 1828, NA, RG 127, Letters Sent.

309. Wainwright to Weed, June 14, 1828, NA, RG 127, Letters Received, Quartermaster.

310. Wainwright to Weed, July 15, 1828, NA, RG 127, Letters Received. Quartermaster.

311. Henderson to Wainwright, March 17, 1829, NA, RG 127, Letters Sent.

312. Wainwright to Henderson, undated, NA, RG 127, Letters Received.

313. Henderson to Wainwright, April 27, 1829, NA, RG 127, Letters Sent.

On October 5 Colonel Freeman accordingly submitted for approval these vouchers incurred during the third quarter:

No. 1 Fox & Duffy for painting, etc.	$ 78.28
No. 2 Kilby Page for paper & hanging	30.00
No. 3 bridge tolls	20.00
No. 4 straw	9.79
No. 5 repair of stove	3.50
No. 6 John Adams for furniture	30.97
No. 7 A. Pool for lumber & bricks	29.75
No. 8 E. Nichols for lathing, plastering, etc.	22.00
Total	$224.29

Because of the necessity of lathing and plastering the other walls of his quarters and replacing wornout flooring, Colonel Freeman explained, the cost had exceeded the allowance.[314]

Colonel Freeman, upon assuming command, had reviewed the correspondence and files. He found no orders regulating the oil allowance for the guardroom or barracks yard, in which there were four lamps. He had continued what he deemed a proper expenditure, allowing two gallons per month for the guardroom.[315]

On March 23, 1831, Colonel Freeman asked for an allotment to fund repairs to the barracks. Needed were:

New floors to four barracks rooms in enlisted men's quarters, measuring 20 feet square each, requiring 1,600 feet of boards at $3	$ 48
Laying the same at $2 per 100, $32, and nails for laying $6	38
Fitting two of these rooms with suitable bunks for the men, say 60 at $2 each	120
New gutters to front of enlisted men's quarters, 100 feet at 17¢ per foot	27

314. Freeman to Weed, October 5, 1830, NA, RG 127, Letters Received, Quartermaster.

315. Freeman to Henderson, March 18, 1831, NA, RG 127, Letters Received.

Repair of gutters in rear of barracks and those of officers' quarters by leading, etc.	$ 15
New window sash to 2 windows in barracks, 24 lights each, and glazing same at 17¢ per light	8
Repair of 6 left wing window frames, including mason's work, at $3 each	18
Painting interior of left wing	60
New venetian blinds for 6 windows in commanding officer's quarters, the old one being shattered and worn out at $3.50 each	21
Repairs to front piazza, painting it, etc., to new cover back buildings	50
Floor coverings to rooms in commanding officer's quarters, instead of new flooring	44
Fitting up two barracks rooms, or one room and cellar as kitchen for use of sick bay	100
Contingencies	50
Total	$599

In a covering letter, Freeman noted that the barracks and left wing needed to be attended to immediately. Two rooms in his quarters required new flooring or to be covered with painted floor cloth. The latter, he believed, would be more economical, as the floors could not be taken up without injury to the walls.

It was also necessary to pave with brick several feet in rear of the barracks to "turn off the water to the drains" which now seeped into the cellars.[316]

Commandant Henderson poured cold water on Freeman's proposals. Appropriations for the Corps for 1831, he wrote, were "so small" as to prohibit any repairs to the barracks during the years.[317]

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316. Freeman to Henderson, March 24, 1831, NA, RG 127, Letters Received.

317. Henderson to Freeman, March 30, 1831, NA, RG 127, Letters Sent.

Freeman regretted to learn there was no money for repairs, because they were essential. If the appropriations could not cover them all, he trusted that $250 to $300 might be made available.[318]

Colonel Henderson, after reevaluating the bleak financial situation, approved the expenditure of $300 for repairs and authorized employment of a "white washer." No improvements, he admonished, were to be undertaken.[319]

When the vouchers for this work were submitted, Colonel Henderson confessed that he had no recollection of authorizing the work charged in Edward Nichols' bill for "coloring officers' quarters, etc."[320]

The workmen, Freeman explained, had yellow wash, instead of whitewashing the officers' quarters, kitchens, and several of the barracks rooms.[321]

Soon thereafter, Colonel Freeman called Colonel Henderson's attention to his March 23 requisition. If he were now able to give it his sanction, Freeman promised to see that the carpentry and painting were done by men on detail. The request for converting a cellar into a kitchen for the sick bay was dropped. The large cooking stove, recently purchased for the general mess, would suffice for the entire command.[322]

Colonel Henderson was agreeable, but Freeman quickly discovered that costs of labor and materials exceeded his estimates. This was

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318. Freeman to Henderson, April 4, 1831, NA, RG 127, Letters Received.

319. Henderson to Freeman, April 12, 1831, NA, RG 127, Letters Sent.

320. Weed to Freeman, August 6, 1831, NA, RG 127, Letters Sent, Quartermaster.

321. Freeman to Henderson, August 15, 1831, NA, RG 127, Letters Received.

322. Freeman to Henderson, September 10, 1831, NA, RG 127, Letters Received.

embarrassing. Calling this to Colonel Henderson's attention, Colonel Freeman, taking cognizance of the lateness of the season, promised to limit the exterior painting to that necessary to make the left wing "suitable for the occupation of the officers." To paint the barracks' exterior and make general repairs, including those already authorized, he "recommended a $1,000 appropriation for 1832."[323]

During the spring of 1832 the Marines (the Navy having laid out and developed a shot park parallel to and south of the parade ground) were compelled to relocate the fence fronting on Main Avenue.[324]

323. Freeman to Henderson, October 12, 1831, NA, RG 127, Letters Received.

324. Freeman to Henderson, April 29, 1832, NA, RG 127, Letters Received.

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